

controlling bacteriological and chemical warfare because the processes of manufacture are simpler and the source of materials more widespread, thus making effective inspection virtually impossible. In the field of atomic energy, however, the UN has recognized that international control is technically possible, but the Soviet Union has consistently refused to accept the minimum requirements of an international inspection and control which the great majority of the United Nations consider essential for their security.

(c) Until the United Nations have reached agreement for international control of atomic energy there can be no prohibition of atomic weapons; yet those who stand in the way of international control are the ones who press most loudly for prohibition of atomic weapons.

(d) By an overwhelming vote the General Assembly on November 4, 1948 charged the Atomic Energy Commission and in particular its six permanent members (including Canada) to continue their efforts to reach an agreed system of international control. The AEC has tried to reach agreement and has just decided to postpone further efforts until the Six Powers have met in an attempt to make a fresh start. Their meetings will probably begin before the end of this month. It would therefore be premature to anticipate the results of their meeting by passing a resolution on the subject on which the General Assembly has given them specific responsibility.

(e) We have no objection to paragraph (b) of the Soviet resolution, as we have ratified the Protocol of June 17, 1925; this part appears to be aimed at the United States which has not ratified. If, however, the Soviet delegate tries to use paragraphs (a) and (c) of his resolution to extend the scope of the Convention for the Protection of Civilians in Time of War to situations which have little to do with the more limited purposes we believe the Convention should serve, you should be guided by paragraphs 9 (a) and (b) of the Commentary prepared by the Inter-Departmental Committee in Ottawa. We think it is unrealistic and unnecessary to attempt to draft a Convention to be applied to *all* civilians as each government should be free to exercise its own discretion in dealing with its own nationals.

2. The Soviet approach to the atomic energy problem is simple and well known. They want prohibition without control. As all peoples long for security from attacks by weapons of mass destruction, the Soviet Union has exploited to the full for propaganda purposes their desire for prohibition and has tried to evade responsibility for the absence of agreement on the fundamental questions of inspection and control.

3. Arguing along the above lines, you should if possible seek to have the Soviet resolution ruled out of order. If it is discussed nevertheless, you should, in consultation with the countries associated with us in the Six Powers Talks (U.K., U.S., France and China), seek to amend the resolution by making it effective only in the event of an international system of inspection and control having been approved by the UN and ratified by its members. If some such amendment is not passed, you should oppose the Soviet resolution (if you find you are in good company in so doing); alternatively you should abstain, as you did when a similar resolution was