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OF THE DEPARTMENT OF
EXTERNAL AFFAIRS
CANADA . . . 1950



REPORT

of the

Department of

EXTERNAL AFFAIRS

CANADA

1950



OTTAWA

EDMOND CLOUTIER, C.M.G., B.A., L.Ph.,

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Foreword

The main function of the Department of External Affairs is the protection and advancement of Canadian interests abroad. How that responsibility was discharged during 1950 is set forth, in some detail, in the different chapters of this report. From these detailed and dispersed accounts, however, it may not emerge clearly or with sufficient emphasis that the paramount Canadian interest abroad is the maintenance of international peace and security. During the past year that problem has become much more difficult and anxious. Consequently, the attention of the Department has had to be devoted increasingly to the active consideration of all the measures by which peace could be secured in the face of a danger which is world-wide and which manifests itself in many different ways. The policy of a country of the strength of Canada can never be decisive in determining the issues of peace or war. But, in a situation of such tragic division and danger as exists at present, it is essential that every decision of the Government in its external relations should be taken deliberately and wisely and in the fullest possible knowledge of the facts. Only thus can we ensure that such power and influence as Canada possesses is used to further the cause of peace and freedom.

At the beginning of 1950 it was clear that we were entering on a period of great tension. By its refusal to co-operate in working out a peaceful settlement of the problems which had been left by the Second Great War and by the provocative acts of expansion in which it had indulged since hostilities ended, the Soviet Union had revealed itself as a dangerous threat to peace and to the independence of free peoples everywhere. Moreover, there had occurred in 1949 an enormous accession of strength to the forces of Communist imperialism by reason of the Communist victory in China. In spite of the success of the European Recovery Programme in strengthening Western Europe against possible Soviet aggression, the loss of China, it was clear, would result in a very heavy net increase in Communist power throughout the world. Nevertheless, in January, 1950, there were grounds for cautious optimism. The nations of the North Atlantic area had joined together in the North Atlantic Treaty to set a barrier to the piece-meal conquest of Western Europe by the Soviet Union and were already taking steps to increase their forces in being. The atomic explosion in the Soviet Union in the autumn of 1949 had led to a mounting sense of urgency; but it was felt that the U.S.S.R. was not yet prepared to initiate or support aggressive action which might involve the risk of a general war. If during the next three years the free peoples of the world energetically increased their defences so that the disparity in ground and air forces was not so overwhelmingly in favour of the Soviet Union and its satellites, it was hoped

that a situation of stability might be produced in which negotiations with the Soviet Union might successfully be carried out and that thus there might eventually be an easing for the existing tension.

This situation was radically altered during 1950. The attack on the Republic of Korea on June 25 showed that the Soviet Union and its satellites were now prepared to extend the area under their control by naked military aggression as well as by subversion and propaganda. This challenge to the independence of free peoples everywhere and to the authority of the United Nations was quickly met by the resolutions of the Security Council on June 25 and 27, which branded the puppet government of North Korea as the aggressor and which called on all members of the United Nations to assist in repelling the attack. These resolutions secured the support of 53 members of the Organization and military forces for service in Korea were provided by 12 members including Canada. The military success of these forces under the United Nations Command in defeating the North Korean army gave colour to the belief that a settlement might be worked out in Korea. The further intervention of Chinese Communist forces, however, first shook and then virtually extinguished this expectation; and the diplomatic and military support which was given by the Soviet Union to this act by the Chinese Communists made it clear that those in control of the policy of that country were now willing to run the risk of a general war.

By the end of the year it was apparent that the period of greatest danger had already begun. During the Special Session of Parliament held in September measures had been taken to increase Canadian defence preparations as a deterrent to aggression. The Government is now considering the steps we should take in concert with our allies to meet the even greater danger that faces us at present.

It is recognized that, while the free world has to hasten and strengthen joint action to deter or meet aggression, at the same time it is important that no opportunity for genuine negotiation with the Soviet Union or with the Chinese Communists should be neglected. Nor should preoccupation with military defence be allowed to obscure the cognate responsibility of co-operating with other countries in raising the standard of living in under-developed areas whose poverty presents an opportunity for the deceptive promises of Communist propaganda. Useful initiatives designed to improve conditions in such parts of the world have been taken this year under the auspices both of the United Nations and of the Commonwealth.

The Commonwealth indeed has shown its vitality during the past year by providing a valuable link between the countries of the West and the countries of Asia that have recently achieved their independence. In these critical months it has been of the highest importance that there should be sympathy and mutual respect between the free peoples of Asia and the countries in the North Atlantic area even when their views did not

entirely coincide. Commonwealth meetings, as well as meetings within the United Nations, have been useful for this purpose.

The year ends in crisis and in disappointed hopes. But that should be no reason for despair or for slackening of effort. Rather it should call forth from all Canadians the energies and sacrifices which will be needed if we are to be successful in building a world where peace will be secure.

L. B. PEARSON,
*Secretary of State for
External Affairs.*

OTTAWA, January 5, 1951.

The Honourable L. B. PEARSON, M.P.,
Secretary of State for External Affairs.

This Report, which, by statute, is required to be tabled annually in Parliament, indicates the nature and scope of the external problems that faced Canada in 1950. It provides a general summary of the work of the Department during the past calendar year.

For the third consecutive time, the Department's Report has been divided on the basis of function or subject. For this reason, there are no separate accounts of the work at the different Canadian missions, though reference is made to the main operations of these offices. Following a brief outline of the "headquarters" organization of the Department and of Canadian "branch offices" abroad, the Report reviews, under headings corresponding to the present Divisions of the Department, the principal business done during 1950.

The large range of the Department's activities is indicated by the responsibility laid upon the Minister by the Department of External Affairs Act, for the "conduct of all official communications between the Government of Canada and the Government of any other country in connection with the external affairs of Canada". The Secretary of State for External Affairs is also charged with the conduct of international negotiations and such other duties in relation to external affairs as may be assigned to him by the Governor-in-Council. The administration of Canadian external policy involves close and continuous co-operation with other Government departments and agencies, many of which have important direct interests in important phases of our relations with other countries. I am glad to be able to report that such co-operation is improving steadily both in Ottawa and abroad.

In submitting this Report for the year 1950, I should like to record my appreciation of the manner in which the members of the Department at home and abroad have discharged their duties, and of the loyalty and devotion which have characterized their work.

A. D. P. HEENEY,
*Under-Secretary of State
for External Affairs.*

OTTAWA, January 5, 1951.

I. Organization of the Department

At Ottawa

THE staff of the Department is headed by an Under-Secretary of State for External Affairs with a Deputy Under-Secretary and three Assistant Under-Secretaries. They are assisted by officers of various ranks, formally designated as Counsellors and First, Second and Third Secretaries. By Civil Service classification these are known as Foreign Service Officers.

The work of the Department at Ottawa is carried out through thirteen Divisions organized partly on a geographical and partly on a functional basis.

There are three geographical Divisions: the Commonwealth, the European, and the American and Far Eastern. There are ten functional Divisions: United Nations, Economic, Legal, Defence Liaison, Information, Consular, Personnel, Protocol, Finance, and Establishments and Organization.

Re-organization of the administrative services of the Department was completed during the year. A Finance Division was established to provide for a closer scrutiny of expenditures. Questions arising out of superannuation, allowances, registry, communications and many other related matters became the responsibility of the new Establishments and Organization Division. Sections dealing with international conferences and supplies and properties were also set up. The Archives unit and the Library were incorporated in a new Reports and Research section.

On September 14, 1950, the Department announced the establishment of a separate Press Office to assist members of the Parliamentary Press Gallery and other journalists to secure information on Canada's external relations. This work, which had previously been the responsibility of the Information Division, now became the exclusive task of the Press Office.

Missions Abroad

Canada now has diplomatic representation in thirty-three countries. There are sixteen embassies, seven legations and five High Commissioner's Offices. In addition, the Canadian representatives in Belgium, Norway and Sweden are accredited to Luxembourg, Iceland and Finland respectively, though legations are not at present maintained in the latter countries. There are also missions in Germany and Japan. A High Commissioner's Office was established in Pakistan in January 1950. Canadian posts abroad include twelve consular offices. Canada maintains a Permanent Delegation to the United Nations in New York; to the European Office of the United Nations at Geneva; and to the OEEC* in Paris.

*Organization for European Economic Co-operation.

The following changes took place during 1950 in the direction of Canadian Missions abroad: Mr. D. M. Johnson became the first High Commissioner for Canada to Pakistan on January 20; Mr. E. Vaillancourt was appointed Canadian Ambassador to Peru on March 4, replacing Mr. J. A. Strong; Mr. E. B. Rogers became Chargé d'Affaires of the Canadian Legation, Prague, Czechoslovakia, on May 19, replacing Mr. R. M. MacDonnell; Mr. G. G. Crean became Chargé d'Affaires of the Canadian Legation, Belgrade, Yugoslavia, on June 9, replacing Mr. E. Vaillancourt; Dr. Victor Doré, C.M.G., was appointed Canadian Minister to Switzerland on June 13, replacing Mr. P. E. Renaud, Chargé d'Affaires; Lt. General M. Pope, C.B., M.C., was appointed Ambassador to Belgium on June 16, replacing Dr. Doré; Mr. T. C. Davis, K.C., became Head of Mission with rank of Ambassador, in Germany, October 27, replacing Lt. Gen. Pope; Mr. R. G. Riddell was appointed Permanent Delegate to the United Nations, New York, on August 1, replacing General A. G. L. McNaughton; Mr. T. W. L. MacDermot became High Commissioner for Canada to the Union of South Africa, August 2, replacing Mr. E. D. McGreer; Mr. D. S. Cole became Canadian Consul General, Chicago, Illinois, August 16, replacing Mr. E. Turcotte; Mr. E. D. McGreer was appointed Chargé d'Affaires of the Canadian Legation, Poland, on August 25, replacing Mr. K. P. Kirkwood; Dr. E. H. Coleman, C.M.G., K.C., was re-designated Canadian Ambassador to Cuba on September 5; Mr. S. D. Pierce became Canadian Representative to the OEEC, Paris, with rank of Ambassador, September 22; Mr. Edmond Turcotte became Consul General, Caracas, Venezuela, on September 24; Mr. W. S. Durdin was appointed Consul at Frankfurt, Germany, on October 27, replacing Mr. A. J. Hicks; Mr. A. R. Menzies became Head of Canadian Liaison Mission, Japan, on November 18, replacing Dr. E. H. Norman; Dr. H. Laureys, Ministér to Denmark, retired on December 11.

In addition to the above, Mr. T. F. M. Newton, formerly Consul for Canada at Boston, U.S.A., was appointed Director of Information of the North Atlantic Council, London, on September 14.

Canadian missions abroad are an integral part of the Department. Heads of mission report to the Secretary of State for External Affairs and receive their instructions from him.

Officers of other departments of the Canadian Government — commercial secretaries, military, naval, air or special attachés — are attached to some missions. Though responsible to the heads of their own departments in Ottawa, they work under the general supervision and direction of the head of the mission, who is the representative of the Canadian Government.

II. The Commonwealth

Commonwealth Relations

The Commonwealth Meeting on Foreign Affairs, which took place in Colombo January 9 to 14, 1950, established several precedents. It was the first conference of Commonwealth foreign ministers. It was also the first meeting of Commonwealth ministers on Asian soil, which, in itself, reflects the increasing importance of Asian affairs.

Outstanding among the recommendations to governments arising from the Conference was that to establish a Commonwealth Consultative Committee for South and South-East Asia to study the possibilities of furthering economic development in that region. With the exception of South Africa, which expressed its sympathy with such a programme but indicated its primary interest in African development, all Commonwealth governments accepted the recommendations of the Colombo meeting and were represented at further discussions held in Sydney in May. As a result of the Sydney meeting, participating governments, including Canada, have agreed to supply funds up to a maximum of £8 million over a three year period to provide technical assistance to under-developed countries in South and South-East Asia. This programme is designed primarily to increase the supply of skilled manpower in that area and is being co-ordinated with similar work carried on by the United Nations and the Specialized Agencies. With other participating governments, Canada has approved the adoption of a draft constitution for a Council for Technical Co-operation. The Council will work through a Technical Co-operation Bureau with headquarters in Colombo.

A meeting of the Commonwealth Consultative Committee in London in October resulted in a report setting out in detail development programmes for Ceylon, India, Pakistan, Malaya, Singapore, North Borneo and Sarawak. This report, known as the "Colombo Plan for the Co-operative Economic Development of South and South-East Asia", is a comprehensive programme for the capital development of the area concerned. The Technical Co-operation programme would be closely co-ordinated with any development scheme, although in its organization and work it is a distinct and independent entity. Following an invitation extended after the Sydney meeting, a number of non-Commonwealth nations in South-East Asia indicated an interest in the plan and were represented at the London meeting either by delegates or observers, although they have not yet submitted development programmes of their own.

When referring in the House of Commons to the Colombo meeting, the Secretary of State for External Affairs emphasized the importance of the

Western democracies' associating themselves with the forces of national liberation and economic and social progress in South and South-East Asia. Within the limits imposed by Canadian responsibilities in the North Atlantic area, Mr. Pearson indicated the Government's wish to co-operate in this work. At the same time, he touched upon the desirability of broadening any such scheme, and its possible limitations unless the co-operation of the United States could be enlisted.

Canada's links with its Asian partners in the Commonwealth were further strengthened by the establishment during the course of the year of new offices in Karachi and Colombo. Pakistan established a High Commissioner's office here in May 1949 and the Hon. Mohammed Ali arrived in Ottawa to take up his duties as High Commissioner in July. In December the Department of External Affairs announced the appointment of Mr. David M. Johnson as Canada's first High Commissioner to Pakistan. After serving as a member of the Canadian delegation to the Colombo Conference, Mr. Johnson opened the office in Karachi on January 20, 1950.

Following an exchange of telegrams in June between the Governments of Canada and Ceylon, Mr. Paul Sykes was named Canadian Trade Commissioner in Ceylon and went to that country in November. The new Trade Commissioner is also to serve as Canadian member of the Council for Technical Co-operation in South and South-East Asia, whose headquarters are located in Colombo. With Mr. Sykes' appointment to Ceylon, Canada is officially represented in all member-nations of the Commonwealth.

Close relations between Canada and other members of the Commonwealth have also been fostered by personal contacts resulting from the visits to Ottawa of a number of distinguished Commonwealth leaders, including the Prime Ministers of Australia, Pakistan and the United Kingdom. During the course of his official visit to the capital at the end of May, Liaquat Ali Khan addressed members of the Senate and the House of Commons in the Commons Chamber.

Little progress was made in 1950 toward the solution of certain disagreements within the Commonwealth. These included the dispute between India and Pakistan over the future of the State of Jammu and Kashmir, and that between India, Pakistan and South Africa concerning the treatment of persons of Indian origin living in the Union.

Commonwealth Constitutional Developments

The past year has stood in sharp contrast to 1949 which witnessed the working out of new relationships by which Newfoundland joined Canada, Ireland left the Commonwealth, and India, while choosing a republican form of constitution, preserved its ties with the Commonwealth. The developments of 1949 were results of forces long at work, and it is possible to see in some of the events of 1950 the germ of new relationships, important both

to the Commonwealth as a whole and to Canada in particular. A number of colonial territories in Africa and in the British West Indies obtained new constitutions, providing for the assumption of larger responsibilities by the local populations. From the Canadian point of view, perhaps the most interesting development was the publication of the report of the British Caribbean Standing Closer Association Committee, headed by Sir Hubert Rance, now Governor of Trinidad, and including leading persons from almost all United Kingdom territories in the Caribbean area. The Rance Committee, one of several bodies appointed to study aspects of the closer association of British Caribbean territories, expressed the view that a basis for possible political federation existed which might lead to economic stability and thereby to political independence for the group of colonies as a whole.

When the new Trinidad constitution came into force, the Canadian Branch of the Commonwealth Parliamentary Association made a gift of books to the new Legislative Council of Trinidad on behalf of the Parliament of Canada, and indicated its sympathetic interest in the proposal for closer association. The Trinidad Legislature passed resolutions of thanks.

III. Europe

The German Settlement

As a result of continuing Soviet intransigence, the prospects of restoring Four-Power control, or of reaching a general settlement for Germany as a whole, have become even more remote. In the Eastern Zone the powers of the "government" are still ill-defined, and although much has been made of its alleged independence, the Soviet Control Commission appears to have exercised strict supervision over its activities. At the same time a number of measures have been taken to absorb Eastern Germany more completely into the Soviet orbit. In the Western Zones the trend has been for the Occupying Powers to transfer to the Federal Government an increasing measure of control over its own affairs and, at the same time, to encourage the closer association of Western Germany with the democratic community of Western Europe.

Thus the division of Germany has been further accentuated by the pursuit of independent and divergent policies in the two parts of the country. The fact that on November 3, 1950 the Soviet Union extended an invitation to the three Western Powers to discuss a settlement for Germany as a whole has not altered the fact that the former Reich is still further from re-unification. The Soviet offer was based on the decisions of the Prague Conference of the Soviet Union and its satellites, held in October, calling primarily for the creation of an all-German constituent assembly with equal representation from East and West, a peace treaty for Germany as a whole, and the withdrawal of occupation forces within one year of its conclusion. The offer appeared to be a further attempt to solve German problems on terms dictated by the Soviet Union. It contained nothing new which might serve as a basis for promising negotiations, nor could it be regarded as a notable step towards a solution of the German problem.

To a large extent Germany holds the key to the re-establishment of normal conditions throughout Europe. Developments in the four Zones of Occupation have therefore been of particular interest for Canada, not only because German ambitions in the past have drawn this country into two world wars, but also as our future is even more closely linked with that of Western Europe as a result of our participation in the North Atlantic Treaty Organization. Through reports received from our Missions in Bonn and Berlin the Department has followed with close attention all phases of events in Germany which may have some bearing on Canadian security. Special and continuing study has been given to the political and economic scene in the country as a whole, and to the measures taken to preserve the internal and external security of the Federal Republic in the face of the increasing threat from a re-militarizing Eastern Germany.

The Federal Republic of Germany and Berlin

With the continued satisfactory development of parliamentary democracy in the Federal Republic, Western Germany has increasingly demonstrated its eligibility for a place of partnership among the countries of Western Europe. The Western Powers have been able to effect corresponding relaxations in occupation controls. At the Council of Europe and at the Organization for European Economic Co-operation representatives of the Federal Republic have made constructive contributions to the cause of Western European recovery and unity. German participation in the Schuman Plan negotiations for the pooling of coal and steel resources marks an important stage in the integration of Western Germany into the Western European community and augurs well for the Franco-German rapprochement which is so vital to the stability of Europe.

The Western Powers have taken a number of important decisions designed to encourage and help the re-emergence of a democratic and independent German state. In May they decided to establish a Three-Power study group to examine and report on a number of problems, notably the revision of the Occupation Statute which was due for review after September 1950. On September 19 the Foreign Ministers announced that there would be far-reaching modifications in controls in both the external and domestic spheres, including permission for the creation of a Federal Ministry for Foreign Affairs. A German Consul General has already been appointed to Canada. As an illustration of their desire to place their relations with Germany on an even closer basis, the Western Powers further signified their intention to take joint action to terminate the existing state of war. This was followed by the announcement of a similar intention on the part of Canada on October 26.

The territorial integrity of the Federal Republic has been a matter of deep concern to the Western Powers and has brought about a fundamental change in the character of the occupation. The formation of para-military units under the guise of police forces in Eastern Germany and the outbreak of hostilities in Korea led to disturbing comparisons between conditions prevailing in Germany and Korea. The Western occupation forces were increased to assume the responsibility for the external security of Western Germany, while authority was given for the creation of mobile German police units for purposes of preserving internal security. At the same time the Western Powers announced that they would regard an attack from any quarter on Western Germany or the Western Sectors of Berlin as an attack upon themselves. For all practical purposes this sweeping guarantee brought the Federal Republic within the scope of the North Atlantic Treaty. It was therefore of immediate concern to Canada. It also lent renewed urgency to the problem of a German contribution to the defence of the Western European and Atlantic areas, with which the North Atlantic powers were occupied in the latter part of the year.

In Western Berlin, despite Soviet interference with communications to the West and other measures apparently designed to undermine the position of the Western Powers in the city, the morale of the people remained high, and some progress was made towards bolstering the economy. To the maximum extent possible under the special conditions in the city, the Western Powers have liberalized their controls there.

Eastern Germany

The Soviet Zone of Occupation increasingly assumed the character of a "people's democracy" of the type now familiar in other states in Eastern Europe. The position of the "government" was further consolidated at the expense of the non-communist political parties, which came under sustained attack. While the outward appearance of democratic government was preserved, the substance was progressively removed. On October 15 carefully controlled elections took place on the basis of a single list of candidates which was said to have 99.58 per cent of the total votes cast. The newly created "People's Chamber" consists of 200 Communists and 120 members of the two non-Communist parties from the single list.

In keeping with this process of sovietization, Eastern Germany was given a further eastward turn by a series of trade and friendship agreements with the Soviet Union and its satellites. One of the most striking examples was the conclusion of an agreement between the Eastern German regime and the Polish Government in June formally accepting the Polish-German frontier along the Oder-Neisse line.

With the encouragement of the Soviet authorities there were a number of menacing developments in Eastern Germany which reflected the apparent aim of extending Communist influence into Western Germany. Following an open declaration that the Soviet-inspired National Front campaign for German unity had entered a new phase of national resistance, measures had to be taken in the Western Zones to check communist-inspired disturbances and to ensure against communist penetration.

The Canadian Government has maintained its policy of seeking to avoid action which might be interpreted as according any measure of recognition to the so-called "government of the Democratic Republic of Germany". It treats the "government" merely as a subordinate agency of the Soviet Control Commission.

The Council of Europe

Canada has continued to take an interest in the work of the Council of Europe. The Council, established in May, 1949, to promote greater unity among those European countries which acceded to its statute, consists of two main bodies, a Consultative Assembly and a Committee of Ministers. The Assembly is the main deliberative organ of the Council and is composed

of parliamentarians from member countries who meet in annual session to discuss matters of common concern and to submit recommendations for action to the Committee of Ministers, whose function is then to determine which of these recommendations is to be forwarded to national governments for action.

During 1950 the Assembly held its annual Session in two parts, the first in August and the second in November. Canada was represented at both parts of the session by an unofficial observer from the Canadian Mission in Bonn. Much of the session was occupied by a vigorous discussion of the role of the Council of Europe in Western European politics and of the relationship of the Assembly to the Committee of Ministers. These related topics were debated both in their own right and in the context of the specific subjects, such as the Schuman Plan, European defence (though this is not strictly within the competence of the Council), human rights and social security, which engaged the attention of the Assembly. The majority of delegates were agreed in condemning the restriction of the Assembly to a purely consultative role and the use made by the Committee of Ministers of its discretionary powers in shelving many of the recommendations passed by the Assembly at its 1949 Session. Opinion was not, however, as unanimous regarding the positive steps necessary to improve the situation. The remedies suggested varied from an immediate outright federation of Europe with the Council as its parliament to more efficient inter-governmental co-operation of the kind which now characterizes international relations. In its recommendations at the end of the first part of its session the Assembly avoided both extremes, merely proposing the amendment of the Council's statute so as to eliminate some of the obstacles to its acquisition of real powers. Numerous other recommendations on the specific topics discussed were also adopted and the session was then adjourned to reconvene after the Committee of Ministers had had an opportunity to consider them.

The Committee of Ministers has met several times during 1950, most recently in Rome during November, when the most urgent of the Assembly's recommendations were discussed. In the light of their previous attitude, the Latin continental powers were probably sympathetic to the federalist sentiment of the Assembly; but because of the rule of unanimity a more cautious approach has prevailed. The Committee decided, at its November meetings, to refer the Assembly's recommendations for the revision of the Council's statute to a Committee of Experts which would report before next year's session. Apart from this, it has recommended to member governments that the draft convention on Human Rights recently approved by the Assembly should be adopted.

The lack of more spectacular achievement has undoubtedly been disappointing to many who had high hopes for the second session of the Assembly. In giving expression to growing united European opinion it has, however, performed a function whose consequences are already seen in the

various steps being taken for the closer integration of Europe. For this reason and also because of the effect which this trend to more intimate collaboration among the countries of Western Europe must have upon the prosperity and strength of an area to which Canada is bound by intimate ties, Canada has followed the proceedings at Strasbourg closely through its observer. This has undoubtedly been beneficial in that Canada has been able to gain some insight into the movement for Western European union and to form its own estimate of the strength and likely consequences of that movement. It is worthy of note that at its recent session the Consultative Assembly passed a resolution instructing the Standing Committee to invite countries which had constitutional links with member countries of the Council to send observers to next year's session of the Assembly. The intention is apparently that these observers would later facilitate consultations between the countries concerned on ways and means of ensuring that the interests of constitutionally linked countries were adequately represented in the Council.

Western Europe and Scandinavia

Responding to the threatening march of events in Eastern Europe and the Far East, the countries of Western Europe and Scandinavia have intensified their search for a solution to the problem of security by means of collective endeavours. This trend towards closer unity was shown not only in the experiment at Strasbourg, aiming at the complete political federation of the countries of Western Europe through the Council of Europe, but also in a number of less comprehensive but nonetheless far reaching proposals for the closer economic and political integration of Western Europe. The question of Germany has loomed large, particularly in the eyes of France. Essentially, the problem has been to find some formula which would at once strengthen the defence capabilities of Western Europe by enabling Germany to make a contribution in man-power and resources while at the same time providing lasting safeguards against a resurgence of aggressive German militarism. In the French view, these twin objectives can only be achieved by the complete economic and political integration of the German Federal Republic into the Western European community. It is this conviction that has led the French to take the initiative in putting forward such proposals as the Schuman Plan for the pooling of Western Europe's coal and steel resources and, more recently, the Pleven Plan for the creation of a Western European army, in which Germans would participate, within the framework of the North Atlantic Treaty Organization.

The varied reactions of the other Western European countries and the Scandinavian countries to these French proposals has formed the focal point of Western European political activity throughout the latter half of 1950. Since it is implicit in Canadian foreign policy that Canada's economic and security interests are intimately linked with those of Europe, Canada

has followed these developments with close attention through reports received from its missions in Paris, Brussels, The Hague, Rome and the Scandinavian countries.

Canada's community of interests with Western Europe has been shown in a number of ways. In the spring, the visit of His Royal Highness Prince Bernhard of the Netherlands gave renewed expression to the special ties of friendship developed between Canada and the Netherlands royal family during the war years. In November, M. Moch, French Minister of Defence and M. Fockema-Andrae, Secretary of State for War of the Netherlands, visited Canada for consultations with the Canadian Government on problems of mutual concern in the sphere of security.

For the first time in its history, the Royal Canadian Navy carried out a peacetime cruise in Western European waters. During the months of September, October and November, the Special Service Squadron, consisting of the aircraft carrier "Magnificent" and the destroyers "Huron" and "Micmac", paid visits to ports of Norway, Sweden, Denmark, the Netherlands, Belgium, France and Portugal; and in each of these countries the Canadian missions made the necessary arrangements for the reception and entertainment of Canadian officers and men. The cruise served not only to emphasize Canada's responsibilities towards its Western European allies under the North Atlantic Treaty, but also to re-affirm the traditional ties of friendship, culture and trade which bind Canada and the countries of Western Europe.

Under the North Atlantic Treaty, Canada has also made available training facilities for a number of members of the armed forces of its Western European allies, as well as a sum of \$300 million in mutual aid of which about half has already been allocated to the Netherlands in the form of military equipment.

In the economic sphere, one of the most significant developments of the year was the invitation extended in May by the Organization for European Economic Co-operation to Canada and the United States to become associated with its work. From May until October, when a delegation to OEEC under Mr. S. D. Pierce was established, the Canadian Embassy in Paris was responsible for liaison with the Organization. By means of this connection, a link has been established which will ensure Canada's continuing participation in the solution of European trade problems and in determining the future relationship between the European and North Atlantic trading areas.

In September, the Canadian Government laid plans to increase the flow of immigrants to Canada from certain countries of Western Europe. To this end, a special immigration mission, headed by Mr. C.E.S. Smith, Director of Immigration, visited Paris, Brussels, The Hague, Berne, Rome and Bonn where the Canadian missions assisted it in carrying out its task.

Agreements were also concluded with a number of Western European countries to modify visa requirements in order to make travelling easier for tourists and businessmen.

Spain

The decision to appoint a Canadian trade commissioner to Spain became effective in February 1950, when Mr. E. H. Maguire took up his duties in Madrid.

The relationship of United Nations member states with Spain were again a subject of debate at the Fifth Session of the United Nations General Assembly. A resolution, jointly sponsored by eight Latin-American states, and finally adopted by a substantial majority, had the effect of removing two of the limitations on relations with Spain which had first been imposed by a decision of the United Nations in December 1946. The effect of the new resolution is to permit Spanish participation in the Specialized Agencies of the United Nations and to leave member states free to send an ambassador or minister to Madrid if they so desire. Although Canada had not been affected by the 1946 resolution, inasmuch as it has never had diplomatic representation in Spain, the Canadian Delegation supported the Latin-American resolution.

Eastern Europe

The general deterioration of relations between the Soviet satellites in Eastern Europe and the West continued during 1950 and involved Canada more directly than before.

The satellite campaign of interference with Westerners in both the diplomatic and non-diplomatic spheres was intensified to the point where the United States was forced to suspend diplomatic relations with Bulgaria. The Canadian Legation in Prague was affected by the campaign as early as October 1949 when, of two Czechs locally employed by the Legation, one was suddenly arrested and the other denied permission to work for the Legation, without good cause being given. On January 19, 1950, a series of events reached its climax when the Czech Government made certain charges against two members of the staff of the Canadian Air Attaché in Prague, declared them to be *personae non gratae* and required them to leave Czechoslovakia within twelve hours. The Czech Government has produced no evidence to support its charges and the Canadian Government is convinced on the basis of the reports it received, that the charges were deliberately false. Subsequently, two members of the Czech Legation in Ottawa were declared to be *personae non gratae* and were required to leave Canada.

During the year, two events disturbed Canadian relations with Poland. The first was the recall in May of the Polish Minister in Ottawa on the grounds that, in spite of the Minister's best endeavours, a solution of the

"principle points of controversy" between Poland and Canada had not been achieved. In a Note to the Polish Minister, the Acting Secretary of State for External Affairs stated that the position of the Canadian Government with regard to any "principle points of controversy" had been made clear on a number of occasions and expressed the conviction that the problems of concern to the Polish and Canadian Governments could be solved in an atmosphere of goodwill and good sense. The Polish Legation was left in charge of a Chargé d'Affaires, who shortly afterwards informed the Canadian Government that he should be listed as "Chargé d'Affaires" rather than as "Chargé d'Affaires *ad interim*". The Poles thus made it clear that until further notice they do not intend to have a Minister in Ottawa and for the first time a mission here is in charge of a permanent Chargé d'Affaires. The second event was the refusal in October of the Polish Government to issue a visa for the officer named to replace the Canadian Military Attaché, who had completed his term of service in Warsaw. As a result, our Military Attaché's Office in Warsaw had to be closed.

The Canadian Government's concern with the problem of religious persecution in Eastern Europe remained active in 1950 through its participation in efforts to implement the human rights clauses of the Peace Treaties of 1947 with Hungary and Roumania (of which Canada is a signatory) and Bulgaria. Negotiations took place under the ægis of the United Nations. A full report of these will appear in *Canada and the United Nations, 1950*.

In contrast to the Cominform countries, Yugoslavia showed an increasing willingness to approach mutual problems in a co-operative way. Our mission in Belgrade has forwarded full reports on the improvements in Yugoslavia's relations with Greece, Italy, and Austria, on developments in its struggle with the Cominform, on indications of some liberalization of Yugoslavia's internal policies and on the economic situation of the country.

IV. America and the Far East

United States

St. Lawrence Deep Waterway and Power Project

The Great Lakes—St. Lawrence Basin Agreement between the United States and Canada, which was signed in 1941 and provides for the joint development of the St. Lawrence system for deep-water navigation and power, failed to come to a vote in the United States Congress in 1950.

The Interdepartmental Committee continued to study the procedure which would have to be followed if it should be decided to proceed with joint development by New York State and the Province of Ontario of the potential power resources of the International Rapids Section of the St. Lawrence River. The Committee also studied the possibility of developing an all-Canadian Deep Waterway as far as Lake Erie.

Diversion of Water at Niagara Falls for Power

A Treaty governing the uses of the waters of the Niagara River was signed by Canada and the United States in Washington on February 27, 1950. This Treaty provides for the use of additional water for power purposes in both countries and contains provisions designed to preserve and enhance the scenic beauty of the Falls and River.

The Niagara Treaty was approved by the Canadian House of Commons on June 14 and by the Canadian Senate on June 19. On August 9 the United States Senate agreed to its ratification, subject to a reservation affecting the use of the United States share of the water.

The instruments of ratification were exchanged in Ottawa on October 10, leaving the way clear for the development of urgently needed additional power.

Fisheries

Canada and the United States continued to co-operate in fisheries conservation on the Pacific Coast, through the International Fisheries Commission (for Halibut) and the International Pacific Salmon Fisheries Commission.

For a number of years the United States and Canada have made provision each year to exchange port privileges for halibut fishing vessels on the Pacific coasts of the two countries. This exchange was put on a permanent basis in 1950 by a Convention which was signed in Ottawa on March

24 and ratified on July 13. Halibut fishermen of each country are granted privileges in the Pacific Coast ports of the other country to obtain supplies, repairs and equipment and to land their catches.

Latin America

With the raising of the Canadian Legation in Cuba to the rank of Embassy in October 1950, Canada now has six Embassies in Latin American countries: Cuba, Argentina, Brazil, Chile, Mexico and Peru. Canada also maintains a Consulate-General in Caracas, Venezuela, and a Consulate in Sao Paulo, Brazil. Canada was represented by a Special Ambassador at the inauguration of the President-elect of Peru in August and that of the President-elect of Haiti in December.

Two Canadian Naval units, H.M.C.S. "Magnificent" and H.M.C.S. "Niemac" paid a four-day visit to Havana in March and were given a warm welcome by the Government of Cuba and the people of Havana.

Special attention has been devoted to Canadian trade with Latin America with a view to maintaining and raising the high levels achieved in the post-war period. Despite the varied and rigorous measures of exchange conservation imposed by many governments, indications are that our total trade with this area will show an increase over 1949. A Canadian trade delegation visited a number of Latin American countries in the latter half of the year and concluded commercial agreements with Venezuela, Ecuador and Costa Rica. These agreements provide for most favoured nation treatment in all matters concerning customs duties and charges, as well as the granting of exchange and the allocation of import quotas for commercial transactions.

Various exchanges of persons in technical and cultural fields have taken place. The services of Canadian experts and technicians have been made available to certain Latin American countries through the United Nations Programme of Technical Assistance to Under-Developed Countries. One of the most important and successful undertakings under the Programme was a three-month survey of basic economic problems in Bolivia which was carried out by a mission of thirteen experts under the chairmanship of Dr. H. L. Keenleyside, formerly Deputy Minister of the Department of Resources and Development. The Department of External Affairs has co-operated with the United Nations in helping a number of Latin American holders of technical assistance fellowships, who were sent to this country to undertake programmes of study with Government services or Canadian universities.

As a result of a visit made to Ottawa in 1949 by the Foreign Minister of Colombia, a two-man mission has since been assisting the Colombian Government in the reform of the electoral registration and identification certificates systems in Colombia. Two more Canadian technical experts

arranged to join the mission in the course of the year. Although this is in no sense a government mission, the Department has assisted in arrangements between the Colombian authorities and technically competent Canadians whose services were desired.

Our Missions have helped a large number of Latin American students to enroll in Canadian educational institutions. Although no precise figures are available it is estimated that several hundred students from various Latin American countries have been pursuing studies in Canada during the past year.

Canada sent representatives to a number of inter-American conferences of a technical nature which were of interest to one or more Government Departments. Among such Conferences were the Second Inter-American Statistical Congress held in Bogota in January, the Fifth General Assembly of the Pan-American Institute of Geography and History held in Santiago, Chile, in October and the Thirteenth Pan-American Sanitary Organization Conference held in Ciudad Trujillo, Dominican Republic, in September and October. Although not a member of the Organization of American States, Canada continued to maintain membership in various inter-American technical organizations such as the Inter-American Statistical Institute, the Postal Union of the Americas and Spain, the Inter-American Rad' o Office, the Commissions on Geography and Cartography of the Pan-American Institute of Geography and History, and the Inter-American Conference on Social Security.

The Far East

When the forces of the North Korean Government committed unprovoked aggression against the Government of Korea, Far Eastern affairs moved abruptly into the forefront of the consciousness of people all over the world.

In Indo-China, the pacification of the country, which had seemed to be making progress, came to a halt; and the communist-led forces of the Vietminh succeeded in inflicting very heavy defeats upon the French and Vietnamese armies. One bright aspect of the Indo-China scene has been, however, the progressive achievement of constitutional development with regard to the internal government of the three Associated States, Laos, Cambodia and Vietnam, and their relationships among themselves and with France. These developments have been followed with great sympathy by the Canadian Government, which has expressed the hope that the establishment of the States as autonomous and associated states within the French Union will provide a means by which the national aspirations of the Indo-Chinese people will be met.

The air journey of the Secretary of State for External Affairs to the Commonwealth Conference at Colombo, emphasized for Canadians the

increasing significance of Asian affairs. The Conference, held from January 9-14, arrived at a series of recommendations for action designed to further the economic development of South and South-East Asia.

The Canadian Government regards it as of the utmost importance that the Western nations appreciate the point of view of the countries of Asia towards international problems, particularly towards those of the East. To this end, Mr. Pearson has emphasized on many occasions the necessity of assuring them a full voice in international deliberations. Other government ministers have, from time to time, stressed the importance of avoiding any suggestion that Western countries are inclined to disregard the opinions of the Asian nations.

Canada therefore welcomed the addition of another Eastern voice in the United Nations, when it voted for the admission of the Republic of Indonesia on September 28. Because of the part played by Canada in the resolution of the difficulties connected with the establishment of the new state in 1949, Canada has had a special interest in Indonesia.

On August 16, the federal constitution of Indonesia was supplanted by the proclamation of a unitary state. This constitutional change was not accomplished without an increase of disorder in the islands. Under wise and moderate leadership it is hoped that Indonesia may now steadily recover from the devastation caused by the Second World War, the struggle for independence and the conflict of internal forces.

Towards the end of 1949, Canada opened in the Republic of the Philippines a Consulate General headed by a Trade Commissioner with the rank of Consul General. It has been his task not only to encourage Philippine-Canadian trade, but also to promote friendly relations between the people and Government of Canada and those of the Philippines.

Canada also has official representation in Singapore where an office headed by a Trade Commissioner, is maintained. Although chiefly concerned with trade matters, this post provides the Government with direct information regarding events in Malaya and nearby countries. Both Malaya, a British colony, and Burma, an independent country, are forced to contend with communist-inspired disorder in their territories, which has greatly interfered with the development of trade relations.

Korea

The aggression against the republic of Korea was launched by North Korean forces on June 25, 1950. The Security Council, in the absence of the Soviet Union, reacted immediately and passed on the same day a resolution calling for a cease-fire and withdrawal of North Korean troops. When the North Koreans ignored this resolution, the Security Council, on June 27, recommended that United Nations members assist the Republic of Korea; and on July 7, that they make military and other aid available

to a Unified Command. In Canada, official as well as public opinion was overwhelmingly in favour of these measures taken to halt aggression. On June 28, Mr. Pearson declared in the House of Commons that, although Canada did not have a vote in the Security Council, "the House will support as indeed does the Government, the action taken by the Security Council because it represents collective action through the United Nations for peace". On July 12 Canada made available three destroyers; on July 21 an air transport squadron; and on August 11, in co-operation with the Canadian Pacific Airlines, passenger facilities between Vancouver and Tokyo. On August 7 the Government authorized recruitment of an Army Special Force for service in Korea, subject to parliamentary approval. To this end the Canadian Forces Act was passed by Parliament and received the Royal Assent on September 9.

Throughout July, August and the first two weeks of September, United Nations forces fought a bitter defensive action, first retreating, then doggedly holding a beach-head around Pusan. Meanwhile, on August 1 the Soviet delegate had after several months' absence, returned to the Security Council where, through his action, he prevented the Council majority from acting. The Soviet Union's misuse of the veto led other United Nations members to place the Korean issue before the General Assembly when it opened in mid-September. At that time the daring Inchon landing had turned the tide of battle in Korea, requiring urgent political planning by the United Nations as their forces approached the 38th parallel. On October 7 the General Assembly accepted the Eight-Power Resolution, which Canada supported. This resolution gave tacit approval to terminating the military campaign north of the 38th parallel. It also specified that U. N. troops should remain no longer than necessary to ensure a united, independent and democratic Korea, and recommended the economic rehabilitation of the country.

The sudden Communist Chinese intervention in Korea in the first week of November, threatening the danger of a more general war, again brought Korea to the centre of world diplomacy. While the world speculated as to Peking's motives, Mr. Pearson, on November 16, re-emphasized that Canadian policy from the outset of the war in Korea had been to confine and localize the conflict "if it is in our power to do that". In line with this policy, Mr. Pearson, on December 5 recommended that providing the military situation could be stabilized, efforts should be made to attain a cease-fire followed by negotiations, "possibly covering more subjects than Korea", in which the Chinese Communists would participate.

On December 12, thirteen Asian and Middle Eastern countries, led by India, submitted a resolution to the Political Committee recommending that a committee of three which would include the President of the Assembly, Mr. Entezam, should be established to "determine the basis on which a satisfactory cease-fire could be arranged". The Political Committee agreed

to give priority to this resolution and accordingly on December 14 it was approved in the Assembly by a vote of 52-5 (Soviet bloc), with one abstention (China). Mr. Entezam then named two other members who were to serve with him on the Cease-Fire Group, Sir Benegal Rau and Mr. Pearson.

Japan

The Canadian Liaison Mission in Japan, the successor to the pre-war Canadian Legation in that country, has provided since its opening in 1946 valuable reports on developments in the area. Its activities were increasingly important in 1950, as it became our main observation post for North Asian affairs. As the Canadian mission nearest the scene of the Korean War, it was in a good position to report on the conflict. In September the Canadian Military Mission, Far East, was established in Tokyo. Its Chief has dual responsibility as liaison officer with the Unified Command and as military adviser to the Head of the Canadian Liaison Mission.

Japanese Peace Treaty

The increasing importance of Asian affairs in 1950 was reflected in the renewed attention given to the desirability of an early Japanese Peace Treaty. As a result of a suggestion made at the Colombo Conference of Commonwealth Foreign Ministers in January 1950, a Commonwealth Working Party on the Japanese Peace Treaty met in London from May 1 to May 17 under the direction of Commonwealth High Commissioners. The purpose of the meetings, at which Canada was represented, was that they should provide an opportunity for a free exchange of views at the official level on details of the terms of a peace settlement for Japan. Such an opportunity had last been provided by the Canberra Conference on the Japanese Peace Treaty in August 1947.

