

## INTRODUCTION

Volume 25 is the second of two volumes documenting the period from 10 June 1957 to 31 December 1958, the first eighteen months of Prime Minister John G. Diefenbaker's Progressive Conservative government. The earlier volume focused on Canada's active participation in three multinational organizations—the United Nations, the North Atlantic Treaty Organization, and the Commonwealth. It also contained chapters on atomic energy and relations with Western European countries. This volume documents Canada's relations with the United States, the Middle East, the Far East, Eastern Europe and the Soviet Union, and Latin America.

Cold War defence and security issues continued to dominate the attention of Canadian foreign policy-makers during the period covered by this volume. As the documentation in Chapter I indicates, the Conservative government inherited from the outgoing Liberal administration a Canadian-American defence agenda containing a number of critical and contentious items. The most important issue was the plan to integrate operational control of North American air defence forces. Based on two submissions prepared by the Department of National Defence [Documents 10 and 11], Prime Minister Diefenbaker personally approved the formation of the North American Air Defence Command (NORAD) on 24 July 1958. Alarmed that a matter of such magnitude had not been vetted by Cabinet, officials in the Department of External Affairs convinced the Secretary of State for External Affairs, Sidney Smith, to lobby his Department of National Defence counterpart to seek an intergovernmental exchange of notes [Document 20]. General George Pearkes, the Minister of National Defence, consented to Smith's request. These efforts to formalize NORAD arrangements were given added urgency by Diefenbaker himself, who sought to deflect growing Parliamentary criticism of the deal and to prevent details of inter-departmental dissension from reaching the public [Document 25]. Subsequent negotiations with American officials proceeded smoothly, and diplomatic notes were exchanged in May 1958. Cabinet ministers also sought to establish political oversight of NORAD operations through the creation of a ministerial committee, a proposal that was initially opposed by the Department of External Affairs. Eventually, Canadian and American negotiators agreed to create an oversight committee that would be responsible for studying all bilateral security matters. Diefenbaker and President Dwight D. Eisenhower approved the formation of the Canada-United States Committee on Joint Defence during Eisenhower's visit to Ottawa in July 1958. Canadian Ministers and their American counterparts subsequently convened the first meeting of this Committee in Paris in December 1958 [Document 135].

The second major defence and security issue confronting the Diefenbaker government was the status of the CF-105 interceptor programme. Space limitations only permit the printing of a small percentage of documents concerning the cancellation of the Avro Arrow. Moreover, much of this unprinted archival material rests exclusively in the domain of domestic defence policy with little applicability to the conduct of Canadian foreign affairs. Nevertheless, the documents included in this volume provide a detailed look at the efforts of senior bureaucrats and Cabinet ministers to respond to the foreign policy implications of the Arrow decision. During the first seven months of 1958, the prohibitive costs of the Arrow and the potential decline of the Soviet manned bomber threat clouded the future of the CF-105 production programme. But as late as 31 July 1958, Robert Bryce, the Clerk of the Privy Council and a trusted Diefenbaker advisor, informed the Prime Minister that the Arrow programme should