BULGARIA

REJECTION BY BULGARIA OF A DRAFT TREATY PROPOSED BY THE UNITED STATES

711.74119/1 a,—

The Secretary of State to the Minister in Bulgaria (Wilson)

No. 1 WASHINGTON, December 9, 1921.

Sr: As you are aware the Treaty of Neuilly was signed on November 27, 1919 by the representatives of the Governments of the United States and Bulgaria. This Treaty, however, was not ratified on the part of the United States. It has, therefore, been deemed expedient, in view of the desirability of promoting friendly relations, as well as to encourage commercial intercourse between the two countries, to conclude a treaty between the two countries which shall embody such portions of the Treaty of Neuilly as would seem appropriate to the accomplishment of the above mentioned purposes. The draft of such treaty is herewith transmitted to you.

You are directed to present this draft to the Minister of Foreign Affairs of Bulgaria for the consideration of his Government, and should it be found acceptable to that Government, you will sign the treaty with the Bulgarian plenipotentiary. The President's full power authorizing you to do so is enclosed.

Should any modifications in the draft be proposed by the Bulgarian Government, you will submit them to the Department for its consideration and await its reply.

I am [etc.] CHARLES E. HUGHES

[Enclosure]

Draft of Treaty with Bulgaria

The United States of America and Bulgaria, desiring to promote friendly relations and to regulate commercial intercourse between the two countries, and believing that this may be accomplished through an agreement with regard to the treaty of Neuilly which was signed on November 27, 1919, and came into force according to the terms of its Article 296 but has not been ratified by the United

1 Text printed in S. Doc. 7, 67th Cong., 1st sess.
2 Not printed.
States, have resolved to conclude a treaty for that purpose, and to
that end have named their plenipotentiaries;
The President of the United States of America: ..............

and

Bulgaria: ......................................................

Who, having communicated to each other their respective full
powers, found to be in good and due form, have agreed as follows:

ARTICLE I

Bulgaria undertakes to accord to the United States, and the
United States shall have and enjoy, all the rights and advantages
stipulated for the benefit of the United States in the Treaty of
Neuilly which the United States shall fully enjoy notwithstanding
the fact that such Treaty has not been ratified by the United States.
The United States, in availing itself of the rights and advan-
tages stipulated in the provisions of that Treaty, will do so in a man-
ner consistent with the rights accorded to Bulgaria under such
provisions.

ARTICLE II

With a view to defining more particularly the obligations of Bul-
garia under the foregoing Article with respect to certain provisions
in the Treaty of Neuilly, it is understood and agreed between the
High Contracting Parties:

(1) That the rights and advantages stipulated in that Treaty for
the benefit of the United States, which it is intended the United
States shall have and enjoy, are those defined in Parts IV, VII, VIII,
IX, X, XI and XIII;

(2) That the United States shall not be bound by the provisions
of Part I of the Treaty of Neuilly, nor by any provisions of that
Treaty including those mentioned in paragraph (1) of this Article,
which relate to the Covenant of the League of Nations, nor shall the
United States be bound by any action taken by the League of
Nations, or by the Council or by the Assembly thereof, unless the
United States shall expressly give its assent to such action;

(3) That the United States assumes no obligations under or with
respect to the provisions of Part II, Part III, Part VI and Part XII
of that Treaty;

(4) That, while Bulgaria consents to the participation of the
United States in any and all Commissions established under that
Treaty or any agreement supplemental thereto, the United States is
not bound to participate in any such commission unless it shall elect
to do so;
(5) That the periods of time to which reference is made in Article 296 of the Treaty of Neuilly shall run, with respect to any act or election on the part of the United States, from the date of the coming into force of the present Treaty.

ARTICLE III

The present Treaty shall be ratified in accordance with the constitutional forms of the High Contracting Parties and shall take effect immediately on the exchange of ratifications which shall take place as soon as possible at Sofia.

In witness whereof, the respective plenipotentiaries have signed this Treaty and have hereunto affixed their seals.

Done in duplicate in Sofia, this . . . . day of . . . . . . . . . . . . . .
192 . . .

71174119/5

The Minister in Bulgaria (Wilson) to the Secretary of State

No. 30

SOFIA, February 13, 1922.

[Received March 9.]

SIR: I have the honor to report that the Department’s instruction No. 1 of December 9, 1921, was received on December 31st, and the draft of the treaty contained therein was immediately submitted to the Bulgarian Foreign Office for its consideration.

In the first conversation which I had on this subject with Mr. Stambolisky, the Prime Minister and Minister for Foreign Affairs, he seemed much pleased with the idea, and especially enthusiastic at the prospect of having an American member on the various commissions provided for by the Treaty of Neuilly. He told me later that the treaty had been discussed in the Council of Ministers, and approved in principle.

A few days ago, however, Mr. Kissimoff, who—as the Prime Minister speaks no language but Bulgarian—represents the latter in dealing with the foreign representatives, asked me to come to the Foreign Office as he wished to talk over with me certain matters connected with the proposed treaty.

At this interview he began by repeating what the Prime Minister had previously said, viz, that in principle the Bulgarian Government approved the treaty, but he went on to say that in the draft submitted by me, all the clauses in the Treaty of Neuilly favorable to the United States had been retained, and all those favorable to Bulgaria, omitted. This he said would certainly arouse opposition when the treaty came before the Sobranje for discussion, and might even bring about its defeat, as many persons would say,—and with
some justice—that as the United States and Bulgaria had never been at war, there was no need of any such treaty as that proposed unless Bulgaria were to draw some advantages therefrom.

Mr. Kissimoff said that Bulgaria had accepted the hard conditions imposed upon her by the Treaty of Neuilly, and was carrying them out loyally on her side, but that the only two conditions in any way favorable to Bulgaria, viz, an outlet on the Aegean Sea (Article 48), and the Protection of Minorities (Section IV), were not being fulfilled by the other parties to the Treaty.