The London discussions were without commitment to individual Commonwealth governments and the meetings of the Working Party were secret. A confidential report was prepared which summarized the discussions and set out certain problems which the Working Party considered could be the subject of further study by individual Commonwealth governments in anticipation of later exchanges of views through normal diplomatic channels.

The next significant development came on September 14 with an announcement by President Truman that he had authorized the Department of State to initiate informal discussions as to future procedure on the Japanese Peace Treaty with governments represented on the Far Eastern Commission. Canada, as a member of the Far Eastern Commission, was approached on the basis of a brief general statement of the type of treaty envisaged by the United States Government. The United States memorandum was given in confidence to member governments of the Far Eastern

Commission but it was published by the Soviet Union along with a Soviet reply on November 24.

The views expressed in the United States memorandum were only tentative and did not commit the United States Government to the detailed content or wording of any future draft treaty. In it, the United States proposed a treaty to restore Japan as an equal in the society of free nations. The most important points made in the United States memorandum concerned the territorial and security aspects of a possible treaty. It proposed that Japan should recognize the independence of Korea, agree to a United Nations trusteeship under the United States of the Ryukyu and Bonin Islands and accept a future decision on the disposition of Formosa, the Pescadores, Sakhalin, and the Kuriles to be reached by the Big Four Powers or in the United Nations General Assembly. It suggested that, pending satisfactory alternative security arrangements such as United Nations assumption of responsibility, there should be "continuing cooperative responsibility between Japanese facilities and United States and perhaps other forces". The U.S.S.R. also posed questions concerning the withdrawal of occupation troops and the possibility of Japanese re-armament.

At the end of the year, discussions were continuing between the interested governments.

Far Eastern Commission

The Far Eastern Commission continued to be faced with a hard residue of problems upon which agreement could not be reached. Two policy decisions were agreed on in 1950: one establishing Admiralty courts in Japan, the other extending the criminal and civil jurisdiction of Japanese courts to cover nationals of members of the United Nations. A United States interim directive providing for Japanese participation in international agreements, conventions and conferences of a technical nature was issued after the subject had been discussed at length in the Commission.

The third public report by the Secretary-General covering the activities of the Commission from December 24, 1948 to June 30, 1950, was released on August 10. It was tabled in the House of Commons on September 11. The Soviet member absented himself from the Commission from January 19 to October 19. In spite of his absence the Commission held regular sessions for the transaction of its business. The Commission continued to be a valuable forum for discussion of Japanese problems and the Department devoted considerable attention to the deliberations of the Commission and its committees.

China

Canadian interests in China continued to be the responsibility of the officer in charge of the Canadian Embassy in Nanking and our Consul

General in Shanghai. There was no Canadian representation in Taipeh or Peking. The scope of activity of our representatives in Nanking and Shanghai was limited by circumstances. The problem of recognition of the Peking Government as the government of China was given serious consideration during the course of the year.

V. United Nations

The forthcoming report *Canada and the United Nations, 1950* will deal with Canadian participation in the United Nations and the Specialized Agencies. It will contain articles on each of the main political, economic and social subjects of importance. There will also be articles on each of the Specialized Agencies, on the commissions of the Economic and Social Council, and on legal, administrative and budgetary matters. The report is designed to give the reader an understanding of the kind of problems with which the United Nations has been faced during 1950, the policy followed by Canadian representatives with respect to those problems, the reason for the policy, and the significance of the decisions reached.

Canada returned to membership in the Economic and Social Council after an absence of one year. Canadian delegations played a prominent role at both sessions of the Council as well as at the series of special meetings on Korean relief which were held in New York at the same time as the Fifth Session of the General Assembly. In addition, Canada was a member of the Ad Hoc Committee on Refugees and Stateless Persons, the Canadian representative being elected Chairman of this Committee for its first session. Canada was represented at all the meetings of the Specialized Agencies, and of several of their committees, which took place during 1950. Canada was also fully represented at the Fifth Session of the General Assembly and at the meetings of the Interim Committee which were held during the year. Canada participated in the Technical Assistance Conference and had an observer present at the Conference on the Declaration of Death of Missing Persons.

Even though Canada is no longer a member of the Security Council, the work of the Canadian Permanent Delegation to the United Nations did not decrease to any appreciable degree. Canadian observers attended most of the important meetings of the Security Council and of the Trusteeship Council. During the crucial periods of the Korean crisis, the Department kept in constant touch with the U.N. Secretary-General and with other delegations at Lake Success through the Acting Canadian Permanent Delegate there. The small Canadian Delegation to the European Office of the United Nations in Geneva was also kept very busy in connection with more than twenty conferences which were held in Geneva.

VI. Defence Liaison

In view of the international situation, the Defence Liaison Division has had increasing responsibilities. The chief matters with which it was concerned during the year were: the development of agencies and plans under the North Atlantic Treaty; mutual aid to our North Atlantic Treaty partners; Canadian participation in the United Nations action in Korea; defence arrangements with the United Kingdom and the United States; and reciprocal arrangements with the United States for the procurement of military equipment.

Since defence policy and foreign policy are closely related, the Department is associated with the development and execution of the defence policies adopted by the Government, and the Defence Liaison Division is concerned in the preparations for meetings of these bodies.

The Secretary of State for External Affairs is a member of the Cabinet Defence Committee which the Under-Secretary also attends. The Under-Secretary attends meetings of the Chiefs-of-Staff Committee for discussion of matters having international implications, and is a member of the Inter-departmental Security Panel, the Panel on Economic Aspects of Defence Questions, the Advisory Panel on Atomic Energy, and the Advisory Committee on Northern Development. The Department provides the Chairman of the Joint Intelligence Board of the Armed Forces, and is represented at meetings of the Joint Planning Committee. Close contact is maintained between the Department and the various intelligence and planning agencies of the Armed Forces, so that political factors may be given full consideration in the preparation of papers for the Chiefs-of-Staff Committee.

The Division provides the External Affairs member of the Permanent Joint Board on Defence (Canada-United States), who also acts as Secretary of the Canadian Section. Another officer is secretary of the Advisory Panel on Atomic Energy.

The Department provides one of the four members of the directing staff of the National Defence College. One or more of its officers attends the course of instruction at the College. An officer of the Department attended the last course of the Imperial Defence College in London.

At thirteen of Canada's diplomatic missions abroad there are Service Attachés who, in addition to being in direct touch with the local military authorities, advise Heads of Missions on defence questions. In both Washington and London there is a tri-Service military mission, known as the Canadian Joint Staff, the principal officers of which are attached to the

Embassy and the Office of the High Commissioner respectively. The Chairmen of these missions act as the principal military advisers to the Heads of Missions mentioned, and represent the Canadian Chiefs-of-Staff Committee in military matters arising out of the North Atlantic Treaty.

The North Atlantic Treaty

The Defence Liaison Division was established at the time of the first meeting of the North Atlantic Council, one of the principal reasons for its establishment being to co-ordinate the Department's work on the many international activities to be carried on within the framework of the North Atlantic Treaty. These activities have multiplied and increased greatly in importance. North Atlantic discussions have been taking place almost continuously in London and Washington, and have required instructions for Canadian representatives from not only the Department of External Affairs but from other interested Departments, such as National Defence, Trade and Commerce, and Finance. Although the economic aspects of North Atlantic work have been taken over by the Economic Division and there has been some decentralization in other respects, the Defence Liaison Division has continued to fulfil its co-ordinating function within the Department.

The aggression that occurred in Korea and the acute weakness of defences in Western Europe made it necessary for North Atlantic Governments to give first priority to strengthening their collective defences and building up in Western Europe as rapidly as possible sufficient strength to deter aggression. At the same time the broader objective of increasing the prosperity of the North Atlantic area was not ignored.

Even before the North Korean aggression, the North Atlantic Council, at its meeting in London in May, had evolved the concept of "balanced collective forces". As the Secretary of State for External Affairs told the House of Commons in his report on June 5, this is no less than the principle of the international division of labour to be applied amongst the members of the North Atlantic community for collective defence. A first approximation of military plans had been agreed to by the Defence Ministers at The Hague on April 1. These military plans were refined during the summer. At the same time, what Mr. Acheson has rightly called "a revolution" in United States policy was emerging. When the North Atlantic Council met in New York in September, Mr. Acheson was able to present a proposal for sending substantial United States forces to Western Europe on the understandable condition that the other members of the Atlantic community would pull their weight and that full use would be made of all available resources of manpower, productive capacity, and materials for the common defence.

This proposal raised the most difficult political decision that the members of the North Atlantic governments have had to face since the signature

of the North Atlantic Treaty. If North American forces were to be sent to Europe, it would clearly have to be on the understanding that all European members of NATO and the West Germans, contributed to the common defence effort. While the importance of German participation in the defence of the West was immediately recognized by all, the means by which it could be accomplished effectively and with a minimum of risk proved a very difficult question.

The United States plan for German participation directly in an Atlantic force in Western Europe (to be called an "integrated force") was opposed by the French authorities who believed German participation could only be accepted within the framework of European political institutions which could administer and control a European army under the command of the Supreme Commander of the integrated force. In view of the far-reaching nature of both proposals, agreement had to be deferred until further discussions had taken place in the Military Committee, on the military aspect of the problem, and in the Council of Deputies, on political aspects.

Working with all the urgency demanded by the situation in the Far East, the Deputies and the Military Committee quickly hammered out a compromise. This compromise, known as the "Spofford Plan" after the Chairman of the Deputies, was approved by the North Atlantic Council and Defence Committee meeting in Brussels on December 18 and 19. The Council charged the Occupying Powers with the task of negotiating with the West German Government on the participation of Germans in an integrated force.

Having agreed on the German problem, the Council established the integrated force for the defence of Western Europe and appointed General Eisenhower as the Supreme Commander. The question of whether or not a European Army would be formed within the integrated force was left open for decision by the European countries concerned at a conference to be called in the new year in Paris.

While discussion of German participation was proceeding in the political and military bodies, the economic, financial and production bodies were attempting to work out some means of sharing the defence burden, providing the defence production programmes of all countries with the essential supplies of raw materials, arranging in order of priority the production requirements needed to meet the large gap between available manpower and available weapons, and seeing where these weapons could most quickly and efficiently be made.

All these activities led to modifications in the North Atlantic Treaty Organization. The most significant change has been the establishment of a continuing body of Deputies to Members of the Council who can give continuous direction and correlation to the many aspects of the developing and complex task of building up the defences of the Atlantic

community by international agreement among sovereign democratic states—a complication that the totalitarian states do not have to face.

Not without reason the charge was made that the North Atlantic Treaty was developing "more harness than horse". Although the Canadian Government recognized that without harness the horse could not be made to do useful work, it also believed that the top structure of the North Atlantic Treaty Organization should and could be simplified. At the Canadian Government's suggestion a proposal for the establishment of a North Atlantic Council of Governments which would incorporate into one body the three committees of Ministers (Foreign, Defence, and Finance) which are included in the present structure was therefore considered by various NATO bodies. Although the suggestion drew strong support from a number of other countries, no decision had been taken by the end of the year.

While important questions of policy and organization thus remained to be settled, activities under the North Atlantic Treaty materially added to the combined strength of the West. Virtually every Treaty member substantially increased its defence expenditures and its defence forces. Under the Mutual Defence Assistance Act of the United States, a considerable volume of military equipment began flowing across the Atlantic to European members of the Treaty, thereby enhancing their individual and collective capacity to resist armed attack and raising the morale of their peoples. In these advances Canada did not lag behind. Defence appropriations were materially increased in the regular session of Parliament, and again in the special session in September. Provision was also made at the special session for the recruitment of a Canadian Army Special Force of a brigade group in order to enable Canada to fulfil its obligations under the United Nations Charter or the North Atlantic Treaty. This Force was specially ear-marked for service in Korea, but it was understood that if, when their training was complete, it could be more effectively used in Europe or elsewhere, consideration would be given to such use.

A special appropriation of \$300 million was also approved to permit of the transfer of equipment or supplies to, or the provision of services or defence facilities for, the other parties to the North Atlantic Treaty. Earlier in the year training facilities for some 250 Army and Air officers had been made available to the European members of the Treaty. Under the appropriation referred to, these training facilities could be enlarged. In addition, it was made possible for Canada to offer to its North Atlantic partners its U.K. type armament and ancillary equipment and ammunition held in reserve for mobilization purposes, provided these could be replaced by U.S. types. These reserve stocks of equipment amounted to more than that required for two infantry divisions. In consultation with the appropriate North Atlantic Treaty bodies, the first divisional "slice" was transferred in the autumn to the Netherlands Government and the remainder was to be made available as soon as arrangements for purchase of U.S. types could

be made. Arrangements for purchase of the equipment for one division from the United States were made during the autumn.

Atomic Energy

As one of the six permanent members of the United Nations Atomic Energy Commission, Canada continued to participate, as far as circumstances permitted, in discussions concerning the international control of atomic energy. In January, 1950, the Soviet representative walked out of the Six Power atomic energy talks, raising the irrelevant issue of Chinese representation. This abrupt action prevented any further steps being taken towards agreement, in spite of the increasingly urgent need for effective international control in a world anticipating the production of hydrogen bombs and painfully conscious of an increase in international tension. In the autumn the General Assembly of the United Nations heard several propaganda speeches by Soviet bloc delegates in which were included frequent references to atomic control. While these speeches were carefully examined by Canadian and other officials, they failed to reveal any modification of the U.S.S.R.'s former intransigent stand on the question of control.

During the session of the General Assembly, President Truman indicated his willingness to meet the repeated Soviet demand for joint consideration of measures concerning atomic control on the one hand, and conventional weapons and disarmament on the other.

VII. Economic

For the first time since the end of the Second World War, the year passed without any severe international financial crisis. More than that, there was a major improvement in the reserve positions of the United Kingdom and Canada, as well as of most of the important trading countries of Western Europe. No international meeting had to be called on short notice to deal with a sudden deterioration in the economic affairs of any important part of the free world.

But as the economic problems of the West became less urgent, those of the East became more apparent. Important meetings of Cabinet Ministers and officials of Commonwealth countries took place during 1950, at which the economic problems of South and South-East Asia were examined. Concrete steps were taken in the field of technical assistance and in drawing up a development programme for the six-year period commencing July 1, 1951. Some of the special problems of the area were met by the creation of the Commonwealth Technical Assistance Programme. This £8,000,000 programme is to run for three years. Parliament in June voted \$400,000 as the Canadian contribution for the first year. The development programmes of the Commonwealth countries in the area—India, Pakistan, Ceylon, Sarawak, Borneo, Malaya and Singapore—were incorporated in the Report on the Colombo Plan published on November 28, 1950.

Apart from the special problems of South and South-East Asia, the problems of economic recovery and post-war adjustment which had beset the free world since 1945 ceased to be of critical importance during the past year.

With the invasion of Korea, however, the economic tasks changed almost overnight. Planning and co-operating for defence rather than for recovery became the dominant note. Controls designed to deal with the problems of dollar shortages and unbalanced trade could be eased and even, in Canada, discarded. But as scarcity of commodities became an acute problem, new controls and priorities had to be instituted. In Canada the Government was granted the power to control "the use of essential materials or the supply or use of essential services". In the United States, controls have returned in many spheres. A whole new series of problems are thus created. Their solution is essential if the defence efforts of the free world are to succeed without, at the same time, impairing the economic recovery and hence the military strength of the Western European countries.

Through a multiplicity of machinery as well as through its Missions abroad, Canada has been able better to prepare itself economically and

militarily to play its part in the rapidly developing defence programmes of the free world.

Canadian Association with OEEC

In June, 1950 the Canadian Government accepted an invitation to become associated with the work of the Organization for European Economic Co-operation in Paris.

The OEEC had been set up in 1947. Its chief immediate purpose was to assist European recovery by guiding the distribution of funds from the United States under the Marshall Plan. However, its objectives went beyond those of the Marshall Plan; the OEEC was designed to promote European economic co-operation on a permanent basis.

By the middle of 1950 European recovery was well advanced and the end of the Marshall Plan (1952) was in sight. The question arose whether the close association which had naturally existed between the OEEC and the United States would come to an end. It was decided that the United States should be invited to associate itself with the OEEC on a permanent basis. This would provide a permanent economic link between Europe and North America.

Canada had kept in close touch with OEEC since its beginning. As early as June, 1948, the Canadian Government sent an informal mission to Paris to impress European countries with the Canadian desire to assist in European reconstruction (to which Canada was contributing through a liberal programme of credits) and to promote Canadian trade with European countries.

This special mission was withdrawn in 1949 but Canadian interest in OEEC and informal contacts with it remained. Hence, when OEEC decided to invite the United States to become associated with it on a permanent basis, a similar invitation was extended to Canada. The Canadian Government gladly accepted.

In September, 1950, a Canadian Representative, Mr. S. D. Pierce, was sent to Paris with a small staff to establish relations with the OEEC. They will have full access to the work of the Organization.

Joint Canada-United States Industrial Mobilization

Planning Committee

The Joint Canada-United States Industrial Mobilization Planning Committee was established by an exchange of notes between Canada and the United States on April 12, 1949, following a series of discussions that began the previous June when international conditions again appeared threatening.

On October 20, 1950, the Canadian Ambassador to the United States, Mr. H. H. Wrong, and the Secretary of State of the United States, Mr. Dean Acheson, signed in Washington an exchange of notes which gave formal effect to a "Statement of Principles for Economic Co-operation" between Canada and the United States. This Statement set forth general principles for the guidance of the two Governments in achieving a co-ordinated economic programme for their common defence.

The "Principles" are very much in the spirit of the Hyde Park Agreement of 1941 whereby Canada and the United States co-ordinated for mutual benefit their efforts in such matters as military procurement, economic controls and the use of raw materials. The arrangements worked out under the Agreement proved so satisfactory that it was decided to re-affirm the underlying principles in this Statement of the Joint Committee, which then became an inter-governmental agreement.

The two governments declare that in the interests of mutual security, and to assist them in the discharge of their obligations under the United Nations Charter and the North Atlantic Treaty, it is their belief that they should extend their co-operation in the field of industrial mobilization.

It is agreed that, as it becomes necessary, co-ordinated controls will be instituted over the distribution of scarce raw materials and supplies to assure an optimum production of goods essential to the common defence; and that there shall be developed a co-ordinated programme of requirements, production and procurement.

Any emergency controls brought into effect shall be mutually consistent in their objectives and shall be so designed and administered as to achieve comparable results in both countries. Each country will, so far as possible, consult the other prior to instituting controls which may affect them both.

Provision is made for the free exchange, where feasible, of the technical knowledge and skills necessary to assist essential production.

It is recognized that the barriers which impede the flow of goods essential for the common defence effort between Canada and the United States should be removed as far as possible; and that the two governments will consult on any financial or foreign exchange problems which may arise as a result of carrying out of this agreement.

The General Agreement on Tariffs and Trade

The year 1950 was important for the General Agreement on Tariffs and Trade: two sessions of the Contracting Parties were held and a third round of tariff negotiations, which began in September, continued into 1951.

The General Agreement, which came into provisional operation in January 1948, was negotiated while the Havana Charter was in course

of preparation. The purpose was to provide the necessary framework for multilateral tariff reductions which were undertaken by the Contracting Parties without waiting for the controversial International Trade Organization to come into existence. The main purpose of this framework was to protect tariff concessions from the effects of quantitative and other restrictions.

Since 1948, the sessions of the Contracting Parties have become an important forum for the discussion and solution of international commercial problems. Canada has taken a leading part in these sessions; Mr. L. D. Wilgress, High Commissioner for Canada in the United Kingdom, has been elected Chairman of every Session of the Contracting Parties.

The Fourth Session of the Contracting Parties was held in Geneva, February 23-April 3, 1950. During this period the Contracting Parties dealt with a lengthy agenda covering the routine operation of the Agreement, plans for a Third Round of tariff negotiations and a careful examination of the trade practices of particular governments and their effect on the general reduction of barriers to trade.

On September 28 the twenty-six Contracting Parties, together with a number of additional countries which intend to accede to the General Agreement, began a lengthy series of tariff negotiations in Torquay, in the United Kingdom. In these negotiations the Canadian delegation will undertake to secure reductions in the tariffs of other countries, offering in exchange reductions of certain Canadian tariffs. All tariff concessions made during the multilateral negotiations will be extended on a most favoured nation basis to all Contracting Parties to the General Agreement.

The Fifth Session of the Contracting Parties took place in Torquay in November and December, concurrently with the tariff negotiations. This was a routine business meeting. The main controversial item on the agenda concerned the discriminatory application of quantitative trade controls by soft currency countries.

International Civil Aviation

During 1950 Canada, in agreements with other countries, provided for increases in the air services available to the Canadian public for travel abroad, and obtained further opportunities for Canadian civil aviation to operate outside Canada. An agreement between Canada and Norway on the subject of air services between Oslo and Gander Airports was signed in Ottawa on February 14, 1950. To exercise Norwegian rights under the agreement, the Government of Norway designated the Scandinavian Airlines System, which is owned jointly by the Danish, Norwegian and Swedish Governments. This company had previously operated into Canada by virtue of earlier agreements with Sweden and Denmark. On August 1, 1950, a similar agreement was signed in Ottawa with France to provide for services

by Trans-Canada Airlines and Air France between Paris and Montreal. Operations by a Canadian airline have not yet begun under either of these treaties.

Canada was represented at a meeting of the South Pacific Air Transport Council at Melbourne, Australia, May 1-4, 1950. This Council is mainly concerned with the maintenance of certain facilities on the South Pacific air route, the most important of these being the International Airport at Nadi in the Fiji Islands. Canada, as a member of the Council, makes a financial contribution to the maintenance and operation costs of these facilities.

On June 22, 1950, an agreement was concluded between Canada and the United States of America on the maintenance of a network of weather station ships in the Pacific Ocean. Because of the Korean war certain changes were subsequently made in this programme but Canada's contribution has not been altered. As a result of the agreement, the Canadian weather ship formerly stationed in the Atlantic was withdrawn from its position there and took up a new station in the Pacific on December 1, 1950.

The International Civil Aviation Organization, a Specialized Agency of the United Nations, has made satisfactory progress in the development of uniform techniques and standards for international civil aviation, and in increasing the comfort and safety of air travellers throughout the world. The Assembly of the Organization, which holds limited sessions annually, meets in grand session every third year. Between May 30 and June 20 the Assembly reviewed the considerable body of work accomplished during the previous year by its executive body, the Council; considered a number of outstanding problems; and laid out a further programme of work for the Council and its subsidiary committees.

One of the most interesting decisions of the 1950 Assembly was its agreement to participate in the programme formulated by the Economic and Social Council of the United Nations for the provision of technical assistance to under-developed countries. As a result of this decision, ICAO will make available competent experts, training facilities, and financial support for the development of civil aviation in certain under-developed countries. Requests from a number of countries have already been received for assistance under this programme.

Canada maintains a permanent representative at the headquarters of ICAO in Montreal, and has a seat on the Council as well as on all of the Council's five main subsidiary bodies. These are the Air Navigation and Air Transport Committees, the Legal Committee, the Committee on Joint Support of Air Navigation Services and the Finance Committee.

Inter-Governmental Maritime Consultative Organization

The Inter-Governmental Maritime Consultative Organization (IMCO) was designed to promote co-operation among governments in international

shipping problems. It did not come into being during 1950 because the required number of governments failed to ratify the basic convention. Canada was the first country to ratify the Convention on October 30, 1948, being followed by Greece, the Netherlands and the United Kingdom. The United States acceded to the Convention on August 17, 1950, and it is expected that a number of countries will in the near future signify their accession. The Preparatory Committee, which was set up as an interim body pending the establishment of IMCO, did not meet during 1950.

Inter-Allied Reparation Agency

By September 1950 IARA concluded the allocation of all outstanding German industrial plants made available for reparation. In 1946 it had been estimated that approximately 1,800 plants would be put at the disposal of the Agency. Since then, the Occupying Powers, for various reasons, have decreased this number. The last allocation was made in April, 1950. In all, 668 plants or about 38% of the original estimated number were made available to the Agency.

The liquidation of German external assets continued to occupy the attention of the Agency and member countries. A settlement has not yet been reached for the disposal of German external assets in Switzerland. The funds realized from the liquidation of similar assets in Sweden were distributed among Denmark, the Netherlands and Norway. It is expected that IARA will receive further funds by the liquidation of German external assets in some other neutral countries, but the amount involved will be relatively small.

Canada received about 17,000,000 pesetas through IARA from German assets in Spain. Consideration has been given to the best way of using these pesetas which are blocked in Spain and can only be used for certain limited purposes.

Canada agreed to sign an Additional Protocol to the Brussels Agreement of December 5, 1947, concerning Intercustodial Matters, in order to keep the Agreement effective after September 1, 1950.

It is anticipated that IARA will be curtailing its functions during 1951 as the bulk of its work has been completed.

Agreements for the Avoidance of Double Taxation

Canada was engaged in negotiations with four Governments with respect to Agreements for the avoidance of double taxation. Two Agreements are being negotiated with the Government of France for the avoidance of double taxation of incomes and of successions; one with the Government of Sweden for the avoidance of double taxation on income; and one with the Government of South Africa for the avoidance of double taxation on shipping and aircraft profits.

Two conventions have been concluded with the United States Government, modifying and supplementing the conventions of June 8, 1944 and March 4, 1942 for the avoidance of double taxation and the prevention of fiscal evasion in the case of succession duties, estate taxes, and income taxes. These conventions were presented to the United States Senate for ratification by the President of the United States on June 30, 1950.

International Telecommunications

Canada has a very considerable interest in the allocation of frequencies in all bands. The International Service of the Canadian Broadcasting Corporation now broadcasts to most parts of the world; and the rapid development of the vast northern hinterland has increased Canadian requirements for channels in the high frequency band.

Negotiations in which Canada participated in 1950 were aimed mainly at obtaining agreement in the high frequency portion of the radio spectrum. High frequency channels have assumed greatly increased importance in recent years because they are the channels used in long range directional transmissions and communications services. A conference on this subject sat at Rapallo in Italy from April 1 to August 19, 1950. The Soviet Union and its satellites withdrew early on the political grounds of participation by Nationalist China, and the conference finally adjourned without reaching agreement. A further conference, which would have tried to obtain agreement on allocations over the whole of the radio spectrum and which was scheduled to begin at The Hague on September 1, 1950, was cancelled when it became clear that prospects for its success were remote.

In contrast to such developments in the global sphere, some success was achieved in regional negotiations. After a conference in Washington, the States of the North American region signed, on November 21, 1950, an agreement concerning the allocation of frequencies in the standard broadcasting band. Of the interested North American States, only Mexico and Haiti have not yet signed this agreement.

One of the main international agencies dealing with problems of the international control of telecommunications is the International Telecommunications Union, one of the Specialized Agencies of the United Nations, with headquarters at Geneva. Canada is represented on the administrative Council of the Union, which meets annually. It is chiefly through the I.T.U. that further efforts will be made to increase the degree of international agreement and control throughout the whole field of telecommunications.

VIII. Legal

The International Joint Commission

The Department continued to provide counsel in the presentation of Canadian Government cases at various meetings and hearings held by the International Joint Commission, the Canadian-United States body established under the Boundary Waters Treaty of 1909.

The Commission held public hearings in connection with three references and made several inspection trips. It met seven times in executive session: in Washington; Detroit; Niagara Falls; Seattle; en route to Chicago; and twice in Ottawa.

Two new commissioners were appointed to the Canadian Section of the Commission. On December 21, 1949, General A. G. L. McNaughton was appointed a commissioner; and following the death in June of J. Allison Glen, Chairman of the Canadian Section, General McNaughton assumed the chairmanship of the Canadian Section. On July 12, to fill the vacancy created by Mr. Glen's death, Mr. J. Lucien Dansereau, a Montreal consulting engineer, was appointed a commissioner.

The Commission reported to the two Governments on two references, and received two new references.

The reference in connection with the International Passamaquoddy Tidal Power Project had requested the Commission to estimate the cost of the full-scale investigation which would be necessary to enable the Commission to determine the feasibility of the project. In its report, the Commission indicated that a further investigation would be necessary, which would cost \$3,900,000.

Another report to the two Governments was in connection with the pollution of the waters of the St. Mary's River between Lake Superior and Lake Huron, the St. Clair River, Lake St. Clair, the Detroit River, and the Niagara River. The Commission has recommended that specific objectives for boundary water quality control be adopted as the criteria to be followed in implementing that part of Article IV of the Boundary Waters Treaty of 1909 wherein it was agreed that boundary waters flowing across the boundary shall not be polluted on either side to the injury of health or property on the other side. It is also suggested that those responsible for pollution be called upon to attain or maintain specific quality objectives. Continuous supervision, it is recommended, could be provided through international boards of control and through the appropriate authorities in each country.

The Commission was much concerned with the Red River floods, since a reference was already pending which envisaged recommendations to the two Governments for flood control and also, for improved low water flows on the Red and Souris Rivers. During the flood, the Canadian Government requested the Canadian Section of the Commission to expedite in every way possible the completion of the engineering investigations then in progress. At the same time the United States Government requested the co-operation of the United States Section of the Commission. The Canadian Government also inaugurated a special engineering study of flood control in the Red River valley. These studies are being co-ordinated with the work of the International Joint Commission under the 1948 reference, which calls for recommendations on many other matters besides flood control and which is also international in its scope.

The Waterton-Belly Rivers Reference was sent to the Commission at the same time as was the Souris-Red Rivers Reference. During June, public hearings were held in Havre and Shelby, Montana, and at Lethbridge and Medicine Hat, Alberta. Before it reports to the two Governments on this reference, however the Commission will have to consider what plans for the conservation, control and utilization of these waters it intends to propose to the two Governments.

During October the Commission held further public hearings in Detroit in connection with its investigation into the pollution of the atmosphere in the Detroit-Windsor area. At these meetings the Commission considered specifically the question of air pollution arising from vessels. A code for the control of smoke pollution from vessels had been prepared by the Commission's technical advisory board and one of the purposes of this hearing was to give interested parties, particularly shipping interests in both countries, an opportunity to present their views. Further hearings will be held to facilitate the Commission's consideration of pollution from other sources.

Two other references pending before the Commission are the Columbia River Reference, under which extensive investigations of not only the Columbia River proper but also of its many tributaries are being undertaken; and the reference concerning the apportionment of the waters of Sage Creek, a small stream flowing from Alberta into Montana.

The two new references concern Niagara Falls and the St. John River in New Brunswick. Article II of the Niagara Diversion Treaty provides that Canada and the United States will ask the International Joint Commission to make recommendations concerning the nature and design of remedial works which are necessary in order to enhance the scenic beauty of Niagara Falls by distributing the waters so as to produce an unbroken crest-line in the Falls. Immediately following the ratification of the Treaty, in October, a joint reference for this purpose was made to the Commission.

In September, a joint reference had been made by the Governments to the Commission requesting it to make investigations for the purpose of determining whether the waters of the St. John River above Grand Falls in New Brunswick could be more beneficially conserved and regulated.

One private application was approved by the Commission during 1950 and in this connection public hearings were held at Bonner's Ferry, Idaho, and Creston, British Columbia. In 1949 the Commission, upon the application of the Creston Reclamation Company, had authorized the Company to reclaim 3,200 acres of flood lands known as Duck Lake, near Sirdar, British Columbia. The new application, which was approved, sought the Commission's approval of the works designed to reclaim the 3,200 acres of Duck Lake and to store water in the remainder of the lake for wildlife purposes and winter release.

Geneva Conventions

On December 8, 1949, Canada signed the four Geneva Conventions, relative to the protection of war victims, which were established at the Diplomatic Conference in Geneva on August 12, 1949. Since that time the Interdepartmental Committee on the revision of the Geneva Conventions, under the chairmanship of a representative of the Department, has been considering whether Canada should ratify the Conventions. This question has been complicated by the fact that, of the 61 signatory states, 22 registered at the time of signature reservations which would have the effect of restricting the application of the Conventions with regard to those states. Canada, the United States and the majority of the Commonwealth countries have themselves made simple reservations. The governments of the Soviet Union and all but one of the satellite states have made what are regarded as important reservations to the application of the Conventions. Reservations made by several other European states which were occupied during the Second World War are also considered to be of some significance. The Interdepartmental Committee has reviewed these numerous reservations with a view to determining what action will be necessary on the part of Canada in order to secure by ratification the most effective application of these Conventions throughout the world.

Patents

Arrangements for the reciprocal application of regulations concerning the priority treatment to be extended to patent applications, was interrupted by the Second World War. The Department has since acted as the channel for securing the agreement of foreign countries to such application. Understandings have been reached with the Governments of Poland, Hungary, Austria and Germany. Discussions are still continuing with Greece and Czechoslovakia.

The Canadian Citizenship Act

An Interdepartmental Committee, under the chairmanship of the Deputy Minister of Citizenship and Immigration, met early in the year to consider a number of amendments to the Canadian citizenship Act. On the basis of its recommendations an amending bill was introduced in Parliament in June and came into force by proclamation on July 20. The Department of External Affairs was principally interested in the inclusion of four amendments. One provides that persons who are citizens of other Commonwealth countries, under local nationality legislation, have the status of British subjects in Canada. The term "Commonwealth citizen" becomes the equivalent of "British subject". The act now provides that generally, under the laws of Canada, citizens of the Republic of Ireland will have the same rights as British subjects. It also precludes children born in Canada to members of foreign diplomatic or consular services from acquiring, simply by virtue of their birth in Canada, the status of Canadian citizens.

Claims

Following the end of hostilities in 1945, a great many Canadians applied to this Department for assistance in tracing and recovering properties lost as a result of the war. The lack of normal facilities hampered private action and requests for governmental action from claimants were frequently made. The volume of these enquiries has now been considerably reduced, and during this year only a small residue of cases has been received. In the majority of cases where the property could be located, the settlement has been satisfactory.

The post-war programmes in Eastern European countries for the nationalization of industries and the redistribution of land for the purpose of carrying out agrarian reform have become an increasing source of difficulties. The number of enquiries about the various measures and requests for assistance from Canadians whose property has been affected has increased as restrictions continue to be more intensively applied on the normal private facilities in these countries. The Department has obtained the texts of the various laws which have been passed. The legislation has been studied by the Legal Division to determine the procedures and actions which should be taken by claimants to protect their interests.

Before Canada established a mission in Yugoslavia, the United Kingdom began negotiations on an agreement to cover the claims of United Kingdom nationals, and offered to include Canadian claims as well. The offer was accepted and the United Kingdom-Yugoslavia lump-sum agreement for compensation for property nationalized in Yugoslavia was signed in December 1948 with Canada as one of the concurring Commonwealth countries. Arrangements are now being completed by a special commission

established in the United Kingdom to settle claims out of the lump-sum promised by Yugoslavia.

An approach was made to the Czechoslovak Government to discuss the basis upon which a compensation agreement might be negotiated to cover Canadian claims. As a result of these conversations, the Department communicated with approximately two hundred claimants of which it had a record, requesting the completion of documents giving the minimum details of each claim required by the Czechoslovak authorities as a basis for negotiations. The Polish Government has also been approached with a view to seeking a common basis of discussion, but no satisfactory agreement has yet been reached.

The United Kingdom authorities obtained a promise by the Hungarian Government that it would accept claims of British subjects whose property had been affected by Hungarian land reform decrees. The United Kingdom agreed to include the claims of Canadians and other Commonwealth citizens in its submissions to the Hungarian Government. The Department advised Canadian claimants of the procedure available, prepared and verified the documents supplied by them and arranged them in an appropriate form for presentation by the United Kingdom Minister in Budapest to the Hungarian Foreign Office.

An agreement to cover compensation for Canadian interests in gas and electric companies in France which have been nationalized has recently been concluded, and will soon be signed.*

Extradition

The Department is the official channel of transmission of requests for the surrender of criminals under extradition treaties in effect between Canada and foreign countries. Because of Canada's expanding consular service, especially in the United States, consideration has been given to altering the existing practices in handling such communications with a view to efficient service and more simplified and speedier extradition procedures. The Department handled nine extradition cases during the year.

Maintenance Orders

The Department dealt with fifty-one new cases under the maintenance orders legislation. In May, the Commissioner of the Yukon Territory passed an Ordinance providing for reciprocal enforcement in that territory. The administration of the Northwest Territories is considering similar action. The Provinces of Ontario, British Columbia, Alberta and Saskatchewan made reciprocal arrangements with the Isle of Man, and the Provinces of Ontario and British Columbia are at present communicating through the Department with New Zealand and the Australian States for the same purpose. During the year, the co-operation of the Royal Canadian Mounted

*Signed January 26, 1951.

Police, the Unemployment Insurance Commission and the Department of Veterans Affairs was secured in providing information to provincial governments to assist them in tracing defendants under maintenance orders legislation. The possibility of shortening the channels of communication between the United Kingdom and the Provinces is at present under consideration.

Civil Procedure Conventions

Canada has conventions regarding legal proceedings in civil and commercial matters with twenty countries. At the present time the Provinces are being consulted on the question of accession by Canada to two further agreements. The Legal Division gave advice to Canadian lawyers in thirty-nine cases involving the preparation of rogatory commissions and the service of documents in foreign countries.

Authentication of Documents

The Department arranged for the authentication of legal documents in thirty-six instances and gave advice on this subject to Canadian interests when the country involved had no diplomatic representation in Canada. To facilitate the preparation of legal documents for use outside Canada, the Department is preparing photostated copies of the signatures and seals of the Lieutenant-Governors of the Provinces, which are to be sent to embassies and consulates in Canada and to certain Canadian missions abroad.

Headquarters Agreement with the International Civil Aviation Organization

The International Civil Aviation Organization, which is a Specialized Agency of the United Nations, has its headquarters in Montreal. The negotiations between ICAO and the Government of Canada for a "Headquarters Agreement" were continued during the year. The purpose of such an Agreement is to establish the legal status in Canada of the Organization, and to grant to the representatives of member states on the Council of ICAO and to officials, under the terms of the Privileges and Immunities (United Nations) Act, the privileges and immunities necessary for the independent exercise of their functions.

International Agreements

Canada concluded thirty-one international agreements—eight multilateral and twenty-three bilateral—during 1950. A complete list of these agreements will be found in Appendix A, page 57.

IX. Protocol

The responsibilities of the Protocol Division during the year related primarily to arrangements for the exchange of diplomatic and consular representation between Canada and other countries, and the administration of the diplomatic immunities and privileges as prescribed by international law and custom.

Arrangements were made for the representation of Canada by special diplomatic missions at various state ceremonies in other countries, including the funeral of His Majesty King Gustav V of Sweden, the inauguration of the President of the Republic of Peru and the inauguration of the President of the Republic of Haiti.

The Government of Canada extended hospitality to a number of distinguished visitors from Commonwealth and foreign countries. A partial list of official guests is given below. An invitation has been extended by the Prime Minister to the President of the French Republic to visit Canada during the spring of 1951.

The Protocol Division dealt with communications from foreign governments relating to offers of foreign honours and awards to Canadian citizens, and where necessary, made arrangements for the presentation of such honours and awards. In view of the time which has elapsed since the cessation of hostilities in World War II, diplomatic representatives at Ottawa were advised, on the instructions of the Cabinet, that it would not be possible for the Government of Canada to give consideration after June 30, 1950, to requests for approval of the acceptance of awards offered by other governments to Canadian civilians for war services. This ruling did not, of course, affect presentation of awards the acceptance of which had been approved prior to the date in question.

Diplomatic and Consular Representation in Canada

With the establishment of a Legation at Ottawa by the Grand Duchy of Luxembourg, the number of countries having diplomatic representation in Canada was increased to thirty-three. This total comprises six High Commissioners' Offices, sixteen Embassies and eleven Legations.

A Consulate General was established at Ottawa by the Government of Egypt on January 25.

Arrangements for the establishment of a German Consulate General at Ottawa was completed, and provisional recognition as Consul General was granted on September 22 to Dr. Werner Dankwort.

The following changes took place in the personnel of diplomatic missions at Ottawa:

Dr. Agustin Nores Martinez presented his Letter of Credence as Ambassador of Argentina on February 7.

Mr. Manuel Cacho-Sousa, Ambassador of Peru, resigned on February 2 in order to present himself as a candidate for the Peruvian Senate.

Mr. Stanislav Klima, Chargé d'Affaires *ad interim* of the Legation of Czechoslovakia, left Canada on February 10 and was succeeded by Mr. Zdenek Roskot, Second Secretary of the Legation.

The Honourable John J. Hearne, S.C., High Commissioner for Ireland, left Ottawa on March 28 to assume his new duties as Ambassador of Ireland to the United States. He was succeeded by Mr. Sean Murphy, the first ambassador of Ireland to Canada, who presented his Letter of Credence on April 13.

Mr. Hugues Le Gallais presented his Letter of Credence as First Minister of Luxembourg to Canada on April 24. Mr. Le Gallais is concurrently Minister of Luxembourg to the United States and resides in Washington.

The Honourable James Thorne, High Commissioner for New Zealand, left Ottawa, April 7 to return to New Zealand. He was succeeded by the Honourable T. C. A. Hislop, C.M.G., who took up his post at Ottawa on August 25.

Mr. Numan Tahir Seyman presented his Letter of Credence as Ambassador of Turkey on May 5.

Mr. Eugeniusz Jan Milnikiel, Minister of Poland, left Ottawa on May 12 to return to Poland. Mr. Eugeniusz Markowski, Counsellor, is Chargé d'Affaires of the Polish Legation.

The Honourable Stanley Woodward presented his Letter of Credence as Ambassador of the United States of America on June 22. Mr. Woodward succeeded the Honourable Laurence A. Steinhardt who was killed in a tragic air accident on March 28 when the aircraft in which he was travelling to Washington crashed a few miles from Ottawa.

Mr. A. H. J. Lovink presented his Letter of Credence as Ambassador of The Netherlands on July 11.

Dr. Luis Cuneo Harrison, O.B.E., presented his Letter of Credence as Ambassador of Peru on September 11.

Mr. Mato A. Jaksic relinquished his post as Minister of Yugoslavia on August 2 and was succeeded by Dr. Rade Pribicevic who presented his credentials on October 20.

Mr. Constantine Sakellaropoulo, Ambassador of Greece and Dean of the Diplomatic Corps, left Ottawa on December 1. Mr. Nicolas Anissas has been nominated to succeed him.

Government Hospitality

Official guests entertained by the Government of Canada during the year included:

A Japanese parliamentary delegation studying Canadian constitutional procedure and administration, Ottawa, February 23 and 24.

His Royal Highness Prince Bernhard of The Netherlands, Ottawa, March 10 to 12, and Quebec, March 13 and 14. While in Ottawa, His Royal Highness and his party stayed at Government House as guests of Their Excellencies the Governor General and the Viscountess Alexander. In the course of his visit, Prince Bernhard invested the former Prime Minister of Canada, Mr. W. L. Mackenzie King, P.C., O.M., with the Insignia of the Grand Cross of the Netherlands Lion.

Sir Basil Brooke, Prime Minister of Northern Ireland, Ottawa, May 9 to 16.

Mr. Paul Ruegger, President of the International Red Cross, Ottawa, May 23, 24 and 25.

