

apparently misinterpreted General Von Horn's remarks about the entry of the Force into Katanga).

Significance

8. The significance of the United Nations role in the Congo cannot be fully measured at this time but there is no doubt that it has far-reaching implications for the Congo, for Africa and for the United Nations itself. Success in the Congo may lay the groundwork for many other operations of the United Nations in Africa, especially as regards the peaceful parts of the programme. Success for the United Nations in the Congo and in Africa might establish the Organization firmly as the strongest influence for peace in the world. Undoubtedly, success in the Congo will rally public support but with that public support must come the material support, as distinct from lip service from member states. Failure, on the other hand, in the Congo might mean the final failure of the United Nations.

9. To meet the needs of the practical operations in the Congo, there has been a heartening response from member states representing all shades of opinion in the United Nations. Even the Soviet bloc has supported the United Nations effort in the Security Council and has provided material assistance. The response of the African states themselves, considering their own weaknesses, has been most encouraging. Undoubtedly, this is the response to an emergency situation; the task will be to sustain the effort in the months to come.

10. A serious and sizable problem will be the financing of the United Nations Operations in the Congo. The bill for the Force alone will greatly surpass even the expensive UNEF venture. The hope is, however, that the United Nations political stake in the Congo and in Africa generally will be considered sufficiently important to persuade them that this time the political decisions of the Organization must be backed fully with material means. This applies particularly to the Soviet bloc but as well other member states who have been just as delinquent in responding to United Nations needs in the past in comparable situations. Indeed, the United Nations response in the Congo must be regarded as marking the breakup of the log-jam in rendering material support to the Organization in its programmes of political, technical and economic assistance. If this hope is not realized, the United Nations will find itself in an impossible financial situation which may threaten its very survival.

11. You may agree that it is useful to have this assessment in mind when the Cabinet is considering the United Nations request for signals and logistic support for the Force. The assessment is also related to what Canada's attitude might be as regards the Secretary-General's negotiations with Belgium and with particular reference to the situation in Katanga. You will have seen that the United Kingdom, faced with grave problems itself in Africa, is disposed to use its influence to persuade the Belgians to withdraw its military forces completely from all parts of the Congo. The whole situation is so delicate that we would be well advised to be cautious in our own approach. Finally, we shall be required to keep the many questions under constant review in order to have our assessment of all its implications up-to-date.

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