

On the conclusion of the Finnish delegate's address a Special Committee composed as follows was appointed to consider the appeal:—

M. Costa du Rels (Bolivia), Mr. Butler (United Kingdom), Mr. Wrong (Canada), Frakhry Pasha (Egypt), M. Paul-Boncour (France), Sir Muhammad Zafrulla Khan (India), Mr. Cremins (Ireland), M. Urbye (Norway), M. da Matta (Portugal), M. Unden (Sweden), Phya Rajawangsan (Thailand), M. Benavides (Uruguay) and N. Parra-Perez (Venezuela).

*Proceedings and Report of the Special Committee*

The Special Committee, which sat in secret, at its first meeting on December 11 decided to address the following telegram to the Soviet Government:—

“The Committee set up by the Assembly, which is seized in virtue of Article 15 of the Covenant, addresses an urgent appeal to the Government of the U.S.S.R. and to the Finnish Government to cease hostilities and open immediate negotiations under the mediation of the Assembly with a view to restoring peace. Finland, which is present, accepts. Should be grateful if you would inform me before to-morrow (Tuesday) evening if the Government of the U.S.S.R. is prepared to accept this appeal and cease hostilities forthwith.”

M. Molotov replied on December 12 thanking the Committee for its kind invitation, but stating that the Soviet Government could not accept for the reasons set out in their telegram to the Secretary-General of December 4.

Paragraph 3 of Article 15 of the Covenant provides that the Assembly “shall endeavour to effect a settlement of the dispute.” The continued refusal of the Soviet Government to participate in the proceedings now made it necessary to proceed under Paragraph 4, by which, a settlement not having been effected, the Assembly was required to publish a report “containing a statement of the facts of the dispute and the recommendations which are deemed just and proper in regard thereto.” The rest of the meetings of the Special Committee were devoted to framing the report and recommendations which were adopted by the Assembly on December 14th.

The first section of the report contains a recital of the facts from the extension on October 5th by the Soviet Government of an invitation to the Finnish Government to exchange views on political questions to the recognition on December 2nd by the Soviet Government of the “Popular Government of Finland.” It is based on documents furnished by the Finnish delegation and official communiqués issued by the Soviet news agency. Where the facts are in dispute both the Finnish and Soviet versions are given. The chief events reviewed in this section are the negotiations between the two Governments which were carried on in Moscow from October 12th to November 13th, the frontier incident at Mainila on November 26th and the Soviet demands based thereon, the declaration of the Soviet Government on November 28th that they considered themselves no longer bound by their Treaty of Non-aggression with Finland, the rupture of diplomatic relations by the Soviet Government on November 29th followed immediately by the invasion of Finland on November 30th, the recognition by the Soviet Government on December 2nd of the “Popular Government of Finland” under the presidency of M. Kuusinen, and the rejection in Moscow of an offer of “good offices” by the United States which was accepted by Finland.

The second part of the report reviews the legal obligations binding the two Governments. In it the provisions of the following bilateral agreements between the U.S.S.R. and Finland are summarized: (1) the Treaty of Peace between Finland and the Soviet Union of October 14th, 1920, by which the