The Honourable Liaquat Ali Khan, Prime Minister of Pakistan, and the Begum Liaquat Ali Khan, Ottawa, May 30, 31 and June 1; Kingston and Toronto, June 2; Niagara Falls, June 2 and 3. While in Ottawa, the Prime Minister and Begum Liaquat Ali Khan stayed at Government House as the guests of Their Excellencies the Governor General and Viscountess Alexander.

Delegates to the Seventh Imperial Press Conference, Quebec, June 8 to 10; Montreal, June 10 to 13; Ottawa, June 13 to 20; Brockville and Kingston, June 20; Toronto, June 20 to 23, and 27 to 28; Hamilton, Niagara and Queenston, June 23; and Muskoka, June 23 to 27.

The Right Honourable P. C. Gordon-Walker, P.C., M.P. Secretary of State for Commonwealth Relations of the United Kingdom, Ottawa, July 8 to 11.

The Right Honourable R. G. Menzies, P.C., K.C., M.P., Prime Minister of Australia, Ottawa, August 7 to 9; and Vancouver, August 10 and 11.

The Honourable Thomas E. Dewey, Governor of the State of New York, Ottawa, August 23.

The Honourable Chaudri Sir Mohammed Zafrullah Khan, Minister of Foreign Affairs and Commonwealth Relations of Pakistan, Ottawa, September 29 to October 3.

The Right Honourable H. T. N. Gaitskell, Chancellor of the Exchequer and formerly Minister of State for Economic Affairs of the United Kingdom, Ottawa, October 12 to 14.

The Honourable F. W. Doidge, M.P., Minister of External Affairs of New Zealand, Ottawa, October 22 to 24.

The Honourable Dr. B. V. Keskar, Deputy Minister of External Affairs of India, Ottawa, October 25 to 27.

The Honourable P. C. Spender, K.C., M.P., Minister for External Affairs of Australia, Ottawa, October 31 to November 3.

The Right Honourable Emanuel Shinwell, Minister of Defence of the United Kingdom, Ottawa, November 3 to 6.

His Excellency W. H. Fockema-Andrae, Secretary of State for War of The Netherlands, Ottawa, November 3 to 6.

General Charles Lechères, Chief of Staff of the French Air Force, Ottawa, November 4 to 8.

Lieutenant-General Bjarne Oen, Chief of Staff of the Royal Norwegian Air Force, Ottawa, November 4 to 6.

Engineer General O. P. Salmon, Chief of Armament Production of France, Ottawa, November 7 to 10.

General H. J. Kruls, Chief of Staff of The Netherlands, Ottawa, November 7 to 10.

Mr. Jules Moch, Minister of National Defence of France, Ottawa, November 7 to 10.

The Lord Ogmores, Parliamentary Under-Secretary of State for Commonwealth Relations of the United Kingdom, Ottawa, November 8 to 10.

General Efsio Marras, Chief of Staff of the Italian Army, Ottawa, November 10 to 15.

The Right Honourable Clement Attlee, Prime Minister of the United Kingdom, Ottawa, December 9-11.

Mr. Robert Marjolin, Secretary-General, and Sir Edmund Hall-Patch, Chairman of the Executive Committee, Organization for European Economic Co-operation; Ottawa, December 17 to 19.

X. Information

The successful conduct of Canada's external relations requires an informed public opinion within Canada, and a knowledge of Canada among the people of those countries with which Canada is linked by political, economic and cultural ties. It is the purpose of the Information Division to meet these requirements by making available within Canada current information and background reference material on external policy and the work of the Department; and by assisting diplomatic, consular and trade officials to present abroad an adequate picture of Canada and of Canadian policies.

Publications

The Department in various publications seeks to record fully developments in Canadian external policy and to provide, in a form which can be efficiently distributed, general information about Canada for the citizens of other countries. The *Report of Department of External Affairs* is by statute tabled each year in Parliament. *Canada and the United Nations* is an annual record of Canada's participation in the work of the United Nations. *External Affairs** is a monthly bulletin which reports official statements made in Parliament on external affairs, and current activities in the United Nations. It records briefly international agreements and conferences, official publications and transfers of diplomatic personnel; and also contains general essays on related topics.

Continuing requests for *Canada from Sea to Sea*, an illustrated popular booklet, first issued in 1947 on the history, geography, and natural, industrial and cultural resources of Canada, prompted the publication in the spring of 1950 of a new edition in English, French, and Italian. A Spanish edition was published in December 1950 and a Portuguese edition will complete the series early in 1951.

Distinct from these printed publications are papers, produced in the Department, on various aspects of Canadian life and policy. These papers are intended to stimulate interest in Canada abroad, to satisfy requests for information about Canada, and to provide reference material in convenient form for interested groups and individuals. The *Canadian Weekly Bulletin* summarizes Canadian news developments for the use of Missions; it is also available on request to organizations and interested individuals

**External Affairs* is available to the public at home and abroad on a subscription basis. The *Canada Treaty Series*, *Diplomatic and Consular Representatives in Ottawa*, and *Canadian Representatives Abroad and Representatives of Other Countries in Canada*, are other official records published by the Department.

abroad. *Reference Papers* are produced on such topics as "Radio in Canada" and "Canada and the International Refugee Organization". A series of *Statements and Speeches* provides a handy and authoritative reference of important official statements. Canadian publications are scanned for articles of special interest and with the permission of the publisher and the author, *Reprints* are mimeographed and distributed abroad. Popular *Features* on Canadian developments in culture, recreation and industry, are placed by Posts abroad with editors and news syndicates; these *Features* are usually illustrated by photographs. One-page *Fact Sheets*, each backed by a map, are available in English and French on such basic subjects as population, agriculture, geography, government, and natural resources; this series is produced in Spanish and Portuguese.

The Department also handles all distribution abroad of the *Canada Year Book* and the *Official Handbook* by arrangement with the Department of Trade and Commerce.

Photographs, Features and Displays

The rising importance of pictorial journalism and visual techniques in education throughout the world have made the photograph increasingly useful in presenting Canada to other countries. In 1950, over 22,000 photographs on Canadian topics, purchased from the National Film Board and all other available sources, were sent by the Department to posts abroad.

Each post has a basic set of 500 prints to help it to publicize Canada and to meet local requests from publications, schools and other interested groups. To supplement such sets 2,500 prints were sent out. Over 6,000 prints were sent to posts as news releases and 7,000 were distributed for publication in response to requests from organizations and individuals. Of this number over 400 were selected in Ottawa by foreign journalists touring Canada.

In addition to official news photographs and picture stories on Canadian events of international importance, 6,000 prints were used for 25 photo-features on various aspects of Canadian activities and policy. Two photo-features were prepared in co-operation with the Department of Citizenship and Immigration to help attract immigrants to Canada.

Displays and exhibitions were organized by a number of posts using photographs, posters or silk screen prints of Canadian paintings supplied by the Department. A large number of such displays was arranged in conjunction with local school authorities.

Enquiries

The Department handles through its Enquiries Service requests from representatives of foreign governments, Canadian missions, organizations and individuals abroad for information and publications on a wide variety of Canadian topics, as well as requests from Canadians for information on

subjects relating to Canada's foreign policy. The more than 17,000 enquiries which have been dealt with in the past 12 months represent an increase in volume of 70 per cent over the previous year.

Correspondence is received from more than 50 different countries, although over 70 per cent of it originates in the United States. Approximately 22 per cent of all letters received come from teachers in search of authoritative information on Canada for classroom use. The number of letters from Canadian high school students asking for information on various aspects of Canada's Foreign Policy has increased in recent months.

Library Services*

The Library Committee of the Department exercises general supervision over the Departmental Library, and determines what books, periodicals, newspapers and other publications—official and non-official—should be sent to posts abroad. In co-operation with the Book Presentation Committee it also arranges, where appropriate, for gifts of Canadian books to foreign governments and organizations. Recently, for example, the Department sent a gift of reference books and Canadiana to the library of the Ministry of Foreign Affairs of the Republic of Indonesia, in order to assist it in establishing a representative Canadian section.

Educational and Cultural Relations

The Department receives from abroad enquiries concerning Canadian culture and education, particularly scholarships, fellowships and other bursaries for students. When such information is not available within the Department, it is obtained from other federal government departments, from provincial departments, or from the non-governmental organizations which are active in the cultural and educational fields. There has been an increased amount of correspondence with UNESCO in connection with the provision of data for that organization's reports and surveys.

The activities of the Canadian Council for Reconstruction through UNESCO ended late in 1950. The Fellowships project, the Creative Arts project, the University Reconstruction project, and the other schemes which had been carried out in line with the objectives of UNESCO may all be said to have accomplished their aims. Special mention may be made of the Fellowships project, which has brought over 60 persons from war-devastated countries to acquire knowledge in Canada which would be of use in the rehabilitation of those countries.

Canadian delegates attended UNESCO seminars at Malmo (Sweden), at Brussels (Belgium) and at Salzburg (Austria), and the first of these seminars ever to be held in Canada took place at Macdonald College, Ste.

*See also page 56.

Anne de Bellevue, P.Q., July 12 to August 23. This seminar, which dealt with the teaching of geography, was organized by UNESCO House in Paris, with the full co-operation of the Department and of the Department of Mines and Technical Surveys.

The National Gallery of Canada, in co-operation with the Department, has organized a number of exhibitions of Canadian art abroad. Among them was the first large-scale representative exhibition of modern Canadian art ever to be held at Washington, D.C. This exhibition was on view at the National Gallery in Washington during the month of November and attracted widespread attention in the press of the United States.

Attempts have been made to provide Canadian missions abroad with recorded and sheet music by Canadian composers, in order that the achievements of Canadians in the field of music may become more familiar in other countries. As more recordings of Canadian compositions become available and as more works are published it is hoped to increase the size of libraries of music at missions.

Visitors and Speakers

Among the visitors to Canada assisted by the Department during the year were newspaper men, government officials, writers, lecturers, educationalists and students, representing 20 different countries, some as far distant as Turkey, Malaya and the Philippines. These visitors were assisted in meeting Canadian experts in their own fields, in obtaining background documentation, in arranging lecture tours, and in planning itineraries for their stay in Canada.

The Department has offered similar assistance to Canadians wishing to travel abroad and meet appropriate specialists in their field.

Films

Canadian Government films are distributed by diplomatic, consular and trade posts as part of the programme of Canadian information abroad. Some forty diplomatic and consular posts are equipped with film libraries and 16mm. projectors. The number of films in a library varies from 20 to more than 500, the average being about 225. In general an increasing appreciation of Canadian documentary films is apparent.

The largest distributing centres are the Sydney Film Office and the Embassy at Mexico City, where film libraries formerly operated by the Film Board are now attached to the diplomatic posts. The Sydney Office during the past year has arranged up to 900 showings a month to audiences of 97,000 people; the Embassy at Mexico reports a monthly audience of 60,000 to 80,000.

The growing use of films in other areas is shown by comparing distribution in certain posts during the first quarter of 1950 with that in

the corresponding period of 1949. Distribution increased in Norway from 70 showings with an audience of 5,000 to 260 showings with an audience of 23,777 in the three-month period; at The Hague from 109 showings to an audience of 36,195 to 375 showings to an audience of 48,693; and at Detroit from 33 showings to 4,173 people to 85 showings to 7,682. About 6,000 people are seeing Canadian films each month in Pretoria, compared with 1,000 a year ago; and distribution is steadily increasing in Sweden and Finland. New Delhi, and Havana report showings to about 10,000 people monthly; and audiences at Paris have increased during the year from about 20,000 to 50,000, monthly.

Radio

The shortwave broadcasts of the International Service of the Canadian Broadcasting Corporation have been effective in presenting to other countries a varied picture of Canada and her people. This work is carried on in regular consultation with the Department. Booklets, maps, and specific information are regularly supplied to the International Service for distribution to listeners in response to their requests.

International Service programmes are the only means of supplying certain countries with information about Canada. Posts abroad assist, therefore, in maintaining and extending the number of International Service listeners.

Shortwave programmes from Canada are designed to include news, commentaries, talks, interviews, documentaries, drama and music. Programmes are transmitted regularly in 14 languages to the following areas:

- (i) Europe—(daily) in English, French, Dutch, Czech, Slovak, German, Danish, Norwegian, Swedish, Italian, Russian; (weekly) in Finnish.
- (ii) Latin American and the Caribbean—(daily) in Spanish, Portuguese, English, French; (weekly) in Dutch.
- (iii) Australia and New Zealand—(semi-weekly) in English.

The International Service arranges with foreign radio organizations to relay its programmes. Such relays, obtained by direct broadcast or by transcription, have greatly increased the listening audience. The Service has also produced and distributed to missions and foreign radio stations recordings of works by outstanding Canadian composers.

In the course of the year liaison on policy matters between the Department and the International Service became steadily closer. It was decided to inaugurate two new language programmes: one in Russian, consisting of two half-hour broadcasts daily, and a weekly half-hour broadcast in Finnish. The first programme in Finnish was transmitted on December 3; it is planned to transmit the first programme in Russian on January 1, 1951.

XI. Consular

During the year the Consular Division moved from the New Post Office Building to quarters in the East Block. The Passport Office at 38 Bank Street has been renovated, with the result that working conditions have been greatly improved. An office has been set up on the ground floor for the greater convenience of the public.

Consolidation of Existing Posts and Practice

The work of consolidation to which reference was made in last year's report continued. A related development has been the designation at each mission of officers as consuls or vice-consuls, establishing their legal competence to perform all those consular acts and services which Canadians abroad may expect them to perform, and increasingly depend upon them to provide.

Co-operation with other Departments

On July 1, 1950, sixteen Canadian consular officers at posts abroad were authorized to perform those duties under the Canada Shipping Act which had previously been handled by their United Kingdom colleagues. United Kingdom Consuls continue to perform shipping duties on our behalf at those ports abroad not readily accessible to Canadian posts.

With increased Canadian naval activities in foreign waters, the arrangements necessary to ensure the success of visits made in the course of training cruises, have imposed heavier duties on the Department in Ottawa and the posts abroad than in the past. For example, the cruise of the Royal Canadian Navy Special Service Squadron to Europe in the fall of the year required detailed planning by eight posts which had previously had no experience in such matters. To assist them a new Chapter of the instructions for the guidance of Consular offices abroad was prepared and distributed in advance of the squadron's arrival.

Passports, Visas and Certificates of Identity

During the fiscal year ended March 31, 1950, 69,625 passports were issued, including 64,422 by the Passport Office, Ottawa. The majority of passports now held by the Canadians have been issued since 1947, and are valid for five years; hence the number of renewals during the past fiscal year was only 347. The revenue from fees was \$335,331.00.

Canadian Certificates of Identity (travel documents which may be granted to *bona fide* residents of Canada who are unable to obtain valid

national passports) were issued to 944 persons during the fiscal year ending March 31, 1950, and 57 Certificates issued in previous years were renewed.

In addition to the passports ordinarily issued to Canadian citizens, two other types of passports have been issued in the past to certain categories of persons—Diplomatic and Official. By Order-in-Council the terms of issue of both these types of travel documents have now been modified and the Official Passport replaced by a Special Passport which may be granted to Government officials and others in accordance with the regulations.

At 11 Canadian posts abroad, officers of the Immigration Branch of the Department of Citizenship and Immigration handle all matters concerning the entry of persons to Canada either as temporary visitors or as immigrants. At the remaining posts, the External Affairs staff perform these functions, and with the widening of the categories of persons eligible for entry to Canada under recent changes in the Canadian Immigration regulations, this aspect of the work has in many places increased.

There are now 53 Canadian offices abroad where passport services are available to Canadian citizens.

Resulting from the conclusion of visa agreements in 1950 with France, Norway and Italy, Canadian citizens may now visit those countries as well as Sweden, Denmark, Belgium, Luxembourg, The Netherlands and Switzerland without obtaining visas.

Assistance to Canadians Abroad

Primarily as a result of the Holy Year Pilgrimage to Rome, Consular assistance to Canadians abroad assumed much greater proportions at Canadian posts in Western Europe than during the immediate post-war period. Loss of funds while travelling, sickness, and the crash of an airliner transporting pilgrims from Rome to Canada are examples of the contingencies with which consular officers have had to deal.

XII. Personnel

The Department recruits its staff through the Civil Service Commission from among candidates who have qualified in competitive examinations for appointment to diplomatic, clerical, stenographic, technical and other administrative positions. Once a candidate has been assigned to the Department by the Commission, Personnel Division assumes responsibility for his training, permanent appointment, promotion and employment generally in Ottawa and at missions abroad.

Distribution of Personnel

On December 31, 1950, the staff of the Department was distributed between Ottawa and posts abroad as follows:

	Ottawa	Abroad	Total
Officers (including Heads of Mission) . . .	131	128	259
Administrative Staff	484	261	745
Local Employees		346	346
Total	615	735	1350

(Note:—Local employees, who may be Canadian citizens, are recruited by Heads of Mission from among persons normally resident in the country concerned. Local positions are limited in number and appointees are paid in local currency.)

Personnel Administration

The Personnel Division is particularly concerned with questions directly affecting an employee's career in the Service; other matters concerning personnel administration, such as leave and attendance, pay and allowances, superannuation and medical insurance are handled by sections of the Establishments and Organization Division.

Recruitment

1. Foreign Service Officers

Candidates for appointment as Foreign Service Officers Grades 1 and 2 are required to submit the usual application form to the Civil Service Commission. Generally candidates must be between the ages of 23 and 31 for appointment as a Foreign Service Officer Grade 1 and between 31 and 35 for appointment as a Foreign Service Officer Grade 2. In addition, they must have resided in Canada for ten years and hold a university degree, preferably in political science, geography, history, economics or law from a university of recognized standing. Additional credits are given for post-

graduate work, business experience and knowledge of a modern language other than English or French.

Applicants who meet the academic and other requirements are given written examination in essay writing; economic, political, geographical, historical and legal aspects of Canadian and international affairs; and précis writing. Those who are successful in these examinations are called to an Oral Board to be examined for general suitability. The Department is represented on the Board by senior officers.

The recruiting of Foreign Service Officers by competitive examinations during past years has been restricted to the junior grades and it is not anticipated that there will be any change in this policy.

2. Administrative Staff

The recruiting of clerical, stenographic, technical and other administrative personnel is carried out by the Civil Service Commission on the basis of requisitions submitted by the Department. Normally employees are appointed at the Grade 2 level, although exceptions are made in the case of applicants who have special qualifications which would justify their assignment in a higher grade.

Although the Civil Service Commission normally fills vacant positions in the Department by persons qualified by Civil Service examination, employees may be recruited subject to qualifying by competitive examination at the earliest opportunity.

After a suitable training period in Ottawa, a stenographer or clerk may be posted to a mission abroad for a tour of duty. Tours of duty abroad vary from 2-3½ years, depending on the location of the mission.

Training

Training in the Department is based on the system of "training on the job". Newly joined Foreign Service Officers, during their first year with the Department, are on probation and are generally transferred from one Division of the Department to another at three-monthly intervals. In this way each probationary officer is introduced to the different aspects of the work of the Department. The Department arranges annually a series of lectures for newly joined officers. These generally relate to the work of the Department both in Ottawa and abroad.

A similar system of training exists for clerical and stenographic staff. However, to supplement Departmental training, advantage is taken of courses organized by the Civil Service Commission for administrative employees. Special courses in foreign languages are also provided for members of the Department. Prior to being sent abroad all members of the Department are given a period of preparatory training in those aspects of the work of the Department with which they are not already familiar.

Permanent Appointment

During 1950 Treasury Board authorized an overall permanency quota of 85 per cent of the total strength of the Department as at September 30, 1949 (exclusive of those appointed locally, and by Order-in-Council i.e. 85 per cent of 729). At the present time 65 per cent of the quota has been reached and it is hoped to increase this percentage further during the coming year. When the quota is reached, the rate of permanent appointment will depend on the number of vacancies which may occur within the various classifications.

Promotion

Promotion for members of the Department is governed by the number of vacant positions at any given time. It is based on personal merit and length of service. In the promotion of Foreign Service Officers and others of similar classification (e.g. Consular and Information Officers), age is also taken into account. Promotion for members of the administrative staff depends, in addition to these factors, on their suitability for positions which become vacant.

In view of the difficulties of selecting administrative employees for promotion in a Service calling for frequent transfers between Ottawa and missions abroad, the Department is currently discussing with the Civil Service Commission a revised promotion policy which will meet our special requirements.

Planning and Organization

Establishment Board

The Departmental Establishment Board has completed its review of divisions in Ottawa and missions abroad with respect to officer positions. It is expected that a report will shortly be submitted to the Civil Service Commission and Treasury Board containing recommendations as regards the overall officer establishment for the Department. Meanwhile the Board is continuing its review of departmental requirements for administrative staff.

Foreign Service Assistants

During the year the Civil Service Commission agreed to have a special competition which would qualify successful candidates as Foreign Service Assistants. The competition was restricted to employees in this Department who had at least three years service and were of Grade 3 rank and above. It is proposed to employ successful candidates in responsible administrative positions both in Ottawa and abroad and on other duties which may be of a representational nature. It is hoped that Foreign Service Assistants will eventually be permitted to participate in the Foreign Service Officer competitions regardless of educational qualifications.

XIII. Administration

Reorganization of the administrative services of the Department has been actively pursued. By dividing responsibilities for various phases of the administration of the Department, it has been possible to improve methods of operation and to increase efficiency.

A Finance Division has been established to provide for a closer scrutiny of expenditures. The new Departmental Financial Regulations have now been adopted by missions abroad and have already resulted in greater uniformity in the preparation of accounts and control of public monies. These developments have permitted the Department to study, analyse and improve financial operations at home and abroad. In addition, a start has been made in posting to the Finance Division, in an early stage in their service, newly appointed Foreign Service Officers, in order that they may gain experience in the financial operation of the Department and its foreign missions. The work of this division will be of value in achieving greater accuracy in the estimating of expenditures.

A division has also been set up to deal separately with questions arising out of leave, attendance, superannuation, pay, allowances, establishments, registry and communications. The object in setting up this new division, known as the Establishments and Organization Division, was to enable a closer study of many of the problems met in maintaining missions abroad. The division has already concluded a number of surveys related to establishments, salaries and allowances, as a result of which changes in the administrative procedures and the allowance structure provided for Canadian representation abroad have been made. It is expected that this division will carry out economies, not only by suggesting ways of reducing operating costs, but by introducing new procedures, which will result in increased efficiency and reduction in staff.

The Department has established an International Conference Section with the task of co-ordinating work relating to the attendance of all Canadian Government representatives at various international conferences. This section reviews the proposed composition of delegations, and discusses those proposals with representatives of the departments concerned. The section also prepares submissions to the Secretary of State for External Affairs and to Council on matters relating to Canadian participation in international conferences. Its work has resulted in a saving in money through a more efficient and unified handling of such problems. As an example, where formerly office supplies, hotel accommodation, telegraphic communications and travel arrangements for a conference might be made

independently by various government departments' sending representatives, this work now is co-ordinated and supervised by this section.

A Supplies and Properties Section has been established. Because of the growing importance of this work and the increasing number of valuable purchases made by the government, efforts have been made to strengthen this side of the department's work. A major part of the activities of this section included the purchasing of properties in Canberra, New York, New Delhi, Rome, Paris and Copenhagen. Purchases in the latter three cities were made through the settlement of military relief credits with the governments of the countries concerned. A furnishing programme has been carried out for the official residences in Athens, Stockholm, Bonn, Warsaw and New York. The chancery of the newly-established mission in Karachi was furnished. To deal with proposals for the purchase, construction or furnishing of premises, an Advisory Committee on Properties and Furnishings was set up, and the Committee has been engaged during the latter part of the year in a survey of the requirements of various posts in Western Europe.

The Archives Unit has continued the work begun in 1949 of releasing space required for current records. Liaison has been maintained with the Public Archives, the interdepartmental Committee on Public Records and Government Departments interested in certain types of the Department's correspondence in order to ensure that their interests, as well as the Department's, are protected in any disposition made of obsolete material. In carrying out this task, the files of the Office of the Governor General dealing with external affairs, which had been in the custody of the Department for some years, were transferred to the Public Archives for permanent retention.

In addition, instructions have been prepared for posts abroad to permit them to commence dealing with accumulation of records along the lines being followed in the Department.

Towards the end of the year the Archives Unit was incorporated together with the Library and library services, in a newly-created Research and Reports Section under the direction of a senior officer of the Department.

Appendix A

1950

International Agreements

I

Multilateral Agreements

London Telecommunications Agreement of 1949.

In force February 24, 1950.

Agreement for facilitating the International Circulation of Visual and Auditory Materials of an Educational, Scientific and Cultural Character. Signed by Canada at Lake Success on December 19, 1949.

Instrument of Acceptance deposited on October 4, 1950.

Not yet in force.

Special Exchange Agreement between the Government of Ceylon and the Contracting Parties to GATT. Signed at London, January 28, 1950, by the Chairman of the Contracting Parties.

In force April 2, 1950.

Protocol modifying the Convention of July 5, 1890, concerning the Creation of an International Union for the Publication of Customs Tariffs as well as the Regulations for the Execution of the Convention instituting an International Bureau for the Publication of Customs Tariffs, and the Memorandum of Signature. Done at Brussels, December 16, 1949. Signed by Canada, March 31, 1950.

In force May 5, 1950.

Final Act of the United Nations Technical Assistance Conference. Done at Lake Success on June 14, 1950.

In force June 14, 1950.

Fourth Protocol of Rectifications to GATT of April 3, 1950, Geneva. Signed by Canada June 23, 1950.

International Labour Organization Employment Service Convention. Ratified by Canada on August 24, 1950.

In force August 24, 1950.

North American Regional Broadcasting Agreement. Signed at Washington, November 15, 1950.

Not yet in force.

II

Bilateral Agreements

Belgium

Exchange of Notes between Canada and Belgium constituting a reciprocal Agreement regarding Compensation for War Damage to Private Property. Signed at Brussels on August 17 and November 16, 1949.

In force August 17, 1949.

Costa Rica

Exchange of Notes between the Government of Canada and the Government of Costa Rica constituting a Commercial Modus Vivendi. Signed at San Jose, November 18, 1950.

Not yet in force.

Denmark

Exchange of Notes between Canada and Denmark constituting an Agreement for the Settlement of the Canadian Military Relief Credit to Denmark. Signed at Copenhagen March 24 and 25, 1950.

In force March 25, 1950.

Ecuador

Exchange of Notes between the Government of Canada and the Government of Ecuador constituting a Commercial Modus Vivendi. Signed at Quito, November 10, 1950.

In force December 1, 1950.

France

Exchange of Notes between Canada and France constituting a Non-Immigrant Visa Modification Agreement. Signed at Ottawa April 6 and 17, 1950.

In force May 1, 1950.

Agreement between the Government of Canada and the Government of the French Republic for Air Services between and beyond their respective Territories. Signed at Ottawa on August 1, 1950.

In force August 1, 1950.

Italy

Exchange of Notes between Canada and Italy constituting an Agreement modifying Visa Requirements for Non-Immigrant Travellers of the two Countries. Signed at Rome, May 10, 1950.

In force June 1, 1950.

The Netherlands

Exchange of Notes between Canada and the Netherlands constituting an Agreement regarding Visa Requirements for Non-Immigrant Travellers of the two Countries. Signed at The Hague, December 9 and 14, 1949.

In force January 1, 1950.

New Zealand

Agreement between the Government of Canada and the Government of New Zealand, for Air Services between the two Countries. Signed at Wellington, August 16, 1950.

In force August 16, 1950.

Norway

Agreement between the Government of Canada and the Government of Norway for Air Services between Canadian and Norwegian Territories, together with an Exchange of Notes designating Airlines to which Agreement applies. Signed at Ottawa, February 14, 1950.

In force February 14, 1950.

Exchange of Notes between Canada and Norway constituting an Agreement regarding Visa Requirements for Non-Immigrant Travellers of the two Countries. Signed at Ottawa on March 4 and 13, 1950.

In force April 1, 1950.

Exchange of Notes between Canada and Norway constituting an Agreement for the Settlement of Canadian Military Relief Credits to Norway. Signed at Ottawa, March 7 and 18, 1950.

In force March 18, 1950.

Union of South Africa

Exchange of Notes between Canada and the Union of South Africa regarding the Temporary Suspension of the Margin of Preference on Unmanufactured Logs. Signed at Ottawa on February 22 and 24, 1950.

In force January 1, 1950.

United States

Niagara Diversion Treaty. Signed at Washington on February 27, 1950.

Exchange of Instruments of Ratification took place on October 10, 1950.

In force October 10, 1950.

Convention for the Extension of Port Privileges to Halibut Fishing Vessels on the Pacific Coasts of the United States of America and Canada. Signed at Ottawa, March 24, 1950.

Exchange of Instruments of Ratification took place on July 13, 1950.

In force July 13, 1950.

Convention between Canada and the United States modifying and supplementing the Convention and accompanying Protocol of March 4, 1942 for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion in the Case of Income Taxes. Signed at Ottawa, June 12, 1950.

Convention between Canada and the United States modifying and supplementing the Convention of June 8, 1944 for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion in the Case of Estate Taxes and Succession Duties. Signed at Ottawa, June 12, 1950.

Not yet in force.

Exchange of Notes between Canada and the United States of America constituting an Interim Agreement relating to the Establishment of a Network of Seven Weather Stations in the Pacific Ocean. Signed at Washington, June 8 and 22, 1950.

Exchange of Letters between Canada and the United States of America providing for the Renewal of the Arrangement of 1942 for the Exchange of Agricultural Labour and Machinery. Signed at Ottawa, June 29 and July 6, 1950.

In force July 6, 1950.

Exchange of Notes between Canada and the United States of America giving Formal Effect to the Statement of Principles for Economic Co-operation. Signed at Washington, October 26, 1950.

In force October 26, 1950.

Union of Soviet Socialist Republics

Exchange of Notes between Canada and the U.S.S.R. concerning the U.S.S.R. Debt to Canada for Wheat and Flour delivered to the Soviet Union in 1945-46. Signed in Moscow, September 29, 1950.

In force September 29, 1950.

Venezuela

Exchange of Notes between the Government of Canada and the Government of Venezuela constituting a Commercial Modus Vivendi. Signed at Caracas, October 11, 1950.

In force October 11, 1950.

Yugoslavia

Exchange of Notes constituting an Agreement for the Settlement of the Indebtedness of the F.P.R. Yugoslavia to the Government of Canada for Military Relief Supplies furnished to F.P.R. Yugoslavia by the Combined Military Authorities of the U.S.A., U.K., and Canada. Signed at Belgrade, March 25 and 29, 1950.
In force March 29, 1950.

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Appendix B

Canadian Representation at International Conferences and Meetings during 1950

In order to co-ordinate invitations to international conferences, an International Conferences Section was established in January, 1950, through which all such invitations are normally routed.

In the course of the year, the Canadian Government was represented at a total of 168 conferences and meetings. Of these, 21 were conferences or meetings of the United Nations and its main organs; 46 were meetings or sessions of the United Nations specialized agencies, while 61 were convened by inter-governmental organizations and 40 were convened by non-governmental organizations.

103 of the 168 conferences attended were held in Europe, of which 28 were at Geneva, 21 at Paris, and 17 at London. 55 conferences were convened in the Western hemisphere, of which 16 were held in New York, 16 in Washington and, 4 in Montreal and 3 in Ottawa. An interesting development in 1950 is that 10 conferences attended by Canada were held in South Asia and Australia against only two in 1949.

I. CONTINUING BOARDS AND COMMISSIONS

Name	Place	Date Established	Canadian Representatives
1. International Boundary Commission (Canada-United States)	As required	1908	J. L. Rannie, Department of Mines and Technical Surveys.
2. International Joint Commission (Canada-United States)	As required	1910	Canadian Section: Gen. A.G.L. McNaughton, Chairman; George Spence; J. L. Danse-reau.
3. Commonwealth Shipping Committee	London	1920	R. P. Bower, Office of the Can. High Commissioner, London.
4. International Fisheries Commission (Halibut) (Canada-United States)	As required	1923	J. W. Nickerson; G. R. Clark, Department of Fisheries.
5. Commonwealth Economic Committee	London	1925	F. Hudd and R. P. Bower, Office of the Canadian High Commissioner, London.
6. Executive Council of the Commonwealth Agricultural Bureaux	London	1928	Dr. H. J. Atkinson and Dr. M. I. Timonin, Department of Agriculture; J. G. Robertson, Office of the Canadian High Commissioner, London.

Name	Place	Date Established	Canadian Representatives
7. Permanent Joint Board on Defence (Canada-United States)	As required	1940	Canadian Section: Gen. A.G.L. McNaughton, Chairman; Rear-Admiral F. L. Houghton, Vice-Chief of the Naval Staff; Maj. Gen. H. D. Graham, Vice-Chief of the General Staff, and Air Vice-Marshal A. L. James, Air Member for Air Plans, N.D. H.Q., Ottawa; C. C. Eberts, Office of the Privy Council.
8. Far Eastern Commission	Washington	1945	H. H. Wrong, Canadian Ambassador to the United States; F. J. D. Pemberton and P. G. R. Campbell, Canadian Embassy, Washington.
9. Headquarters Advisory Committee of the United Nations	New York	1946	C. D. Howe, Minister of Trade and Commerce; K. A. Green, Canadian Consul General, New York.
10. Atomic Energy Commission (as one of the six countries which sponsored the formation of the Atomic Energy Commission, Canada is a permanent member together with five permanent members of the Security Council)	New York	1946	Gen. A. G. L. McNaughton; Alternate: R. G. Riddell, Permanent Representative of Canada to the United Nations; Advisers: Dr. J. Babbitt, National Research Council; Major T. L. C. Pierce-Goulding, Department of National Defence.
11. Inter-Allied Trade Board for Japan	Washington	1946	J. H. English, Canadian Embassy, Washington.
12. Inter-Allied Reparation Agency	Brussels	1946	A. C. Smith, Canadian Embassy, Brussels; Alternate: R. Chaput, Canadian Embassy, Brussels.
13. International Whaling Commission	London	1946	Stuart Bates, Deputy Minister of Fisheries.
14. Interim Committee of the United Nations General Assembly	New York	1947	L. B. Pearson, Secretary of State for External Affairs; Alternates: L. Mayrand, Assistant Under-Secretary of State for External Affairs; R. G. Riddell, Permanent Representative of Canada to the United Nations; H. H. Carter, Canadian Delegation to the United Nations, New York.
15. Restitution Advisory Committee	Tokyo	1947	J. C. Britton, Canadian Liaison Mission, Tokyo.
16. ICAO Council	Montreal	1947	Brig. C. S. Booth, Council Member for Canada.
17. Air Navigation Commission of ICAO	Montreal	1947	Stuart Graham, Department of Transport.

Name	Place	Date Established	Canadian Representatives
18. International Pacific Salmon Fisheries Commission (Canada-United States)	New Westminster	1947	Senator T. Reid; O. Hanson and A. G. Whitmore, Department of Fisheries.
19. Joint United States-Canada Industrial Mobilization Planning Committee	Washington-Ottawa	1948	Canadian Section: C. D. Howe, Minister of Trade and Commerce, Chairman; H. J. Carmichael, Industrial Defence Board.
20. Commonwealth Tele-Communications Board	London	1948	J. H. Tudhope, Office of the Canadian High Commissioner, London.
21. Canada-United Kingdom Continuing Committee on Trade and Economic Affairs	Ottawa-London	1948	M. W. Mackenzie, Deputy Minister of Trade and Commerce; Dr. J. G. Taggart, Deputy Minister of Agriculture; J. J. Deutsch, Department of Finance; A. F. W. Plumptre, Department of External Affairs.
22. Permanent Committee of the International Copyright Union	Berne	1948	Dr. V. Doré, Canadian Minister to Switzerland.
23. Surplus Commodity Committee of FAO	Washington	1949	Dr. G. S. H. Barton, Special Assistant to the Minister of Agriculture.
24. North Atlantic Council	As required	1949	L. B. Pearson, Secretary of State for External Affairs; Alternate: H. H. Wrong, Canadian Ambassador to the United States.
25. North Atlantic Defence Committee	As required	1949	Brooke Claxton, Minister of National Defence.
26. North Atlantic Defence Financial and Economic Committee	As required	1949	D. C. Abbott, Minister of Finance.
27. North Atlantic Defence Financial and Economic Committee, Permanent Working Staff	London	1949	A. E. Ritchie, Office of the Canadian High Commissioner, London.
28. North Atlantic Military Committee	As required	1949	Lt.-Gen. C. Foulkes, Chief of the General Staff.
29. North Atlantic Military Production and Supply Board	As required	1949	S. D. Pierce, Permanent Representative of Canada to the Organization for European Economic Co-operation, Paris.
30. North Atlantic Military Production and Supply Board, Permanent Working Staff	London	1949	E. W. T. Gill, Office of the Canadian High Commissioner, London.

Name	Place	Date Established	Canadian Representatives
31. North Atlantic Council Deputies	London	1950	L. D. Wilgress, High Commissioner for Canada in the United Kingdom.
32. Organization for European Economic Co-operation	Paris	1950	Permanent Representative: S. D. Pierce; Deputy: L. Couillard; Advisers: A. R. Kilgour and W. J. van Vliet.
33. Council of Technical Co-operation	Colombo	1950	P. Sykes, Canadian Government Trade Commissioner, Colombo.

II. CONFERENCES OF THE UNITED NATIONS AND ITS MAIN ORGANS

Name	Place	Date and Duration	Canadian Representatives
1. Economic and Employment Commission of ECOSOC	New York	Jan. 8-30	J. J. Deutsch and S. Pollock, Department of Finance.
2. Ad Hoc Committee on Statelessness and Related Problems (ECOSOC)	New York	Jan. 16-Feb. 16	L. G. Chance, Department of External Affairs; R. M. Winter, Department of Citizenship and Immigration.
3. Sixth Session of United Nations Trusteeship Council	Geneva	Jan. 19-April 4	N. F. H. Berlis, Permanent Delegation of Canada to the European Office of United Nations, Geneva (Observer).
4. Tenth Session of the Economic and Social Council	New York	Feb. 7-Mar. 6	R. Eudes, M.P.; Alternates: Dr. G. Davidson, Deputy Minister of Welfare; S. D. Pierce, Associate Deputy Minister of Trade and Commerce; Advisers: J. W. Holmes, Acting Head of Canadian Delegation to the United Nations, New York; Maj. T. L. C. Pierce-Goulding and G. K. Grande, Canadian Delegation to the United Nations, New York; S. Pollock, Department of Finance; J. J. M. Côté, Canadian Embassy, Washington; Miss B. M. Meagher, Department of External Affairs.
5. Executive Committee of UNICEF	New York	Mar. 6-7	Mrs. D. B. Sinclair, Department of National Health and Welfare.
6. United Nations Conference on Declaration of Death of Missing Persons	New York	Mar. 15-24	G. K. Grande, Permanent Delegation to the United Nations, New York, (Observer).
7. International Civil Service Advisory Board	Geneva	Mar. 22-28	C. H. Bland, Chairman, Civil Service Commission.
8. Sixth Session of the Social Commission of ECOSOC	New York	Apr. 3-May 5	R. B. Curry, Department of National Health and Welfare.

Name	Place	Date and Duration	Canadian Representatives
9. Sixth Session of the Economic Commission Europe, Timber Committee (ECOSOC)	Geneva	Apr. 3-5	Col. R. D. Roe, Office of the Canadian High Commissioner, London, (Observer).
10. Seventh Session of the Trusteeship Council	New York	June 1- July 21	J. W. Holmes, Acting Head of Canadian Delegation to the United Nations, New York, (Observer).
11. Executive Board of UNICEF	New York	June 19- 20	Mrs. D. B. Sinclair, Department of National Health and Welfare.
12. Agenda Committee of ECOSOC	Geneva	June 27- 28	A. C. Smith, Canadian Embassy, Brussels.
13. Technical Assistance Conference	Lake Success	June 12	J. W. Holmes, Acting Head of the Canadian Delegation of the United Nations, New York.
14. Eleventh Session of ECOSOC	Geneva	July 2- Aug. 16	Chief Representative: A. Fournier, Minister of Public Works; Alternates: Dr. G. F. Davidson, Deputy Minister of Welfare; A. F. W. Plumpton, Department of External Affairs; Alternate and Chief Adviser: A. C. Smith, Canadian Embassy, Brussels; Advisers: N. F. H. Berlis, Permanent Canadian Delegation to the European Office of the United Nations, Geneva; Miss B. M. Meagher, Department of External Affairs; J. G. H. Halstead, Office of the Canadian High Commissioner, London; Secretary: J. E. G. Hardy, Department of Finance.
15. Ad Hoc Committee on Refugees and Stateless Persons (ECOSOC)	Geneva	Aug. 14- 25	N. F. H. Berlis, Permanent Canadian Delegation to the European Office of the United Nations, Geneva; R. M. Winter, Department of Citizenship and Immigration.
16. Fifth Session of the United Nations General Assembly	New York	Sept. 19 Adjourned Dec. 15	L. B. Pearson, Secretary of State for External Affairs, Chairman; H. Lapointe, Minister of Veterans' Affairs, Vice-Chairman; Senator J. G. Turgeon; J. Dickey, M.P.; J. Lesage, M.P.; Alternates: A. D. P. Heeney, Under-Secretary of State for External Affairs; C. Fraser Elliott, Canadian Ambassador to Chile; R. G. Riddell, Permanent Representative of Canada to the United Nations, New York; C. S. A. Ritchie, Assistant Under-Secretary of State for

DEPARTMENT OF EXTERNAL AFFAIRS

Name	Place	Date and Duration	Canadian Representatives
			External Affairs (1st part of Assembly); L. Mayrand, Assistant Under-Secretary of State for External Affairs (2nd part of Assembly); Mrs. D. B. Sinclair, Department of National Health and Welfare; Parliamentary Advisers: M. J. Coldwell, M.P.; J. Decore, M.P.; G. Graydon, M.P.; G. F. Higgins, M.P.; S. Low, M.P.; V. Quelch, M.P.; Advisers: Appropriate Advisers from the Department of External Affairs and other Government Departments were appointed to the Delegation at such time and for such period as their services were required.
17. Eleventh Session of ECOSOC (Second Part) (Special Meeting on Korean Relief)	New York	Oct. 14- Dec. 15	Representative: J. Dickey, M. P.; Alternate: R. G. Riddell, Permanent Representative of Canada to the United Nations, New York; Advisers: J. H. Cleveland, Canadian Consulate, New York; A. R. Crépault, United Nations Permanent Delegation, New York; S. Pollock, Department of Finance.
18. Seventh Session of the E.C.E. Timber Committee	Geneva	Oct. 30- Nov. 2	Y. Lamontagne, Canadian Legation, Berne, (Observer).
19. Economic Commission for Europe. Ad Hoc Meeting of European Countries Interested in Increasing their Trade in Certain Grains (ECOSOC)	Geneva	Nov. 14- 23	J. C. G. Brown, Canadian Legation, Berne, (Observer); T. M. Burns, Canadian Legation, Berne, (Alternate Observer).
20. Fifth Session of the Commission on Narcotic Drugs (ECOSOC)	Lake Success	Dec. 1- 16	Col. C. H. L. Sharman, Department of National Health and Welfare.
21. Executive Board UNICEF	Lake Success	Nov. 26- 28	Mrs. D. B. Sinclair, Department of National Health and Welfare.

