

DELEGATION OF PANAMADRAFT DECLARATION OF THE RIGHTS AND
DUTIES OF STATES1. The right to national existence.

Every State has the right to exist and the right to protect and preserve its existence; this right does not however imply that a State is entitled to commit, or justified in committing, unjust acts towards other States in order to protect and preserve its existence.

Precedents and corresponding clauses:

Article 1 of the Declaration of the Rights and Duties of Nations adopted by the American Institute of International Law at Washington on 6 January 1916.

2. Recognition of the existence of the State.

Every State is entitled to have its existence recognised. The recognition of the existence of a State merely signifies that the State recognising it accepts the person of the State recognised, together with all the rights and duties which arise out of international law. Recognition is unconditional and irrevocable.

Precedents and corresponding clauses:

Article 6 of the Convention of Montevideo on the Rights and Duties of States, 1933.

3. The right to existence, independent of recognition.

The political existence of the State is independent of its recognition by other States. Even before it has been recognised, the State has the right to defend its integrity and independence, to

²² Note by the Secretariat. The present draft Declaration on Rights and Duties of States has been submitted by the Delegation of Panama for consideration by the General Assembly at its First Session. The General Assembly decided, on the recommendation of the General Committee, to postpone the consideration of the Rights and Duties of States. At the wish of the Delegation of Panama this document is nevertheless circulated now so as to give the Members of the United Nations ample time to study the proposals in the interval between the first and second part of the First Session of the General Assembly.

provide for its preservation and prosperity and, consequently, to organise itself as it sees fit, to legislate in regard to its interests, to administer its services and to determine the jurisdiction and competence of its Courts of Justice.

Precedents and corresponding clauses:

Article 3 of the Convention of Montevideo on the Rights and Duties of States, 1933.

4. The right to independence.

Every State has the right to its own independence in the sense that it is free to provide for its own well-being and to develop materially and spiritually without being subjected to the domination of other States, provided always that in so doing, it shall not impair or violate the legitimate rights of other States.

Precedents and corresponding clauses:

Article 2 of the Declaration of the American Institute of International Law, 1916; par. 3, Atlantic Charter 1941; par. g., Act of Chapultepec, 1945.

5. The duty of non-intervention.

No State has the right to interfere in the internal or external affairs of another State.

Precedents and corresponding clauses:

Article 8, Convention of Montevideo on the Rights and Duties of States, 1933; Article 1 of the Additional Protocol of the Peace Conference of Buenos Aires, 1936; article 1 of the Declaration of American Principles of Lima, 1938; par. b. of the Act of Chapultepec, 1945; Article 3, Declaration of Mexico, 1945.

6. Legal Equality.

Every State is, in law and before the law, equal to all the others which make up the community of States, and has the right to claim and assume, as among the Powers of the world, that position of equality to which natural law entitles it.

Precedents and corresponding clauses:

Article 3, Declaration of the American Institute of International Law, 1916; Article 4, Convention of Montevideo on the Rights and Duties of States, 1933; Article 2, Declaration of Mexico, 1945; Article 2, par. 1, Charter of the United Nations, 1945.

7. Exclusive Jurisdiction.

Every State is entitled to exercise exclusive jurisdiction over its territory and over all nationals or foreigners within that territory.

Foreigners may not claim rights different from, or more extensive than, those enjoyed by nationals.

Precedents and corresponding clauses:

Article 4, Declaration of the American Institute of International Law, 1916; Article 9, Convention of Montevideo on the Rights and Duties of States, 1933, and Calvo Doctrine.

8. Diplomatic Intervention.

Every State is entitled to intervene with another State in favour of its own nationals, acting through diplomatic channels and in a reasonable and courteous manner; it is its duty to refrain from alleging any denial of justice so long as its nationals have not claimed the right which they allege to possess from the Courts of Justice of the State to which such diplomatic representations are being made; if, however, this State should deny the foundation of fact or law of the intervention, and the intervening State does not accept this denial, it may only resort to the procedure of peaceful settlement for the solution of the dispute.

Precedents and corresponding clauses:

Calvo Doctrine, 1900; Article 5, draft prepared by Gustavo Gutiérrez Sánchez,

9. Respect of the right of the State by other States.

Any State which has a right under international law, is entitled to have this right respected and protected by all the other States,

since rights and duties are correlative, and the right of one creates for the others the duty to respect it.

Precedents and corresponding clauses:

Article 5 Declaration of the American Institute of International Law, 1916; Article 5, Convention of Montevideo on the Rights and Duties of States, 1933.

