

have the agreement with respect to Newfoundland negotiated separately from the agreement with respect to the West Indies. This effort proved unavailing.

It proved no easier from the Canadian point of view to secure amendment of the text (already virtually agreed between the United States and the United Kingdom) but eventually it was decided to annex a protocol, signed by representatives of Britain, the United States and Canada for the purpose of protecting the Canadian defence position in Newfoundland.²⁰

Under the Protocol, the three governments formally recognized "that the defence of Newfoundland is an integral feature of the Canadian scheme of defence and as such is a matter of special concern to the Canadian Government which has already assumed certain responsibilities for this defence". It was agreed further that, in any action taken in Newfoundland by the United States under the Agreement, "Canadian interests in regard to defence will be fully respected"; that nothing in the treaty should affect arrangements already made in Newfoundland by the United States and Canada in pursuance of recommendations submitted to the two Governments by the Permanent Joint Board on Defence; and finally that, where the treaty provided for consultation with Newfoundland, the Canadian Government, as well as the Newfoundland Government, should be entitled to participate. From a legal standpoint the Protocol was probably less satisfactory than suitable amendments to the text of the treaty—if they could have been obtained—but it was at least some restraint on too liberal an interpretation of the treaty in favour of the United States military authorities.

That Canada had some grounds for uneasiness over American intervention in Newfoundland was evident. Before sites for the United States bases had been decided on, the United States military planners had urged that leased areas should include Gander, Botwood, and naval facilities at St. John's. Inclusion of Gander was vetoed by the President,²¹ and it was decided that St. John's was too small and congested to serve as a United States naval base. Later, a special Army Planning Committee set up to recommend base sites proposed that the United States be guaranteed the use of all harbours, anchorages, and air fields in Newfoundland and a modified version of the proposal found its way into the Leased Bases Agreement.²²

Still more disturbing was the posting of American air and ground forces to Gander as garrison forces, without consultation with Canada or Newfoundland at the political level and despite the fact that Canadian forces were already doing garrison duty there. Such incidents were no doubt due to a desire on the part of the American forces to make sure that vital locations in Newfoundland were adequately protected, but they also tended to raise latent Canadian and Newfoundland suspicions of long-range United States intentions.

■ Appendix B.

■ Dziuban, Stanley W. *op. cit.* p. 166.

■ *Loc. cit.*