III. CONFERENCES OF THE SPECIALIZED AGENCIES

1. 110th Session of the Government Body of ILO	Mysore, India	Dec. 29, 1949- Jan. 7, 1950	R. W. Mayhew, Minister of Fisheries; P. A. Bridle, Office of the Canadian High Commissioner to India; A. H. Sager, Private Secretary to the Minister of Fisheries.
2. Fifth Session of the Legal Committee	Taormina, Sicily	Jan. 15- 19	Brig. C. S. Booth, Council Member for Canada.

Name	Place	Date and Duration	Canadian Representatives
3. Preparatory Technical Tripartite Conference on Vocational Training of Adults (ILO)	Geneva	Jan. 23- Feb. 3	Brig. J. E. Lyon, Assistant Director, Canadian Vocational Training Branch, Department of Labour; R. L. Campbell, Secretary, Canadian International Paper Co., Ltd., Montreal; W. H. Burnell, First Vice-President, International Brotherhood of Pulp, Sulphite and Paper Mill Workers, Cornwall.
4. Air Navigation Commission of ICAO	Montreal	Jan. 31- Mar. 30	S. Graham, Commission Member for Canada.
5. First Session of Committee of Social Security Experts (ILO)	Wellington, N. Z.	Feb. 8- 20	C. A. L. Murchison, Commissioner, Unemployment Insurance Commission.
6. Third Session of Meteorological Convention of ICAO	Paris	Feb. 14- Mar. 25	H. H. Bindon, Department of Transport.
7. 111th Session of the Governing Body of ILO	Geneva	Feb. 27- Mar. 11	P. E. Renaud, Chargé d'Affaires, Canadian Legation, Berne; J. F. MacKinnon, Department of Labour, London; N. F. H. Berlis, Permanent Delegation of Canada to the European Office of the United Nations, Geneva.
8. Meeting of Ad Hoc Sub-Committee of Expert Committee on Statistics of WHO	Paris	Feb. 27- Mar. 3	C. Fraser Harris, Bureau of Statistics.
9. International Conference of Experts on Pneumoconiosis	Sydney	Feb. 28- Mar. 11	C. A. L. Murchison, Commissioner, Unemployment Insurance Commission; Dr. G. R. Davidson, Department of Public Health, Edmonton; Dr. C. H. Vrooman, Workmen's Compensation Board, Vancouver.
10. Second Session of Technical Plan Committee of High Frequency Broadcasting Conference	Florence	Mar. 1- 31	R. H. Cairns, Department of Transport.
11. Seventh Session of Executive Committee of IRO	Geneva	Mar. 8- 11	G. L. Magann, Canadian Ambassador to Greece; N. F. H. Berlis, Permanent Delegation to the European Office of the United Nations, Geneva; J. H. Warren, Office of the Canadian High Commissioner, London; O. Cormier, Canadian Legation, Berne; R. Lamarre, Canadian Government Immigration Mis-

Name	Place	Date and Duration	Canadian Representatives
			sion, Germany; J. F. MacKinnon, Department of Labour.
12. Fifth Session of the General Council of IRO	Geneva	Mar. 14-22	G. L. Magann, Canadian Ambassador to Greece; N. F. H. Berlis, Permanent Delegation to the European Office of the United Nations, Geneva; J. H. Warren, Office of the Canadian High Commissioner, London; O. Cormier, Canadian Legation, Berne; R. Lamarre, Canadian Government Immigration Mission, Germany; J. F. MacKinnon, Department of Labour.
13. ITU High Frequency Broadcasting Conference	Florence and Rapallo	Apr. 1-Aug. 19	Delegate: J. B. C. Watkins, Chargé d'Affaires, Canadian Embassy, Moscow; Alternate: L. E. Coffey, Department of Transport; Advisers: D. Manson, H. G. Richardson and F. P. Johnson, Canadian Broadcasting Corporation; R. H. Cairns, Department of Transport; A. R. Kilgour, Canadian Embassy, Paris.
14. Second Session of the Chemical Industries Committee of ILO	Geneva	Apr. 11-22	Dr. W. H. Mueller, Shawinigan Falls, Quebec; R. B. Winsor, Montreal; G. McIlwain, Sarnia; S. Barrett, Toronto; S. Picard, Quebec; P. H. Casselman, Department of Labour.
15. Second Caribbean Regional Air Navigation Meeting and the Caribbean South American-South Atlantic Special Frequency Meeting	Havana	Apr. 11-29	S. Graham, C. C. Bogart, C. M. Brant and M. M. Fleming, Department of Transport; W/Comdr. W. P. Pleasance and S/Ldr. S. R. Miller, Department of National Defence; B. A. Rawson, C. J. Campbell and S. Stevens, Trans-Canada Air Lines.
16. Committee of FAO on Infestation Control and Safe Grain Storage	San Jose, Costa Rica	Apr. 17-28	Dr. H. E. Gray, Department of Agriculture.
17. Expert Committee on the Unification of Pharmacopoeis (WHO)	New York	Apr. 20-29	Dr. C. A. Morrell, Department of National Health and Welfare.
18. Preliminary Conference on Migration of ILO	Geneva	Apr. 25-May 7	S. H. McLaren, Unemployment Insurance Commission; O. Cormier, Canadian Legation, Berne; A. F. Macdonald, M.P., Edmonton.
19. International Plant Quarantine Regulations	The Hague	Apr. 26-May 3	Dr. L. W. Koch, H. L. Seamans, Dr. A. D. Baker and W. N. Keenan, Department of Agriculture.

Name	Place	Date and Duration	Canadian Representatives
20. Meeting to Investigate Possibility of Co-ordinating the Work of Control and Reporting of Animal Diseases of FAO	Paris	May 1-5	Dr. S. H. Whitworth, Department of Agriculture, (Observer).
21. Ninth Session of the Council of FAO	Rome	May 8-17	Dr. G. S. H. Barton, Special Assistant to the Minister of Agriculture; R. G. C. Smith, Canadian Embassy, Rome.
22. Third Session of the World Health Assembly	Geneva	May 8-27	Delegate: Dr. J. J. McCann, Minister of National Revenue; Alternates: Dr. H. A. Ansley, Department of National Health and Welfare; Dr. L. A. Miller, Deputy Minister of Health, Newfoundland; E. A. Côté, Office of the Canadian High Commissioner, London; Adviser: N. F. H. Berlis, Permanent Delegation to the European Office of the United Nations, Geneva.
23. Meeting to Discuss Problems of Foot and Mouth Disease (FAO)	Paris	May 15-20	Dr. S. H. Whitworth, Department of Agriculture, (Observer).
24. Twenty-first Session of Executive Board of UNESCO	Florence	May 15-June 16	Dr. V. Doré, Canadian Ambassador to Belgium.
25. Fifth Session of the General Council of UNESCO	Florence	May 22-June 16	J. Désy, Canadian Ambassador to Italy; Dr. M. E. Lazerte, University of Alberta; G. T. Page, Chemical Institute of Canada; J. de Tonnancour, Canadian Arts Council, Montreal; Alternates: S. Pollock, Department of Finance; Dr. J. E. Robbins, Bureau of Statistics; P. Tremblay, Department of External Affairs; Adviser and Secretary: J. C. G. Brown, Department of External Affairs.
26. 112th Session of the Governing Body of ILO	Geneva	May 26-June 3	Delegate: P. Goulet, Department of Labour; Alternate: N. F. H. Berlis, Permanent Canadian Delegation to the European Office of the United Nations, Geneva.
27. Fourth Session of the Assembly of ICAO	Montreal	May 30-June 21	Chief Delegate: L. Chevrier, Minister of Transport; Delegates: C. S. Booth, Council Member for Canada; R. Vachon, Air Transport Board; Alternates: S. Graham, Department of Transport; A. S. Macdonald, Air Transport

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Name	Place	Date and Duration	Canadian Representatives
28. Thirty-Third Session of the International Labour Conference	Geneva	June 7- July 1	Board; J. H. Cleveland, Department of External Affairs. Head of Delegation: P. Goulet; Delegates: N. F. H. Berlis, Permanent Canadian Delegation to the European Office of the United Nations, Geneva; H. Taylor, National Carbon Company, Toronto; C. Jodoin, Vice-President, Trade and Labour Congress of Canada, Montreal; Advisers: A. MacInnis, M.P.; Brig. J. E. Lyon, H. R. Rutherford, R. H. Taber and Miss E. Hardy, Department of Labour; J. C. Whitelaw, Canadian Manufacturers' Association, Montreal; T. W. Smith, Canadian Industries Limited, Montreal; A. C. Ross, Canadian Construction Association; J. A. Brass, Railway Association of Canada; A. J. Kelly, Dominion Joint Legislative Committee; A. F. MacArthur, Ontario Federation of Labour, Toronto; G. Picard, Canadian Catholic Confederation of Labour, Montreal; C. C. Williams, M.P., Representative of the Province of Saskatchewan; Secretary and Adviser: J. Mainwaring, Department of Labour.
29. Twenty-Third Session of the Executive Board of UNESCO	Paris	Aug. 26- Sept. 2	Dr. V. Doré, Canadian Ambassador to Belgium.
30. ITU Administrative Council	Geneva	Sept. 1- Oct. 11	C. J. Acton, Department of Transport.
31. Second Session of the Third North American Regional Broadcasting Conference	Washington	Sept. 6- Nov. 15	Chairman of the Conference: Cmdr. C. P. Edwards, Department of Transport; Chairman of the Delegation: G. C. W. Browne, Department of Transport; W. B. Smith, W. A. Caton and G. Mather, Department of Transport; D. Manson, Canadian Broadcasting Corporation; G. E. Cox, Canadian Embassy, Washington; Advisers: W. G. Richardson and R. Santo, Canadian Broadcasting Corporation; Observers: J. W. Bain and G. C. Chandler, Canadian Association of Broadcasters.

Name	Place	Date and Duration	Canadian Representatives
32. Meeting on Herring Technology (FAO)	Bergen, Norway	Sept. 24-29	Dr. A. W. H. Needler, Department of Fisheries.
33. Eight Session of Executive Committee of IRO	Geneva	Oct. 5-13	Head of Delegation: G. L. Magann, Canadian Ambassador to Greece; Delegates: N. F. H. Berlis, Permanent Canadian Delegation to the United Nations, Geneva; O. Cormier, Canadian Legation, Berne; R. Lamarre, Canadian Immigration Office, Germany.
34. Sixth Session of the General Council of IRO	Geneva	Oct. 9-13	Head of Delegation: G. L. Magann, Canadian Ambassador to Greece; Delegates: N. F. H. Berlis, Permanent Canadian Delegation to the European Office of the United Nations, Geneva; O. Cormier, Canadian Legation, Berne; R. Lamarre, Canadian Immigration Office, Germany.
35. Meeting of Committee of Experts of UNESCO, re: Universal Copyright Union	Washington	Oct. 23-Nov. 4	W. P. J. O'Meara, Assistant Under-Secretary of State of Canada.
36. Third Session of the Petroleum Committee of ILO	Geneva	Oct. 24-Nov. 4	C. T. Richard, M.P.; R. H. Hooper, Department of Labour; A. G. Cockrill, British American Oil Company Ltd.; W. Yalden-Thomson, Imperial Oil Ltd.; G. Fisher, Oil Workers' International Union; Marcel Franq, International Chemical Workers' Union.
37. Tenth Session of the Council of FAO	Washington	Oct. 25-Nov. 14	Delegate: Dr. G. S. H. Barton, Special Assistant to the Minister of Agriculture; Alternate: W. C. Hopper, Canadian Embassy, Washington.
38. Twenty-Fourth Session of Executive Board of UNESCO	Paris	Nov. 2-10	Dr. V. Doré, Canadian Minister to Switzerland.
39. Special Session of Conference of FAO	Washington	Nov. 3-11	Acting Head: Dr. G. S. H. Barton, Special Assistant to the Minister of Agriculture; Alternate: Dr. J. G. Taggart, Deputy Minister of Agriculture; Advisers: Dr. W. C. Hopper and Miss M. McPherson, Canadian Embassy, Washington; Dr. S. C. Hudson, Department of Agriculture; A. B. Hockin, Department of Finance.
40. Third Inter-American Congress of Brucellosis (WHO)	Washington	Nov. 6-10	Dr. C. A. Mitchell, Department of Agriculture.

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Name	Place	Date and Duration	Canadian Representatives
41. 113th Session of the Governing Body of ILO and Committee Meetings	Brussels	Nov. 13-25	Delegate: P. Goulet, Department of Labour; Alternates: N. F. H. Berlis, Permanent Canadian Delegation to the European Office of the United Nations, Geneva.
42. Third Session of the Textile Committee of ILO	Lyon, France	Nov. 28- Dec. 9	Government Delegates: R. Trépanier and H. C. Hudson, Unemployment Insurance Commission; Employers' Delegates: H. F. Irwin, Primary Textiles Institute; L. A. Lyons, Montreal Cottons, Ltd.; Workers' Delegates: R. Gosselin, Canadian Catholic Confederation of Labour; L. Tessier, Textile Workers Union of America.
43. Fourth Inter-American Conference on Agriculture (FAO)	Montevideo	Dec. 1	W. B. McCullough, Canadian Embassy, Buenos Aires, (Observer).
44. Second Regional Meeting of Food and Agricultural Programs and Outlook in Latin America	Montevideo	Dec. 1	W. B. McCullough, Canadian Embassy, Buenos Aires, (Observer).
45. Legal Committee of ICAO	Paris	Dec. 4	A. B. Rosevear, Air Transport Board.
46. Committee of Experts on Exchange of Persons	Havana	Dec. 13-15	Dr. J. A. Gibson, Chairman of Executive Committee of C.C.R.U.

IV. INTER-GOVERNMENTAL CONFERENCES

1. Meeting of Commonwealth Foreign Ministers	Colombo, Ceylon	Jan. 9-14	L. B. Pearson, Secretary of State for External Affairs; R. W. Mayhew, Minister of Fisheries; E. M. Reid, Deputy Under-Secretary of State for External Affairs; D. M. Johnson, High Commissioner for Canada in Pakistan; A. Menzies, D. V. LePan and H. H. Wright, Department of External Affairs; T. N. Beaupré, Department of Trade and Commerce.
2. Second Inter-American Statistical Congress, Third Session, Commission of Census of the Americas	Bogota	Jan. 9-21 and Jan. 16-28	Dr. H. Marshall, Dominion Statistician, Bureau of Statistics.

Name	Place	Date and Duration	Canadian Representatives
3. International Wheat Agreement	London	Jan. 12-13	Delegate: W. C. McNamara, Canadian Wheat Board, Winnipeg; Alternate: R. V. Bidulph, European Commissioner, Canadian Wheat Board, London; Advisers: C. C. Boxer, Canadian Wheat Board, London; J. H. Warren, Office of the Canadian High Commissioner, London.
4. Fourth Session of the Contracting Parties to the General Agreement On Tariffs and Trade	Geneva	Feb. 23-Apr. 3	L. D. Wilgress, Chairman, High Commissioner for Canada in the United Kingdom; Members: L. Couillard, Department of External Affairs; J. J. Deutsch, Department of Finance; C. M. Isbister and H. R. Kemp, Department of Trade and Commerce.
5. Meeting of International Wheat Council	London	Mar. 13-15	W. C. McNamara, Canadian Board, Winnipeg.
6. Fifth Session of International Tin Study Group	Paris	Mar. 20-30	Dr. G. C. Monture, Department of Mines and Technical Surveys; D. Harvey, Department of Trade and Commerce; V. L. Chapin, Canadian Embassy, The Hague; J. P. Manion and G. P. Kidd, Canadian Embassy, Paris; J. P. C. Gauthier, Canadian Embassy, Paris.
7. North Atlantic Military Production and Supply Board	The Hague	Mar. 24	S. D. Pierce, Associate Deputy Minister of Trade and Commerce; E. W. T. Gill and A. E. Ritchie, Office of the Canadian High Commissioner, London.
8. Permanent Joint Board on Defence	Montreal	Mar. 28-31	Gen. A. G. L. McNaughton; Admr. H. G. DeWolfe, Maj. Gen. H. D. Graham and A/V/M A. L. James, Department of National Defence, C. Eberts, Department of External Affairs.
9. North Atlantic Military Committee	The Hague	Mar. 28	Lt.-Gen. C. Foulkes, Chief of the General Staff; A/V/M H. L. Campbell, Maj. Gen. S. F. Clark, Brig. J. D. B. Smith and Commodore R. E. S. Bidwell, National Defence Department.
10. North Atlantic Defence Financial and Economic Committee	London	Mar. 29	L. D. Wilgress, High Commissioner for Canada in the United Kingdom; A. E. Ritchie, Office of the Canadian High Commissioner, London; J. George, Department of External Affairs.

Name	Place	Date and Duration	Canadian Representatives
11. Administrative Committee Meeting of International Institute of Refrigeration	Paris	Mar. 30	Col. J. H. Tremblay, Canadian Embassy, Paris.
12. North Atlantic Defence Committee	The Hague	Apr. 1	Brooke Claxton, Minister of National Defence; Lt-Gen. C. Foulkes, Chief of the General Staff, A/V/M H. L. Campbell, Maj.-Gen. J. D. B. Smith and Cmdr. R. E. S. Bidwell, Department of National Defence; E. W. T. Gill, Office of the Canadian High Commissioner, London; J. George, Department of External Affairs.
13. Third Commonwealth Conference on Development, Design and Inspection of Clothing and General Stores	London	Apr. 17- May 6	Col. H. A. Delcellier, A. C. Jones, Department of National Defence; C. H. Bayley, National Research Council.
14. Fourth Session of the International Poplar Commission.	Geneva	Apr. 18- 21	R. G. Ray, Department of Resources and Development.
15. Special Committee of the International Sugar Council	London	Apr. 24	R. P. Bower, Office of the Canadian High Commissioner, London, (Observer).
16. Conference of Custodians	Brussels	Apr. 24- 28	C. Stein, Under-Secretary of State of Canada and Deputy Custodian; G. G. Beckett, Department of the Secretary of State; A. C. Smith, Canadian Embassy, Brussels.
17. Meeting to Discuss Japanese Peace Settlement	London	May 1- 17	L. D. Wilgress, High Commissioner for Canada in the United Kingdom; R. E. Collins, Canadian Embassy, Washington; S. F. Rac, Office of the Canadian High Commissioner, London.
18. South Pacific Air Transport Council	Melbourne	May 1- 4	C. T. Travers, Department of Transport; J. R. Maybee, Office of the Canadian High Commissioner, Canberra.
19. Seventh Session of the Rubber Study Group	Brussels	May 2- 9	B. A. Macdonald, Canadian Embassy, Brussels; J. R. Nicholson, Sarnia.
20. Meeting of Permanent Committee of International Office of Public Hygiene	Geneva	May 5	N. F. H. Berlis, Permanent Canadian Delegation to the European Office of the United Nations, Geneva.
21. Ninth International Congress of the International Seed Testing Association	Washington	May 8- 13	W. H. Wright, G. A. Elliott and Dr. C. W. Leggett, Department of Agriculture.

Name	Place	Date and Duration	Canadian Representatives
22. Meeting of the Commonwealth Consultative Committee for South and South-East Asia	Sydney	May 15-19	Delegate: R. W. Mayhew, Minister of Fisheries; Alternate: Maj. Gen. L. R. LaFlèche, High Commissioner for Canada in Australia; Principal Adviser: D. V. LePan, Department of External Affairs; Advisers: N. Perry, Department of Finance; B. I. Rankin, Office for the Canadian High Commissioner, Sydney; G. K. Bouey, Bank of Canada; Secretary: J. R. Maybee, Office of the Canadian High Commissioner, Canberra.
23. North Atlantic Council	London	May 15-17	L. B. Pearson, Secretary of State for External Affairs; N. A. Robertson, Clerk of the Privy Council; R. G. Riddell and R. A. MacKay, Department of External Affairs.
24. Ninth Plenary Conference of the International Cotton Advisory Committee	Washington	May 22	Delegate: J. H. English, Canadian Embassy, Washington; Supplementary Delegate: A. O. Fairweather, Department of Trade and Commerce.
25. International Convention for the Suppression of Forged Monies	The Hague	June 14-18	Maj. J. A. Wright, R.C.M.P.
26. Congress of International Criminal Police Commission	The Hague	June 19-22	Maj. J. A. Wright, R.C.M.P.
27. Canada-United Kingdom Continuing Committee on Trade and Economic Affairs	London	June 19	M. W. Mackenzie, Deputy Minister of Trade and Commerce; Dr. J. G. Taggart, Department of Agriculture; G. Major, Department of Trade and Commerce; J. J. Deutsch, Department of Finance; A. F. W. Plumtre, Department of External Affairs.
28. Third Session of International Wheat Council	London	June 19-20	Delegate: W. C. McNamara, Canadian Wheat Board, Winnipeg; Alternate: R. V. Bidulph, Canadian Wheat Board, London; Advisers: C. C. Boxer, Canadian Wheat Board, London; J. H. Warren, Office of the Canadian High Commissioner, London.
29. Commonwealth Agricultural Bureau Review Conference	London	June 21- July 15	Dr. E. S. Archibald, Dr. A. Leahy, Dr. H. S. Atkinson, E. B. Fraser, H. L. Trueman and H. L. Seamans, Department of Agriculture; J. G. Robertson, Office of the Canadian High Commissioner, London.

Name	Place	Date and Duration	Canadian Representatives
30. Commonwealth Air Transport Council	Montreal	June 22-24	Brig. C. S. Booth, Council Member for Canada; J. L. G. Morisset, Air Transport Board; C. T. Travers, Department of Transport.
31. Conference on Marine Signalling Services	Paris	July 3-16	N. Wilson and W. J. Manning, Department of Transport.
32. Council of the Organization for European Economic Cooperation,	Paris	July 6	S. D. Pierce, Associate Deputy Minister of Trade and Commerce.
33. Fourth World Power Conference	London	July 10-15	R. E. Gilmore, Department of Mines and Technical Surveys; C. E. Webb, Department of Resources and Development; Dr. D. A. Keys, National Research Council.
34. North Atlantic Military Production and Supply Board	Copenhagen	July 12-13	S. D. Pierce, Associate Deputy Minister of Trade and Commerce; E. W. T. Gill, Office of the Canadian High Commissioner, London.
35. International Joint Commission (Canada-United States)	Ottawa	July 16	Gen. A. G. L. McNaughton, Chairman; George Spence; J. L. Dansereau.
36. Annual Meeting of International Whaling Commission	Oslo	July 17-21	H. D. Fisher, Acting Member for Canada; Miss H. D. Burwash, Canadian Legation, Oslo, Alternate.
37. Meeting of European Customs Union Study Group	Brussels	July 24	B. A. Macdonald, Canadian Embassy, Brussels, (Observer).
38. Commonwealth Consultative Committee on South and South-East Asia	Colombo	July 24	D. M. Johnson, High Commissioner for Canada in Pakistan; Adviser: R. H. Jay, Officer for the Canadian High Commissioner, New Delhi.
39. Joint Industrial Mobilization Planning Committee (Canada-United States)	Ottawa	Aug. 8	C. D. Howe, Minister of Trade and Commerce; H. J. Carmichael, Industrial Defence Board.
40. Fifth Annual Meeting of the Paris Boards of of the Monetary Fund International Bank for Reconstruction and Development	Paris	Sept. 6-14	G. F. Towers, Governor of the Bank of Canada; L. Rasminsky and J. F. Parkinson, Bank of Canada; J. J. Deutsch, Department of Finance.
41. Commonwealth Advisory Aeronautical Research Council (Second Meeting)	Ottawa	Sept. 11-29	Delegates: A/V/M A. L. James, R.C.A.F.; Dr. J. J. Green, Defence Research Board; J. H. Parkin, National Research Council; Observers: Prof. D. L. Mordell, McGill University, Montreal; Dr. G. N. Patterson, University of Toronto; G/C G. G. Truscott, R.C.A.F.

Name	Place	Date and Duration	Canadian Representatives
42. North Atlantic Council	New York	Sept. 15-26	L. B. Pearson, Secretary of State for External Affairs; L. D. Wilgress, High Commissioner for Canada in the United Kingdom; A. D. P. Heeney, Under-Secretary of State for External Affairs; Lt.-Gen. C. Foulkes, Chief of the General Staff; J. J. Deutsch, Department of Finance; D. V. LePan and J. George, Department of External Affairs.
43. Study Group of the Committee on Transit of Universal Postal Union	Axenstein, Switzerland	Sept. 23- Oct. 8	W. J. Turnbull, Deputy Postmaster General; H. N. Pearl, Post Office Department.
44. Commonwealth Consultative Committee on South and South-East Asia	London	Sept. 23- Oct. 6	R. W. Mayhew, Minister of Fisheries; J. J. Deutsch, Department of Finance; D. V. LePan, Department of External Affairs.
45. Multilateral Tariff Negotiations under the General Agreement on Tariffs and Trade	Torquay, England	Sept. 28	L. D. Wilgress, High Commissioner for Canada in the United Kingdom, Chairman; H. B. McKinnon, Canadian Tariff Board, Deputy Chairman; J. J. Deutsch, W. J. Callaghan and S. S. Reisman, Department of Finance; L. Couillard, Permanent Canadian Delegation to the Organization for European Economic Co-operation, Paris; Dr. C. M. Isbister, A. L. Neal, B. G. Barrow, H. V. Jarrett and J. P. C. Gauthier, Department of Trade and Commerce; Dr. A. E. Richards, Department of Agriculture; H. H. Wright, Department of External Affairs, Secretary.
46. International Wool Study Group	London	Oct. 2-10	Delegate: A. E. Bryan, Department of Trade and Commerce; Observers: W. M. Berry, Canadian Woollen & Knit Goods Manufacturers' Association; H. Barrett, Canadian Woollen and Worsteds, Ltd.
47. International Council for the Exploration of the Sea	Copenhagen	Oct. 2-10	Dr. A. W. H. Needler, Department of Fisheries, (Observer).
48. Sixth Congress of the Postal Union of the Americas and Spain	Madrid	Oct. 12- Nov. 11	W. J. Turnbull, Deputy Postmaster General; J. L. A. Gagnon and H. N. Pearl, Post Office Department.

DEPARTMENT OF EXTERNAL AFFAIRS

Name	Place	Date and Duration	Canadian Representatives
49. Fifth General Assembly of Pan-American Institute of Geography and History	Santiago	Oct. 16-27	N. L. Nicholson and W. H. Miller, Department of Mines and Technical Surveys.
50. Permanent Committee the International Copyright Union	Lisbon	Oct. 16-21	Dr. V. Doré, Canadian Minister to Switzerland.
51. International Wheat Council	Geneva	Oct. 24	Delegate: G. H. McIvor, Canadian Wheat Board; Adviser: Dr. C. F. Wilson, Department of Trade and Commerce; N. F. H. Berlis, Permanent Canadian Delegation to the European Office of the United Nations, Geneva.
52. International Wool Study Group	London	Oct. 24	Delegate: A. E. Bryan, Office of the Canadian High Commissioner, London.
53. North Atlantic Committee	Washington	Oct. 24	Lt. Gen. C. Foulkes, Chief of the General Staff; Vice-Admiral H. T. W. Grant, Air-Marshall W. A. Curtis, Air Vice-Marshal H. L. Campbell, Maj. Gen. S. F. Clark and Brig. J. D. Smith, Department of National Defence.
54. Study Group on European Customs Union	Brussels	Oct. 24-27	A. C. Smith, Canadian Embassy, Brussels, (Observer).
55. Inter-Governmental Tin Conference	Geneva	Oct. 25-Nov. 21	Head of Delegation: Dr. C. G. Monture, Department of Mines and Technical Surveys; Delegates: Y. Lamontagne and T. M. Burns; Canadian Legation, Berne; V. L. Chapin, Canadian Embassy, Brussels.
56. North Atlantic Defence Committee	Washington	Oct. 28	Brooke Claxton, Minister of National Defence; H. H. Wrong, Canadian Ambassador to the United States; A. D. P. Heeney, Under-Secretary of State for External Affairs; C. M. Drury, Deputy Minister of National Defence; Lt. Gen. C. Foulkes, Chief of the General Staff; V. A. H. T. W. Grant, A/M W. A. Curtis, A/V M H. L. Campbell, Maj. Gen. S. F. Clark and Brig. J. D. B. Smith, Department of National Defence; J. George, Department of External Affairs.

Name	Place	Date and Duration	Canadian Representatives
57. Fifth Session of the Contracting Parties to the General Agreement on Tariffs and Trade	Torquay, England	Nov. 2	L. D. Wilgress, High Commissioner for Canada in the United Kingdom; Chairman: H. B. McKinnon, Canadian Tariff Board, Deputy Chairman: J. J. Deutsch, W. J. Callaghan and S. S. Reisman, Department of Finance; L. Couillard, Permanent Canadian Delegation to the Organization for European Economic Co-operation, Paris; Dr. C. M. Isbister, A. L. Neal, B. G. Barrow, H. V. Jarrett and J. P. C. Gauthier, Department of Trade and Commerce; Dr. A. E. Richards, Department of Agriculture; H. H. Wright, Department of External Affairs, Secretary.
58. Conference of Survey Authorities of Commonwealth Countries and the United States	Wellington	Nov. 6-18	B. W. Waugh, Department of Mines and Technical Surveys.
59. North Atlantic Planning Board for Ocean Shipping	Washington	Nov. 13-16	Chairman: L. C. Audette, Canadian Maritime Commission; Delegates: Capt. E. S. Brand, W. J. Fisher, Canadian Maritime Commission; G. S. Hall, Department of Trade and Commerce; Lt. Cmdr. F. S. Jones, Department of National Defence; Advisers: A. McCallum, Shipping Federation of Canada; P. M. Towe, Canadian Embassy, Washington.
60. Executive Committee of Paris International Institute of Refrigeration		Nov. 15-16	Col. J. H. Tremblay, Canadian Embassy, Paris.
61. Joint Session of the North Atlantic Council and North Atlantic Defence Committee	Brussels	Dec. 18-19	B. Claxton, Minister of National Defence; A. D. P. Heeney, Under-Secretary of State for External Affairs; L. D. Wilgress, High Commissioner for Canada in the United Kingdom; Lt.-Gen. M. Pope, Canadian Ambassador to Belgium; P. Dupuy, Canadian Ambassador to the Netherlands; T. C. Davis, Head of Mission, Bonn; Lt.-Gen. C. Foulkes, Chief of the General Staff; A/V/M H. Campbell, Chairman, Canadian Joint Staff, Washington; Maj.-Gen. S. F. Clark, Chairman, Canadian Joint Staff, London; S. D. Pierce, Permanent Representative of Canada to the Organization for European

Name	Place	Date and duration	Canadian Representatives
			Economic Co-operation; E. W. T. Gill, Office of the Canadian High Commissioner, London; A. C. Smith, Canadian Embassy, Brussels; G/C C. L. Annis, Acting Secretary Chief of Staff Committee; P. Paré, Department of National Defence; J. George, Department of External Affairs, Secretary.

V. NON-GOVERNMENTAL CONFERENCES

1. Sixteenth Annual Meeting of American Society of Photogrammetry	Washington	Jan. 11-13	P. E. Palmer, Acting Chief Topographical Engineer; S. G. Gamble, Officer-in-Charge of the Air Survey Section; Dr. R. T. Gajda, Geographer, Department of Mines and Resources.
2. Northeast Wildlife Conference	Syracuse	Feb. 2-4	Dr. G. Stirrett, Dominion Wildlife Officer.
3. First Technical Petroleum Convention	Mexico City	Feb. 20- Mar. 4	C. P. Hébert, Canadian Ambassador to Mexico; A. E. Blanchette, Canadian Embassy, Mexico.
4. Fifteenth Session of North American Wildlife Conference	San Francisco	Mar. 6-8	Dr. H. L. Lewis, Chief, Dominion Wildlife Service; D. A. Munro, Wildlife Management Officer, Department of Resources and Development.
5. Interim Meeting of Pan-American Association of Ophthalmology and the Annual Congress of the National Society for the Prevention of Blindness	Miami	Mar. 26-30	Dr. J. H. Grove, Department of National Health and Welfare.
6. Symposium on Current Progress and Study of Venereal Diseases	Washington	Apr. 27-28	Dr. A. G. Laroche, Department of National Health and Welfare.
7. Meeting of Permanent Committee of International Office of Public Hygiene	Geneva	May 5	N. F. H. Berlis, Permanent Delegation to the European Office of the United Nations, Geneva, (Observer).
8. Annual Meeting of American Society of Engineering Education	Seattle	June 19-23	Prof. F. A. Forward and L. G. R. Crouch, University of British Columbia, Vancouver, (Observers).
9. Meeting of Union d'Assureurs pour les Crédits Internationaux (Berne Union)	Oslo	June 22-24	H. T. Aitken, General Manager, Export Credit Insurance Corporation.

Name	Place	Date and Duration	Canadian Representatives
10. Executive Committee of the International Commission on Irrigation and Canals	Simla, India	June 24-25	P. A. Bridle, Office of the Canadian High Commissioner, New Delhi, (Observer).
11. International Conference on Coal Preparation	Paris	June 26- July 1	R. E. Gilmore, Department of Mines and Technical Surveys.
12. Eight International Congress of Agricultural Industries	Brussels	July 9	D. A. B. Marshall, Canadian Embassy, the Netherlands, (Observer).
13. Seventh International Botanical Congress	Sweden	July 12-20	A. E. Porsild, National Museum of Canada; Dr. B. Boivin, Dr. J. W. Groves, Dr. W. A. T. Hagborg and Dr. M. K. Nobles, Department of Agriculture.
14. Fifth International Congress on Scientific Research	Paris	July 17-21	Dr. D. A. Keys, National Research Council.
15. Sixteenth International Congress of Ophthalmology	London	July 17-21	Dr. G. A. Ramsay, McGill University, Montreal, (Observer).
16. Sixth International Conference on Radiology	London	July 23-29	Dr. W. A. Morrison, Dr. A. Cipriani and Dr. G. C. Laurence, National Research Council; Dr. H. A. Robertson, Immigration Medical Staff, London.
17. Fourth International Congress of Soil Science	Amsterdam	July 24- Aug. 1	Dr. E. S. Archibald, Dr. A. Leahey, Dr. H. J. Atkinson and Dr. M. I. Timonin, Department of Agriculture.
18. Conference of Experts on Excess Population and Migration	Paris	July 24	Expert Adviser: O. Cormier, Canadian Legation, Berne.
19. Specialists Conference on Fuel Research	London	July 24-28	R. E. Gilmore, Department of Mines and Technical Surveys.
20. Fifth International Congress of Microbiology	Rio de Janeiro	Aug. 17-24	Dr. G. A. Ledingham, National Research Council, Saskatoon.
21. International Federation for Housing and Town Planning (20th International Congress)	Amsterdam	Aug. 27- Sept. 2	W. H. Clark, President, Community Planning Association of Canada.
22. Third Assembly of the World Federation of Mental Health	Paris	Aug. 31- Sept. 7	Dr. C. G. Stogdill, Department of National Health and Welfare, (Observer).
23. Third Assembly of the World Congress on Cardiology	Paris	Sept. 3-9	Dr. J. Hepburn, Toronto.

Name	Place	Date and Duration	Canadian Representatives
24. World Federation of United Nations Association	Geneva	Sept. 6-12	N. F. H. Berlis, Permanent Canadian Delegation to the European Office of the United Nations, Geneva; J. C. G. Brown, Canadian Legation, Berne, (Observer).
25. World Federation of Women's Institutes	Denmark	Sept. 10-16	Forty-two Provincial Delegates.
26. Annual American Fisheries Society and the International Association of Game and Fish Conservation Commissioners	Memphis, Tenn.	Sept. 10-16	Dr. H. F. Lewis, Department of Resources and Development.
27. Second International Congress of Criminology	Paris	Sept. 10-19	Dr. C. G. Stogdill, Department of National Health and Welfare, (Observer).
28. International Congress of Chocolate and Cocoa Manufacturers	Lausanne	Sept. 18-23	Y. Lamontagne, Canadian Legation, Berne, (Observer).
29. International Congress of Psychiatrists	Paris	Sept. 18-27	Dr. C. G. Stogdill, Department of National Health and Welfare.
30. Meeting of the Directing Council and Sanitary Conference of the Pan American Bureau	Ciudad Trujillo, Dominican Republic	Sept. 25-30	A. Blanchette, Canadian Embassy, Mexico, (Observer).
31. International Union of Travel Organizations	Dublin	Oct. 17-20	D. B. Hicks, Canadian Embassy, Dublin, (Observer).
32. General Assembly of the International Union for the Protection of Nature	Brussels	Oct. 18-23	A. C. Smith, Canadian Embassy, Brussels, (Observer).
33. General Assembly of International Council for Building Documentation	Paris	Oct. 23-31	Miss R. J. Brodie, National Research Council.
34. Alaskan Science Conference	Washington	Nov. 9-11	R. F. Legget, National Research Council; A. E. Porsild, Department of Resources and Development; Col. G. Rowley, Department of National Defence.
35. Annual Convention of United States Association of Military Surgeons	New York	Nov. 9-11	G/C A. A. G. Corbett, R.C.A.F.; Col. E. M. Wansbrough, Director General of Dental Services; Maj. E. E. Andrews, Matron-in-Chief, R.C.A.M.C.

Name	Place	Date and Duration	Canadian Representatives
36. Commonwealth Parliamentary Association	Wellington Canberra	Nov. 13- Dec. 10 Dec. 10- 12	Federal Members: A. W. Roebuck; J. G. Diefenbaker, M. P.; W. Bryce, M. P.; L. R. Beaudoin, M.P.; J. W. McNaught, M.P.; G. T. Fulford, M.P.; L. J. Raymond, Clerk of the House of Commons; Members from Provincial Legislatures.
37. Society of Vertebrate Palaeontology and the Palaeontological Society	Washington	Nov. 14- 18	Dr. L. S. Russell, National Museum of Canada.
38. Seventeenth National Conference on Labour Legislation	Washington	Nov. 29- Dec. 1	H. Walker and W. Thomson, Department of Labour, (Observers).
39. Mid-century White House Conference on Children and Youth	Washington	Dec. 3- 7	Dr. E. Couture, Mrs. D. B. Sinclair, R. B. Cutty, Miss M. Fleming, Miss M. E. Coke and E. Lee, Department of National Health and Welfare; Representatives from Provincial Governments and various organizations.
40. Conference of the Institute of Radio Engineers	Atlantic City	Dec. 9- 15	W. J. Battell, I. L. Fowler, and W. D. Howell, National Research Council.

The appendices listed below, which appeared in the Report of the Department of External Affairs, 1949, do not appear in this report:

APPENDIX C Missions abroad by status and location.

APPENDIX D Heads of Commonwealth the Foreign Missions in Canada.

APPENDIX E Consular Offices in Canada.

The above material will be found in *Canadian Representatives Abroad and Representatives of Other Countries in Canada*, published quarterly by the King's Printer.

APPENDIX F Publications of the Department of External Affairs.

These are listed on page 45 of this report under the section "Information".

Report

DEPARTMENT OF EXTERNAL AFFAIRS

1951



CANADA

REPORT

of the

Department of

EXTERNAL AFFAIRS

1951

Submitted to Parliament under the Provisions of the
Department of External Affairs Act



CANADA

EDMOND CLOUTIER, C.M.G., O.A., D.S.P.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1952

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Foreword

The year 1951 was a critical period in world affairs. We have come through that period without catastrophe and with a strengthening of the forces serving the cause of peace with freedom. We can take some encouragement from this as we face the year ahead.

During the year, there were developments of interest and importance to Canada in the conduct of its external relations. These are dealt with in this Report.

The military situation in Korea improved substantially. A year ago there was a serious threat from the advancing Chinese Communist and North Korean forces. This has been successfully repulsed by United Nations forces, mainly from the United States, though the operations have been arduous and costly. Canadian forces have played a courageous part in these United Nations actions which have repelled the armed attack against the Republic of Korea and denied to the aggressors the conquest of territory.

At the beginning of the year efforts were being made through the United Nations to bring about a cease-fire in Korea. These were not successful, but as the year ended the United Nations and North Korean and Chinese commanders in the field were still endeavouring to negotiate an armistice. Limited progress toward agreed terms has been made, and it is possible that an armistice can be reached on honourable and acceptable terms. Throughout, the United Nations has stood by its fundamental principles to resist unprovoked aggression and to take collective steps to restore peace and international security. Even if an armistice should be concluded, however, there would still remain the problem of negotiating a satisfactory political settlement in Korea. This would undoubtedly tax our patience and diplomatic resources during 1952.

The action taken by a number of the members of the United Nations in contributing military forces to resist the aggression in Korea has demonstrated the reality of the principle of collective security enunciated in the Charter, as well as the practical limitations to its effective application in any particular situation. As a result of the Korean experience, the United Nations was concerned in 1951 with the examination of the methods that might be followed and the measures that might be taken in the event of another similar aggression. This important activity, centred in the Collective Measures Committee, of which Canada is a member, must be continued in the interest of the long-term utility of the United Nations in preserving the peace and preventing or thwarting aggression.

The General Assembly of the United Nations, which met at various times during the year, exists primarily to further the cause of peace and security, to promote the general welfare and to resolve international problems and differences. It is a meeting-place where we hope to relieve the tension between the free world and the Soviet bloc and to reach satisfactory political settlements of differences by conciliation and peaceful negotiation. In terms of these basic purposes and functions, it cannot be said that the Assembly has any substantial accomplishments to its credit for 1951. There have been a number of useful resolutions carried by the

free countries over the persistent opposition of the Soviet group at Assembly meetings, some with impressive majority votes. There have been successful propaganda initiatives and skilful debating tactics, often important enough in themselves, have been employed; but the peoples of the world rightly expect more than this from their international organization.

There has been one advance, however, which may possibly turn out to be important. The Soviet Union and the Western powers have agreed to merge the old commissions on conventional weapons and on the control of atomic energy and to consider together these two aspects of the general problem of the regulation, limitation and reduction of armed forces and armament. Unfortunately there has not yet been any real meeting of minds between the Soviet countries and the free nations on the principles that the new disarmament commission should follow in its work; it is not possible, therefore, to predict any early achievements for this body. Its assignment concerns, however, the main aims and purposes of the United Nations and it must be fully supported in its efforts.

Canada's relations with Commonwealth countries have continued on a friendly, intimate and helpful basis. We prize our new association with India and Pakistan and Ceylon, free nations of the Commonwealth; moreover, they form a valuable bridge between us and the other countries of free Asia. Canada's participation in the Colombo Plan for technical co-operation with the countries of South and Southeast Asia and for their economic development has given practical content to our friendship with the Commonwealth nations of the East.