10. Limitation of the Rights of the State.

No other limit is set to the exercise of the rights of a State than the exercise of the rights of other States, in accordance with international law. It is the duty of every State not to overstep this limit.

Precedents and corresponding clauses:

Article 3, para. 2, Convention of Montevideo on the Rights and Duties of States, 1933.

11. Observance of Treaties and sanctity of the pledged word.

It is the duty of every State to fulfil, in good faith, the obligations arising from public treaties, and to respect the sanctity of the pledged word.

Precedents and corresponding clauses:

Article 5, Declaration of American Principles, Lima, 1938; Art. 8, "The mechanism of a lasting peace" by Cordell Hull, 1937; par. h. Act of Chapultepec, 1945; par. 3, Preamble of the United Nations Charter; Preamble of the League of Nations Covenant.

12. Discharge of International Obligations.

It is the duty of every State to discharge, in good faith, its obligations under international law, and it may not plead limitations arising out of its own Constitution or its laws as an excuse for failure to discharge this duty.

Precedents and corresponding clauses:

Principle 1, The International Law of the Future, Hudson Committee, 1944.

13. Authority of International Law.

The sovereignty of the State is subject to the limitations of international law, and it is the duty of every State to adjust its conduct to international law in its relations with other States and with the community of States.

Precedents and corresponding clauses:

Article 4, Declaration of American Principles, Lima, 1938; Postulate 3, International Law of the Future, 1944; Article 1, Declaration of Mexico, 1945; Preamble of the League of Nations Covenant.

14. National and International Scope of the Law of Nations.

International law is at once national and international. It is national in the sense that it is the law of the country and that it is the duty of the State to apply it as such in solving questions concerned with its principles; it is international in the sense that it is the law of the community of States and that it is the duty of each State to apply it to all questions which arise among the members of that community and which are concerned with its principles.

Precedents and corresponding clauses:

Article 6, Declaration of the American Institute of International Law, 1916; postulate 2, International Law of the Future, 1944.

15. Peaceful settlement of disputes.

It is the duty of every State to settle its international disputes by peaceful means and in such a manner that neither peace and security nor justice are imperilled.

Precedents and corresponding clauses:

Declaration of the 6th Pan-American Conference, 1928; Washington Treaties of Conciliation and Arbitration, 1929; Article 10, Convention of Montevideo on the Rights and Duties of States, 1933;

Article 4, a Pact against War of Rio de Janeiro, 1933; Convention for co-ordinating the application of inter-American Treaties, Buenos Aires, 1936; Article 2, Declaration of American Principles, Lima, 1938; Principle 6 of the International Law of the Future; par. f. Act of Chapultepec, 1945; article 7, Declaration of Mexico, 1945; Article 2, par. 3, Charter of the United Nations; Article 13, Covenant of the League of Nations.

16. Condemnation of War as an instrument of national and international policy and of the threat or use of force.

It is the duty of every State to refrain from the use of war of aggression as an instrument of national or international policy, and from resorting to the threat or use of force against the territorial integrity and political independence of another State, or for the recovery of public debts from another State, or in any other form which is inconsistent with international order.

Precedents and corresponding clauses:

Drago Doctrine, 1902; Declaration of the 6th Pan-American Conference, 18 February 1928; Kellogg-Briand Pact, October 1928; Art. 1, Anti-War Pact of Rio de Janeiro, 1933; Article 3, Declaration of American Principles, Lima, 1938; Article 8, Atlantic Charter, 1941; Article 8, Declaration of Mexico, 1945; Article 2, par. 4, Charter of the United Nations.

17. Right of Legitimate Defence.

Every State has the inherent right of individual or collective legitimate defence, and in the exercise of this right, it may use force to counter the unauthorized use of force by another State, provided that it shall immediately advise the competent organ of the community of States.

Precedents and corresponding clauses:

Principle 7, International Law of the Future, 1944; Art. 51, Charter of the United Nations, 1945.

18. Non-Recognition of territorial acquisitions obtained by force.

It is the duty of every State to refrain from recognising territorial acquisitions obtained through force or the threat of force.

Precedents and corresponding clauses:

Resolution of the first International Conference of the American States, 18 April 1890; Inter-American Declaration of 3 August 1932; Article 2, Anti-War Pact, 1933; Article 11, Convention of Montevideo, on the Rights and Duties of States, 1933; Article 2, Atlantic Charter, 1941; par. a. Act of Chapultepec, 1945; Article 5, Declaration of Mexico, 1945.

19. Co-operation in the Prevention of acts of force.

It is the duty of every State to afford the community of States every kind of assistance in whatever action that community undertakes, and it should abstain from rendering assistance to any State against which the community is conducting preventive or coercive action.

