

for defence purposes. This was not satisfactory to the Newfoundland Government which pressed for the right to attend meetings of the Board when the defence of Newfoundland was under consideration. But the Ogdensburg Agreement made no provision for representation by third countries. The alternative adopted was to invite Newfoundland to attend specific meetings without formally recognizing attendance as a right. On at least five separate occasions Newfoundland was invited to send representatives to sit with the Board, and on four occasions Newfoundland representatives attended; but their status was obviously that of observers, or expert witnesses, rather than members of the Board.

The Leased Bases Agreement and Protocol

Under the Leased Bases Agreement of 1940-41, the United States acquired leaseholds to run for 99 years to base areas in three locations in Newfoundland, as well as in Bermuda and the West Indies. The three locations in Newfoundland were: for an army garrison base adjacent to St. John's (Fort Pepperrell); for a naval and army base at Argentia on the South coast (Argentia and Fort McAndrew); and for an air base on the Gulf side (Stephenville), originally intended as a staging field for short-range aircraft between the Maritime provinces and eastern Newfoundland but later turned over to the U.S. Transport Command.

Agreement in principle to the exchange of base rights for destroyers was reached by the British and United States Governments within a few days of the meeting between President Roosevelt and Prime Minister King at Ogdensburg, but agreement on details was more difficult to achieve. A conference between the two Governments was then convened in London where a formal treaty was ultimately negotiated.¹⁹

Although Canada was concerned with the establishment of United States bases in Newfoundland, she was invited to be represented at the London Conference only by observers. Canada did not object to the bases—indeed Prime Minister King had personally helped the parties to come to an agreement—but Canada was dissatisfied with several clauses in the draft treaty, in particular with an emergency provision which seemed to authorize the United States to take whatever action it deemed necessary anywhere in Newfoundland in the event of war or other emergency.

Newfoundland, for its part, was dissatisfied with the extensive rights which the United States was to be given in Newfoundland, in particular with the extent to which the United States authorities would retain jurisdiction over their nationals with respect to any offences against Newfoundland law. At a late stage in the conference, on Newfoundland's initiative, the Canadian and Newfoundland delegations made common cause in an effort to

¹⁹ For negotiations see Documents 232-300; also Stacey C. P. *op. cit.* p. 357-361 and Dziuban, Stanley W. *Military Relations between the United States and Canada 1939-1945*. Washington Office of the Chief of Military History 1959. p. 162 (*United States Army in World War II, Special Studies*, vol. 5).