The greater interest that Canada has shown in recent years in the affairs of the Pacific and the Far East has been maintained. The signing of the Japanese Peace Treaty last September was a highlight of the year and marked the successful conclusion of a long period of diplomatic preparation to bring Japan back into the community of nations on a basis of full sovereignty and equality. There are still, however, very important Far Eastern political questions, particularly in regard to China, calling for settlement at the proper time. Without this settlement there is not likely to be stability in that area.

The year 1951 saw many manifestations of an intensive nationalism throughout the countries of the Middle East and North Africa. This has led to a grave turn of events in Iran, Egypt and elsewhere. For the first time in its history, Canada, though not immediately affected, has had to turn its attention seriously to this region. These events have emphasized anew how interdependent are the civilizations of the Western and Islamic regions of the world today.

Canada's relations with the United States have remained close and cooperative and have become even more important, not only because of numerous common issues, such as the St. Lawrence Seaway project and the many aspects of the joint defence of North America, but also because of the ever-growing role of the United States as the leader of the free world. These relations are conducted on both sides with a frankness and friendliness which testify to the good feelings between our two peoples.

Our customary interest in European affairs has been intensified by the accelerated activity of the various movements for greater Western European integration and unity, notably the Schuman Plan for a coal and steel pool and the project for a European Defence Community. This is intimately connected with the proposed contribution of the Federal Republic of

Germany to the defence of Western Europe and with the military planning of the North Atlantic Treaty Organization. We have followed these developments closely and sympathetically.

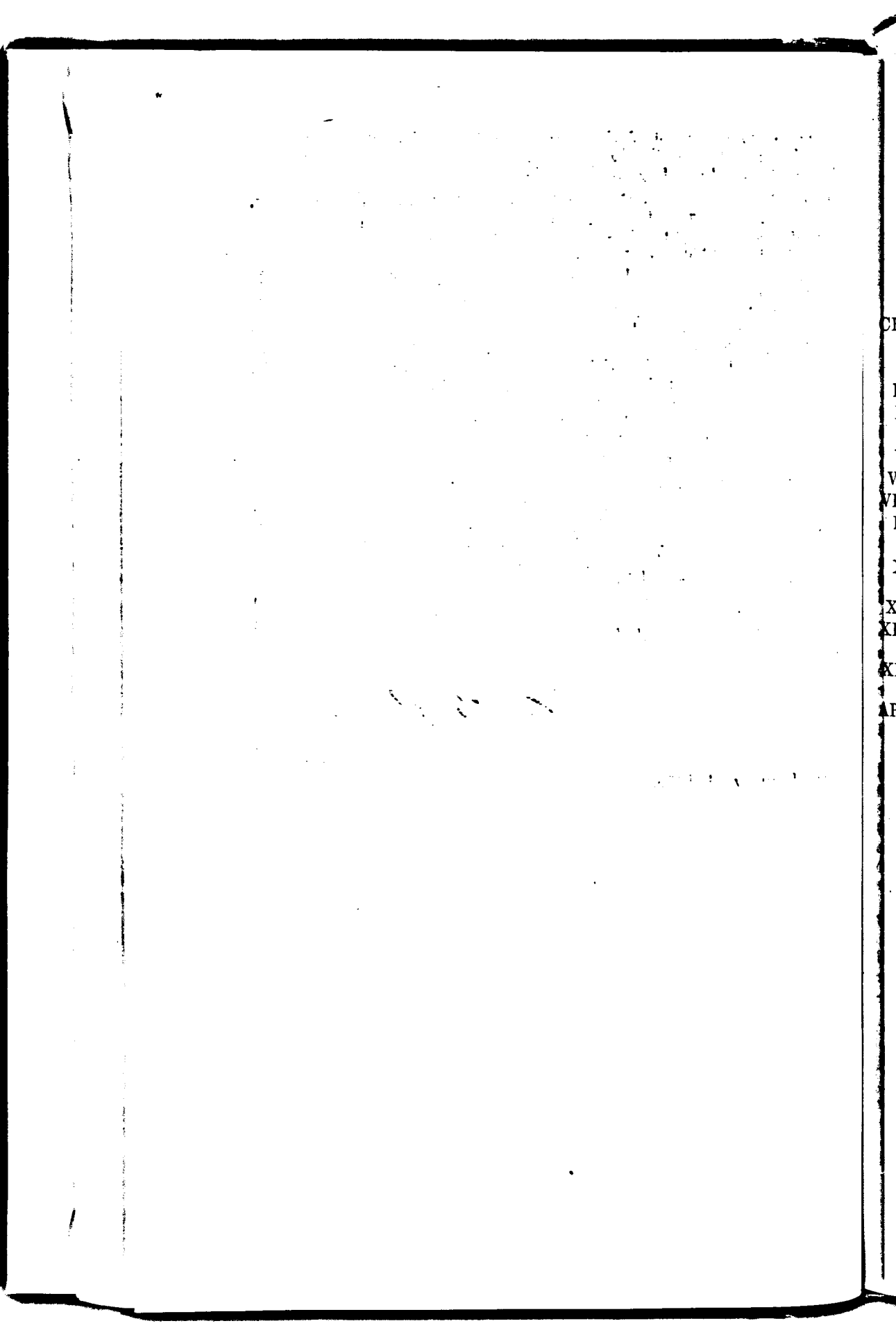
The alliance under the North Atlantic Treaty has grown in strength and solidarity in 1951 and is at present the principal instrument for the defence of the free world. A Supreme Allied Command has been created and organized by NATO in Western Europe, and to this a Canadian Infantry Brigade has been assigned. The defensive strength of the free West is being built up as a result of the efforts of NATO; and this growing preparedness is improving the confidence of free peoples and is giving them a sense of security. Nevertheless, the North Atlantic Alliance is still faced with serious problems and much remains to be done. Important and difficult decisions will have to be made soon by the Organization, particularly in regard to the proposed German defence contribution and to the distribution of the economic and financial burdens of the joint defence programme. We must also press on with the development of non-military co-operation under the North Atlantic Pact. Success here, in fact, may be the test of the enduring character of our alliance.

The North Atlantic coalition is being built solely for defensive purposes and to serve as a deterrent to any potential aggressor. Its growing strength therefore marks an improvement in the international situation, even though there has been little easing of general world tension. All the North Atlantic countries, including Canada, must continue to increase their defence efforts in order to prevent war and to protect their liberty; at the same time we must persevere in the search for means to reduce international tensions and to settle political differences. The ramparts of freedom must be manned; but we must also be watchful always for signs that negotiation can usefully begin.

L B Pearson

*Secretary of State for
External Affairs.*

OTTAWA, January 24, 1952.



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The Honourable L. B. PEARSON, M.P.,
Secretary of State for External Affairs.

This Forty-Second Annual Report of the Department of External Affairs, which covers the calendar year 1951, is submitted for tabling in Parliament in accordance with the provision of the Department of External Affairs Act which requires a yearly account of the "proceedings, transactions and affairs of the Department".

On October 23, the House of Commons adopted unanimously a motion submitted by the Prime Minister, approving "the continuation of Canada's participation in the efforts being made through the United Nations to establish international peace in Korea, and by the North Atlantic Treaty Organization to deter aggression and promote stability and well-being in the North Atlantic area". It was felt appropriate, consequently, that this Report should open with two chapters summarizing respectively Canada's participation in the United Nations and in the North Atlantic Treaty Organization. The Report next proceeds to review the relations of Canada with its partners of the Commonwealth and with the various countries of Europe, America and the Far East, in the order named. This survey of geographical areas is followed by seven chapters giving an account of the economic, legal, consular, administrative and other affairs of the Department. The Report concludes with a summary of international conferences at which Canada has been represented. Annexed to the Report are five tables listing the countries with which Canada maintains direct diplomatic relations, the international organizations of which Canada is a member, the treaties concluded by Canada during the year and the various publications of the Department.

It gives me pleasure to express my appreciation of the diligence, skill and devotion with which the members of the Department, both at home and abroad, have carried out their duties, and also of the spirit of co-operation shown by other Government Departments which have interests in the varied aspects of Canada's relations with other countries.

A. D. P. HEENEY,
*Under-Secretary of State
for External Affairs.*

OTTAWA, January 24, 1952.

REPORT OF THE DEPARTMENT OF EXTERNAL AFFAIRS, 1951

I

The United Nations and the Specialized Agencies

1. The United Nations¹

The Fifth Session of the General Assembly of the United Nations which opened in New York on September 19, 1950 continued in being through most of 1951, but actually met during that year only from January 12 to February 1, again very briefly in March and May, and, for the formal termination of the Session, on November 5. The Sixth Session opened in Paris on November 6, and was still sitting at the close of the year. Canadian representatives attended all meetings. Canada remains a member of the Economic and Social Council, and Canadians sit on five Commissions of this Council. Canada is a member of all the United Nations Specialized Agencies, and of several United Nations bodies dealing with security matters. Canadian observers are at present in Kashmir and Canadian units are serving with United Nations Forces in Korea. Canada's contribution to the United Nations for the year was \$1,468,240; to the Specialized Agencies, \$1,034,312; to the United Nations expanded programme of technical assistance, \$850,000, and to the three United Nations relief agencies (Korean Reconstruction Agency, Relief and Works Agency for Palestine Refugees, International Children's Emergency Fund), \$9,250,000—a total of \$12,602,552.

Political and Security Activities

Canada was not a member of the Security Council in 1951 but the permanent Canadian Delegation to the United Nations in New York followed closely the Council's activities. The two most important issues before the Council were the continuing dispute between India and Pakistan over Kashmir and the dispute between the United Kingdom and Iran over oil properties. In the General Assembly, Korea was the centre of discussion during the January 1951 meetings of the Fifth Session.² Other political subjects discussed during the Sixth Session in 1951 included: the proposal for a United Nations commission to supervise elections in Germany; Yugoslavia's charges that the Soviet Union and its satellites were acting in a "hostile" manner towards that country; the question of continued United Nations observation of the northern borders of Greece; the treatment of persons of Indian origin in the Union of South Africa; the status

¹ From 1947 to 1951, the Department has issued an annual volume, *Canada and the United Nations*, covering United Nations activities during the past calendar year, and including an account of the annual session of the General Assembly. As the current (Sixth) Session of the General Assembly overlaps two calendar years, the next issue of *Canada and the United Nations* will appear in September 1952 and will cover the eighteen months' period from January 1, 1951, to June 30, 1952. The Department's publication *External Affairs*, issued monthly, contains consecutive reports of United Nations activities.

² For Korea, see Chapter VI.

of the territory of South-West Africa, and the independence of Libya. The most important of these questions are discussed in the appropriate chapters of this Report. Another political subject which came before the Sixth Session was the charge by the Soviet Union that the United States was engaged in "aggressive action" through the operations of the Mutual Security Act of 1951. After discussion, the Political Committee of the Assembly rejected the Soviet charges by a vote of 39 (including Canada) to 5, with 11 abstentions. During this debate the Canadian Representative said that Canada had good reason to know from long experience that the intentions of the United States were not aggressive.

In the security field an important development during 1951 was the work of the Collective Measures Committee. This body, consisting of fourteen states, including Canada, had been established by the "Uniting for Peace" resolution of November 3, 1950, in order to examine and to report back to the Assembly and to the Security Council on methods which might be used to strengthen the collective security machinery of the United Nations. After many meetings, the Collective Measures Committee submitted a detailed report to the Assembly on the political, economic and military measures which might be employed by the United Nations in the event of future aggression. This report also emphasized the complexity of planning collective security action, particularly in military and economic fields. It is probable that the Assembly will ask this Committee to continue its studies for another year.

Before adjournment in December, the most important debate of the Sixth Session was concerned with disarmament. A proposal sponsored by the Governments of France, the United Kingdom and the United States recommended the replacement of the existing Atomic Energy Commission and the Commission for Conventional Armaments by a single disarmament commission, under the Security Council, with the same membership as the former Atomic Energy Commission (the members of the Security Council and Canada). The new commission would be charged with the task of preparing a treaty for the regulation, limitation and balanced reduction of all armed forces and all armaments in accordance with certain general principles. Despite a Soviet counter-proposal recommending the immediate and unconditional prohibition of atomic weapons, the tripartite proposal, with some amendments, was adopted on December 19 by the Political Committee. The vote was 44 in favour (including Canada); 5 against (the Soviet bloc), with 10 abstentions.

Economic and Social Activities

Canada, as a member of the Economic and Social Council, was represented at its twelfth session, held in Santiago, Chile, from February 20 to March 21, and its thirteenth session, held in Geneva from July 30 to September 21 and continued in Paris from December 18 to December 22. The General Assembly, at its Sixth Session, reviewed the 1951 activities of the Council. In the economic field, the United Nations was mainly concerned with the impact of rearmament programmes on world economy and with measures designed to advance the economic welfare of under-developed areas. Special consideration was given to the possibility of establishing an international development authority, which would distribute grants-in-aid and make loans to under-developed countries. Provision was made for the continuance in 1952 of the technical assistance programmes of the United Nations and of the Specialized Agencies. In social questions, particular

attention was given to human rights, to freedom of information and to forced labour. The Council made a number of decisions designed to simplify its structure and to co-ordinate its work more effectively with that of the Specialized Agencies.

Canada continued its financial aid to United Nations relief and technical assistance programmes which fall outside the regular United Nations budget. It contributed \$500,000 (in cash and kind) to the International Children's Emergency Fund, \$1,500,000 to the Relief and Works Agency for Palestine Refugees and \$7,250,000 to the Korean Reconstruction Agency. In 1950, Canada had made available \$850,000 for the United Nations expanded programme of technical assistance, to cover an eighteen month period ending December 31, 1951. By that date, Canada had trained, or was training, fifty-three fellows from various countries and twenty-four Canadian experts were serving abroad. Outside the United Nations, the Canadian Government authorized grants for 1951 of \$400,000 for the Commonwealth-sponsored Colombo Programme for Technical Co-operation in South and Southeast Asia, under which sixty scholarships and fellowships have been extended to countries in that area and three technical missions have been received in Canada. Within Canada, responsibility for technical co-operation has now been centralized in the new International Economic and Technical Co-operation Division of the Department of Trade and Commerce.

2. The Specialized Agencies³

A new specialized agency, the World Meteorological Organization, was established in 1951 to take the place of the pre-war International Meteorological Organization. Decisions were taken to terminate the activities of the International Refugee Organization early in 1952, as it had largely fulfilled the purpose for which it was constituted in 1947.

The 1951 achievements of the Specialized Agencies were many and varied, although for the most part unspectacular. The International Labour Conference adopted two conventions, one on equal pay for men and women workers for work of equal value and one on minimum wage-fixing machinery in agriculture. It also adopted recommendations on collective bargaining and voluntary conciliation machinery to assist in the prevention and settlement of industrial disputes. The International Refugee Organization resettled its one millionth refugee in October.

The World Health Organization unanimously adopted new international sanitary regulations which consolidate and replace numerous existing conventions designed to prevent the spread of infectious diseases by sea or air traffic. The Fourth World Health Assembly adopted for 1952 the first integrated international health programme. This programme will be financed in part by the annual contributions of members and in part by special allocations from the United Nations technical assistance programme and from the International Children's Emergency Fund. The Food and Agriculture Organization, which moved its headquarters from Washington to Rome, reviewed the world food situation and mapped a programme for the next two years to assist governments in increasing the output of farm, forest and fisheries products and in improving techniques of distribution.

³ See also Chapter VIII for the International Civil Aviation Organization and the International Telecommunications Union and Chapter XI for the United Nations Educational, Scientific and Cultural Organization.

Refugee and Migration Activities

The General Assembly of the United Nations is, at the time of writing, considering whether to authorize the High Commissioner for Refugees to solicit funds to provide, principally, for the basic needs of certain refugee groups formerly assisted by the International Refugee Organization. The main task of the High Commissioner is to assume responsibility for the legal protection of refugees; thus, he will be responsible for supervising, after ratification, the enforcement of the Convention Relating to the Status of Refugees which was adopted by a diplomatic conference in Geneva in July.

The Canadian Government participated during 1951 in several inter-governmental discussions in which emphasis was placed on the movement of migrants, including refugees, from Western Europe. At Brussels, in December, there was set up the Provisional Intergovernmental Committee for the Movement of Migrants from Europe. Its 1952 objective is the movement of 115,000 persons to Australia, Brazil, Canada, the United States and elsewhere.

II

The North Atlantic Treaty Organization

The year 1951 witnessed important developments in the growth of the North Atlantic Treaty Organization. Progress was made in the immediate task of strengthening the defences of the Western world; measures were taken to extend the area to which the North Atlantic Treaty would apply; special study was made of the impact of defence costs on the economies of member nations; production and supply problems were under continuous study by the appropriate agency of the Organization; special study was given to the means of advancing the non-military objectives of the Treaty; and important structural changes were made in the Organization.

Two meetings of the North Atlantic Council were held during the year, one in Ottawa in September, and one in Rome in November. In addition, there were numerous meetings of subsidiary bodies: the Standing Group (consisting of representatives of the Chiefs of Staff of the United States, the United Kingdom and France) and the Military Representatives Committee (on which all Members are represented) were in continuous session in Washington, the Council Deputies and the Defence Production Board in London, and the Finance and Economic Board in Paris.

1. Military Developments

In military affairs, the year 1950 had been given over primarily to plans; in 1951, the first important steps were taken towards their fulfilment. General Eisenhower, appointed Supreme Commander of the North Atlantic Treaty forces in Europe following the Brussels meeting in December 1950, assumed office early in the year and began organizing his Command. With the assignment of forces to his command by various Treaty members, an integrated North Atlantic Treaty force for Western Europe came into being. Before the end of 1951, a Canadian Brigade Group was sent to Germany to join this force. In addition, a Canadian fighter squadron, the first of eleven to be allocated by Canada to General Eisenhower's command, was sent to the United Kingdom preliminary to movement to France as soon as air-drome facilities should become available.

One important problem relating to the integrated force, a problem only partially solved, was that of infrastructure—the fixed military facilities to be used in common by the integrated force. The basic difficulty was the manner in which these facilities were to be financed. Tentative arrangements, however, were made at the Ottawa meeting of the Council for financing the installations required by 1952.

2. The Temporary Council Committee

During the year, defence expenditures of virtually all North Atlantic Treaty nations were substantially increased. It was evident, however, that greater efforts were needed to meet the requirements for defence as established by the military authorities and approved in principle by the North Atlantic Council. It was becoming apparent that these increased expenditures might have serious adverse effects upon the economies of European

members. During the year, the Finance and Economic Board had under way extensive studies on the relative defence burdens of the Treaty nations and, at the Ottawa meeting of the Council, a temporary Council Committee was set up to examine the means of reconciling military requirements with the economic and political capacities of member nations. The Minister of Finance was Canada's representative on this Committee. The Committee, under the chairmanship of Mr. Averill Harriman, the United States member, undertook an examination of the defence programme of each member country. It was expected that, after discussing its conclusions with representatives of each member nation, the Committee would report early in 1952.

3. Germany and Western Defence

It had been agreed, at the Council meeting in Brussels in December 1950, that, for the effective defence of Western Europe, participation of Western Germany was essential. The basic problem has been, however, to work out an arrangement which will avoid the danger of a revival of German militarism and which, at the same time, will permit effective participation by the German people on a self-respecting basis. A solution proposed by France was the establishment of a European army in which German forces would be integrated with those of other European members. On the initiative of France a conference was called in Paris early in the year to examine the problem of setting up a European army. France, Italy, Belgium, Western Germany and Luxembourg were represented as full members; Canada, along with the United Kingdom, the United States, the Netherlands, Norway, Denmark and Portugal were represented by observers.

Substantial progress has been made in working out appropriate military arrangements between the Governments concerned, including that of Western Germany; but several problems still remained unsolved by the end of 1951 including the methods of financing a European army and arrangements for political control of such an army. Parallel with these negotiations, discussions have been held between the three Occupying Powers and the German Republic on the modification of the present status of Western Germany in accordance with its prospective position as a partner nation in Western defence. By the year's end, substantial progress had been made in these discussions.

4. Greece, Turkey and the Middle East

It became increasingly clear during the year that defence of the Eastern Mediterranean and the Middle East was essential to the security of the North Atlantic Treaty nations. It was accordingly decided at the Ottawa meeting of the Council to recommend to member Governments that Greece and Turkey be invited to accede to the Treaty. Amendment of the Treaty was, however, required before invitations could be issued, and it was found impossible to complete formal arrangements before the end of the year. Greece and Turkey were represented by observers at the Rome meeting of the Council.

The Council, at its Ottawa meeting, also recognized that adequate defence of the Middle East required defence arrangements extending beyond the boundaries of Greece and Turkey. The proposal of the Standing Group that command arrangements in which Middle East countries would participate should be established was accordingly approved in principle. However, the categorical rejection by Egypt of an invitation to participate in

these arrangements and its repudiation of the treaty with the United Kingdom regarding the Suez Canal have so far prevented completion of arrangements for a Middle East Command.

5. Military Production

A major problem of the North Atlantic Treaty Organization has been the provision of modern military equipment in sufficient quantity. Potential capacity of the North Atlantic Treaty area as a whole is adequate in the long run to meet the need, but many immediate difficulties have arisen. Problems of foreign exchange retarded the rationalization of defence production throughout the North Atlantic area as a whole. Further, European recovery programmes after the war had concentrated on civilian production and, in consequence, the production of armaments has meant either a shift of civilian industry to defence production or the establishment of new industry. Production for defence purposes would, in some measure, result in reduction in civilian supplies which were generally far from adequate. In addition, rising prices of basic raw materials, many of which had to be imported from dollar countries, aggravated the exchange problems of European nations. Even under the best of circumstances, time was required for retooling to produce the complex weapons required in modern warfare.

From the outset, the Organization established under the Treaty has included a special body concerned with defence production. Renamed the Defence Production Board, this body in 1951 met in London. Mr. H. R. MacMillan of Vancouver is the Canadian member. The Board has been primarily concerned with estimating the equipment needs of member nations, with investigating their productive capacities, and with suggesting programmes of military production (particularly for European members). It has not, however, had any authority to initiate production or to allocate orders or supplies; its functions have been purely investigatory and advisory. In the main, production has, therefore, remained a matter of national policy for the various members, with the result that there has been less integration of production and less use of the productive capacity of European members than had been hoped.

6. Mutual Aid

From the beginning of the North Atlantic Treaty Organization, the United States has recognized the difficulties of European members and has made substantial provision for financing military production on their behalf. In the September session of Parliament in 1950, Canada also undertook to assist European rearmament by an appropriation of \$300 million. Under this appropriation, armament and ancillary equipment for three divisions was made available by Canada from mobilization stores. On the recommendation of the Standing Group, equipment for one division each was sent to the Netherlands, Belgium and Italy. This appropriation also provided for the training in Canada of air crew and army officers of other North Atlantic Treaty countries. It is expected that additional equipment will be made available to European members during 1952 and that expansion in training facilities for NATO countries will be possible. In addition, arrangements have been made to provide equipment for European members from new production.

7. Non-Military Aspects

Canada has always regarded the North Atlantic Treaty as more than a military alliance. Article 2 of the Treaty reads:

The Parties will contribute toward the further development of peaceful and friendly international relations by strengthening their free institutions, by bringing about a better understanding of the principles upon which these institutions are founded, and by promoting conditions of stability and well-being. They will seek to eliminate conflict in their international economic policies and will encourage economic collaboration between any or all of them.

In view of the dangerously weak position of the Western world, problems of defence have necessarily had priority in the Organization. At the Ottawa meeting of the Council, however, attention was directed for the first time to non-military aspects of the Treaty, and a special committee of five members—Belgium, Canada, Italy, the Netherlands and Norway—was established to examine and report on these questions. Canada welcomed this move. This committee made an interim report at the Rome meeting recommending closer consultation between member Governments on matters of common concern, particularly in matters of foreign policy. The committee was directed by the Council to continue its work and to proceed with its study of proposals relating to economic, social and cultural matters, and to the co-ordination of the activities of the Organization's civil agencies with those of other organizations.

8. Changes in the Organization

The structure of the Treaty Organization has undergone considerable change since it was established in 1949. An important modification in 1950 was the establishment of the Council Deputies to provide supervision and direction of the Organization when the Council itself was not in session. Mr. Dana Wilgress, High Commissioner in the United Kingdom, represents Canada on the Council Deputies. In the view of the Canadian Government, the Organization still was unduly cumbersome. Originally, the Treaty Organization provided for three ministerial committees, the Council consisting of foreign ministers, the Defence Committee consisting of defence ministers, and the Defence, Finance and Economic Committee consisting of finance ministers. Canada proposed that the three committees be amalgamated into one, the Council, which would then in effect be a council of governments on which governments might be represented by whatever ministers they chose. This proposal was adopted and went into effect with the Ottawa meeting of the Council. Canada was represented at both the Ottawa and Rome meetings by the Secretary of State for External Affairs, the Minister of National Defence and the Minister of Finance. Other governments were similarly represented. Experience at both the Ottawa and Rome meetings indicated that the change in the composition of the Council was an improvement.

Changes were also made in the military side of the Organization. Hitherto, the Standing Group has operated somewhat independently of the Military Committee on which all members are represented by their Chiefs of Staff. Canada proposed that the Standing Group should operate as an executive group of the Military Committee. Canada also proposed that in the interval between meetings of the Military Committee, a Military Representatives Committee (consisting of military representatives of national Chiefs of Staff) should have authority to act on behalf of their principals. These recommendations in general were adopted at the Rome meeting.

In accordance with an understanding reached when the Treaty Organization was established, the chairmanships of the Council and of the Military Committee rotate annually among member countries in alphabetical order. Accordingly, at the close of the Ottawa meeting, Mr. Pearson succeeded Mr. Van Zeeland of Belgium as Chairman of the Council and Lieutenant-General Foulkes, Chairman of the Canadian Chiefs of Staff Committee, succeeded General Baele of Belgium as Chairman of the Military Committee at the close of the Rome meeting.

III

Commonwealth Countries and the Republic of Ireland

Commonwealth governments continued during 1951 to exchange views and information and to keep one another aware of proposed policies and lines of action which might affect their association. These exchanges were supplemented by conferences of Commonwealth ministers and of other representatives. The most important of these conferences were those of the Prime Ministers, held in London in January, of the Consultative Committee on Economic Development in South and Southeast Asia, held in Colombo in February, and of ministers concerned with supply questions, held in London in September. A meeting of finance ministers was arranged to take place in London in January 1952. Conferences on technical problems included one of survey officers in July, one of auditors-general in October and another of statisticians in November.

1. Prime Ministers' Meeting

The meeting of Prime Ministers was concerned chiefly with developments in Europe and Asia. There was agreement on the desirability of speedy settlements with Germany and Japan, of cessation of the war in Korea, and of a frank exchange of views, if feasible, with Stalin or Mao Tse-tung; but it was considered that, so long as the fear of aggression existed, the Commonwealth countries would find it necessary to strengthen their defences. Emphasis was placed on continued support of the United Nations and of the Colombo Plan. Advantage was taken of the presence of the Prime Ministers in London to talk over informally the Kashmir dispute and to attempt a solution on which the Governments of India and Pakistan could agree.

2. Meeting of Supply Ministers

The shortage of raw materials also gave concern to the Prime Ministers who agreed that there was need for closer and more regular consultation among Commonwealth countries on all questions of supply and production. One outcome of this agreement was the meeting in London on September 24 of ministers concerned with supply questions, at which arrangements were made for a fuller exchange of information and for facilitating deliveries of United Kingdom goods to other Commonwealth countries.

3. The Colombo Plan

The Consultative Committee on Economic Development in South and Southeast Asia, established in 1950 as a Commonwealth organization, was expanded to include countries which do not belong to the Commonwealth. At its February meeting in Colombo, the members represented were Australia, Cambodia, Canada, Ceylon, India, New Zealand, Pakistan, the United Kingdom, the United States, and Viet Nam; Laos, also a member, was not represented. Observers were present from Burma, Indonesia, the Philippines, and Thailand. The Canadian representative informed the meeting that his Government would ask Parliament to appropriate \$25,000,000 as Canada's contribution to the first year of the plan. This

money was voted by Parliament and is being used to assist India and Pakistan. In Pakistan, assistance amounting in all to some \$10,000,000 will be given to a settlement scheme and to a number of other projects; of the \$15,000,000 set aside for assistance to India, \$10,000,000 will be used to provide wheat. In addition to this economic aid, technical co-operation under the Colombo Plan is proceeding.¹

4. Defence Discussions and Arrangements

Commonwealth countries conducted various regional defence discussions and made arrangements both among themselves and with interested foreign countries. Canada and the United Kingdom continued their active participation in the development of the North Atlantic Treaty Organization. In June, a conference was held in London by the Defence Ministers of the United Kingdom, Australia, New Zealand, South Africa and Southern Rhodesia to consider defence problems arising in regions of common concern, particularly in the Middle East. Canadian observers were present. In August, an African Defence Facilities Conference took place at Nairobi, convened by the Governments of the United Kingdom and South Africa and attended also by representatives of Belgium, France, Italy, Portugal and Southern Rhodesia, and by United States observers. A security treaty with the United States was signed by Australia and New Zealand at San Francisco on September 1.

5. Disputes Within the Commonwealth

The disputes between India and Pakistan over Kashmir and between India, Pakistan and the Union of South Africa over the treatment of persons of Indian origin in South Africa are still before the United Nations. The Canadian Government has felt grave concern at discords of this nature within the Commonwealth and has examined with great care proposals to settle them.

6. Constitutional Developments in United Kingdom Dependencies

The Department has continued to follow with interest the progress of constitutional developments in the dependencies of the United Kingdom, including recent discussions on closer association of central African territories.

7. Commonwealth Visitors

Visitors from Commonwealth countries included the Prime Minister of New Zealand, the Rt. Hon. S. G. Holland; the New Zealand Minister of Defence, the Hon. T. L. Macdonald; the Australian Minister for External Affairs, the Rt. Hon. R. G. Casey and the Secretary of the Pakistan Ministry of Foreign Affairs and Commonwealth Relations, Mr. M. Ikramullah.

8. Relations with the Republic of Ireland

In April, the Republic of Ireland granted to Canadian citizens in that country similar rights and privileges to those granted, under the Canadian Citizenship Act, to citizens in Canada of the Republic of Ireland.

In July, an air agreement, concluded by exchange of notes, gave Canada Fifth Freedom rights at Shannon Airport and confirmed Irish operating rights at Gander and Montreal.

¹ See Chapter I.

IV Europe and the Middle East

1. Western Europe¹

Canada's relations with Western Europe during 1951 have been dominated by a determination to establish the conditions of common security, a determination symbolized by the meeting of the North Atlantic Council in Ottawa in September. Canada has, however, consistently regarded the North Atlantic Treaty Organization not merely as a defensive alliance but as a framework within which a closer Atlantic community might be developed. Canadian support for the inclusion of Article 2 in the North Atlantic Treaty providing for economic co-operation between its members has been referred to earlier. At the Council meeting in Ottawa, a ministerial committee of five, including representatives of four European countries and of Canada, was appointed to consider the further strengthening of the North Atlantic community by consultation on foreign policy, on closer economic co-operation and on collaboration in cultural and information matters.

Canada has also followed with sympathetic interest the efforts of the nations of Western Europe to develop among themselves a more fully integrated community. An important step in this direction was the signature on April 18 of a treaty for the establishment of a "European Community for Coal and Steel" by the Foreign Ministers of Belgium, France, the Federal Republic of Germany, Italy, Luxembourg and the Netherlands. Designed to place the production of coal and steel in these six countries under a supra-national authority and to create a single market for the whole area, the Schuman Plan, as it is called, is of great economic and social importance for Western Europe. The political implications of this initiative are no less far-reaching. In first making his proposal, Mr. Schuman referred to the necessity of healing "the age-old enmity between France and Germany". Chancellor Adenauer revealed how this hope was being realized when he said, last April, that the coal and steel community would make war between these two countries "materially impossible". By the end of the year, the French National Assembly and the Second Chamber of the Netherlands Parliament had voted by large majorities in favour of ratification of the treaty.

Of equal importance with the Schuman Plan have been the efforts of Western European countries to form a European defence community by pooling their armed forces in a European army. This question is more fully developed in Chapter II.

The Consultative Assembly of the Council of Europe, in the course of its third session in 1951, was also a forum for plans designed to hasten European integration. Among the Assembly's proposals to promote political federation was a resolution to amend the constitution of the Council

¹ See also Chapter II on the North Atlantic Treaty Organization and Chapter VII on the Organization for European Economic Co-operation, the Agreement with Italy on Canadian War Claims, the Agreements for the Avoidance of Double Taxation and for Civil Aviation.

of Europe, with the object of establishing a more direct relationship between the Council and such supra-national projects as the Schuman Plan. The Assembly also recommended the appointment of Ministers of European Affairs by member Governments, and proposed that these Ministers become a semi-permanent consultative body for the co-ordination of European policy. The Consultative Assembly also considered proposals to hasten the functional or organic integration of the Western European community. These included proposals for the creation of European authorities to regulate agricultural production and transportation; recommendations to create a low tariff area in Western Europe, and a variety of suggestions and resolutions designed to co-ordinate national policies concerning full employment, refugees, the purchase of raw materials, civil aviation, manpower and social security, customs, exchange control, monetary systems, postal regulations and telecommunications. Under the Council's Statute, resolutions of the Consultative Assembly are subject to the concurrence of the Committee of Ministers; even when this approval is obtained, the Council can make only "recommendations" to participating governments. At the end of the year, the Committee of Ministers had not yet been able to consider a number of the Consultative Assembly's more important resolutions.

In response to invitations from Strasbourg, two Canadian parliamentarians, Senator J. R. Hurtubise and Major-General G. R. Pearkes, V.C., M.P., attended the second part of the 1951 session of the Consultative Assembly as observers. As in previous years, Canada also was represented by an official observer, Mr. T. C. Davis, Canadian Ambassador to Germany.

The signing in September of the Peace Treaty with Japan brought into sharp focus certain treaty restrictions to which Italy was still subject. At the North Atlantic Council meeting in Ottawa a statement was issued that all obstacles which hinder the close co-operation on an equal footing of members of the North Atlantic community should be removed. On September 26, the United Kingdom, the United States and France issued a declaration in which each expressed its readiness, without prejudice to the rights of others, to give favourable consideration to a request from the Government of Italy to remove certain discriminations contained in the Italian Peace Treaty. In reply to such a request, the Canadian Government agreed on December 26 that certain political clauses of the Treaty had become superfluous and released Italy from its obligations to Canada under the military clauses.

The ties of friendship between Canada and nations in Europe were illustrated by numerous visits of goodwill and by other ceremonies. In January, the Prime Minister paid a visit to M. Vincent Auriol, President of the French Republic. In April, the Government and people of Canada welcomed M. Auriol, accompanied by M. Robert Schuman, French Foreign Minister. This was the first occasion on which a French President had set foot on Canadian soil. Canada welcomed also the visits of Prime Minister René Plevin of France in February and of Premier Alcide de Gasperi of Italy in September. H.M.C.S. *Magnificent* and *Micmac* paid a goodwill visit to Naples in late September and October.

2. Germany

The problems attendant on the uncertain position of Germany in Europe have been under constant study in the Department, by the Canadian Embassy in Bonn and by the Canadian Military Mission in Berlin. Special attention has been paid to the questions of a German

contribution to European defence and of the unification of Germany. Canada's relations with Germany have supported the policy of the West to bring Germany back into the family of free nations.²

With the promulgation of the first instrument of revision of the Occupation Statute in March, the Federal Government was authorized to establish a Ministry of Foreign Affairs, and shortly thereafter the Federal Chancellor, Dr. Adenauer, became the first post-war Federal Minister for Foreign Affairs. In May, West Germany became a full member of the Council of Europe and Dr. Adenauer took his place in the Committee of Ministers. During the next few months, the Federal Government eliminated from German legislation all references to the state of war, thus opening the way for other countries to terminate the state of war between themselves and Germany. Canada took this step on July 10 and Mr. T. C. Davis presented his Letter of Credence as Canadian Ambassador to the Federal Republic of Germany on August 8. Dr. Werner Dankwort, who was granted recognition as German Consul General in Ottawa in September 1950, became the Ambassador to Canada of the Federal Republic on November 8, 1951.

In September, the Foreign Ministers of the United Kingdom, the United States and France held talks in Washington on Germany, and announced that they had agreed to the negotiation of mutually acceptable arrangements with the Federal Republic which would radically alter existing relations. The guiding principle was to be the integration of West Germany on a basis of equality, within a European community which, in turn, was to be included in a developing Atlantic community. The proposed integration would, the Ministers declared, "be inconsistent with the retention in future of an occupation status or of the power to interfere in the Federal Republic's domestic affairs". However, the existing division of Germany and the consequent security problem confronting the Federal Republic would make it necessary for the Allies to retain, in the common interest, certain special rights, including the stationing and protection of Allied troops in Germany, and to reserve the questions of Berlin, of the peace settlement and of the peaceful unification of Germany.

Referring to these developments in the House of Commons on October 22, the Secretary of State for External Affairs said:

In the absence of a peace settlement, I think it will be agreed that this nation (Germany), whose continued democratic and peaceful development is so important to all of us and to the future of Europe, should not remain indefinitely in its present position. It is in all our best interests that Germany should be encouraged to assume increasing responsibility for the guidance of its own destinies, on the basis of equality within but not domination of the European community. We therefore welcome the progress that has been made toward the closer association of Western Germany with the free world, both at the political level and in terms of German participation in European defence. We also share a desire that a satisfactory conclusion of arrangements for a new contractual relationship replacing the present Occupation Statute should be achieved in the near future in such a manner as to secure the wholehearted co-operation of the German people.

The Minister added that no encouragement should be given to any tendencies in Germany to use the present position between East and West to demand unconditional guarantees of security.

The question of German contribution to the defence of the West has become closely linked with the problem of the unification of Germany. An attempt to discuss problems relating to the re-establishment of German

² On the stationing of Canadian troops in Germany see Chapter II.

unity was made at the abortive Four-Power Conference at Paris which began in March and broke up in June. Immediately after the tripartite declaration of September 15 at Washington, the East German Government proposed to the Federal Government of Germany that discussions take place between representatives of East and West Germany concerning free and secret elections for an all-German Parliament. On September 27, the Federal Chancellor replied, laying down fourteen principles of election procedure. Dr. Adenauer also sent a note to the Allied High Commissioner proposing an international commission, under control of the United Nations, to investigate whether the necessary conditions existed in East and West Germany and in Berlin to warrant the holding of free elections. At the instance of the Occupying Powers, this question was submitted for discussion by the General Assembly of the United Nations. Canada supported the majority decision, against Soviet opposition, to include the item on the Assembly's agenda. The original tripartite resolution as amended by various countries, including Canada, was adopted by the General Assembly on December 20.

3. Eastern Europe

Relations with the Soviet Union and the Soviet satellites in Eastern Europe showed little sign of improvement in 1951. The Government had few negotiations with the Soviet Government or with the Governments of Poland and Czechoslovakia, the two satellite countries in which Canada maintains Missions.

On the other hand, Canada's relations with Yugoslavia reflected the increasingly co-operative spirit which has characterized the relationship between Yugoslavia and the Western democracies since Marshal Tito's break with the Cominform. The economic crisis in Yugoslavia, resulting in part from this break, but more particularly from the drought of 1950, has accentuated the need for such co-operation. While Canada has not been able to contribute substantially to the alleviation of Yugoslavia's difficulties, modest economic aid has been extended in direct and indirect form by the gift of approximately \$45,000 worth of codfish in June and by making available to the United Nations International Children's Emergency Fund a maximum of \$210,000 for the purchase of 800 tons of Labrador fish, of which 500 tons were sent to Yugoslavia. On July 2, the Yugoslav Legation in Ottawa and the Canadian Legation in Belgrade were raised to the status of Embassies.

4. The Middle East

In the Middle East and North African areas, powerful nationalist movements precipitated a series of crises. Canada has not been directly involved in these events, but they did, nonetheless, command the close attention of the Department and of the Canadian Embassies in Greece and Turkey. It was implicit in the decision to invite Greece and Turkey to accede to the North Atlantic Treaty—a decision to which Canada lent its support—that the integrity and stability of the Middle East are essential to the security of the North Atlantic area. As a signatory of the Treaty, Canada cannot avoid being affected, if only indirectly, by developments in this vital area.

Events during the year in Iran and Egypt have furnished abundant evidence of the strength of nationalist ambitions. The Anglo-Iranian oil dispute, which had been smouldering for some time, broke out in critical form on March 20 with the passage of an oil nationalization law by the Iranian Parliament. It has since led to an almost complete shutdown of the

important Iranian oil industry, the expulsion of all United Kingdom personnel connected with the industry, an inconclusive discussion in the United Nations Security Council and references to the International Court of Justice. The loss of oil revenues now threatens to destroy the basis of Iranian economy and has already produced internal conditions which have emboldened the Tudeh (Communist) Party to resume its activities in open defiance of the law.

In Egypt, an even more serious crisis has developed. On October 15, the Anglo-Egyptian Treaty of Friendship and Alliance of 1936 and the Anglo-Egyptian (Sudan) Condominium Agreement of 1899 were abrogated by the Egyptian Government, thus precipitating the tense situation which now exists in the Suez Canal Zone where the United Kingdom has decided to stand firm. The dispute has a long history stemming from Egyptian aspirations to unify the Nile Valley under the Egyptian Crown.

Having rejected United Kingdom offers to revise the Treaty of 1936, Egypt was offered a place of responsibility and partnership in a system of collective defence for the whole Middle East area in a proposal, jointly sponsored by the United States, the United Kingdom, France and Turkey, which was made known to the Egyptian Government immediately before it decided to abrogate the two agreements with the United Kingdom. The Canadian Government on October 19 voiced its regret that the Egyptian Government has seen fit to abrogate the 1936 Treaty, an action the more regrettable since alternative arrangements were under discussion with the Egyptian Government at the time. The Canadian Government considered it essential for the maintenance of peace that, pending the conclusion of satisfactory alternative arrangements, no action should be taken to alter by force the present responsibilities of the United Kingdom for the defence of the Suez Canal Zone.

The Canadian attitude to nationalist movements and to the Egyptian crisis was more fully explained by the Secretary of State for External Affairs in the course of his review of foreign affairs in the House of Commons on October 22. He referred to "the natural and justifiable wish of states which have experienced periods of foreign intervention to assert their right to be masters of their domestic affairs", but went on to say, with reference to the Anglo-Egyptian dispute, that it was "a matter of major importance to the security of the whole free world, and that includes us, and in the interest of the Middle Eastern States themselves, that the situation in the Mediterranean area be stabilized as quickly as possible, and that the principle of collective security and collective action be extended to embrace this vital area".

V

The Americas

1. The United States¹

The constant consultations between the Canadian and the United States authorities on the varied problems affecting the two countries took place against an international background darkened by dissension between the free world and the Soviet Union and by open hostilities in Korea. Consideration of measures to strengthen the free world against the threat of communist aggression underlay many of the problems with which the Department, through the Embassy in Washington, had to deal throughout the year.