Precedents and corresponding clauses:

Principle 8, International Law of the Future, 1944; Article 2, par. 5, Charter of the United Nations; Article 10, League of Nations Covenant.

20. Co-operation in the pursuit of the aims of the community of States.

It is the duty of every State to take, in co-operation with other States, the measures prescribed by the competent organs of the community of States in order to prevent or put down the use of force by a State in its relations with another State, or in the general interest.

Precedents and corresponding clauses:

Articles 6 and 8, Declaration of American Principles, Lima, 1938; Principle 8, International Law of the Future, 1944; Article 5, Charter of the United Nations.

21. Maintenance of Conditions calculated to ensure international peace and order.

It is the duty of every State to ensure that the conditions prevailing within its territory do not threaten international peace and order and, to that end, it must treat its own population in a manner which does not violate the dictates of humanity and justice, or offend the conscience of mankind.

Precedents and corresponding clauses:

Principle 2, International Law of the Future, 1944.

22. Duty not to foment civil disturbances in other States.

It is the duty of every State to ensure that, within its own territory, no activities are organized for the purpose of fomenting civil strife within the territory of another State.

Precedents and corresponding clauses:

Principle 4, International Law of the Future, 1944.

23. Equality of Opportunity and Inter-dependence in the Economic Sphere.

Every State has the right of access, on equal terms, to the trade, commodities and raw materials of the world which are necessary to its economic prosperity.

It is the duty of every State to refrain from eliminating from its economic activities every artificial means tending to establish differences in the acquisition of the natural products of the soil of another State, to exercise control over means of transport, to restrict trade, or bring about restrictions in commercial credits and currency of another State.

Precedents and corresponding clauses:

Article 7, Declaration of American Principles, Lima, 1938;

Article 4, Atlantic Charter, 1941; Article 6, Gutiérrez Draft, 1944;

Article 15, Declaration of Mexico, 1945; Article 2, Economic Charter of the Americas, 1945.

10. Prohibition of Pacts incompatible with the discharge of international obligations.

It is the duty of every State to refrain from concluding with other States agreements, the observance of which is inconsistent with the discharge of its obligations under international law or under the constituent pact of the community of States.

Precedents and corresponding clauses:

Principle 10, International Law of the Future, 1944;
Article 103, Charter of the United Nations, 1941.

TABLE
OF EQUIVALENTS AS BETWEEN THE ARTICLES OF THE DECLARATION
OF THE RIGHTS AND DUTIES OF NATIONS ADOPTED BY THE AMERICAN
INSTITUTE OF INTERNATIONAL LAW AND THE DRAFT DECLARATION ON
THE RIGHTS AND DUTIES OF STATES PROPOSED BY THE MINISTER OF
FOREIGN AFFAIRS OF PANAMA.

<u>Declaration of the Institute.</u>	<u>Panama Draft.</u>
1. The right to national existence	1.
2. The right to independence	4.
3. Legal equality	6.
4. Exclusive jurisdiction	7.
5. Respect of the rights of the State by other States	9.
6. National and international scope of the law of nations	14.

TABLE OF EQUIVALENTS AS BETWEEN THE PRINCIPLES OF THE
HUDSON COMMITTEE AND THE DRAFT DECLARATION ON THE RIGHTS
AND DUTIES OF STATES PROPOSED BY THE MINISTER
OF FOREIGN AFFAIRS OF PANAMA.

<u>Principles of the Hudson Committee.</u>	<u>Panama Draft.</u>
1. Discharge of international obligations	12.
2. Maintenance of conditions calculated to ensure international peace and order	21.
3. The duty of non-intervention	5.
4. The duty not to foment civil disturbances in other States	22.
5. Co-operation of pursuit of the aims of the community of States.	20.
6. Peaceful settlement of disputes	15.
7. Condemnation of war as an instrument of national and international policy and the threat or use of force	16.
8. Co-operation in the prevention of acts of force	19.
9. Limitation of armaments	20.
10. Prohibition of pacts inconsistent with the discharge of international obligations	24.

EXPLANATORY NOTE

by

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When the Powers which met at Dumbarton Oaks sent to the various Governments the proposals which had been agreed upon in regard to international organization, the Governments which received them proceeded to submit their observations and amendments for the important discussions which were to take place at the San Francisco Conference.

Three of the Republics which attended the Conference, i.e., Panama, Mexico and Cuba, made proposals to the effect that the Conference should adopt a Declaration of the Rights and Duties of Nations, and a Declaration of the Essential Rights of Man, that is, an International Bill of Rights. Mexico and Cuba limited their proposition to a request that such declarations be adopted, but Panama presented drafts to serve as a basis for discussion.