He inquired therefore whether I did not think that in the proposed treaty between the United States and Bulgaria, the Department would be willing to insert a clause whereby the United States would promise its diplomatic support in securing the execution of these two clauses of the Treaty of Neuilly. The insertion of such a clause, he stated, would remove any objections which might be raised in Parliament, that Bulgaria had nothing to gain by the proposed treaty, and that the United States alone drew all the advantages therefrom.

I replied to Mr. Kissimoff, that I would of course refer to my Government any suggestions he might wish to make, as soon as he submitted them to me in a concrete form, but that I could not hold out any hope that any suggestion of such a nature as that just proposed, would be found acceptable by the Department. I explained to him that all political and territorial clauses had been purposely omitted from the proposed treaty, as not being in accord with the policy of the Government, and that I did not believe that any change along this line would be considered.

I then pointed out to Mr. Kissimoff, that the Prime Minister, and he himself, had several times stated that it would be to the greatest advantage of Bulgaria to have an American member on the various Interallied Commissions, especially the Reparations Commission, so that it was not exact to say that Bulgaria derived no advantages from the proposed treaty. He acknowledged this, but said that the United States could not be represented on these commissions unless the consent of England, France, and Italy were previously secured. He believed that this consent would be difficult, if not impossible to secure, and he said that he knew that the Reparations Commission in Sofia would oppose it with all its strength, and urge their respective Governments to take the same position. . . .

Mr. Kissimoff told me yesterday that the Prime Minister had appointed a small commission to study the treaty, and to propose to the United States a modification along the lines mentioned above, viz, securing a clause promising American diplomatic support in the execution of the two clauses mentioned of the Treaty of Neuilly. I repeated that I did not think there was the slightest possibility of the proposal being accepted, but that I would of course send it to
my Government by cable, as soon as he furnished me with the exact wording of the clause which he desired to have inserted.

This telegram will probably be received by the Department within a short time, and doubtless before the receipt of this despatch.³

Neither the Bulgarian Government or myself have given any statement about the proposed Bulgarian-American treaty, and the first news of it was received here through an article in the London Times. The local correspondent of the Times then called on me, and I told him that such a treaty was now under consideration, and was merely following the General policy of my Government in its recent treaties with Germany, Austria, and Hungary. Nothing was asked or said about the clause providing for an American member on the various commissions, and I do not think that this is known outside the Foreign Office. . . .

I have the honor to enclose herewith a translation of an article from the Echo de Bulgarie—the semi-official Government organ—of the 11th instant commenting upon the proposed Bulgarian-American Treaty.⁴ This is a translation of an article from the Pobeda, a newly-established newspaper which supports the present Agrarian Government of Mr. Stambolisky, and so may be taken as expressing the views of the Government.

I have [etc.]  

CHARLES S. WILSON

711.74119/4: Telegram

The Minister in Bulgaria (Wilson) to the Secretary of State

SOFIA, February 23, 1922—3 p.m.

[Received February 24—6 p.m.]

8. Department’s instruction number 1 of December 9th. President of commission appointed by Prime Minister to study the proposed treaty came to me today and stated that Government believes ratification would meet strong parliamentary opposition owing to the fact that as the United States and Bulgaria were never at war there is no immediate justification for a peace treaty based on that of Neuilly which is a consequence of war. He also pointed out that proposed draft retains all clauses favorable to United States and omits all favorable to Bulgaria. He stated willingness of Bulgaria to negotiate separate commercial agreement on most-favored-nation basis and suggested possible willingness of Bulgaria to negotiate also naturalization, extradition, and consular conventions. I believe Bulgaria might possibly accept proposed draft if United States would agree to modifications reported Legation

³ No telegram appears to have been received.
⁴ Not printed.
despatch number 30, February 13, but I have discouraged any such hope. In my opinion value for the United States of proposed treaty lay chiefly in having American member on inter-Allied commission present composition of which makes commercial relations between the United States and Bulgaria extremely difficult. See my despatch number 32, February 15.5 I told president of commission that owing to these conditions which could be remedied by proposed treaty I believed Bulgaria might experience some difficulty in securing a loan in America which she intends to try to obtain shortly. Respectfully request earliest possible instructions.

WILSON

711.74119/6: Telegram

The Secretary of State to the Minister in Bulgaria (Wilson)

WASHINGTON, May 27, 1922—3 p.m.

7. Your 8, February 23rd, 2 p.m. If you consider time opportune, Department desires you again to take up draft treaty with Bulgarian Government. You should point out informally that suggestion regarding Article 48 and section IV part III of the Treaty of Neuilly cannot be entertained as it constitutes a departure from this Government's settled practice of non-interference in territorial or political questions affecting European countries, but that if Bulgarian Government should have other modifications to suggest, they may be submitted for the Department's consideration.

With reference to your written despatch No. 30 of February 13th, you should avoid conveying the impression that acceptance of the proposed draft treaty would result in either official or unofficial American representation on reparation or other commissions provided under Treaty of Neuilly. The fact that this country might desire the right eventually to be so represented indicates neither the present intention nor any obligation to take such action.

HUGHES

711.74119/7: Telegram

The Minister in Bulgaria (Wilson) to the Secretary of State

SOFIA, June 16, 1922—noon.

[Received 7 p.m.]

17. Department's 7, May 27, 3 p.m. Have discussed treaty draft with Prime Minister. He is unwilling to negotiate any treaty based on Neuilly and maintains position reported in Legation telegram number 8, February 23rd, 2 p.m. Repeats will try to negotiate separate commercial, naturalization, and consular conventions.

WILSON

*Not printed.