Military Co-operation: The Korean War²

There was frequent consultation between the Embassy and the State Department on the conduct and course of the fighting and of the truce talks in Korea. The Embassy was represented at all meetings held by the State Department, two or three times a week, with representatives of the countries which have forces serving under the United Nations in Korea. In addition, there were numerous consultations with the State Department on many issues, both political and military, affecting the conduct of the war.

Defence Production

As a result of the Korean war, defence preparations in both Canada and the United States were accelerated and new agencies were established in Ottawa and Washington. In these circumstances, the Joint Industrial Mobilization Committee appeared to be outmoded and its activities were suspended early in 1951. Later in the year, however, it became apparent that formal channels might usefully be created in order to ensure the most rapid exchange of information between agencies in Canada and the United States, and the Joint Industrial Mobilization Committee was reconstituted with one of the Canadian members residing in Washington.

Defence Against Air Attacks

As part of the general preparations for the defence of North America against air attack, the armed forces of Canada are working in close co-operation with those of the United States. A web of stations, equipped with the latest and most powerful radar apparatus, is being built. The stations will be connected by a network of communications and will be backed by squadrons of fighter aircraft. The United States and Canadian portions of the radar system will be linked together to form a single organization.

An agreement between Canada and the United States providing for the co-ordination of planning and arrangements for civil defence was effected by an exchange of notes in Washington on March 27. The agreement

¹ See also Chapter VIII, Sections 4 (Telecommunications), 5 (Double Taxation), (Civil Aviation).

² See also Chapter VI.

provides for close integration of the civil defence organizations of the two countries, including the exchange of information, training facilities and personnel, and for the co-ordination of civil defence arrangements between municipalities along the border.

Newfoundland Leased Bases

By the terms of the Leased Bases Agreement of March 1941, the United States Government leased from the United Kingdom Government, for ninety-nine years, land for naval and air bases in several colonies and territories including Newfoundland. The Agreement gave the United States the right to establish and operate four bases in Newfoundland and extended to the United States forces stationed there extraterritorial rights relating to such things as the jurisdiction of courts, customs dues and excise taxes, income tax and military postal facilities.

Prior to the Union with Newfoundland, the Canadian Government requested the United States Government to consider the possibility of modifying the 1941 Agreement in order to bring it into accord with the principles which govern the defence relations between Canada and the United States. The Canadian request was referred to the Permanent Joint Board on Defence for study and the Board subsequently submitted a recommendation which has since been approved by the two Governments. This approval, which it is proposed to make formal by an exchange of notes, will constitute a modification of the provisions of the Leased Bases Agreement relating to income tax exemptions, customs and excise privileges, postal privileges and to the jurisdiction of the civil and military courts. The general effect is to bring the legal status of the United States forces at the leased bases into line with that of United States forces stationed elsewhere in Canada.

St. Lawrence Deep Waterway and Power Project

Despite strenuous efforts on the part of the United States Administration to obtain congressional approval of the Great Lakes-St. Lawrence Basin Agreement, which was signed ten years ago to provide for the development of the St. Lawrence system, the Committee on Public Works of the House of Representatives did not approve the St. Lawrence project in 1951 and measures to approve the Agreement failed to come to a vote in either House of the United States Congress. After extensive hearings, during which all agencies of the Administration with a direct interest in the subject firmly endorsed the project, the Committee made a tour of the whole seaway area; nevertheless, a majority to approve the project could not be obtained. Before Congress adjourned, the Committee also deferred consideration of a new resolution which was introduced later to re-open the question.

On September 28, the Prime Minister discussed the St. Lawrence project with President Truman in Washington. In view of the vital importance to Canada of rapid development of both the seaway and the power projects, the Prime Minister stated that the Canadian Government would be willing to construct the seaway as a Canadian undertaking. The President stated he would support the Canadian seaway as an alternative, if an early beginning on the joint development did not prove possible.

In a statement in the House of Commons on October 22, the Secretary of State for External Affairs stated that early construction of the seaway as a joint undertaking with the United States was unlikely. Although the

United States Congress may yet approve the 1941 Agreement, the steps to be taken to begin the project as a solely Canadian undertaking have been studied. A statute enacted by the Canadian Parliament in December provides for a Canadian Authority to proceed with the seaway, either as a solely Canadian project or as a joint international undertaking. Another statute provides for the construction by Ontario, in co-operation with an appropriate body in the United States, of the power works of the project.

The International Joint Commission

The Department continued to provide counsel in the presentation of Canadian Government cases at various meetings and hearings held by the International Joint Commission, the Canadian-United States body established under the Boundary Waters Treaty of 1909.

The Commission met seven times in executive session: in Montreal, Victoria, Ottawa, Helena (Montana), twice in Washington and at Coulee Dam (Washington), and two series of public hearings were held.

The membership of the Canadian Section of the Commission remained unchanged from 1950 with General A. G. L. McNaughton as Chairman and Mr. George Spence and Mr. J. Lucien Dansereau as Commissioners.

On November 19, the Commission was authorized by the two Governments to establish supervision and control over pollution of the boundary waters connecting the Great Lakes and to establish boards of control for this purpose.

An Interim Report was made to the two Governments in the matter of the Sage Creek Reference. Under this reference, the Commission had been requested to examine and report upon the facts and circumstances of a complaint concerning the obstruction and diversion of the flow of Sage Creek, a freshet flowing for only a few weeks each year which arises in Alberta and flows south into Montana. The Commission was asked also to use its good offices to bring about a mutually satisfactory agreement among the water-users concerned in Alberta and Montana. The Commission advised the two Governments that it proposed to establish an international board to determine the methods to be employed and the works necessary for the best use of the water supplies of the area.

The Niagara River Reference, sent to the Commission on October 10, 1950, was advanced substantially with the completion and verification of models of the Niagara River. The information gained from these model tests will assist the Commission in its recommendations on the nature and design of the remedial works required to maintain an even flow over Niagara Falls during the varying conditions caused by the diversion of water for power purposes.

Progress on the Saint John River Reference (September 28, 1950) included further collection and study of engineering data; and the investigation of possible dam and reservoir sites in the Saint John River Basin was initiated.

In proceeding with its investigation of atmospheric pollution, the Commission, dealing with the public health aspects of the problem, noted evidence that shipping companies had increased their efforts to reduce the amount of smoke from vessels.

Material progress was made on the Souris-Red Rivers Reference, particularly in studies of flood control, water use and land classification.

The Commission observed with interest the vigorous prosecution of studies relating to flood control, carried on by the Department of Resources and Development, in the Canadian portion of the Red River Basin.

The city of Minot (North Dakota) made an application (March 28) under the Souris River Reference of January 15, 1950, for permission to divert 9.25 cubic feet per second from the Souris River for municipal purposes. The Commission received a report on this application from the International Souris River Board of Control at its October session.

Having received the final brief in evidence on the Waterton-Belly Rivers Reference, the Commission has been giving consideration to its recommendations. Until the Spring of 1951, the Commission had been occupied in the collection and study of engineering information and legal argument relating to the existing and future uses of the waters of these two streams.

In addition to consideration of two applications in the Columbia Basin under Article IV of the Treaty, referred to later, the subject matter of which falls within the scope of the Columbia River Reference, the Commission's work concerning this river continued to progress. Aerial photographs have been made for the entire Columbia River Basin in Canada and the field work to produce a series of maps for the same area is now nearly completed.

At the request of the United States on June 12, the Commission has given priority to flood control projects on the Okanagan River, planned for early construction by Canadian authorities, and has also studied whether devices to assist the movement of fish should be provided.

An application by the United States, transmitted to the Commission on January 12, requested the Commission to give consideration to the effect which the construction and operation of a dam and reservoir on the Kootenay River near Libby (Montana) would have on the stages of this river above the international boundary in Canada, and asked that the Commission approve the construction and operation of the dam and reservoir. This application has been studied by the International Columbia River Engineering Board. The Commission held public hearings in Spokane (Washington), Nelson (British Columbia), Cranbrook (British Columbia) and Helena (Montana), in the period from March 12 to March 19.

An application by the Consolidated Mining and Smelting Company of Canada, Limited, to construct a dam near Waneta (British Columbia) was transmitted to the Commission by the Department of External Affairs on May 21. On June 28, counsel for the United States Government filed a statement, in response to the application, approving the application subject to provision for protection and indemnity as agreed. In the interval between July and October, the terms of the Order of Approval were discussed by the Chairmen of the two Sections. The matter was considered in executive session by the Commission at its October meeting.

2. Latin America

Diplomatic, commercial and cultural links between Canada and Latin America were strengthened during 1951. Canada has Embassies in Argentina, Brazil, Chile, Cuba, Mexico and Peru, a Consulate General in Caracas, Venezuela, and a Consulate in Sao Paulo, Brazil. A Special Ambassador attended the inauguration of the President-Elect of Brazil in January, and that of the President-Elect of Uruguay in February.

Trade returns for 1951 show increases in both exports to and imports from Latin America, which has now become the third most important trading area for Canada.

Canada maintains membership in a number of inter-American organizations, including the Postal Union of the Americas and Spain and the Inter-American Conference on Social Security. Canada was represented at various conferences held in Latin American countries during the year, such as the twelfth session of the Economic and Social Council of the United Nations in Santiago, the Committee on Indigenous Labour of the International Labour Organization in La Paz, the Legal Committee of the International Civil Aviation Organization and the first Inter-American Convention on Mineral Resources in Mexico City, the Regional Congress on Foot and Mouth Disease in Panama City, the seventh International Conference of the Inter-American Bar Association in Montevideo and the Conference on Trade and Balance of Payments Statistics in Panama City.

VI Eastern Asia

Eastern Asia remained a focal point of crisis during 1951. In Korea, the United Nations action to repel aggression continued; in China, the Central People's Government maintained its hold, and in Southeast Asia, unrest persisted in Indochina, Malaya, the Philippines and Indonesia. It was possible, however, to conclude a Treaty of Peace with Japan opening the way for her return to full sovereignty.

1. Korea

The Cease-Fire Group, referred to in the Annual Report for 1950, notified the General Assembly of the United Nations in its first report on January 3 that no recommendations for a cease-fire could usefully be made. On January 12, a statement of five principles was presented to the Political Committee and the General Assembly on behalf of the Cease-Fire Group and this was approved the next day.¹

The Chairman, at the request of the Political Committee, transmitted this Statement of Principles to the Central People's Government of China and asked whether the latter would accept it "as a basis for the peaceful settlement of the Korean problem and other Far Eastern problems". The answer, which the Chinese Foreign Minister gave on January 17, was interpreted by some states as an outright rejection and by others as a partial acceptance or a counter-proposal. On January 20, the United States introduced a resolution naming the Central People's Government of China as an aggressor in Korea, requesting consideration of additional measures to meet the aggression and providing for the appointment of a Good Offices Committee.

Meanwhile, on Canadian initiative, an effort had been made to clarify the meaning of the Chinese reply of January 17. On the basis of this clarification, twelve Asian and Arab countries, including India, presented a resolution on January 25 recommending "that representatives of the Governments of France, the United Kingdom, the United States of America, the Union of Soviet Socialist Republics, Egypt and India, and of the Central People's Government of the People's Republic of China meet as soon as possible for the purpose of securing all necessary elucidations and amplifications of the above mentioned reply and of making any incidental or consequential arrangements towards a peaceful settlement of the Korean and other Far Eastern problems." The Political Committee rejected the Asian-Arab resolution on January 30 and adopted the United States resolution with amendments.

After passage of the condemnatory resolution of February 1, negotiations between the United Nations and the Central People's Government broke down and, for a time thereafter, the main United Nations effort was devoted to trying to bring the war to an end by military means.

On March 12, General Ridgway, then commander of the ground forces in Korea, said that a military stalemate appeared probable, but added that "it would be a tremendous victory for the United Nations if the war ended with our forces in control up to the 38th parallel".

¹ See *Documents on the Korean Crisis*, King's Printer, Ottawa, 1951, pp. 29 and 30.

On June 23, the Soviet delegate to the United Nations suggested that "discussions should be started between the belligerents for a cease-fire and an armistice providing for the mutual withdrawal of forces from the 38th parallel". On June 28, General Ridgway, who had succeeded General MacArthur, was authorized to negotiate a cease-fire with the enemy commander in Korea. There followed an exchange of messages between General Ridgway and enemy headquarters; as a result, representatives of the opposing commanders met for the first time on July 10. Negotiations were broken off during the period August 22 to October 25. On November 27, agreement was reached on the principles which should govern the definition of a cease-fire line and a tentative cease-fire line was defined, valid until December 27. No further agreements were reached during 1951.

The battleline by November 27 had been pushed north of the 38th parallel throughout most of its length. Subsequently, activity on the ground lessened greatly but increased considerably in the air. In addition, the United Nations continued to maintain a selective embargo on the shipment of warlike materials to continental China and North Korea. This embargo was adopted by the General Assembly on May 17.

2. Japan

The signing of the Japanese Peace Treaty was the most important development affecting Japan during the year. The United States initiative, discussed in the Department's Annual Report for 1950, provided a driving force which resulted in signature of the Treaty on September 8.

On January 11, Mr. Truman announced that Mr. John Foster Dulles would head a presidential mission to Japan and to other interested countries to discuss "the means of making further progress towards a peace settlement". Mr. Dulles visited Japan, Australia, New Zealand and the Philippines, hearing the views of allied and Japanese leaders alike on the terms of a treaty which would have some hope of acceptance. Canadian officials were in constant touch with the Department of State during this period and were kept informed of the progress being made in the negotiations. The United States circulated a draft peace treaty in March, and the United States and United Kingdom Governments circulated a joint draft on July 3 to the governments of countries (including Canada) which were considered to be especially concerned with the treaty. Further revisions were made in the draft text as a result of the comments of interested governments and the final text was circulated on August 13. On July 21, the United States issued a formal invitation to all countries which were at war with Japan to participate in "a conference for conclusion and signature of a Treaty of Peace with Japan".

The Treaty had, therefore, been negotiated by diplomatic rather than by conference methods. Fifty-four nations were invited to attend the signing conference. India, Burma and Yugoslavia did not accept the invitation. Of the fifty-one nations represented at San Francisco, forty-eight signed the Treaty. The delegations from the Soviet Union, Poland and Czechoslovakia did not sign.

The Treaty was generous, restoring sovereignty to Japan and placing no restrictions on its economy or on its ability to defend itself. Reconciliation, and not revenge, was the main goal. The signatory powers agreed that Japan should, in principle, pay reparations for the devastation and suffering it caused during the war. However, they recognized that Japan lacked the physical capacity to recompense its wartime victims if it was to achieve a viable economy.

The Canadian Delegation was headed by the Secretary of State for External Affairs, and by Mr. R. W. Mayhew, the Minister of Fisheries. The former, in addressing the conference, expressed the hope that Japan would live up to the trust placed in it by this Treaty, and would play its part in maintaining peace and security and in building up the international community in the Pacific area.

Coincident with the signing of the Treaty, discussions were initiated among the Canadian, United States and Japanese Governments with respect to the implementation of Article 9 of the Treaty concerning fisheries. Formal negotiations looking toward a tripartite fisheries convention covering North Pacific fisheries began in Tokyo on November 5 and were concluded on December 14. Although the text of the Convention was agreed on, the convention was not signed as the Peace Treaty had not yet come into force. The Canadian Delegation was headed by the Minister of Fisheries.

The Canadian Liaison Mission in Japan continued to report on developments both in Japan and in the North Asian area. The Canadian Military Mission in the Far East functioned in close co-operation with the Canadian Liaison Mission. The problems facing the Canadian Liaison Mission as a result of the expected transition of Japan from occupation status to full sovereignty were under examination at the year's end.

During the year, the Japanese Government was allowed to open a "Japanese Overseas Agency" in Ottawa. The functions of the Agency were at first confined to the promotion of trade, but were later extended to include consular and quasi-diplomatic duties.

In Japan itself, General MacArthur was relieved as Supreme Commander for the Allied Powers by order of President Truman on April 11 and replaced by General Ridgway. The progressive relaxation of occupation controls begun under General MacArthur was accelerated by General Ridgway.

The Far Eastern Commission met regularly until September 20. The Canadian member, the Ambassador to the United States, was represented at meetings by Mr. P. G. R. Campbell, Alternate Delegate. At the 222nd meeting on September 20, the Commission suspended its meetings with the understanding that any delegation should have the right to summon a meeting at any time.

3. China

Towards the end of February, the officer in charge of the Canadian Embassy in Nanking returned to Canada and the Mission was closed. The Consul General in Shanghai remained at his post and took over general supervision of the property remaining in Nanking. There was no Canadian representative in Formosa or Peking and the scope of activity of the Canadian Consul General in Shanghai was limited by the fact that his official status was not recognized by the Chinese authorities. The question of recognition of the Central People's Government in Peking was held in abeyance as a result of its intervention in the war in Korea.

4. Southeast Asia

Canadian representation in Southeast Asia is at present limited to a Consulate General in the Philippines and a Trade Commissioner's Office in Singapore. Canada participates in the Colombo Plan for the Economic Development of South and Southeast Asia and in the United Nations technical assistance programmes. These measures, along with United States aid, are expected to assist increasingly in the area's rehabilitation.

Disorder and turbulence, largely communist-inspired, continued to disrupt Southeast Asia during 1951, and to retard its political and economic development. In Indochina, General de Lattre's French and Vietnamese forces, aided by United States equipment and supplies, repulsed military formations of the communist-controlled Vietminh. In Indonesia, drastic police action was taken at the end of the year against terrorist elements, predominantly communist. Burma's five-sided civil war showed no sign of abatement. In the Philippines, government forces administered sharp defeats to communist-led guerrillas. The assassination in Malaya of Sir Henry Gurney, the United Kingdom High Commissioner, drew attention in October to the struggle being waged against communist terrorism there.

The conditions of residence in the Philippines for a small group of Canadians have been the subject of discussions between the Canadian and Philippine Governments.

VII

Defence Liaison

Since foreign policy and defence policy are closely inter-related, the Department is associated with other Departments, particularly with the Department of National Defence, in the development and execution of defence policy. The Defence Liaison Division, formed in 1948, deals with this aspect of the Department's work. Among the questions dealt with during 1951 by this Division were the development of agencies and plans under the North Atlantic Treaty (including the despatch of the 27th Canadian Infantry Brigade to Germany), Canadian participation in the United Nations action in Korea, and defence arrangements with the United Kingdom and the United States.

The Secretary of State for External Affairs is a member of the Cabinet Defence Committee, which the Under-Secretary also attends. The Under-Secretary attends meetings of the Chiefs of Staff Committee and is a member of the senior interdepartmental bodies which examine and advise on various aspects of defence and security questions. The Department is represented at meetings of the Vice-Chiefs of Staff Committee. The Department provides the Chairman of the Joint Intelligence Committee and a member of the Joint Planning Committee. Close contact is maintained between the Department and the various intelligence and planning agencies of the armed forces, so that political factors may be given full consideration in the preparation of Chiefs of Staff papers.

The Division provides the External Affairs member of the Permanent Joint Board on Defence of Canada and the United States and the Secretary of the Canadian Section of the Board.

The Department also provides one of the four members of the directing staff of the National Defence College and one or more of its officers attends the College.

At eleven of the diplomatic missions abroad there are service attaches who, in addition to their service duties, advise heads of mission on defence matters. The Canadian Joint Staffs in London and Washington are responsible for service liaison and, in addition, the principal officers of the staffs are the service advisers to the High Commissioner and the Ambassador.

VIII

Economic Affairs

The economic problems which confronted countries of the free world in 1951 were for the most part caused or intensified by their rapidly developing defence programmes. Shortages and rising prices of strategic raw materials became acute problems early in the year. As a result, the International Materials Conference was organized in Washington to study the various scarce materials and to make recommendations for their equitable distribution.

As the year progressed, the shortages of materials and their price instability spread to other commodities and introduced a strong but unequal inflationary tendency in most countries which, in turn, gave rise to renewed balance of payments problems. The United Kingdom which, by the end of 1950, had reached a relatively favourable payments position, experienced an abrupt reversal in the latter half of 1951 and a consequent acute drain of dollar reserves. In addition, the European Payments Union and the associated European trade liberalization measures were threatened by the new general instability.

The economic problems of the East continued to attract the attention of most of the Western countries, particularly countries of the Commonwealth and the United States. The concrete measures which had been taken last year in the field of technical assistance were extended.

On this side of the Atlantic, the economies of Canada and of the United States reached new levels of productivity, but much of the increase represented production of defence goods and strategic materials. In the United States, price controls were introduced to stem inflation; Canada resorted to indirect controls to achieve the same end. Inflation in both countries, however, remained an ever present problem as defence programmes gathered momentum.

The Canadian Government geared itself to meet the requirements of the new world situation by creating a Department of Defence Production to handle defence contracts. Internationally, Canada participated in two new bodies of the North Atlantic Treaty Organization: the Defence Production Board and the Financial and Economic Board, which were formed to study certain economic problems of defence.

1. General Agreement on Tariffs and Trade

Canada participated in the third series of negotiations under the General Agreement conducted in Torquay, England, from September 1950 to April 1951. At these negotiations, Canada concluded sixteen new trade agreements providing for concessions on products not included in previous agreements and for further tariff reductions on commodities negotiated at earlier conferences.

The most important of these agreements was the one negotiated with the United States, the fourth with that country since 1945, which covered Canadian exports to the United States valued at approximately \$120 million in 1949 and resulted in concessions on about 400 items of interest to Canada. Most of these came into force on June 6.

The Torquay Protocol incorporates the results of 147 separate negotiations successfully concluded between thirty-four countries. The Conference followed the same pattern as the Geneva and Annecy Conferences to reduce tariffs and other trade barriers. Under the most-favoured-nation principle, all tariff concessions agreed to in Torquay apply to Canadian exports whether or not the concessions were negotiated with Canada or with another country.

The Contracting Parties also agreed to extend the life of the tariff concessions negotiated at Geneva and Annecy for a further three years until January 1, 1954.

At Torquay, six new countries applied for membership in the General Agreement. Of these, Austria, Germany, Peru and Turkey have now become contracting parties, while the Philippines and Korea are expected to accede formally to the General Agreement some time in 1952.

The sixth regular session of the Contracting Parties was held in Geneva in September and October, 1951, to discuss administrative matters and special problems arising under the Agreement. The session was devoted, in part, to a study of detailed reports by contracting parties on the import restrictions still maintained by them. As in the past, Canada strongly urged that countries whose balance of payments showed improvement should relax import restrictions.

The view that the establishment of some form of inter-sessional machinery would give continuity to the administration of the Agreement and increase its effectiveness was accepted and a committee was accordingly set up to deal with inter-sessional business and agenda matters. A separate inter-sessional group was entrusted with the task of examining the disparity in European tariffs and the proposals to reduce tariff levels.

With a number of countries, Canada formally protested against the import restrictions recently imposed by the United States on dairy products. These countries contended, and the United States Delegation agreed, that the restrictions contravened the General Agreement. The United States Government announced its intention to seek repeal of the relevant legislation at the earliest opportunity.

The Canadian Delegation, together with the United States Delegation, also objected vigorously to the introduction of dollar import controls by Belgium. While Belgian representatives argued that these measures were required to reduce Belgium's creditor position with the European Payments Union, Canada and the United States regarded them as a violation of the General Agreement and asked that they be withdrawn immediately.

Canada also urged the United Kingdom to revise its administration of the purchase tax under the United Kingdom utility scheme which has had the effect of discriminating against certain imported goods in contravention of the General Agreement.

In view of the acute deterioration in relations between the United States and Czechoslovakia, the Contracting Parties authorized these countries to suspend their reciprocal obligations under the General Agreement.

2. Inter-Allied Reparation Agency

The liquidation of German external assets continued to occupy the attention of the Agency and member countries. No agreement has yet been reached for the disposal of German external assets in Switzerland. The Agency has received funds from the liquidation of German external assets in Italy, Japan and Spain and these were distributed. In addition,

securities and currencies of the member Governments found in Germany were returned to the countries of issue, since they were considered as part of German external assets, and allocation was made of the neutral currencies held in Germany.

The Agency has given thought during the past year to the problem of the unbalanced state of accounts of member Governments; some countries are considerably overdrawn in the assets they have received, and others, including Canada, considerably underdrawn. No solution to the problem has been found.

The Agency will operate on a reduced scale during 1952 and the volume of its work will depend considerably on what progress is made in the liquidation of the remaining German external assets.

3. Agreement with Italy on Canadian War Claims

On September 20, the Secretary of State for External Affairs and the Prime Minister of Italy signed in Ottawa an exchange of notes constituting an inter-governmental agreement which settles, in a spirit of friendship and understanding, matters relating to Canadian claims for war damages in Italy and the release of Italian assets in Canada.

In accordance with this agreement, the Italian Government will put at the disposal of the Canadian Government funds to be used for the satisfaction of Canadian claims for war damages in Italy. Provision is also made for the settlement of Canadian pre-war commercial debts against Italy and of the few claims for war damages which were excepted from the agreement; the Canadian Government has undertaken to release the Italian assets still vested in the Custodian, upon individual application.

4. Telecommunications

Canada has a strong interest in a world-wide agreement on the orderly development of telecommunications. The size of the country calls for extensive use of radio for communication; and, in recent years, the rapid development of the North, where other means of communication are lacking, has accentuated this need.

A telecommunications problem which Canada shares with many other countries is the scarcity of frequencies which are of practical use for radio transmissions. Because there are too few frequencies to satisfy all requirements and because transmissions in most frequency bands in one country inevitably impinge on reception in other countries, international agreement on the sharing of frequencies is important to the effective use of radio; our close proximity makes it of special interest to Canada that there be a large measure of agreement with the United States on these matters. In 1951, agreement was reached on the allocation between the two countries of frequencies in the bands below 2,000 kilocycles; and a convention was signed concerning the operation of certain types of mobile equipment by citizens of one country in the territories of the other.

Canada has maintained its active participation in the affairs of the International Telecommunications Union, a Specialized Agency of the United Nations established to promote international co-operation in telecommunications. Canada has a seat on the Administrative Council, the governing body of the Union, which meets annually. During 1951, the Union continued its efforts to secure general agreement on the allocation of frequencies in all bands of the radio spectrum. Some progress was made, but it is clear that an agreed plan of allocation is still remote.

Canada has a representative on the Commonwealth Telecommunications Board which sits in London and co-ordinates the operations of the nationally-owned companies providing commercial international telecommunications in Commonwealth countries. The Canadian company is the Canadian Overseas Telecommunications Corporation.

5. Agreements for the Avoidance of Double Taxation

During the year, Canada discussed double taxation agreements with representatives of five Governments. Conventions for the avoidance of double income tax and succession duties were concluded with the French Government and ratification is expected soon. A Convention for the Avoidance of Double Taxation of Income was signed and ratified by the Canadian and Swedish Governments. An exchange of notes extended the Canada-United Kingdom Income Tax Agreement of 1946 to cover twenty-one colonial territories of the United Kingdom. The conventions signed in Ottawa in 1950 by the Governments of Canada and the United States, modifying and supplementing the existing conventions in the fields of income tax and succession duties, were ratified. An exchange of notes with the Government of the Union of South Africa made effective a double taxation agreement between the two countries on shipping and aircraft profits.

6. International Materials Conference

Early in 1951, it became apparent that the shortages of important raw materials which faced the free world would have to be dealt with on an international basis. The International Materials Conference was set up in Washington to cope with the problem. The Central Group of the Conference consists of eight of the largest producing and consuming countries of the world (Australia, Brazil, Canada, France, India, Italy, the United Kingdom and the United States) and two regional organizations (the Organization of American States and the Organization for European Economic Co-operation).

Canada has membership also in six of the seven commodity committees set up by the Central Group. It is the function of these committees to recommend to Governments not only the allocation of scarce raw materials but also any action which the committees consider should be taken in order to expand production, conserve supplies and assure the most effective distribution of materials among the nations of the free world.

7. International Civil Aviation

International air transport followed during 1951 the pattern of rapid expansion established in the years since 1945. Air fleets were increased in size, many new aircraft of improved comfort and performance were put into service, several new routes were opened up and total traffic in passengers and freight showed a marked increase. Canadian companies flying international routes shared fully in the higher level of activity and maintained excellent records of safety and service.

As a result of an air agreement signed with France in 1950, Trans-Canada Air Lines began a regular service between Montreal and Paris on March 31, 1951. Canadian Pacific Airlines, flying between Vancouver and Tokyo, continued throughout the year to make a considerable contribution to the Korean airlift.

Canada maintained its representation on the Council of the International Civil Aviation Organization and on the Council's main committees. The Canadian representative to the Organization is First Vice-President of the Council. Since the Organization's headquarters are in Montreal, an agreement was signed between it and the Canadian Government, granting to the Organization privileges and immunities similar to those accorded to the United Nations and its other Specialized Agencies by host Governments.

8. Organization for European Economic Co-operation

There has been a change of emphasis in the studies and activities of the Organization for European Economic Co-operation. The Organization was set up to accelerate the recovery of Europe through economic co-operation among its members. Its studies were important factors in the decisions taken by the United States in the allocation of Marshall Aid funds and it became the central organ through which the nations of Western Europe worked out their common economic problems and planned for the future. During the past year, however, the Organization has had to devote increasing attention to the impact of rearmament upon Western Europe and to means by which the mobilization of economic resources for the defence of the free world could be accomplished without seriously disrupting the economies of the countries participating in the Organization.

By virtue of its associate membership in the Organization, Canada has had full access to its reports and has participated in its deliberations and studies on problems, many of which affected Canadian interests. These problems included the maintenance of internal financial stability, the expansion of productive resources in key sectors of the European economy, the conservation and use of scarce raw materials and the stimulation of exports from Europe to the dollar area.

During the past year, the Financial and Economic Board of the North Atlantic Treaty Organization was established in Paris, and there has been a considerable degree of co-operation between the two organizations on matters of common economic interest. Canada is particularly concerned that this co-operation should continue and that duplication of effort should be avoided.

IX

Legal Affairs

The primary responsibility of the Legal Division is to advise on questions of international law. In addition, it performs the usual advisory functions incidental to the Department's work, subject to the overriding authority of the Department of Justice, on questions involving the domestic law of Canada; and it is responsible for the administration of a number of specific tasks of a legal nature. These include the maintenance of the Canadian Treaty Register; the prosecution of claims against foreign countries; the transmission of documents under civil procedure conventions, extradition treaties and conventions for the reciprocal enforcement of maintenance orders; and the authentication of legal documents for use abroad. The Division also provides counsel in the presentation of Canadian Government cases at meetings of the International Joint Commission, the Canada-United States body established under the Boundary Waters Treaty of 1909.

The year 1951 was marked by an increase in the incidence and importance of developments in international law. This resulted in part from the work completed by the International Law Commission, a subsidiary body of the United Nations responsible for a number of projects of "progressive development and codification of international law under section 13 of the Charter of the United Nations"; it resulted in part also from the delivery of important opinions by the International Court of Justice.

The coming into force of the Genocide Convention and the formulation by the International Law Commission of the Nuremberg Principles in 1950 were followed in 1951 by the submission by the Commission of a draft Code of Offences against the Peace and Security of Mankind. The broad outlines of the new international criminal law are taking shape. In 1951 also a conference of fifteen states prepared a draft statute for an International Criminal Court. This conference had been called by the United Nations following consideration in the Legal Committee of the General Assembly in 1950 of the report of the International Law Commission that it was both "possible and desirable" to establish an international criminal jurisdiction. These developments have made necessary a re-appraisal of the Canadian position in questions of great complexity which will come before the United Nations for final decision in 1952. The Department has welcomed the initiative of the Canadian Bar Association in having its Committee on International Law collaborate on a study of these questions.

The International Court of Justice gave an advisory opinion on reservations made by states on ratification of the Genocide Convention and objections by other states. The International Law Commission also reported on its study of the general question of reservations to multilateral conventions. At the close of the year the debate was still under way in the Legal Committee of the United Nations.

In December, the Court also delivered judgment in the case brought by the United Kingdom against Norway regarding the extent of Norwegian territorial waters. The decision is of great importance and is of direct interest to Canada.

1. North Atlantic Treaty Agreements

During 1951, two agreements were signed by Canada to make provision for the legal status of both civilian and military personnel engaged upon NATO business. The first agreement, signed by Canada in London on June 19, is entitled "Agreement between the Parties to the North Atlantic Treaty regarding the Status of their Forces". This Agreement establishes uniform treatment for the various armed forces of any NATO country when stationed in or passing through other NATO countries. Its principal provisions relate to the exercise of criminal and civil jurisdiction, regulation of entry and departure of military personnel and the accommodation, services and supplies necessary for the maintenance of armed forces. This agreement does not deal with the problem of whether troops are to be despatched to any given location but with the many questions that arise whenever troops are stationed in friendly NATO territory away from their home country.

The other agreement, signed in Ottawa on September 20, is entitled "Agreement on the Status of the North Atlantic Treaty Organization, National Representatives and International Staff". It deals with the status, privileges and immunities of the North Atlantic Council, its subsidiary bodies, the international secretariat of the Organization and national delegations to the Council or its subsidiary bodies. In general it follows the lines of earlier agreements dealing with the privileges and immunities of international organizations, such as the United Nations and the Specialized Agencies.

2. Extradition Treaty with the United States

The Legal Division co-operated with the Department of Justice in negotiations with the United States resulting in the signing of a supplementary Convention to amend the Extradition Treaty of 1842 between Canada and the United States. This Convention, when ratified, will provide for limited extradition for fraud in the sale of securities. As a result of representations in the Standing Committee on External Affairs in 1945, the Canadian Government insisted that the so-called rule of double criminality should be maintained and that there should be no extradition for offences which could be described as technical, as distinct from fraud, in the sense recognized by the Canadian Criminal Code.

3. Claims

The Department is primarily responsible for the presentation of claims by Canadian citizens and corporations against foreign countries. These claims are normally presented through diplomatic channels and are usually subject to those principles of international law which relate to discrimination and nationality. The prevailing situation after the second World War made it difficult to settle these claims, but a number of recent developments has alleviated the situation.

As a result of the Equal Treatment Agreements concluded with France, Belgium and the Netherlands, various Canadian claims are now being considered by the Governments of these countries. Canada has also concluded a "lump sum" agreement with Italy in settlement of the Canadian war damage claims there. There remain to be determined the eligibility of the various claims and the amount of the individual awards. By virtue of a recent agreement between the United Kingdom and Yugoslavia, which included at our request Canadian claims, a tribunal known

as the Foreign Compensation Commission was set up in the United Kingdom and is now considering the settlement of claims involving compensation for property nationalized in Yugoslavia. There have been no other significant developments in the past year regarding Canadian claims against other countries.

4. Maintenance Orders¹

The Department continued to transmit maintenance orders originating in Canada to the Commonwealth Governments and also those originating in Commonwealth countries to the appropriate Canadian authorities. Six Canadian provinces (British Columbia, Alberta, Saskatchewan, Manitoba, Ontario and Nova Scotia) as well as the Yukon Territory, have established reciprocal arrangements with the United Kingdom. In addition, several provinces have established reciprocal arrangements with New Zealand and with certain of the Australian states. Other provinces are considering the establishment of the same reciprocal relationships.

5. Civil Procedure Conventions

In November, the pre-war convention between Canada and Austria concerning legal proceedings in civil and commercial matters was revived through an exchange of notes in Vienna, bringing to twenty-one the number of these conventions now in effect with foreign countries. The Department has arranged with foreign missions in Canada to address requests for the execution of rogatory commissions and the service of legal documents direct to the attorney-general of the province concerned.

6. Authentication of Documents

The Department arranged for the authentication of legal documents for use in foreign countries and gave advice on this subject to enquirers in Canada and abroad.

7. International Agreements

Canada concluded forty-two international agreements of which twelve were multilateral and thirty bilateral. A complete list of these agreements will be found in Appendix D.

¹ Maintenance orders are court decisions requiring an individual to support his spouse or members of his family. The maintenance order of a foreign court must be confirmed by a court of the country where a person resides before it is enforceable against him.

X

Protocol

The duties of the Protocol Division include arrangements for the exchange of diplomatic and consular representatives between Canada and other countries and the administration of the privileges and immunities prescribed for these representatives by international law and practice.

1. Canadian Representatives Abroad

In the course of the year, credentials were prepared and the usual formalities completed, for newly appointed Canadian diplomatic envoys who were accredited to Australia, Brazil, Chile, Cuba, Germany, Pakistan and Yugoslavia. In addition, the Division prepared credentials for representatives to the United Nations, the Organization for European Economic Co-operation and special delegations to international conferences and to state occasions abroad. Thirty commissions of Canadian consular officers were prepared for the signature of His Excellency the Governor General. The Division was also concerned with the establishment and operation of the Japanese Government Overseas Agency.

A list of countries in which Canada maintains diplomatic missions or consulates will be found in Appendix A. More complete information will be found in the quarterly publication of the Department entitled *Canadian Representatives Abroad and Representatives of Other Countries in Canada*.

2. Foreign and Commonwealth Representatives in Canada

The Division took measures to secure His Majesty's approval of the envoys proposed by foreign countries and scrutinized the credentials of foreign and Commonwealth representatives arriving in Canada.

Arrangements were made by the Protocol Division for the presentation of credentials of newly appointed diplomatic envoys to Canada from Denmark, Germany, Greece, India and Sweden. Recognition also was granted to sixty-six foreign consuls.

Foreign diplomatic and consular representatives posted to Canada made, as usual, their first contact with the Department through the Protocol Division, which serves as a source of information on Canadian regulations and procedure, and as a guide on protocol practice in Ottawa and on questions of precedence. The newly appointed Military Attachés of foreign missions in Ottawa also were introduced by the Protocol Division to the Department of National Defence.

At the close of the year, thirty-two countries had diplomatic missions in Canada. Of these, eighteen were embassies, six high commissioner's offices and eight legations. Iceland and Luxembourg do not maintain diplomatic missions in this country, but their Ministers to the United States are also accredited to Canada. A list of countries which maintain diplomatic missions in Canada will be found in Appendix B. A fuller list is set forth in the quarterly publication entitled *Diplomatic and Consular Representatives in Ottawa*.

The International Civil Aviation Organization has its headquarters at Montreal; the International Labour Office has an office in Ottawa, and the International Refugee Organization has an office in Hull.

3. Privileges and Immunities

As occasion required, the Department intervened with other Canadian authorities to secure the extension of privileges and immunities to foreign envoys and members of their families and suites. These include inviolability of person and property, immunity from the jurisdiction of the courts and exemption from direct taxation where this exemption is administratively feasible. New regulations governing the resale of automobiles imported into Canada under diplomatic privilege came into effect toward the end of 1950. The application of these new regulations during 1951 gave rise to a number of administrative problems which were dealt with in consultation with the Department of National Revenue.

All diplomatic privileges and facilities are granted in Canada on the understanding that equivalent treatment will be granted to Canadian representatives abroad. The Department, therefore, endeavoured to ensure that Canadian representatives abroad enjoyed the same measure of protection and courtesies as that accorded to representatives of other Governments in Canada. This question of reciprocity is sometimes complex, owing to differences in legislative and administrative procedures and in other conditions in various countries.

A Headquarters Agreement between the International Civil Aviation Organization and the Government of Canada was signed at Montreal on April 14. The Agreement came into force on May 1 as a result of an exchange of notes. The purpose of this Agreement is to establish the legal status in Canada of the Organization and to grant to the representatives of member states on the Council of ICAO and to officials, under the terms of the Privileges and Immunities (United Nations) Act, the privileges and immunities necessary for the independent exercise of their functions.

4. Honours

The Protocol Division dealt with the question of honours and awards to members of the Canadian Armed Forces for service in Korea.

5. Distinguished Visitors

Canada's growing role on the international scene is reflected by the increasingly large number of foreign officials who visit Ottawa. Moreover, governmental representatives who have been in New York at United Nations meetings or in Washington frequently come to this country before returning home.

In addition to the arrangements made for these visits, the Division took an active part in the work of the committee responsible for the state visit of the President of the French Republic and Mrs. Vincent Auriol in April. The seventh session of the North Atlantic Council, held in Ottawa at the invitation of the Canadian Government, was the first international conference of this scope and nature ever held in Canada. Officers of the Division represented the Department on the committee set up to organize the visit of Their Royal Highnesses, the Princess Elizabeth and the Duke of Edinburgh, in October and November, and also were responsible for certain matters in connection with their visit to the United States.

XI

Information, Press Office and Historical Research and Reports

1. Information

One of the responsibilities of the Information Division is to make available within Canada current information and reference material on Canada's external policies and on the general work of the Department; its main concern, however, is to inform other countries about Canada, as an important part of the conduct of external relations. While only four Canadian posts abroad have separately organized information sections, all posts devote considerable effort to meet what is obviously a genuine interest in Canada and in Canadian life; and the Information Division provides them with the necessary materials and services. The emphasis varies from country to country: in one, the chief aim is to have Canada's international objectives widely understood; in another, to foster trade relations, and, in another, to encourage emigration to Canada.

Press Liaison Abroad

In all Canadian Posts abroad a constant effort is made to maintain close relations with the press and other information media in order to stimulate a wider interest in Canadian matters. Similarly, Canadian delegations to international conferences endeavour to explain to the press and the public the Canadian point of view and to encourage a broader interest in Canadian policies and problems as revealed at the sessions.

Photographs and Photo-Features

During the year, some 20,000 photographs illustrating diverse aspects of the Canadian scene were distributed through Canadian posts and these were used widely. An average of 1,000 photographs a month was distributed on request from abroad. Twenty illustrated articles were sent to posts for placement with newspapers and periodicals. These photo-features, designed to describe Canadian life and development, included such varied topics as "Canadian Atomic Energy for Peace", "Canada Discovers Ballet", "East Meets West in Canada" (a feature on the Colombo Plan) and "Pathfinders for Freedom" (NATO air training in Canada). In addition, an average of two photo-releases a month was sent abroad on subjects of topical interest such as Canadian forces in Korea, the shipment of Canadian arms to Italy, the visit of President Auriol and the NATO Council meeting in Ottawa.

Visiting Journalists and Others

The Information Division is responsible for assisting Government officials, writers, newspapermen, lecturers, educationists and students who visit Canada. During 1951, more than 100 newspapermen and photographers were assisted in securing interviews with the specialists in their various fields and in visiting those parts of Canada in which they were particularly interested. One British writer was able to place 85 illustrated articles on Canada for publication in the United Kingdom within six months of his return from Canada.

Radio and Television

The establishment of friendly relations in the fields of radio and television is assuming increasing importance and throughout the year organizations in many countries have co-operated in focusing attention on Canada. For example, on the first of July, following widespread acceptance of a proposal that a friendly gesture be made to Canada, recognition of Canada's anniversary was included in the programmes of several hundred broadcasting stations in the United States. On the same occasion, radio stations throughout the world, particularly in Western Europe and in Latin America, in extending greetings to Canada, made use of recordings of the International Service of the Canadian Broadcasting Corporation (CBC-IS).

The Department works closely with the CBC-IS in presenting to other countries a picture of Canada and of Canadians. The International Service short wave programmes are Canada's only means of conveying information to certain countries.