The proposal of Panama, which partly modified the beginning of Article I of the draft Charter, read as follows :

"The purposes of the Organization are :

1. To maintain international peace and security in conformity with the fundamental principles of international law and to maintain and observe the standards set forth in the 'Declaration of Essential Human Rights' which are appended to the present Charter, and which are made an integral part thereof."

The text proposed by Panama as declaration of the essential rights of man is the same as that which was drawn up by the Special Committee set up by the American Institute of Law of Philadelphia, a Committee on which I had the honour to sit.

As a draft declaration of the rights and duties of nations, I proposed on behalf of the Delegation of Panama the well known text

prepared by that eminent North American internationalist, James Brown Scott, and adopted by the American Institute of International Law at its meeting of the 6 January 1916. I recognized that notwithstanding its precision of wording, the document failed to enumerate all the rights and essential duties of Nations, since it comprised only six articles, which omitted many of the great principles of international law. Since, however, I had not been able to prepare a fuller draft before the Conference, I submitted Scott's text as an excellent basis of discussion.

It was evident at San Francisco that it was impossible for the Conference to undertake the work of discussing two documents so important and so open to possible debate as the two declarations proposed. It need only be remembered that the Declaration of the Essential Rights of Man was the result of more than two years' study and discussion among twenty-five members of the above-mentioned Committee, representing the respective cultures of the principal countries and regions of the world, and at the same time the most conflicting political views.

It would have been necessary at San Francisco to reconcile the views of the Delegates of the fifty United Nations on these vital and delicate matters; and to illustrate the impossibility of achieving this, it will be sufficient to recall that the Assembly which met in California had to perform two months of intense labour to produce the one hundred and eighty-one Articles which constitute the Charter of the United Nations and the Statute of the International Court of Justice.

Nevertheless, it was agreed among the delegates that these two declarations should be discussed by the First General Assembly to be convened after the Charter had come into force; and the Government of Panama, which I have now the honour to represent

at the Ministry of Foreign Affairs, proposes to submit to the Assembly the Declaration of the Essential Rights of Man already submitted at San Francisco, together with a new draft Declaration of the Rights and Duties of States, which I have prepared as a basis for discussion. Panama wishes to submit this declaration not only for adoption by the United Nations, but also for incorporation in a possible pact of association of the American Republics that is to be discussed at the Pan American Conference scheduled to meet in Bogota in 1946 - a subject on which I have also prepared a project.

It is clearly desirable that nations should subscribe to a conventional instrument setting forth the great principles which constitute, as it were, the cement which knits together the structure of international law.

Some European authors consider such a declaration neither practical nor feasible, but American opinion rejects this view and the experience of the New World shows that a declaration of the rights and duties of nations is an admirable basis for the codification of international law and offers a useful substitute for this until such time as this great juridical task can be accomplished. The nations of America have already agreed on a convention on the rights and duties of States, signed at Montevideo on 26 December, 1933, and there is no reason why a like effort could not be made by the United Nations as a starting point for the codification of the international law of the future.

In a number of international agreements, and in various works by jurists, an effort has been made to embody in a few articles the basic elements of international law. However, these agreements and these works are all incomplete, whilst at the same time, some of these drafts set forth not only positive principles expressing

either a right or a duty but also mere abstract postulates belonging rather to the field of writings on international law than to articles of a multilateral convention among nations.

The Declaration by the Institute of International Law, remarkable for its precision and profundity, comprises, as I have said, six articles, covering the following topics :

1. The right to a national existence;
 2. The right to independence, a right entailing the duty to abstain from unilateral intervention;
 3. The right to juridical equality;
 4. The right to exclusive jurisdiction;
 5. Respect of the rights of a State by other States;
- and lastly,
6. The national and international scope of the jus gentium.

It will be seen at a glance that some essential principles are missing here; such as the observance of public treaties; the fulfilment of international obligations; the pacific settlement of disputes; the condemnation of the threat or use of force; the right of legitimate defence; the co-operation in the maintenance of international peace and order, and other points unnecessary to enumerate.

A fuller statement is made in the ten principles of the draft prepared by a Committee of Jurists of different nationalities, mostly from the United States and Canada, presided over by the distinguished Judge of the Permanent Court of International Justice and Professor of Harvard University, Doctor Manley O. Hudson, and published under the title of "Postulates, principles and proposals" concerning future international law. This draft, in which I had the honour of collaborating, covers the following principles expressing them in the form of duties of the States :

PRINCIPLES FOR THE INTERNATIONAL LAW OF THE
FUTURE

Principle I

Each State has a legal duty to carry out in full good faith its obligations under international law and it may not invoke limitations contained in its own constitution or laws as an excuse for a failure to perform this duty.