In addition, CBC-IS arranges with radio organizations abroad to relay its programmes on standard wave lengths. These relays (some of them carried regularly) have greatly increased the listening audience. CBC-IS also provides transcriptions of Canadian programmes to broadcasting stations abroad, including albums of recorded works by Canadian composers. The Department assists in the distribution of recorded programmes in countries not reached directly by CBC-IS transmissions.

Films

With the co-operation of the National Film Board, a selection of Canadian documentary films is maintained at most diplomatic, consular and trade posts abroad. Fifty posts are carrying on an active programme of film distribution as a regular part of their information activities. The number of films varies with the distribution possibilities in the area concerned and ranges from a small basic assortment of thirty films to more than 500. All posts are equipped with moving picture projectors; films and, where necessary, projectors are lent on request. Both the selection of films and their distribution is arranged with Canada's particular objectives in each country in mind.

In 1951, more than 4,000,000 people in some fifty countries attended programmes of Canadian films lent by our posts and in some countries the demand far exceeds the supply of films.

In the United States and the United Kingdom, distribution of NFB films is handled mainly by the Board's offices on a commercial basis, supplemented by free distribution by our diplomatic posts. In other countries where the Board has commercial outlets, posts may assist by screening films for prospective buyers and by reporting on the standing of firms anxious to handle Canadian films. Posts also assist in arranging for the entry of NFB films in international festivals and in reporting the reception given to the Canadian entries.

Displays and Exhibitions

The Department provides posts with a limited number of photo displays illustrating various aspects of Canadian life such as the development of hydro-electric power or the growth of the aluminum industry. Posts report that these displays are in great demand. Exhibitions of silk screen reproductions of Canadian paintings also have proved popular.

The Department assists the National Gallery in arranging exhibitions of Canadian art in countries abroad. The Massey collection was sent to Australia and New Zealand and aroused great interest. An exhibition of Canadian paintings sent to Washington late in 1950 was later presented in San Francisco, San Diego, Santa Barbara and Seattle. In San Francisco, more than 11,000 visitors viewed the exhibition in one week. Pictures and works of sculpture were sent to the Women's International Art Club in London and other exhibits were arranged in New England, Brazil and Chile. The National Gallery also sent one work of Canadian sculpture for exhibition during the Festival of Britain. Through the Department, the National Gallery receives more requests for exhibits of Canadian art abroad than it can handle with its present facilities.

Presentation of Books

Limited funds are available to provide gifts of Canadian books and periodicals to university and other major libraries abroad. In the past year, collections of books and periodicals were presented to libraries in Australia, Finland, India, Italy, Pakistan and Sweden.

Enquiries

A very considerable part of the information work of all posts and of the Information Division in Ottawa consists in replying to enquiries about Canada. In one of the larger posts there may be as many as 1,500 requests a month. These may involve the preparation of exhaustive reference material for a foreign state on the operation of a department of the Canadian Government or the provision of simple factual material which will help a student to write an essay on Canada. Many of the enquiries can be dealt with through reference sources available at the post but, not infrequently, they are so comprehensive in nature that they must be referred to Ottawa.

In addition to enquiries referred by the posts, the Division received some 15,000 direct enquiries during the year. About one-fourth of these came from Canadians; the remainder came from fifty countries abroad.

UNESCO and International Exchanges

The Information Division is responsible for preparing background material and instructions for the Canadian Delegation to the General Conference of the United Nations Educational, Scientific and Cultural Organization. It is also the channel between UNESCO and organizations and individuals in Canada interested in its affairs. Queries from the Organization about Canada are answered by the Information Division in co-operation with many voluntary organizations in Canada. With the Technical Assistance Division of the Department of Trade and Commerce, the Division arranges for the studies in Canada of holders of UNESCO fellowships, and distributes a variety of UNESCO printed materials in Canada. During 1951, three educational seminars in England, France and in Canada were attended by Canadians and the Division was responsible for making the necessary arrangements.

The Division also deals with scholarships and fellowships abroad offered to Canadians, and, on various occasions during the year, the Division has arranged for the selection of Canadian candidates.

Publications

The Department issues a variety of publications, some printed and some in multilith form. A list of these publications will be found in Appendix E to this Report.

In addition, the Information Division provides Canadian posts with a *Daily Airmail Bulletin*, (a summary of Canadian news), and a *Summary of Editorial Opinion on International Affairs*, a monthly survey of leading editorials in Canadian newspapers.

2. Press Office

The steadily growing interest of Canadians in the external relations of their country was reflected in the increasing number of enquiries directed to the Department by the press. It is the responsibility of the Press Office to assist the press in obtaining information on external relations and on the activities of the Department. The Press Office receives and replies to enquiries from members of the Parliamentary Press Gallery and other journalists and commentators, makes arrangements for press conferences given by the Minister and handles the Department's press releases.

During the year, the Press Office also made the press arrangements for the visit of President Auriol of France and the preliminary press arrangements for the Ottawa meeting of the North Atlantic Council.

3. Historical Research and Reports

A Directorate of Historical Research and Reports was set up in December 1950, by bringing together under a senior officer a number of services—Archives, Library and Press Clipping. The Director of Historical Research represents the Department on the inter-departmental Committee on Public Records and acts as Chairman of the Archives Committee and the Library Committee.

Archives

During 1951, the work of the Archives Unit was expanded along the lines established in 1950. The main activity was the retirement of obsolete material, which amounted to some 15,500 files. In addition, disposition was made of 1,075 dormant files forwarded to Ottawa by the Canadian Embassies in Washington and Paris. A further collection of correspondence going back to 1893 was received from the Office of the High Commissioner in London and examined for anything of historical value.

The most important single event was the decision to microfilm the files of the Passport Office, which constitute by far the biggest volume of records in the Department's custody. The microfilming will take over a year to complete and will eliminate approximately 1,500,000 files; about 100,000 files were reduced to microfilm in 1951.

Guidance furnished to posts abroad permits them to dispose of obsolete and ephemeral material. Individual posts have made progress during the year and are putting this programme on a systematic, continuing basis.

Useful material on the methods employed in records management by the governments of several of the more important countries has been obtained for the guidance of the Department and the inter-departmental Public Records Committee.

Measures have been taken to ensure better classification and preservation of records of special value such as treaty records.

Library and Press Clipping Services

The Department's Library specializes in works dealing with international relations, but contains also a comprehensive collection of books on history, economics and political science. Over 220 periodicals and newspapers are subscribed to and circulated within the Department.

A major activity of the Library is the classification and distribution of documents from foreign governments and international organizations. During the year, more than 100,000 documents have been received from the United Nations, the Specialized Agencies and the Organization for European Economic Co-operation. The number of reports and other papers received from other governments has exceeded 16,600.

In 1950, a survey of the Library was conducted by an expert of the Library of Parliament, who submitted a number of recommendations. In the course of 1951, every effort was made to implement these recommendations. The staff was strengthened, new sections were set up and an extensive re-classification and re-cataloguing of material was undertaken.

Each post abroad maintains a library including standard reference works, books on the country in which it is located and Canadian publications. During 1951, the regulations governing these libraries were thoroughly revised.

Measures have been taken to effect a substantial cut in the expense of the Press Clipping Service without impairing its efficiency.

XII

Consular Affairs

1. Assistance to Canadians Abroad

A number of Canadian citizens stranded and destitute abroad were assisted with funds on a recoverable basis. They included a small group of persons who, after living for many years in Roumania, were expelled on short notice by the authorities of that country. With the co-operation of the United Kingdom consular authorities and Canadian posts en route, these people were repatriated.

The Department has been much concerned throughout the year with the difficulties of Canadian citizens in China. At the beginning of the year, there were still about 400 Canadians in that country, the great majority of whom were missionaries and their dependents. By the close of the year, voluntary departures and expulsions had reduced the number to about 200. The welfare of a small number of Canadians held in custody by the Chinese communist authorities continues to be a subject of anxiety. The United Kingdom Chargé d'Affaires in Peking, in the absence of direct Canadian diplomatic representation in China, has made repeated representations on their behalf.

During the year, much time was occupied in advising Canadian citizens concerning their liability for service in the United States forces.

2. Co-operation with Other Departments

The movement of Canadian armed forces to Europe for the North Atlantic Treaty Organization and increased Canadian naval and air activities abroad have given rise to increased consular activity.

In co-operation with the Department of Citizenship and Immigration, agreements were made with the Governments of India, Pakistan and Ceylon, permitting the admission to Canada of selected immigrants from those countries on a limited basis.

Also in co-operation with that Department, agreement was reached with the Government of Austria by which, in exchange for favourable treatment shown to Canadian citizens travelling in Austria, citizens of that country might visit Canada on multi-entry visas granted free of charge and valid for a period of twelve months.

Officers of the Department have continued to represent the Department of Citizenship and Immigration at Posts where that Department is not directly represented.

3. Registration of Canadians Abroad

During the year, the practice of encouraging the voluntary registration of Canadian citizens residing abroad was formalized and necessary administrative arrangements were made. Over 4,000 Canadians have so far registered at posts abroad other than those in the United Kingdom and the United States. The information obtained provides accurate data concerning the status of persons who may seek protection or assistance and ensures the ready availability of records both in Ottawa and abroad in the event of emergency.

4. Passports, Visas and Certificates of Identity

During the fiscal year ending March 31, 1951, 67,513 passports were issued and, of this total, 62,545 were issued by the Passport Office in Ottawa. During the same period, the Passport Office issued 2,243 Canadian certificates of identity to bona fide residents of Canada who were unable to obtain national passports or other travel documents, and 366 certificates were renewed. The total revenue for the period was \$317,178. With the exception of the war years, when passports were necessary for travel to the United States, figures for the fiscal year 1950-51 were the highest ever recorded.

On June 30, a new passport regulation was published in the *Canada Gazette* requiring Canadians who intend to visit the Union of Soviet Socialist Republics, Poland, Czechoslovakia, Albania, Bulgaria, Hungary, Roumania, or the Soviet Zone of Occupation in Germany, to notify the Department of their travel plans and intentions and, after reaching any of these countries, to report their arrival and departure to the appropriate Canadian or United Kingdom authorities. This procedure should enable the Department to extend speedy and effective assistance to Canadians who may encounter difficulties.

XIII

Organization, Personnel and Administration of the Department

1. Organization

The Secretary of State for External Affairs is the head of the Department. He is assisted by an Under-Secretary (the deputy head of the Department), a Deputy Under-Secretary, three Assistant Under-Secretaries and officers of various ranks designated as Foreign Service Officers, Consular Officers, Information Officers and Administrative Officers.

In Ottawa, officers below the rank of Assistant Under-Secretary serve in divisions and sections, the names and duties of which are set forth in the Annual Reports for 1949 (pages 9-11) and 1950 (pages 1-2).

Eighteen embassies, eight legations, six high commissioners' offices and twelve consulates or consulates general are now maintained abroad by the Canadian Government. The Canadian diplomatic representatives in Belgium, Norway and Sweden are accredited also to Luxembourg, Iceland and Finland respectively, though legations are not at present maintained in these countries. A liaison mission is stationed in Japan and a military mission in Berlin. Permanent delegations are maintained to the United Nations in New York, to the European Office of the United Nations in Geneva, and to the Organization for European Economic Co-operation in Paris.¹

2. Personnel

The Annual Report for 1950 dealt in some detail with the recruitment, training, promotion and permanent appointment of both officer and administrative personnel. Only important changes in personnel matters are, therefore, recorded in this year's report.

A detailed survey of the Department's establishment has been completed and recommendations on the numbers and classes of positions required at headquarters in Ottawa and at posts abroad have been submitted to Treasury Board through the Civil Service Commission. After review by the Commission, the Department's recommended officer establishment has been approved by Treasury Board and it is expected that its administrative staff recommendations will shortly be forwarded to Treasury Board by the Commission. Although most units of the Department had been surveyed before April 1, 1951, the Department's recommendations were revised in the light of staff reductions which were made throughout the Government Service at the beginning of the fiscal year 1951-52.

The Department's policy in granting permanent appointment has remained unchanged and the Department has proceeded with the permanent appointment of as many of its eligible employees as possible. By the end of 1950, the number of permanent employees in the Department accounted for 65 per cent of the Department's quota, 769. Since then the proportion has risen to about 71 per cent.

¹ See also Chapter X and Appendix A.

As anticipated in the Department's Report for 1950, a new promotion policy for administrative staff has been developed. Its object is to ensure that members of the Department who, by reason of their service abroad, cannot compete in the usual Civil Service promotional competitions, shall still have the same opportunity of promotion as persons serving in Ottawa. To this end, a Promotion Selection Board, composed of three members of the Department and a representative of the Civil Service Commission has been established. It is the responsibility of this Board, whenever a position to which a member of the Department's administrative staff may be promoted falls vacant, to review all those in the Department eligible to receive promotion and to make recommendations to the Under-Secretary. Names of persons considered most deserving of promotion to the vacancy concerned are then forwarded to the Civil Service Commission. This Promotion Board has now met on a number of occasions and the new system appears to be working efficiently.

Postings and transfers of External Affairs staff during the year have been reported in the monthly bulletin of the Department, *External Affairs*.

No Foreign Service Officers were recruited during 1951. The Civil Service Commission, however, held a competition for Officers of grades 1 and 2 on November 30 and December 1. It is expected that some of the successful candidates in this competition will join the Department in the course of 1952. On December 31, the staff of the Department was distributed between Ottawa and posts abroad as follows:

	Ottawa	Abroad	Total
Officers (including heads of mission) . . .	120	134	254
Administrative Staff	469	230	699
Local employees	—	332	332
Total	589	696	1,285

3. Administration

After a full year's operation of the reorganized Finance Division, a further improvement in the financial operations of the Department can be reported. Uniformity in accounting methods and a speeding up of the submission of revenue and expenditure statements from posts abroad have made it possible to reflect these transactions in the Departmental accounts more promptly. This has resulted in a better control which will result in closer estimating. The Department is, at present, financing a few of its posts abroad with local funds received from countries repaying their military relief accounts or with funds received in payment of war reparations, which represents a temporary conservation of Canadian dollars.

The Supplies and Properties Section continued to expand its services to posts abroad during the year and a European Properties Office was established in Paris late in 1951. The Advisory Committee on Properties and Furnishings reviewed the requirements of various posts, particularly in Western Europe. Furnishing programmes for the official residences in Paris and Copenhagen, properties purchased in the previous year, were approved. A new residence for the Ambassador at Belgrade is being furnished. Plans were prepared for a residence in Rome. These projects are being financed through the settlement of military relief credits.

New office premises were leased in Bonn, Brussels and Caracas. Of the total number of posts maintained by the Department abroad, there are 14 where the Canadian Government owns property.

During 1951, progress was made in correcting the allowance structure of the Department by filling existing gaps and by adjusting allowances to meet more closely the purposes for which the Canadian foreign service allowances are designed.

The introduction of new equipment and new methods in communications has enabled the Department to carry on its business abroad with considerably less staff and at less cost.

With the co-operation of the Department of Veterans Affairs, it has been possible to make use of that Department's office machines, by the installation of a punch card system. This arrangement has resulted in a considerable saving and has had the immediate effect of a sharp reduction in the hours taken to prepare the estimates. At the same time, the Department has taken measures to make greater use of electrical dictating equipment with a consequent saving in staff and increase in efficiency.

XIV

Canadian Representation at International Conferences¹

The Department, through its International Conferences Section, is responsible for co-ordinating Canadian participation in international conferences. Decision as to Canadian participation is made by the Secretary of State for External Affairs or, where appropriate, by the Cabinet, upon the recommendation of the Department concerned.

In 1951, the Canadian Government was represented at 146 conferences and meetings. This figure does not include the numerous sittings of various standing boards, committees and commissions on which Canada is represented by a permanent member. Nor does it cover meetings where the Department considered that the matter dealt with was of sufficient interest to warrant sending only an unofficial observer.

Four of the conferences attended were summoned by governments, 105 by inter-governmental organizations and twenty-seven by non-governmental organizations. Of those summoned by inter-governmental organizations, twenty-one were summoned by the United Nations and its main organs and forty-six by the United Nations Specialized Agencies.

Ninety-four of the 146 conferences attended were held in Europe, of which twenty-four were at Geneva, eighteen at Paris and fourteen at London. Forty conferences were held in the Western Hemisphere, of which nine were held at New York, seven at Washington, two at Montreal and four at Ottawa. Eight conferences met in South Asia and Australia.

¹For a chronological list of the conferences and meetings attended by Canadian representatives and for the names of the representatives, see the 1951 issues of *External Affairs*, the monthly bulletin of the Department.

Appendix A

Posts Maintained Abroad by the Department¹

Name of Country	Nature of Post
Argentina	Embassy
Australia	High Commissioner's Office
Belgium	Embassy
Brazil	Embassy
China	Consulate General (Shanghai)
Chile	Embassy
Cuba	Embassy
Czechoslovakia	Legation
Denmark	Legation
France	Embassy
Germany	Embassy (Bonn), Military Mission (Berlin), Consulate (Frankfurt)
Greece	Embassy
India	High Commissioner's Office
Ireland	Embassy
Italy	Embassy
Japan	Liaison Mission
Mexico	Embassy
Netherlands	Embassy
New Zealand	High Commissioner's Office
Norway	Legation
Pakistan	High Commissioner's Office
Peru	Embassy
Poland	Legation
Sweden	Legation
Switzerland	Legation
Turkey	Embassy
Union of South Africa	High Commissioner's Office
Union of Soviet Socialist Republics	Embassy
United Kingdom	High Commissioner's Office
United States of America	Embassy (Washington), Consulates General (Boston, Chicago, New York, and San Francisco), Consulate (Detroit), and Vice-Consulate (Portland, Maine)
Venezuela	Consulate General
Yugoslavia	Embassy
Name of Organization	Nature of Post
United Nations	Permanent Delegations (New York and Geneva)
Organization for European Economic Co-operation	Permanent Delegation (Paris)

¹ The Department does not maintain posts in Iceland, Finland and Luxembourg, but ministers are accredited to these countries, viz., the Minister to Norway, to Iceland; the Minister to Sweden, to Finland; and the Ambassador to Belgium, to Luxembourg.

Appendix B

Diplomatic Missions in Canada*

Name of Country	Nature of Post
Argentina	Embassy
Australia	High Commissioner's Office
Belgium	Embassy
Brazil	Embassy
Chile	Embassy
China	Embassy
Cuba	Embassy
Czechoslovakia	Legation
Denmark	Legation
Finland	Legation
France	Embassy
Germany	Embassy
Greece	Embassy
India	High Commissioner's Office
Ireland	Embassy
Italy	Embassy
Mexico	Embassy
Netherlands	Embassy
New Zealand	High Commissioner's Office
Norway	Legation
Pakistan	High Commissioner's Office
Peru	Embassy
Poland	Legation
Sweden	Legation
Switzerland	Legation
Turkey	Embassy
Union of South Africa	High Commissioner's Office
Union of Soviet Socialist Republics	Embassy
United Kingdom	High Commissioner's Office
United States of America	Embassy
Uruguay	Legation
Yugoslavia	Embassy

*Iceland and Luxembourg do not maintain diplomatic missions in Canada but their Ministers to the United States are also accredited to Canada.

**Inter-Governmental International Organizations of
Which Canada is a Member**

Canada-United Kingdom

Canada-United Kingdom Continuing Committee on Trade and
Economic Affairs

Canada-United States

International Boundary Commission
International Fisheries Commission (Halibut)
International Ice Observation and Ice Patrol Service in the North
Atlantic Ocean
International Joint Commission
International Pacific Salmon Fisheries Commission
Joint United States-Canada Industrial Mobilization Committee
Permanent Joint Board on Defence

Commonwealth of Nations

Commonwealth Advisory Aeronautical Research Council
Commonwealth Agricultural Bureaux
Commonwealth Air Transport Council
Commonwealth Economic Committee
Commonwealth Shipping Committee
Commonwealth Telecommunications Board
Imperial War Graves Commission
South Pacific Air Transport Council

Inter-Allied Organizations

Far Eastern Commission
Inter-Allied Reparations Agency
Inter-Allied Trade Board for Japan
Restitution Advisory Committee

Inter-American Organizations

Commissions on Geography and on Cartography of the Pan-American
Institute of Geography and History
Inter-American Conference on Social Security
Inter-American Radio Office
Postal Union of the Americas and Spain

Other Organizations

Central Bureau, International 1:1,000,000 Map of the World
Consultative Committee on Economic Development in South and
Southeast Asia
General Agreement on Tariffs and Trade
International Bureau of Weights and Measures
International Committee of Military Medicine and Pharmacy
International Cotton Advisory Committee

International Customs Tariffs Bureau
International Hydrographic Bureau
International Institute of Refrigeration
International Materials Conference
International Rubber Study Group
International Tin Study Group
International Union for the Protection of Industrial Property
International Union for the Protection of the Rights of Authors
and their Literary and Artistic Works
International Whaling Commission
International Wheat Council
International Wool Study Group
North Atlantic Treaty Organization
Organization for European Economic Co-operation (as an associate
member only)
Preparatory Committee of the Proposed Inter-Governmental Maritime
Consultative Organization
United Nations (including the International Court of Justice)

Specialized Agencies of the United Nations

Food and Agriculture Organization (FAO)
International Bank for Reconstruction and Development (IBRD)
International Civil Aviation Organization (ICAO)
International Labour Organization (ILO)
International Monetary Fund (IMF)
International Refugee Organization (IRO)
International Telecommunications Union (ITU)
United Nations Educational, Scientific and Cultural Organization
(UNESCO)
Universal Postal Union (UPU)
World Health Organization (WHO)
World Meteorological Organization (WMO)

Treaties, Conventions and Other International Agreements Concluded by Canada During 1951

1. Multilateral Agreements

Third Additional Supplementary Protocol to the Brussels Agreement of December 5, 1947, relating to the Resolution of Conflicting Claims to German Enemy Assets, to the First Protocol, signed in Brussels on February 3, 1949, and to the Second Protocol, signed in Brussels on May 10, 1950, Additional to that Agreement. Signed at Brussels, January 24, 1951. In force January 24, 1951.

Declaration on the Continued Application of the Schedules to the General Agreement on Tariffs and Trade. Signed at Torquay, April 21, 1951. In force April 21, 1951.

Fifth Protocol of Rectifications to the General Agreement on Tariffs and Trade. Signed at New York, May 7, 1951. Not yet in force.

Torquay Protocol to the General Agreement on Tariffs and Trade. Signed at New York, May 7, 1951. In force June 6, 1951.

Decisions agreeing to the Accession of Austria, the Federal Republic of Germany, Korea, Peru, the Philippines and Turkey to the General Agreement on Tariffs and Trade. Signed at New York, May 7, 1951. In force June 21, 1951.

Agreement between the Parties to the North Atlantic Treaty regarding the Status of their Forces. Signed at London, June 19, 1951. Not yet in force.

Union Convention of Paris, March 20, 1883, for the Protection of Industrial Property, revised at Brussels, December 14, 1900; at Washington, June 2, 1911; at The Hague, November 6, 1925, and at London, June 2, 1934. Instrument of Accession of Canada deposited June 26, 1951. In force for Canada July 30, 1951.

Treaty of Peace with Japan. Signed at San Francisco, September 8, 1951. Not yet in force.

Agreement on the Status of the North Atlantic Treaty Organization, National Representatives and International Staff. Signed at London, September 20, 1951. Not yet in force.

Protocol to the North Atlantic Treaty on the Accession of Greece and Turkey. Signed at London, October 17, 1951. Not yet in force.

Agreement for the Preparation and Adoption of the New International Frequency List for the Various Services in the Bands between 14 kc/s and 27,500 kc/s, with a view to bringing into force the Atlantic City Table of Frequency Allocations. Signed at Geneva, December 3, 1951. Not yet in force.

International Plant Protection Convention. Signed at Rome, December 6, 1951. Not yet in force.

2. Bilateral Agreements

Belgium

Agreement concerning War Graves between the Commonwealth and Belgium. Signed at Brussels, July 20, 1951. In force July 20, 1951.

Ceylon

Exchange of Notes constituting an Agreement regarding the Entry to Canada for Permanent Residence of Citizens of Ceylon. Signed at London, January 26 and April 24, 1951. In force April 24, 1951.

France

Agreement relating to the Terms of Compensation of Canadian Interests in Nationalized Gas and Electricity Undertakings in France. Signed at Paris, January 26, 1951. In force January 26, 1951.

Agreement for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with respect to Taxes on Income. Signed at Paris, March 16, 1951. Not yet in force.

Agreement and Protocol for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with respect to Succession Duties. Signed at Paris, March 16, 1951. Not yet in force.

Exchange of Notes constituting an Agreement for the Settlement of Canada's Claim in respect of Military Relief and the Claim of France in respect of French Vessels requisitioned by Canada during the War. Signed at Ottawa, June 26 and July 4, 1951. In force July 4, 1951.

Agreement concerning War Graves between the Commonwealth and France. Signed at Paris, October 31, 1951. In force October 31, 1951.

Exchange of Notes constituting an Agreement abrogating the Agreement of March 22, 1946, concerning the Release of certain Private Property from Government Control. Signed at Ottawa, November 13 and December 8, 1951. In force December 8, 1951.

ICAO

Agreement regarding the Headquarters of the International Civil Aviation Organization. Signed at Montreal, April 14, 1951. In force May 1, 1951.

India

Exchange of Notes constituting an Agreement concerning the Entry to Canada for Permanent Residence of Citizens of India. Signed at Ottawa, January 26, 1951. In force January 26, 1951.

Exchange of Notes constituting an Agreement giving Formal Effect to the Statement of Principles agreed between the two Countries for Co-operative Economic Development of India. Signed at New Delhi, September 10, 1951. In force September 10, 1951.

Ireland

Exchange of Notes constituting an Agreement amending the Annex to the Air Agreement of August 8, 1947. Signed at Dublin, July 9, 1951. In force July 9, 1951.

Italy

Exchange of Notes constituting an Agreement for the Settlement of certain Canadian War Claims and the Release of Italian Assets in Canada. Signed at Ottawa, September 20, 1951. Not yet in force.

Netherlands

Agreement concerning War Graves between the Commonwealth and the Netherlands. Signed at The Hague, July 10, 1951. In force July 10, 1951.

Pakistan

Exchange of Notes constituting an Agreement giving Formal Effect to the Statement of Principles agreed between the two Countries for Co-Operative Economic Development of Pakistan. Signed at Karachi, September 10, 1951. In force September 10, 1951.

Exchange of Notes constituting an Agreement regarding the Entry to Canada for Permanent Residence of Citizens of Pakistan. Signed at Karachi, October 23, 1951. In force October 23, 1951.

Sweden

Agreement for the Avoidance of Double Taxation and the Establishment of Rules for Reciprocal Fiscal Assistance in the matter of Income Taxes. Signed at Ottawa, April 6, 1951. In force September 1, 1951.

Turkey

Exchange of Notes constituting an Agreement on the Issuance of Multi-Entry Visas to Diplomatic Representatives and Officials. Signed at Ottawa, February 9, 1951. In force March 10, 1951.

Union of South Africa

Exchange of Notes constituting an Agreement regarding the Temporary Suspension of the Margin of Preference on Unmanufactured Logs. Signed at Ottawa, January 3 and 16, 1951. In force January 1, 1951.

Exchange of Notes constituting an Agreement concerning the Avoidance of Double Taxation on Income derived from the Operation of Ships and Aircraft. Signed at Pretoria, November 26, 1951. Not yet in force.

United Kingdom

Financial Agreement. Signed at Ottawa, June 29, 1951. In force June 29, 1951, with retroactive effect from January 1, 1951.

Exchange of Notes constituting an Agreement extending to Certain Colonial Territories the Double Taxation Agreement of June 5, 1946. Signed at Ottawa, July 27 and August 14, 1951. In force September 25, 1951.

United States of America

Convention relating to the Operation by Citizens of either Country of Certain Radio Equipment or Stations in the other Country. Signed at Ottawa, February 8, 1951. Not yet in force.

Exchange of Notes constituting an Agreement modifying temporarily the Pacific Ocean Weather Station Programme established by the Agreement of June 22, 1950. Signed at Washington, September 25, 1950, and February 16, 1951. In force February 16, 1951.

Exchange of Notes amending the Agreement of March 12, 1942, respecting Unemployment Insurance. Signed at Ottawa, July 31 and September 11, 1951. In force September 11, 1951.

Exchange of Letters providing for the Renewal of the Arrangement of 1942 for the Exchange of Agricultural Labour and Machinery. Signed at Ottawa, March 15 and 16, 1951. In force March 16, 1951.

Exchange of Notes constituting an Agreement on Civil Defence Co-Ordination. Signed at Washington, March 27, 1951. In force March 27, 1951.

Exchange of Notes constituting an Agreement concerning the Disposal of United States Excess Property in Canada. Signed at Ottawa, April 11 and 18, 1951. In force April 18, 1951.

Supplementary Convention to the Supplementary Convention between Her Majesty and the United States of America for the Mutual Extradition of Fugitive Criminals, signed at Washington, December 13, 1900. Signed at Ottawa, October 26, 1951. Not yet in force.

Venezuela

Exchange of Notes constituting an Agreement renewing the Terms of the "Modus Vivendi" of October 11, 1950, for a Period of one Year. Signed at Caracas, October 10 and 11, 1951. In force October 11, 1951.

Appendix E

Publications of the Department

I. Printed Publications¹

Annual Report of the Department of External Affairs. A report on the activities of the Department submitted each year to Parliament. (Canada and the United States, 25 cents; other countries, 30 cents.)

Canada Treaty Series. Text of the treaties, conventions and agreements concluded between Canada and other countries. (Canada and the United States, 25 cents; other countries, 30 cents.)

Canadian Representation Abroad and Representatives of Other Countries in Canada. Published quarterly. (Canada and the United States, 25 cents; other countries, 30 cents.)

Conference Series. Reports on the proceedings of certain international conferences in which Canada has participated since 1945. (Canada and the United States, 50 cents; other countries, 60 cents.)

Diplomatic and Consular Representatives in Ottawa. Published quarterly. (Canada and the United States, 15 cents; other countries, 20 cents.)

External Affairs. A monthly bulletin providing reference material on Canada's external relations and reports on the current work of the Department. (\$1.00 a year; students, 50 cents.)

White Paper. Documents on the Korean Crisis. Submitted to Parliament on January 31, 1951, and supplementing the report entitled *Canada and the Korean Crisis* submitted to Parliament on September 1, 1950. (Canada and the United States, 25 cents; other countries, 30 cents.)

Special Publication. Canada from Sea to Sea. An illustrated booklet for distribution abroad dealing in popular style with the history, geography and, economic, social and artistic life of Canada. Published in English, French, Spanish, Italian and Portuguese. Editions in Dutch, Danish, and German will be available in 1952. (Canada, 25 cents.)

II. Mimeographed Reference Material

Canadian Weekly Bulletin. A survey of the week's Canadian events.²

Fact Sheets. A set of twenty one-page documents dealing with such subjects as Canadian history, transportation, foreign trade, etc.³

Reprints. Articles on Canada reprinted, with the permission of the publisher and author, from various sources, chiefly from Canadian periodicals.³

Reference Papers. Background material on Canada and Canadian activities.³

Statements and Speeches. Texts of important official statements on external or domestic affairs.³

¹ May be obtained in both English and French from the Queen's Printer, Ottawa.

² Distributed outside Canada only.

³ Items in this series which deal with international affairs are distributed in Canada as well as abroad. They may be obtained from the Information Division, Department of External Affairs, Ottawa.

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REPORT
of the
DEPARTMENT OF
EXTERNAL AFFAIRS

1952



CANADA

REPORT
of the
DEPARTMENT OF
EXTERNAL AFFAIRS
1952

ERRATUM

Page 14, paragraph 2:

The first two sentences of this paragraph should read as follows -

"Through the United Nations, Canada continued actively to encourage the Arab states and Israel to compose their differences, either by direct negotiations or with the aid of the United Nations Conciliation Commission for Palestine. Canada also supported the three-year plan of the United Nations Relief and Works Agency for Palestine Refugees."

~~from~~
Canada

Edmond Cloutier, C.M.G., O.A., D.S.P.
Queen's Printer and Controller of Stationery
Ottawa, 1953

Price: 25 cents

REPORT
of the
DEPARTMENT OF
EXTERNAL AFFAIRS

1952

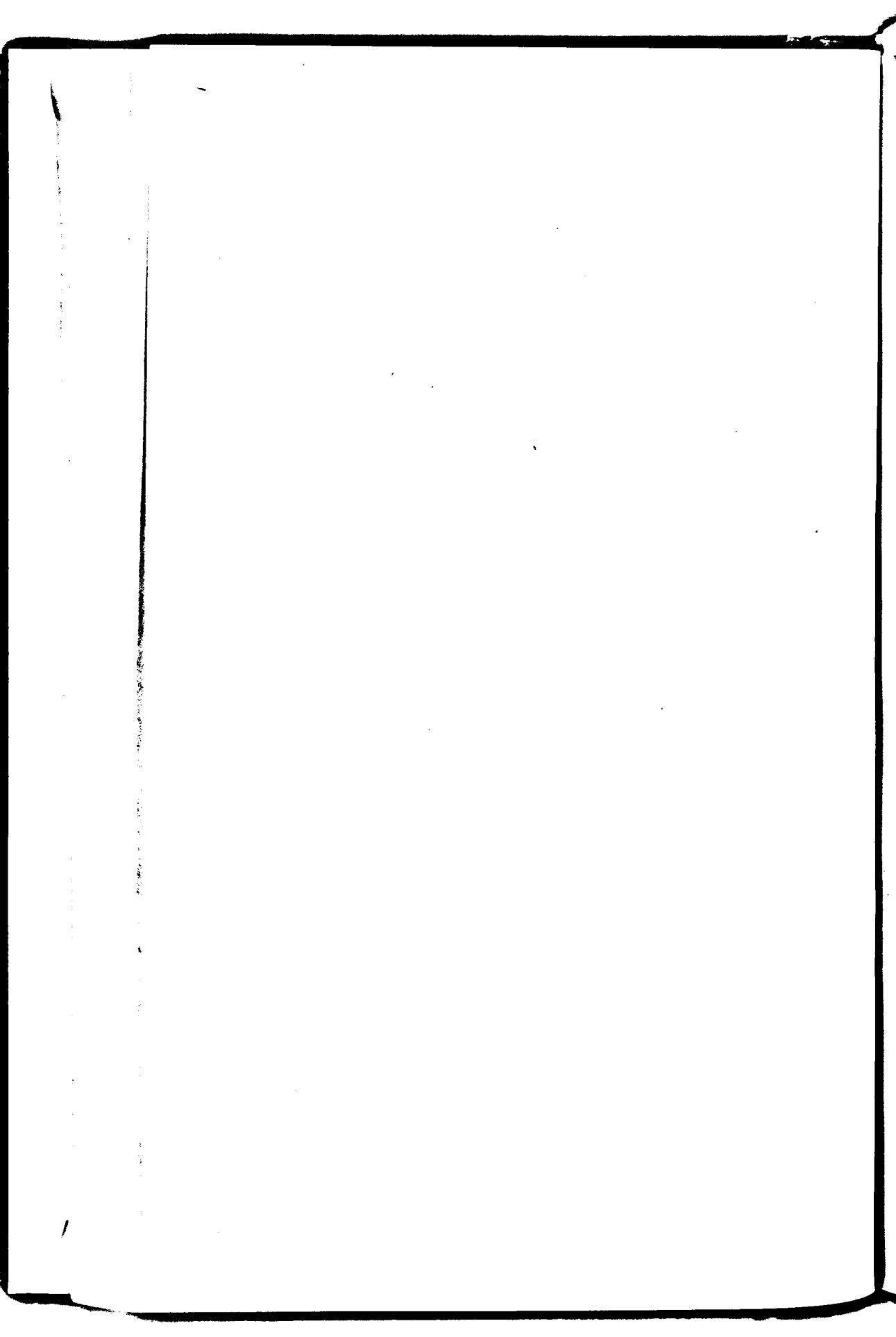
Submitted to Parliament under the Provisions of the
Department of External Affairs Act



Canada

Edmond Cloutier, C.M.G., O.A., D.S.P.
Queen's Printer and Controller of Stationery
Ottawa, 1953

Price: 25 cents



FOREWORD

During 1952, the danger signs from the point of view of maintenance of world peace had not disappeared, but the world had still been spared the disaster of global war. This avoidance of catastrophe has not been accidental. It is primarily due to the fact that those peoples and governments which link peace with freedom have become collectively stronger and have supported positive policies in crucial areas where the threat to world peace is most direct, and where situations exist which contain in themselves the seeds of global war. Canada has played a part in this process by strengthening itself, and by co-operating with others through the regular channels of diplomacy, through the United Nations, and through the North Atlantic Treaty Organization.

Throughout the year, Korea has been the focus of the energies and thoughts of all nations, especially those whose forces have already successfully resisted aggression there, and who are striving through the United Nations to restore peace in that area. The negotiations at Panmunjom, which began in 1950, continued throughout the year, and agreement on the terms of an armistice was reached on all but one outstanding issue, the disposition of prisoners of war. Because of failure to reach agreement on this issue, the armistice talks were recessed on October 8, 1952.

The seventh session of the General Assembly, which began on October 14 and was adjourned on December 21 to be resumed in the new year, reflected this deep concern with Korea. At the beginning of the session it was agreed unanimously that the Korean issue should be given priority. The debate on this issue centered around the one remaining obstacle to the achievement of an armistice—the repatriation of prisoners-of-war. The resolution on Korea, originally sponsored by the Government of India, which fifty-four members of the General Assembly approved on December 3, represented an important and constructive move to solve this question. It reflected a full and free exchange of views between members of the United Nations, and was a consensus of these views arrived at after lengthy negotiation and discussion. If it had been accepted, it could have brought the fighting in Korea to an end without delay. Communist governments and leaders and their followers in other countries, including our own, who now express interest in ending the bloodshed and destruction in Korea, had an opportunity to prove the sincerity of their words when the resolution on Korea was before the Assembly. They exposed the hypocrisy of their own peaceful protestations when they rejected this Korean resolution in scornful and violent terms.

Despite this rejection, I am convinced that the efforts which we have made have not been in vain and that they represent an important United Nations achievement. For one thing, we would have failed in our responsibility to our world organization and its principles had we not made the attempt. For another, it has been demonstrated that nearly every member of the United Nations except the Soviet bloc—and China—was prepared to support a proposal which, consistent with United Nations principles,

would have provided the basis for an armistice and eventual peace in Korea. To bring the fighting in Korea to an end and to move forward into the positive phases of reconstruction and peaceful settlement is still, therefore, the great challenge which faces the United Nations.

The other major question which occupied the attention of the United Nations during the year arose from colonial and racial issues. Here the problem was to achieve a reconciliation of the principle of the domestic jurisdiction of sovereign states, and the responsibility of some of them for the administration of dependent peoples in their progress toward self-government, with the legitimate interest of the United Nations in human rights and freedom for all peoples. These issues were fully and freely discussed at the seventh session and on the whole with moderation and a sense of responsibility. There were signs of a growing realization that our differences rest more on questions of means than of ends, more on the pace of progress than on the ultimate destination, about which there is an increasing measure of agreement.

In the search for a solution to these great international problems the nations of the Commonwealth worked closely together, even when they were not able to agree. Indeed, during the year the Commonwealth again demonstrated its strength and resilience in many fields of common endeavour. The lamented death of King George VI, and the accession of Queen Elizabeth, demonstrated in sorrow and in loyalty the strength of the association which links the countries of the Commonwealth to and through the Crown. The ties between old and new members of the Commonwealth have been strengthened throughout the year, participation in the Colombo Plan, for instance, providing a new and important link.

The meeting of Prime Ministers and Finance Ministers of Commonwealth Governments at the close of the year represented a sincere and constructive effort to examine and resolve the economic and financial problems of the sterling area with a view to increasing trade and fostering development within the Commonwealth, and between Commonwealth and other countries.

In Europe, the trend has continued toward more and closer co-operation, not only in collective defence but in the economic and political fields as well. During the year there were a number of important developments to this end. These included the contractual arrangements with the Federal German Republic, the treaty establishing the European Defence Community within the NATO framework, and the coming into effect of the European Coal and Steel Community Treaty. Still other measures providing for closer political unity have been under discussion in the Council of Europe and elsewhere. This movement towards European unity has not been easy or swift, and the obstacles in the way of further progress remain considerable. Old traditions of exclusive national sovereignty and memories of earlier strife persist. True, they are being transformed into new forms of co-operation and new loyalties; but this cannot be achieved over night.

Canada is concerned in these developments in Western Europe because our defence lines now run through that area, and because of our interest in the emerging Atlantic community. Our participation in the work of NATO and the presence of Canadian defence forces in Western Europe are witness to that concern.

Relations with our neighbour, the United States, have continued along their traditional close and friendly lines. They encompass many fields of common action and include an ever-increasing number of problems of mutual concern.

These problems arise in part out of the strong and responsible leadership which the United States is giving the peaceful coalition of free nations—in which Canada is playing a worthy part. They arise also from the growing importance and complexity of the defence, economic and commercial relations between the two countries.

The fact that most of these problems and differences between the two countries are resolved without too much difficulty, and often without any publicity, is a tribute to the good neighbourly relations that have been established between the two peoples. This should not obscure the fact, however, that problems continue to exist. One of the most important of them is the St. Lawrence Project on which progress in planning has been made during the year. The two governments agreed on arrangements for the construction and operation of power works by Ontario in co-operation with an appropriate United States authority, and for a Canadian authority to proceed with the Seaway.

During the year, the North Atlantic Treaty Organization continued to consolidate and strengthen its collective effort for peace and security. The two Council meetings held during 1952 at Lisbon and at Paris, the new permanent headquarters, reflected the growing solidarity of the member nations, which now include Greece and Turkey. They also reflected the pattern of intimate consultation and mutual assistance which increasingly marks the relationships between the participating states, not only in the field of military defence, but also in the broader political, economic, and social fields which underlie arrangements for the common defence. The Paris meeting in December provided, among other things, for preliminary consideration of the progress of the Annual Review of force requirements and political and economic capabilities. The Council noted that the increase in forces agreed to at Lisbon had been substantially achieved by the end of 1952, and that it was planned to make further efforts in 1953, both individually and collectively, to strengthen the forces now in being. Consideration of the final report on the Annual Review will not be possible, however, until the spring of 1953.

In the final communiqué of the Paris meeting, the NATO Council affirmed that if some improvement has taken place in the general international situation, this should be attributed to the efforts which member governments have made to increase their collective strength and their unity since the foundation of the alliance. Any relaxation in these efforts would mean a corresponding increase in the dangers to which they are still exposed.

For Canada, situated at the geographic crossroads of the modern world, foreign policy and defence policy are interrelated. Both are directed to the same end—the maintenance of peace and the establishment of security. National security, however, is inseparable from the security of the free world. To achieve this, vigilance and patience, unity and strength, will be required.

Peace and security are not, however, acquired automatically, but will result only from the steady and continuous pursuit of, and adherence to

constructive policies. This requires a realistic understanding of the menace of communist imperialism, to meet which the free world must persist in collective efforts to prevent aggression and, equally important, to strengthen the economic and moral basis on which a strong defence must rest. It requires also a never-ending search for genuine opportunities to reduce tension and settle outstanding issues through negotiation and conciliation. It is in this context that Canadian external policy during the past year, whether expressed in our direct relations with other states or in our membership in the United Nations or NATO, should be judged.