Principle II

Each State has a legal duty to see that conditions prevailing within its own territory do not menace international peace and order, and to this end it must treat its own population in a way which will not violate the dictates of immunity and justice or shock the conscience of mankind.

Principle III

Each State has a legal duty to refrain from intervention in the internal affairs of any other State.

Principle IV

Each State has a legal duty to prevent the organization within its territories of activities calculated to foment civil strife in the territory of any other State.

Principle V

Each State has a legal duty to co-operate with other States in establishing and maintaining agencies of the Community of States for dealing with matters of concern to the Community and to collaborate in the work of such agencies.

Principle VI

Each State has a legal duty to employ pacific means and none but pacific means in seeking to settle its disputes with other States, and failing settlement by other pacific means to the settlement of its disputes by the competent agency of the Community of States.

Principle VII

Each State has a legal duty to refrain from any use of force and from any threat to use force in its relations with another State, except as authorized by the competent agency of the Community of States; but subject to immediate reference to and approval by the competent agency of the Community of States, a State may oppose by force an unauthorized use of force made against it by another State.

Principle VIII

Each State has a legal duty to take, in co-operation with other States, such measures as may be prescribed by the competent agency of the Community of States for preventing or suppressing a use of force by any other State in its relations with another State.

Principle IX

Each State has a legal duty to conform to the limitations prescribed by the competent agency of the Community of States, and to submit to the supervision and control of such an agency with respect to the size and type of its armaments.

Principle X

Each State has a legal duty to refrain from entering into any agreements with another State, the performance of which would be inconsistent with the discharge of its duties under general international law.

Article 2 of the Charter of the United Nations states in pursuit of the purposes of the Organization the Members should act in accordance with principles set forth in the seven paragraphs into which Article 1 is divided. It is evident, however, that, technically, as a statement of principles, it leaves much to be desired and merits the criticism levelled at it by several delegations at San Francisco, more especially in the debates of the Drafting Committee and Committee 1 of Commission 1. In effect, the first paragraph of this Article deals with the principle of juridical equality of States; the second imposes the duty of fulfilling the obligations assumed under the Charter, the third makes mandatory the settlement of international disputes by peaceful pacific means; the fourth consecrates abstention from the threat or use of force; the fifth prescribes the duty of co-operation to prevent the use of force; the sixth provides that the organization will make those States which are not Members of the United Nations behave in a manner which shall not endanger international peace and security; and lastly, the seventh excludes from joint action matters falling essentially within the domestic jurisdiction of States.

It will be seen that this Article is far from being a true enumeration of principles inasmuch as all its clauses, save the first, are drafted in the form of treaty provisions.

At the Pan American conferences efforts have been made on several occasions to formulate declarations of principles, generally under the description of American principles. Yet, these enumerations are all incomplete.

The Montevideo Convention on Rights and Duties of States contains fifteen articles, of which eleven are normative; among these several of the great principles of the jus gentium are missing. On the other hand, notwithstanding the title of the Convention, some of its articles in no way define rights or duties, for instance, the second, fifth, sixth and seventh articles. It is also debatable whether Article 1 really defines a duty of the State, since it only states conditions which are required for the existence of the State. In my opinion, this article is out of place in the convention because if a given people does not satisfy these conditions it is not a State and, therefore, it cannot have any duties as such. On the other hand, if a State exists, that is because it fulfils the conditions necessary for it to do so, and as it does in fact exist, it cannot number among its duties that of possessing the attributes which are a condition precedent to its existence. Its duties are those which arise for it as a State and not those of fulfilling the conditions required in order to become what it already is.

Article 2 which reads: "The federal State constitutes a sole person in the eyes of international law" does not express either a right or a duty, but merely a truth of international life more appropriately to be stated in didactic writing than in a convention designed to proclaim rights and impose obligations, the one and the other of a specific character.

The Buenos Aires Conference issued a Declaration which, apart from propounding the vital dogma of continental solidarity, attempts

an enumeration of principles. Of these however, it barely covers four.

The Eighth Pan American Conference issued in Lima the so-called "Declaration of American Principles", consisting of eight articles of which the first five state principles. The remaining three are remarks or assertions lacking entirely reciprocally binding or mandatory character.

And lastly, the Conference on Problems of Peace and War held in Mexico in 1945 issued the so-called Declaration of Mexico consisting of seventeen articles, covering some of the great principles, but including also mere statements that really have no place in a multilateral instrument which should offer positive formulae, mandatory or obligatory in character, or formulae yielding, at least, a clear indication of a right or duty of the States. The following will serve as an example :

"14. Education and material wellbeing are indispensable to the development of democracy".

"15. Economic collaboration is essential to the common prosperity of the American nations. Want among any of the peoples, whether in the shape of poverty, malnutrition or ill-health, affects each one of them, consequently all of them jointly."

More far reaching than all previous statements was that presented in 1931 by the eminent Chilean internationalist, Doctor Alejandro Alvarez, consisting of sixty articles distributed under eight headings and covering in fact the whole subject matter of international law. The result is that, viewed as an effort towards the codification of international law, this appears as a small piece of work, whilst viewed as a declaration of the rights and duties of States contained in a brief and concise normative

instrument like that adopted at Montevideo, it is too extensive. The need for a Declaration incorporating all the great principles that are the source of the rights and duties to which the States should adjust their mutual relations is hence evident. Such a document may be drafted by extracting from the various declarations, resolutions, public treaties and other multilateral instruments or acts all elements of technical value for the purpose of formulating a precise, harmonious and complete body of doctrine, free alike of exaggeration and of insufficiency and truly adapted to the purpose of those pronouncements.

With these ideas in mind, I have attempted a new draft embodying all the cardinal principles which are to be found here and there in the aforementioned texts, but discarding whatever does not properly constitute a positive right but is a mere abstract statement. In a word, I have attempted a draft which should be a true epitome or syllabus of the basic elements of law by which the States should govern their mutual relations in the community of nations.

The declaration drafted by me consists of twenty-four articles containing as many principles expressed in the form of rights or duties and, occasionally of both in a single article. For this new draft I have availed myself of the following texts as sources :

The Charter of the United Nations;

The Montevideo Convention on Rights and Duties of States (1933);

The Declaration of Mexico (1945);

The Acts of Chapultepec (1945);

The Lima Declaration of American Principles (1938);

The conventions and resolutions of the Buenos Aires Conference on the Maintenance of Peace (1936);

The Postulates, Principles and Proposals-concerning Future International Law, presented by the Committee of Jurists presided over by Mr. Manley O. Hudson (1944);

The Declaration of the Rights and Duties of Nations prepared by James Brown Scott and adopted by the American Institute of International Law on the sixth of January 1916;

The Covenant of the League of Nations (1919).

The matters covered by the proposed statement have been divided in groups according to their inter-relation to each other.

According to this method, the first three articles deal with the concept which comes first in the natural order of things, that is to say: the existence of the State; the recognition of this fact, and the doctrine that the right of the State to exist and develop is independent of such recognition.

There follow three articles (Numbers 4, 5 and 6) which set forth the doctrine of the independence of States, comprising the three principles that may be said to constitute the three main aspects of the concept of sovereignty, i.e., independence, non-intervention and legal equality.

The manifestation of sovereignty in tangible form is jurisdiction, which constitutes the subject matter of article 7; and, following on this question of jurisdiction, article 8 defines the norm which I consider right in matters of diplomatic intervention and which itself contains the Calvo Doctrine - a doctrine especially dear to the legal mind of America and accepted by the majority of lawyers of the world.

The two following articles refer to the rights of the State. The ninth deals with the respect of those rights and the tenth with the limit set to them, which is none other than the rights of others.

Articles 11 and 12 are closely related and refer, the first to the observance of treaties and the second to the fulfilment of international obligations in general.

Articles 13 and 14 deal with the authority of international law, including, naturally, everything agreed upon in the Charter of the United Nations and in the Statute of the World Court, which are international treaty law. Article 13 proclaims international law as a law that must be kept by all States. Article 14 defines its national and international scope.

The four articles that follow propound the general doctrine of submission to law and the proscription of force. The fifteenth establishes as a general duty incumbent on States the settlement of their disputes by peaceful means; the sixteenth pronounces the condemnation of war and force, thereby including the Drago Doctrine which prohibits the recovery of the debts of States by coercive action. As an exception to the general rule concerning the use of force, Article 17 accepts the right of legitimate defence in the terms of Article 51 of the Charter of the United Nations. Lastly, Article 18, which is really a corollary of Article 16, establishes as a duty of States the refusal to recognize territorial acquisitions obtained by force.

There follow immediately two articles that deal with international co-operation. Article 19 notes the duty to co-operate in the prevention or suppression of violence; and Article 20 refers to co-operation in the pursuit of the general objectives of the community of States.

The two articles that follow deal with two duties that conduce to the preservation of peace. Number 21 establishes the obligation on the part of the State to maintain within its territory just conditions that will not constitute a threat to peace and

international order or violate the dictates of justice and humanity. Article 22 limits itself to the exclusive duty of the State not, by action or omission, to foment civil disturbances in other States.

The next two articles are not inter-related.

The first, Article 23, establishes the principle of equality of opportunity and of interdependence and co-operation in the economic sphere.

Article 24, the last in this Declaration, is virtually consequential upon, and is a requisite of, all the precepts previously set forth; it is based on the provision of Article 103 of the Charter of the United Nations. The final article lays it down as a duty of the State, that it should refrain from concluding agreements that are inconsistent with its international obligations, both those which arise for it generally out of the *jus gentium*, and those imposed by the San Francisco Charter.

There are, of course, many principles of international law that are not included in the draft Declaration, but I think that the twenty-four articles to which I have referred comprise what can be called great principles, that is to say the basic norms of the co-existence of States as members of a legal community. It should be pointed out in this connection that many principles of international law are implicitly covered by some of the clauses of the draft.

Four of these articles are very closely related, and must be understood to embrace many principles of international law which are of manifest importance but are not mentioned by the Declaration. These articles are the following :

Article 13, which proclaims, in a general way, the authority of international law; Article 12, which asserts the duty of

States, to fulfil their international obligations;

Article 9 which lays down the obligation to respect the rights of others; and Article 10, which affirms that the limit set to the exercise of the rights of one State is the exercise of their rights by other States.

Thus, with the reign of international law established between the States and all these States being required to fulfil the obligations that arise for them under that law, it is evident that Article 13 and the related articles cover the principles of international law which govern, inter alia, the following matters :

1. freedom of navigation on international waterways;
2. territorial waters;
3. peaceful use of air space over national territories;
4. use of radio-electric channels and the need for interdependence and co-operation in the use of electromagnetic waves;
5. maritime and land neutrality;
6. right of legation and diplomatic immunities;
7. right to consular representation;
8. condition of foreigners;
9. relations ruled by private international law;
10. public treaties;
11. asylum;
12. duties of States in case of civil war;
13. responsibilities of States in case of civil war;
14. in regard to the States of the New World, the principle of 'uti possidetis' as criterion or norm for the decision of frontier problems; and
15. the principle of continental solidarity that unites the American Republics by virtue of their regional agreements.

It is a well known fact that there is no unanimity of view as to the principles governing these matters, and that what, in the opinion of some States and jurists, should be considered an accepted rule of international law, is not so regarded by other States and jurists. If, however, such a divergence of opinion should arise as to what constitutes the duty of the State, under Article 13 and related clauses, it will have to be resolved by peaceful means, mainly through arbitration or international justice, under Article 15. In other words, so long as national law has not been codified, it will be for the courts of arbitration and the International Court of Justice to determine what is the true rule of international law. Even once the codification of international law has taken place, and even after the Declaration of the Rights and Duties of States has been made, there is no doubt that there will occasionally be disagreements between two States in regard to the interpretation and application of the principles contained, not only in these sources of law, but even in the Charter of the United Nations itself, which is today the positive law in the community of nations.

I have thought it convenient, in order to facilitate consultation and references, to put, after each article, its precedents and equivalents, to enable the origin and scope of each one of the articles of the Declaration to be determined at a glance. Comparison will show that, although in the normative and fundamental aspects there are no inventions or innovations, nothing that deviates from what may be regarded as established by the legal thinking of mankind, in the matter of formulation, on the other hand, I have thought it convenient, for the sake of simplicity and of that method which is necessary in a document of

this kind, to merge on occasion into a single article principles which have been culled from sources wholly unconnected and separated by a great interval of time.

This is true, for instance, of article 16, which refers, in a general way, to the condemnation of wars of aggression and of force. This article combines the proscription of aggressive war as an instrument of national and international policy, in the now classical terms of the Havana Declaration and the Kellogg-Briand Pact, using the text of section 4 of Article 2 of the Charter of the United Nations almost 'ad verbum litterae,' but adding the phrase "or for the recovery of public debts from another State", thus expressly including within the scope of this article the celebrated Drago Doctrine.

It may be observed in this connection that the Drago Doctrine should be regarded as included in the aforesaid clause of the United Nations Charter, which forbids "the use of force against the territorial integrity or political independence of any State". It is evident that a coercive measure of the kind applied to Venezuela by Germany, England and Italy in 1902 and 1903 -- measure that led to the declaration of the famous doctrine of the Argentine minister -- constitutes an attack on the political independence of the State subjected thereto. It follows inevitably from this that Article 2 of the Charter of the United Nations has implicitly incorporated the Drago Doctrine. In order however, to call attention to the matter as well as to make the article as clear as possible in this respect, I have included in it the additional provision that it will not be permissible to resort to threats or force "for the recovery of public debts from another State".

On the other hand, ideas reflecting a like doctrine are to be found in two other articles of the Declaration. Thus, in Article 7,

concerning the exclusive jurisdiction of the State, I have combined the basic text of the Declaration of the Rights and Duties of Nations, adopted by the American Institute of International Law in 1916, with the final part of Article 9 of the Montevideo Convention on Rights and Duties of States establishing that "foreigners may not claim rights other or more extensive than those of nationals".

This second part of the article is, in reality, part of the Calvo Doctrine which is also embodied into Article 8, concerning diplomatic intervention, which lays down the duty of the State not to allege a denial of justice so long as its nationals have not first appealed to the local courts of justice. Of the Calvo Doctrine there remains to be mentioned the more concrete question of the liability of the States for damages sustained by foreign nationals as a result of civil disturbances; that liability is subject, however, in case of dispute, to the decisions of international justice or arbitration regarding the interpretation and application of the principles concerned.

Lastly, I would like to call the attention of the jurists who may consider this draft to the following point which I would repeat and emphasize. This Declaration does not contain what may be called postulates of international law, that is to say dogmas or maxims which do not, really, establish rights or duties of States, but merely expound certain truths of international life, without stating in any specific, concrete, direct or positive manner what could be properly called a right or duty. This being so, it will be fruitless to look in the Declaration for most of the postulates to be found in juridical works of acknowledged merit, as for example, the splendid works by Alvarez and Murtua which have already been mentioned, or some of the inter-American instruments

and acts. But it has been my intention that all such clauses as specifically establish a right or a duty should be incorporated in my draft Declaration. This is true, for example; of Article 13 of the Alvarez draft, which establishes that the relations between States are governed by international law. It is also true of Article 21, which lays down that international law forms part of the legislation of each State; of Article 29, which deals with juridical equality; and of Article 35, which establishes the principle of non intervention.

Of the fifteen articles which constitute the Normative Law of Mauritua, I would mention that eleven find an equivalent or corresponding provision in as many articles formulated by me, but I have not included those bearing Numbers I, X, XII and XIV, as their text is merely doctrinal and explanatory.

Of the postulates which were put forward by the Committee of Jurists, presided by the distinguished Judge of the Permanent Court of International Justice, Dr. Manley O. Hudson, I have taken the third, which is not merely explanatory, but mandatory and concrete, inasmuch as it implies the duty of every State to adjust its conduct to international law in its relations with other States and with the community of States.

The draft which I propose refers, it will have been noted, only to the duties of the State towards other States. The duties of the State towards individuals are dealt with in the draft Declaration of the Essential Rights and Liberties of Man which I proposed at the San Francisco Conference on behalf of the Delegation of Panama, and to which I made reference at the beginning of this statement.

Finally, it may be mentioned that if the Declaration includes the most fundamental rights of States, the great majority of the

Articles also establish the duties of those States, as the following list will show :

Article	Matter	Contents
1	Existence of the State	Right
2	Recognition of the existence of the State	Right
3	Existence of the State independent of recognition	Right
4	Independence	Right and duty
5	Non-intervention	Duty
6	Equality	Right
7	Jurisdiction	Right
8	Diplomatic intervention	Right and duty
9	Respect of Rights	Right and duty
10	Limitation of Rights	Duty
11	Observance of Treaties	Duty
12	Fulfilment of international obligations	Duty
13	Authority of International Law	Duty
14	Scope of International Law	Duty
15	Peaceful settlement of disputes	Duty
16	Condemnation of war and of force	Duty
17	Legitimate Defence	Right
18	Repudiation of Conquest	Duty
19	Co-operation against force	Duty
20	Co-operation for the ends of the community of Nations	Duty
21	Maintenance of just conditions	Duty
22	Duty to refrain from encouraging disturbances in other States	Duty
23	Equality of opportunity and economic interdependence	Duty
24	Facts inconsistent with international obligations	Duty

Such is the draft which I submit to the learned consideration of the internationalists and statesmen. I should be happy and grateful to receive constructive criticisms which may enable me to correct errors and perfect, as far as it is possible, this modest effort towards juridical harmony in the international field.