L B Pearson
Secretary of State
for External Affairs.

OTTAWA, February 7, 1953.

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The Honourable L. B. PEARSON, M.P.,
Secretary of State for External Affairs.

This forty-third yearly account of the affairs, proceedings and transactions of the Department of External Affairs—which covers the calendar year 1952—is submitted to you for tabling in Parliament in accordance with the provisions of the statute establishing the Department.

The account falls into fourteen chapters. The first two chapters are a summary of the participation of Canada in the United Nations and the North Atlantic Treaty Organization. Chapters III to VI constitute a review of the relations of Canada within the Commonwealth and, continent by continent, with the other countries. In chapters VIII to XIV are set forth, on a functional basis, the defence, legal, consular and other principal affairs dealt with by the Department.

Annexed to the report are five appendices listing the countries with which Canada maintains direct diplomatic or consular relations, the countries which maintain diplomatic missions in Canada, the inter-governmental international organizations of which Canada is a member, the treaties concluded by Canada during the year, and the publications of the Department.

I take this opportunity to express my appreciation of the diligence and devotion with which all members of the Department, both at home and abroad, have carried out their duties.

L. D. WILGESS,
*Under-Secretary of State
for External Affairs.*

OTTAWA, January 20, 1953.

REPORT OF THE DEPARTMENT OF EXTERNAL AFFAIRS, 1952

I

THE UNITED NATIONS AND THE SPECIALIZED AGENCIES

1. THE UNITED NATIONS

A survey of the participation of Canada in the United Nations during the first half of 1952, including a description of the work done at the sixth session of the General Assembly, will be found in the departmental publication *Canada and the United Nations 1951-52*.

The seventh session of the General Assembly opened in the newly completed United Nations buildings in New York on October 14 and was still in session at the end of the year. Mr. L. B. Pearson, Secretary of State for External Affairs, was elected President of the Assembly.

On November 10, Mr. Trygve Lie submitted to the General Assembly his resignation as Secretary-General of the United Nations, giving as his reasons for this action his original desire to retire in 1950, the containment achieved by United Nations forces of the aggression in Korea, and his desire to ensure that nothing should stand in the way of agreement on the end of Korean hostilities. An item entitled "The appointment of the Secretary-General" was added to the agenda of the Assembly.

The most important item discussed at the seventh session was the problem of a Korean armistice. A resolution originally proposed by India and designed to provide a basis for solving the question of repatriation of prisoners of war, the only outstanding issue preventing an armistice, was adopted by the General Assembly on December 3, by a vote of 54 in favour, 5 against (the Soviet bloc) and one abstention (Nationalist China). The Canadian Delegation voted for this resolution and it took an active part in the negotiations and discussions which preceded its adoption. The President of the Assembly transmitted the resolution to the Foreign Ministers of the Peking Government and of the North Korean authorities with an appeal for its acceptance. Subsequently, both the Peking and the North Korean authorities rejected the resolution.¹

In addition, several other items of a contentious nature were on the agenda. The states which were unsuccessful earlier in the year in having a special session of the Assembly called to consider the Tunisian question submitted items concerning conditions in Tunisia and in Morocco, and these items were added to the Assembly's agenda. An item dealing with race conflict in the Union of South Africa was also included in the agenda.²

¹ A more detailed account of this question may be found in Chapter VI (Eastern Asia).

² Further details of these discussions are contained in Chapters III and IV.

The Security Council, at its meetings in August and September, discussed without making any progress the question of admission of new members, and heard the repetition of Soviet charges of bacteriological warfare and a Soviet refusal to agree to an impartial investigation of those charges. The United Nations mediator, Dr. Frank Graham, has continued his efforts to bring about a solution of the Kashmir problem, and his latest report to the Security Council describes the negotiations with Indian and Pakistani Representatives which took place in Geneva in September.

In the Disarmament Commission, established by the General Assembly at its sixth session, the positions of the Soviet Union and the Western powers remain unreconciled. It had been hoped that the Commission might be able to make a new co-ordinated start on the problem of both conventional and atomic weapons, but it has made little or no progress. Heaviest responsibility for this must rest with the Soviet Delegation, which has consistently refused to discuss seriously any of the important proposals submitted by the Western powers, and has advanced no new suggestions. The Canadian representative on the Commission has expressed general support for a proposal made in May by France, the United Kingdom and the United States that all the armed forces of the United States, the U.S.S.R. and China should each be limited to between 1 million and 1.5 million men, that those of the United Kingdom and France should each be limited to between 700,000 and 800,000, and that those of all other states should be less than one per cent of their population and "less than current levels, except in very special circumstances."

The Collective Measures Committee, of which Canada was a member, continued its studies of possible methods which might be used to maintain and strengthen international peace and security in accordance with the purposes and principles of the Charter. Canada reaffirmed its support of the principles of collective measures under United Nations auspices but made known that, having regard to existing commitments in Korea and the obligations arising out of participation in the collective defence effort of the North Atlantic Treaty Organization, it did not at present contemplate the recruiting and organization of further units of its armed forces for service with the United Nations. Present Canadian legislation would enable the Canadian Government to carry out such economic and financial measures against an aggressor as might be called for by the United Nations, provided they were considered appropriate by the Government and approved by Parliament.

Canada completed a three year term as a member of the Economic and Social Council at the end of December 1952. Only one regular session of the Council (the 14th) was held in 1952. It met in New York on May 20 and closed on August 1, having dealt with a heavy agenda. The Council requested the International Bank to continue its examination of a proposal to set up an International Finance Corporation for the purpose of helping to finance productive private enterprise in under-developed areas through equity investments and through loans without government guarantees. The Bank was also requested, in the light of this examination and consultation, to seek the views of its member governments on the desirability of establishing such a corporation, and to inform the Council during 1953 of the action taken. The Council, in furtherance of a General Assembly resolution, decided to set up an

expert committee to draft detailed plans for an international development fund for low interest, long-term loans to under-developed countries. It discussed a report on the world social situation, and called for suggestions and recommendations of the Specialized Agencies and governments for a programme of action in the social field¹.

Canada's contribution to the United Nations for the year amounted to \$1,361,000; to the Specialized Agencies \$1,167,635; to the United Nations Expanded Programme of Technical Assistance \$750,000; to the United Nations Relief and Works Agency for Palestine Refugees \$600,000; and to the United Nations Children's Emergency Fund \$500,000—a total of \$4,378,635.

2. THE SPECIALIZED AGENCIES²

Accounts of the activities of the various Specialized Agencies for the eighteen months ended June 30, may be found in *Canada and the United Nations 1951-52*. The 1952 meetings of the Assembly of the World Health Organization, of the General Conference of the International Labour Organization and of the Assembly of the International Civil Aviation Organization were held during the first half of the year. The final meeting (9th Session) of the General Council of the International Refugee Organization was held in February and the Organization went into liquidation on March 1. During the second half of the year, the Conference of the Food and Agriculture Organization was held in Rome, and the General Conference of the United Nations Educational, Scientific and Cultural Organization in Paris³.

Canada was represented at the 13th Congress of the Universal Postal Union held in Brussels from May 14 to July 12. The Congress renewed the Universal Postal Convention and its subsidiary agreements after careful review, and both Convention and agreements are now being studied by member governments with a view to ratification. The Congress decided that the 14th Congress would be held in Ottawa in 1957.

¹ See Chapter VIII for a reference to the United Nations Technical Assistance Programme.

² See also Chapter VIII for the International Civil Aviation Organization and the International Telecommunication Union, and Chapter XI for the United Nations Educational, Scientific and Cultural Organization.

³ Developments at these meetings will be referred to in the 1952-53 edition of *Canada and the United Nations*.

II

THE NORTH ATLANTIC TREATY ORGANIZATION

In the North Atlantic Treaty Organization,—which continued to be the focal point of Canada's participation in the collective defence of the Western world,—further progress was made in building up armed forces adequate to deter aggression, in dealing with the problems of the production and supply of military equipment for these forces, in developing closer co-operation between member countries in non-military spheres, and in improving the structure of the Organization itself. The organization's defensive strength, together with its responsibilities, was increased by the accession of Greece and Turkey. Further steps were taken to assure a German contribution to Western defence.

1. THE NORTH ATLANTIC COUNCIL

The North Atlantic Council met at Lisbon in February. Defence requirements were surveyed in the light of member countries' political and economic capabilities and firm plans were agreed to for the development of forces during 1952, approval was given to changes designed to adapt the Organization to the need for prompt decisions and effective action, and the possibilities of further co-operation in non-military matters were surveyed.

The progress made in carrying out the military plans agreed to at Lisbon was reviewed at a second meeting of the Council attended by Ministers in Paris in December.

Mr. Pearson was Chairman of the Council until succeeded by Mr. Bjørn Kraft of Denmark in September. Lieut.-General Foulkes, Chairman of the Canadian Chiefs of Staff, presided over the Military Committee.

2. MILITARY DEVELOPMENTS

Member countries agreed at Lisbon to create by the end of 1952 a force in Western Europe totalling approximately fifty divisions, of which twenty-five would be active and twenty-five reserve, supported by air forces of some four thousand aircraft and by naval forces designed to protect the Atlantic sea lanes.

Canada's contribution to these forces included units of all three services. It was planned that, by the end of the year, the Royal Canadian Navy would have twenty-four warships available for anti-submarine and coastal service as part of the forces under the newly organized NATO command for the Atlantic. The 27th Canadian Infantry Brigade Group, which had already gone to Europe before the end of 1951, was stationed in Germany and became an integral part of the forces of the Supreme Allied Commander in Europe (SACEUR). In October, a fighter wing,—the first of an air division of the Royal Canadian Air Force to be assigned to SACEUR's Command,—proceeded from its temporary base in the United Kingdom to the airfield in France which had been constructed

for it. With its three squadrons of F-86 Sabre jet aircraft, this unit became one of the best equipped tactical air units at SACEUR's disposal. Arrangements were made for the remaining three wings in the division to go to Europe as soon as airfields in France and Germany were ready for them.

The defensive arrangements of the Organization in the Atlantic took definite shape with the appointment in January of Admiral McCormick as Supreme Allied Commander Atlantic (SACLANT) with headquarters at Norfolk, Virginia. Officers of the Royal Canadian Navy were seconded as members of his Command organization.

General Eisenhower, the Supreme Allied Commander in Europe, retired in May and was succeeded by General Ridgway, previously in command of the United Nations forces in Korea, who was nominated by the President of the United States at the request of the North Atlantic Council. Since taking over his responsibilities, General Ridgway has been active in integrating the national forces into his Command.

3. ANNUAL REVIEW

An important feature of the past year was the development of procedures for reconciling military requirements with national, economic and political capabilities. Useful groundwork for this task was provided by the review of member countries' defence plans, which had been carried out for the Lisbon meeting of the Council by the Temporary Council Committee set up at Ottawa in September 1951. It was therefore decided at Lisbon that another Annual Review should be carried out in 1952 to prepare for the approval of future military plans. This review was undertaken by the reorganized Council, with the assistance of the new Central Secretariat and in continuing consultation with the representatives of member countries, and is to be completed early in 1953. A report on the progress of this study was considered at the ministerial meeting of the Council held at Paris in December.

Closely related to the build-up of the North Atlantic Treaty forces has been the increasingly complex problem of providing infrastructure, or fixed military installations required for the common use of these forces. At the Lisbon meeting of the Council, agreement was reached on sharing the cost of the infrastructure programme which would be needed by the forces planned for the end of 1952. The infrastructure requirements for the forces to be developed during 1953 were under study as an integral part of this year's Annual Review.

4. MILITARY PRODUCTION

The provision by member countries of the complicated and expensive modern equipment required for the expanding North Atlantic Treaty forces continued to be an important problem. The difficulties in many member countries involved in establishing new production lines and in financing them without undermining those countries' basic economic strength have not in all cases been fully overcome. A major contribution to the equipment of North Atlantic Treaty forces was made through the supply of military equipment and supplies from North America. Equipment deficiencies persisted, however, and, as one means of meeting this problem, the United States embarked, late in 1951, on a substantial programme of off-shore procurement of military supplies in Europe.

This form of aid had the advantage of meeting military equipment needs directly and of maintaining European defence production which otherwise, because of inadequate internal financial resources, might not have been maintained.

The Defence Production Board, which had been primarily concerned with estimating the equipment needs of member countries and suggesting programmes of military production to meet these needs, was discontinued as part of the re-organization of the Council itself and as well as of the Production and Logistic Section of the Central Secretariat. This Section carried out a number of studies of European production capacity in relation to equipment deficiencies, which were of assistance to national governments, and particularly to the United States in connection with the formulation of its off-shore procurement programme.

5. MUTUAL AID

In recognition of the economic difficulties involved in raising and maintaining the forces required for the defence of the North Atlantic Treaty area, the United States continued to supply the member countries in Europe with substantial military aid and defence support assistance. Canada also has provided considerable help to these countries in the form of mutual aid programmes, under which substantial quantities of arms and ancillary equipment have been supplied. In 1950 and 1951, Canadian Parliament appropriated a total of \$361 million for the mutual aid programme. In 1952, an additional \$324 million was provided for this purpose. This aid took the form of the training of airmen from other North Atlantic Treaty countries in Canada, the transfer of equipment from stocks held by the Canadian forces, and transfers of new equipment from Canadian defence production. This equipment was allocated in accordance with recommendations from the appropriate North Atlantic Treaty bodies.

6. NON-MILITARY ASPECTS

The Council, at its Ottawa meeting, had set up a sub-committee of five (Belgium, Canada, Italy, the Netherlands and Norway) to consider ways and means of achieving the long term objectives, recognized in Article 2 of the North Atlantic Treaty, of developing peaceful and friendly international relations and encouraging mutual economic collaboration. The results of this committee's studies were considered at the Lisbon meeting of the Council and, on their basis, further examination was undertaken by the Organization in particular fields in which co-operation seemed most promising. Since then, there has been an increasingly useful development of consultation within the Organization on political matters of common concern, and special studies have been undertaken in connection with such specific problems as the movement of labour. The decision to carry out another Annual Review was in itself recognition of the importance of economic and political factors in the planning of defensive strength.

7. CHANGES IN THE ORGANIZATION

In view of the increasing need for prompt high-level decisions and because of the Organization's complex structure, the Council at Lisbon considered and approved certain organizational changes. It was decided that the Council Deputies should be replaced by the Council in permanent

session, to which the member countries would appoint Permanent Representatives with full authority to carry out their governments' instructions on all aspects of the Organization's activities. To assist in the smooth functioning of this permanent Council and to provide expert advice and co-ordination in the various fields with which the Council was concerned, a Central Secretariat was set up under a civilian Secretary-General who, in the absence of the Chairman of the Council, was to preside over meetings of the Permanent Representatives. Lord Ismay was appointed Secretary-General in March. The permanent headquarters of the Central Secretariat were established in Paris, where the work of all the subordinate bodies of the Council was to be co-ordinated. All standing civilian committees, with the exception of the Planning Board for Ocean Shipping and the Planning Board for European Inland Surface Transport, were replaced, where appropriate, by *ad hoc* committees of the Council. The Standing Group, which continued to reside in Washington, established a liaison office with the Council in Paris.

8. GERMANY AND WESTERN DEFENCE¹

Since 1950, when it was agreed that the participation of Western Germany was essential for the effective defence of Western Europe, constant study has been given to the means of bringing German forces into being and integrating them into the forces of the North Atlantic Treaty Organization. At Lisbon, the Council approved a plan for the association of German forces with Western defence through Western Germany's membership in the European Defence Community and the exchange of mutual guarantees between that Community and the North Atlantic Treaty Organization. This important development was to become effective on the establishment of the European Defence Community, toward which progress was made with the signing in May of the European Defence Community treaty at Paris and of the contractual agreements between the German Federal Republic and the occupying powers at Bonn. Since then, an Interim Committee in Paris has had under study the technical problems connected with the establishment of the European Army, for which fifty-five divisions, including twelve German divisions, are planned.

¹ See also Chapter IV.

III

COMMONWEALTH COUNTRIES AND THE REPUBLIC OF IRELAND

The Commonwealth has demonstrated during the past year that it remains a stabilizing influence in these troubled times. Combining as it does peoples of a variety of races, background and culture, of the east as well as the west, it is often able to interpret to the world at large the problems of a large portion of the world's population. Despite economic and political stresses, it continues to provide an example of the democratic processes in the peaceful solution of the problems which face it.

The Commonwealth suffered a tragic loss in the death on February 6 of His Majesty, King George VI. Canadian representatives abroad united with their colleagues from other Commonwealth nations in the customary memorial services.

For the coronation of Her Majesty Queen Elizabeth II on June 2, 1953, preparations are being made in concert with other Commonwealth governments. Co-ordination of arrangements is in the hands of the Coronation Commission appointed by Her Majesty, on which Canada is represented by the Prime Minister, the Leader of the Opposition, the High Commissioner for Canada in the United Kingdom and the Official Secretary of his Office. The Coronation Committee of Canada, of which the Secretary of State of Canada is chairman and the Secretary of State for External Affairs a member, was established in this country to advise on coronation arrangements affecting Canada. It is assisted by the Coronation Executive Committee, whose chairman is the Under-Secretary of State and on which the Department of External Affairs is represented by an Assistant Under-Secretary.

Field Marshal Earl Alexander of Tunis was succeeded in February by the first Canadian-born Governor General since Confederation, the Right Honourable Vincent Massey.

Among Commonwealth conferences which have taken place during the year, special mention might be made of the Meeting of Finance Ministers and of the Commonwealth Economic Conference in London at which Canada was represented by the Prime Minister and the Minister of Finance.¹ Meetings of the British Commonwealth Forestry Conference and the Conference of the Commonwealth Parliamentary Association took place in Ottawa during the year.

The United Nations continued its efforts during the year to bring about a settlement of the dispute between India and Pakistan over Kashmir. The United Nations Representative, Dr. Frank Graham, in a further series of negotiations with the parties, succeeded in narrowing the issues but, when the matter was referred back to the Security Council toward the end of the year, there still seemed little immediate prospect of a settlement.

¹ See also Chapter VIII, section 2.

Since 1946, the dispute between India and Pakistan and South Africa over the treatment of persons of Indian and Pakistani origin in the Union of South Africa has been before the United Nations. The seventh session of the General Assembly again considered the problem, and a United Nations Good Offices Commission was set up with a view to arranging and assisting in negotiations among the three Governments concerned in order to bring about a satisfactory solution of the question.

The Canadian Government continues to view with concern the persistence of these disputes between members of the Commonwealth and earnestly hopes that solutions may be found.

The Canadian Government has followed with great interest the progress which has been made in the constitutional field in India and Pakistan in 1952. Early in the year, India conducted a general election on an adult franchise basis which was a splendid demonstration of genuine democracy in the new republic. The election completed the constitutional structure called for by the constitution adopted in 1950. In Pakistan, fresh progress was made in framing a constitution. The Basic Principles Committee and the other committees working on the constitution are approaching the stage where a final draft can be prepared for consideration by the Constituent Assembly.

The move toward self-government of United Kingdom colonial territories was exemplified during the year in the announcements concerning the projected West Indies Federation and Central African Federation. The Legislatures of Trinidad, Jamaica, the Windward Islands, and Leeward Islands (excepting the Virgin Islands) accepted the principle of federation and their Governments will send representatives to London to discuss the matter at a conference to be held in March or April 1953. Barbados has been invited to participate in the conference, although the Legislative Council and the House of Assembly of that colony have not yet accepted the principle of federation.

In June 1952, Mr. Norman A. Robertson replaced Mr. L. Dana Wilgress as High Commissioner for Canada in London, thus resuming a post which he occupied three years ago, prior to becoming clerk of the Privy Council and Secretary to the Cabinet. Mr. Wilgress returned to Ottawa where he became Under-Secretary of State for External Affairs.

Sir Alexander Clutterbuck who had served with distinction as the United Kingdom High Commissioner in Ottawa since 1946 was transferred to India as United Kingdom High Commissioner, and was replaced by Lt.-Gen. Sir Archibald Nye. Sir Archibald, a wartime Vice Chief of the Imperial General Staff, served as Governor of Madras in the difficult post war years and was appointed as the first United Kingdom High Commissioner to India in 1948.

Field Marshal Sir William Slim, former Chief of the Imperial General Staff, was appointed Governor General of Australia in March 1952, and will be installed in February 1953, succeeding Sir William McKell.

On October 20, 1952, the Australian Minister for External Affairs, Mr. R. C. Casey, announced that Sir Douglas Copland would be appointed High Commissioner to Canada when the present High Commissioner, the Rt. Hon. F. M. Forde, relinquishes his appointment in 1953. Mr. Casey stated that the decision to appoint Sir Douglas Copland marked the importance which the Australian Government attaches to the closest possible relations with Canada.

The Tripartite Security Treaty (the ANZUS Pact) was brought into effect on April 29, 1952, with the deposit of instruments of ratification by the Governments of Australia, New Zealand and the United States. Mr. Casey characterized the treaty as a purely defensive agreement designed to give a formal character to those understandings of mutual support which have long existed between the three Pacific neighbours.

Lt.-Gen. Sir Willoughby Norrie, former Governor of South Australia, was installed as Governor General of New Zealand on December 2, 1952, succeeding Lt.-Gen. Lord Freyberg, V.C.

On June 30, 1952, New Zealand celebrated the Centenary of the institution of Constitutional Government.

The question of race conflict in South Africa resulting from the policies of apartheid of the Government of the Union of South Africa was placed on the agenda of the seventh session of the General Assembly by thirteen Arab-Asian states, including India and Pakistan. In the voting on this item (November 20), a South African resolution denying the Assembly's competence to consider this question was defeated. Two resolutions were adopted. One, submitted by the original thirteen Arab-Asian states plus five co-sponsors, calls for the establishment of a commission to study the racial situation in the Union of South Africa in the light of the purposes of the Charter and to report its conclusions to the eighth session of the General Assembly. The other resolution, submitted by the four Scandinavian states, is a generalized resolution calling upon all member states to bring their policies into conformity with their obligations as regards human rights and fundamental freedoms under the Charter.

Also, since 1946, the United Nations has been considering the international status of South West Africa, a former League of Nations mandate, and the international obligations of the Union of South Africa in respect of the territory. In 1950, the International Court of Justice gave an advisory opinion on this question and stated that the international status of South West Africa could only be modified by South Africa acting with the consent of the United Nations. Since this advisory opinion was given, negotiations have been going on between a United Nations *ad hoc* committee and the Government of the Union of South Africa in order to find ways and means of implementing the International Court's opinion.

The Canadian Government has followed carefully the United Nations deliberations on both issues affecting South Africa.

THE REPUBLIC OF IRELAND

Mr. Sean T. O'Kelly was declared elected President of Ireland for a second term of office, beginning on June 25, 1952.

The Department has followed with interest the Irish Government's proposal for improved health services, the development of rural electrification, and the announced intention to launch a trade drive in Canada. Irish manufactures will participate for the first time in the International Trade Fair in Toronto in 1953.

IV

EUROPE AND THE MIDDLE EAST

Because of their importance in the creation of a sound basis for the front line of Western defence, interest in events in Europe in 1952 centred around the signing on May 26 and 27 of the European Defence Community Treaty and the Contractual Agreements with the Federal Republic of Germany. One of the chief tasks of Canada's missions in Western Europe has been to report on the prospects of their eventual ratification and on the political issues which have become linked with them. The most important of these issues are European integration, a peace settlement for Germany, and the Saar.

Under the European Defence Community Treaty, which was designed to provide a satisfactory basis for the contribution of German military forces to the joint defence effort, France, Italy, the Federal Republic of Germany and the Benelux countries would establish a European Army, integrated at corps level and under the operational command of the North Atlantic Treaty Organization's Supreme Commander in Europe. Canada, although not a signatory of the European Defence Community Treaty, is linked with it by the NATO-EDC Protocol, which was also signed at Paris on May 27, 1952. By this Protocol, approved by the Canadian House of Commons on June 17 and by the Senate on June 25, Canada extends to the members of the European Defence Community the guarantees of the North Atlantic Treaty, when the EDC Treaty comes into force. This means in effect including Western Germany in these guarantees since the other members of the European Defence Community are already members of the North Atlantic Treaty Organization.

Directly connected with the EDC Treaty are the contractual agreements with the Federal German Republic. Long and intricate negotiations for the replacement of the Occupation Statute by these contractual arrangements culminated in the signing of the contracts at Bonn on May 26 by the Foreign Ministers of the United Kingdom, the United States, France and the Federal Republic of Germany. They provide for the stationing of foreign forces in Germany to assist in the defence of the West and reserve to the former occupying powers, in the post-occupation period, their present rights in Berlin (where Canada retains a military mission), and over matters affecting Germany as a whole, which means in practice the problems of unification and the eventual treaty of peace.

In March, when negotiations concerning the contractual agreements and the European Defence Community had reached a critical stage, the Soviet Union suddenly proposed the unification of Germany and a peace settlement in a note addressed to the three other occupying powers. By September, both sides had exchanged notes four times in an attempt to find an agreed basis for the convening of a four-power meeting. The three powers insisted that free and secret elections must be the first step

towards unification, whereas the Russians demanded simultaneous discussion of the preparation of a peace treaty, the formation of an all-German Government, the holding of all-German elections and the establishment of a commission consisting of representatives of the East and West German Governments to verify the existence of suitable conditions throughout Germany for holding such elections. A commission established by the United Nations with Canadian support at the General Assembly of 1951 to investigate electoral conditions throughout Germany had already been denied recognition by the Soviet Control Commission and had been unable to carry out its task.

In the broader field of European unification, although proposals had been made for the pooling of resources or facilities in agriculture, transportation and public health, the outstanding concrete achievement was the final ratification and coming into force of the European Coal and Steel Community Treaty, better known as the Schuman Plan. Soon after the High Authority of the Community assumed its functions on August 10, it set vigorously about taking the first steps to bring into being a free market for coal, coke and steel in Western Europe. The United Kingdom—which did not participate in the negotiation of the Treaty—has promised to work in the closest co-operation with the Coal and Steel Community, and has appointed a strong delegation to act as official observers to the High Authority.

Plans for political integration soon followed these steps towards economic unity. As soon as the Schuman Plan Assembly met for the first time at Strasbourg on September 10, it set up a special *ad hoc* Assembly to draft a European constitution. This task was originally to have been undertaken by the Assembly of the future European Defence Community. The draft was to be considered by the *ad hoc* (or pre-constituent) Assembly in January 1953, when it was scheduled to meet before the first session of the Consultative Assembly of the Council of Europe.

Most of the developments in economic and political integration have been taking place among the six members of the Schuman Plan. The problem of the relationship of these six countries with Britain and the other countries of Western Europe has been one of the chief concerns of the Council of Europe, to which the Canadian Ambassador in Bonn is accredited as observer, attending meetings of the Consultative Assembly in Strasbourg. After some controversy, the so-called Eden Plan was adopted by the Consultative Assembly, providing for links between the Council and more restricted organs of European integration such as the Coal and Steel Pool and the European Defence Community.

One of the chief obstacles to efforts directed towards greater European unity has been the question of the Saar. The controversy over the future status of this area has remained in the forefront of European affairs and negotiations between M. Schuman and Chancellor Adenauer to Europeanize it under terms that would protect French economic interests have so far been unsuccessful.

The pattern of developments in the U.S.S.R. and the other Cominform countries showed no marked change in 1952, although the future may reveal significant shifts in domestic or foreign policy as an aftermath of the 19th Congress of the Soviet Communist Party, held in October after a gap of thirteen years. Mention has been made above of the renewed pressure from the U.S.S.R. for German unification. There was also a

renewal in the satellite countries of political purges, such as the trial of Slansky and others in Czechoslovakia, introducing a new anti-Zionist note, and of religious persecution, involving the sentencing to death of four Catholic priests in Bulgaria. Condemnation of these sentences was expressed by the Minister in the House on December 8, and on December 17 an opportunity arose for the Canadian Delegate to protest formally in the General Assembly of the United Nations.

With respect to Greece and Yugoslavia, the emergence of famine conditions aroused concern. In Yugoslavia, the tragic drought of 1950 threatened repetition and, to help alleviate the serious shortage of food-stuffs, Yugoslavia bought substantial quantities of wheat from Canada, in part through the facilities of the Export Credits Insurance Corporation. The existence of famine conditions in parts of Northern Greece led the Canadian Government to make a gift of 500,000 bushels of wheat to the Canadian Red Cross Society, which arranged for its milling and transportation to seaboard. As a result ten thousand tons of flour were shipped and distributed to mountain villagers, contributing to the survival of some 400,000 Greeks.

In the Middle East, the development of greatest potential importance during 1952 was the growing strength of the agrarian and social revolutions which are beginning to affect the thinking of the masses, the policies of Middle Eastern governments and the character of these governments themselves.

The most spectacular change occurred in Egypt, where King Farouk was forced to abdicate and a new régime under army leadership was inaugurated at the end of July. General Naguib, who eventually became Prime Minister, lost no time in launching a campaign against alleged corruption in party politics and in adopting a policy of distribution of land to peasants and the organization of village co-operatives. The Canadian Government was all the more acutely aware of the turmoil out of which these developments arose because its own Trade Commissioner in Egypt had been one of ten foreigners who lost their lives in the rioting in Cairo on January 26 that was the first overt warning of a serious threat to the established régime. In Lebanon a change of régime took place in September, followed by an attack on political corruption and efforts to introduce economic reforms. In Turkey, Syria and Iran land distribution continued or was inaugurated or other agrarian reforms were introduced, while in Iraq and Jordan irrigation projects were undertaken or carried forward which are likely to have in a few years a considerable effect on the life of the area.

Thus it appeared that efforts to achieve better internal conditions were beginning to absorb some of the energies formerly dissipated in less productive forms of nationalist activity. In Iran, however, the oil dispute kept nationalist sentiment at fever heat. When diplomatic relations between Iran and the United Kingdom were severed on October 22, Canada arranged that Switzerland should take charge of the interests of Canadian nationals in Iran. This did not imply a breach of diplomatic relations between Canada and Iran, but merely the closing of a normal channel of communication between Canada and Iran through the intermediary of the United Kingdom Government.

During the year negotiations looking towards the establishment of a Middle East defence organization were continued. The United Kingdom,

the United States, France and Turkey announced their intention of establishing the proposed organization, and Australia, New Zealand and South Africa have made known their desire to participate in it. The sponsoring states hope that it will be possible to obtain the co-operation and, preferably, the participation of most of the Middle Eastern states in the proposed organization.

Through the United Nations, Canada continued actively to encourage the Arab states and Israel to compose their differences, either by direct negotiations or with the aid of the United Nations Relief and Works Agency for Palestine Refugees. The Canadian Parliament approved in July a contribution of \$600,000 toward the relief and resettlement programme. It was announced that Parliament might be asked for a further contribution early in 1953 if the Agency's programme met with operative success and if other nations came forward with comparable contributions. Canada served during 1952 on the Assembly's Negotiating Committee, which attempted actively to widen the basis of financial support for the programme of the Relief and Works Agency.

Also through the United Nations, Canada became involved in the problems of Tunisia and Morocco. The issues in this area include not only the nature of the legal relationship established by the protectorate treaties with France, but also political considerations such as the capacity for self-government of the peoples concerned and conflicting views regarding local conditions and the jurisdiction of the United Nations. A group of African and Asian states, who claimed that developments in North Africa endangered international peace and security, failed in several attempts during 1951 and early 1952 to have the Tunisian and Moroccan questions considered by United Nations organs, but both these problems were thoroughly debated at the seventh session of the United Nations in December 1952. France, supported by Australia, Belgium, South Africa, and the United Kingdom, contended that the United Nations was not competent under the Charter to examine the Tunisian and Moroccan issues, since these were essentially within French domestic jurisdiction. A third group of states, which included Canada, New Zealand, the United States, the Scandinavian countries and a majority of Latin-American nations, could not fully accept the legal arguments regarding the incompetence of the United Nations but had doubts as to the legality and the political wisdom of an attempt by the United Nations to interfere directly in North Africa. Canada therefore supported resolutions sponsored by a number of Latin-American states expressing the hope that the parties would continue negotiations on an urgent basis and appealing to them to refrain from acts likely to aggravate the present tension. These resolutions carried by a large majority.

Canada's relations with specific countries in Europe and the Middle East have also been affected by the opening of new missions and the exchange of goodwill visits. In view of the fact that the North Atlantic Council was to convene in February 1952, at Lisbon, it was particularly appropriate that arrangements were completed before the meeting for the exchange of diplomatic representatives between Canada and its fellow NATO member, Portugal. Early in 1952, a resident diplomatic officer was appointed to Helsinki, the first Canada has had in Finland, although the Canadian Minister to Sweden has been accredited to Finland since

1949 and has made frequent visits. In January, the Canadian Government informed the Austrian Government that it was ready to proceed with the accreditation of the Canadian Minister to Switzerland as Minister to Austria. Credentials were presented in Vienna on September 9.

When Mr. Asgeir Asgeirsson was inaugurated as President of Iceland on August 1, Mr. William M. Benidickson, M.P., attended the ceremony as special representative of the Canadian Government.

Goodwill visits of the Royal Canadian Navy included calls at the ports of Antwerp, Dieppe, Toulon and Istanbul. The Swedish cruiser *Gotland*, first Swedish warship to visit Canada, put in at Halifax in March to return the visit paid by H.M.C.S. *Magnificent* to Gothenburg in 1950.

V

THE AMERICAS

1. THE UNITED STATES

The close relations between Canada and the United States involved constant consultation throughout the year between the authorities of both countries on a wide variety of problems, many of which are discussed elsewhere in this report. Matters of special interest to the two countries, as well as those of multilateral interest, were worked out against a background darkened by international dissensions and by hostilities in Korea and lightened by increasing co-operation and achievement in the strengthening of the free world.

During the greater part of the year, the preoccupation of the Government of the United States and, indeed, of the whole nation, with the election campaign, was a dominant factor in the world situation. The contest was followed with unusual interest in all countries but especially by Canadians, not only because they could follow the campaign closely by radio and other means, but also because Canadians know that their own affairs will always be profoundly affected by those of their ally in the free world coalition, their biggest and closest neighbour, their biggest customer and source of supply.

Through our embassy in Washington, consultation was maintained on the general conduct by the United Nations Command of the campaign to contain communist aggression in Korea and of the armistice negotiations in Panmunjom. These matters are discussed in some detail in Chapter VI.

The embassy was also engaged in many aspects of our economic affairs which require consultation with the United States Government, or with international bodies established in Washington. The latter include the International Monetary Fund, the International Bank for Reconstruction and Development and the International Materials Conference, which are dealt with in Chapter VIII (Economic Affairs). The activities of the embassy and of other Canadian consular posts in the United States are reflected in Chapters IX (Legal Affairs), XI (Information), and XII (Consular Affairs).

Joint Defence Arrangements

Encouraging progress was made in arrangements for the joint defence of the two countries. These arrangements are being fashioned in accordance with the statement of principles of co-operation for North American defence agreed upon by Canada and the United States in 1947, and announced in the House of Commons on February 12 of that year.

Construction of the co-ordinated radar network has advanced according to plan. Some of the new permanent radar installations were incorporated into the Air Defence System in time to play a part in Exercise "Signpost", the first large-scale test of the joint Canadian-United States Air Defence Systems to be carried out.

Close co-operation in the field of defence production was developed within the frame work of the "Statement of Principles for Economic Co-operation" agreed upon in October 1950, following on the acceleration of North American rearmament after the outbreak of hostilities in Korea. The increase in mutual defence procurement during the year resulted in more effective use of defence production facilities available in the two countries.

By an exchange of notes dated December 5, Canada leased to the United States certain parcels of land within the Royal Canadian Air Force station at Goose Bay. The purpose of the lease is to enable the United States Air Force, which has had facilities at Goose Bay since the base was established during the war, to construct buildings, etc., of a permanent nature. The base remains under Canadian command.

International Joint Commission

An increasing number of complex problems along the boundary between Canada and the United States, arising mainly out of the use of the rivers and lakes in border areas, are dealt with by the International Joint Commission, the Canadian-United States body established under the Boundary Waters Treaty of 1909.¹

The Department continued to advise on Canadian interests in matters before the Commission which range from the Reference on the Saint John River Basin, in New Brunswick and Maine, to the Reference on the Columbia River Basin, in British Columbia and the North-Western United States, and which include such diverse problems as preserving of the scenic beauty of Niagara Falls and reducing atmospheric pollution in the Windsor-Detroit area.

The work of the Commission was greatly increased during the year by the submission by the two Governments of applications for approval of plans for the development of power in the St. Lawrence River. Another large task was put before the Commission on June 25, when it was requested to study the various factors which affect the widely fluctuating level of Lake Ontario in order to determine whether anything could be done to reduce the fluctuations in the level of the lake.

At present, the level of the lake is going through a high phase of its natural cycle which normally fluctuates six feet or more. Studies have indicated that the effect of the Gut Dam, built fifty years ago in the St. Lawrence River below Prescott to eliminate dangerous cross-currents in the navigational channel of the river, is negligible. However, the Canadian Government decided to advance the time of the removal of the dam, which must be taken out in connection with the St. Lawrence project, and the removal was almost complete at the end of the year. The Commission has decided to establish an engineering board to determine what practicable action can be taken to deal with the wide natural fluctuation in the level of the lake.

St. Lawrence Project

A final effort was made by the United States Administration to obtain approval of the Congress for the Great Lakes-St. Lawrence Basin Agreement. This Agreement, signed on March 19, 1941, provides for

¹ The three members of the Canadian Section of the Commission are General A. G. L. McNaughton (Chairman), Mr. George Spence and Mr. J. Lucien Dansereau.

co-operation between the United States and Canada in the construction of both a power project in the International Rapid Section of the St. Lawrence and a continuous deep waterway in the Great Lakes-St. Lawrence Basin. After another series of hearings, during which all agencies of the United States Administration with a direct interest in the subject again endorsed the project, a resolution approving the 1941 Agreement reached the floor of the Senate, only to be defeated by a narrow majority on June 18. The House of Representatives did not take any action on the Agreement during 1952.

Meanwhile progress was made on the alternative plan for a seaway to be constructed by Canada alone. The foundation for this plan had been laid in 1951 when, following discussions between the Prime Minister and President Truman, in which the President undertook to support a Canadian seaway if joint development did not prove possible, Parliament enacted two statutes, one providing for a Canadian Authority to proceed with the seaway, and the other for construction of the power works by Ontario in co-operation with an appropriate body in the United States. The implementation of this plan, however, required that the power works be approved by the International Joint Commission. On January 11, notes were exchanged in Washington, recording agreement of the two Governments to co-operate in the preparation of applications to the International Joint Commission for approval of the power project on the understanding that the applications would be submitted to the Commission if the Congress did not approve the 1941 Agreement at an early date. An Interdepartmental Committee was established in Canada and an Inter-Agency Committee in the United States which worked together in preparing these submissions to the International Joint Commission.

At a meeting in Washington in April between Mr. Pearson, Mr. Chevrier and President Truman, it was agreed that the applications, then in the course of preparation, would be presented to the International Joint Commission, as soon as they could be completed. Agreement was reached on the final details of the application at a meeting in Washington on June 20 between the Canadian Minister of Transport and the Acting Secretary of State of the United States, and the applications were submitted to the Commission on the same day. Notes were exchanged between the two Governments recording their approval of the arrangements for the construction, maintenance and operation of the power project and setting out in detail the undertaking of the Canadian Government to construct a seaway between Montreal and Lake Erie.

The International Joint Commission held hearings in Ogdensburg and Albany (N.Y.), Toronto and Cornwall (Ont.), and Montreal (Quebec). The information developed at these hearings was studied in executive session by the Commission which, after a final hearing in Washington, formulated an order of approval of the project which it signed in Montreal on October 29.

The applications for the St. Lawrence power project had been submitted to the Commission by the two Governments on the understanding that they would be ready to revert to the 1941 Agreement if the Congress approved that agreement while the applications were under consideration by the Commission. The approval of the Commission brought the St. Lawrence development to the point where construction could begin, both on the seaway and the power project, as soon as a duly designated entity

is authorized to construct the United States part of the power project. The Canadian Government concluded that the 1941 Agreement had been superseded and notified the United States Government on November 4 that it did not intend to have it ratified. The United States Federal Power Commission has had under consideration since September an application by the Power Authority of the State of New York for a licence to construct the United States share of the power project. This application was examined by that Commission in hearings during December.

International Boundary Commission

The International Boundary Commission submitted its report on the establishment of the section of the international boundary between Canada and the United States from Tongass Passage to Mount St. Elias.¹ This report is the seventh in a series prepared by the Commission under the provisions of existing boundary treaties.

2. LATIN AMERICA

Canada, which has embassies in Argentina, Brazil, Chile, Cuba, Mexico and Peru, and a consulate in Sao Paulo, Brazil, made arrangements during 1952 to exchange embassies with the Governments of Colombia, Uruguay and Venezuela in order to establish direct diplomatic relations with these countries and to consolidate and extend Canada's growing trade with them.

Canadian trade with Latin America, which in 1951 had risen to \$482 million from the 1938 level of \$33 million, continued to increase and will probably be found to have exceeded \$500 million in 1952. Canada's commerce with Latin America is only surpassed in value by its trade with the United States and United Kingdom and, during the first ten months of 1952, Canadian exports amounted to \$228 million and imports from Latin America to \$237 million. In November, Mr. C. D. Howe, Minister of Trade and Commerce, announced his intention of leading a goodwill and trade mission, consisting of prominent Canadian businessmen and government advisers, to nine Latin-American countries in the first week of 1953 with the object of exploring new trade possibilities.

The Canadian Government offices extended assistance to Canadians in the area who are grouped principally in those countries where there are Canadian enterprises. Latin-American students were assisted in attending Canadian schools and universities, which they did in numbers increasing to over two thousand in 1952. The embassies in Latin America continued to give emphasis to the work of making Canada better known there through the distribution of tourist, educational and general literature talks, on Canadian topics, the dissemination of material to the press, the circulation of Canadian films and arrangements for the broadcasting of Canadian radio programmes.

Canada maintains membership in the Postal Union of the Americas and Spain, the Inter-American Radio Office, the Inter-American Conference on Social Security and the Commissions on Geography and on Cartography of the Pan-American Institute of Geography and History. During the year Canada was represented in many cases, by its officials serving in

¹ The present members of this Commission are: Mr. J. E. R. Ross for Canada, and Mr. John A. Ulinaki for the United States.

Latin America—at various inter-American meetings, such as the fourth session of the Inter-American Conference on Social Security, Mexico City; the fourth Inter-American Congress on Tourism, Lima; the fifth Regional Conference of American States Members of the International Labour Organization, Rio de Janeiro; the seventeenth and eighteenth Meetings of the Executive Committee and sixth Meeting of the Directing Council of the Pan-American Sanitary Organization, Havana; the sixth Consultative Meeting on Cartography of the Pan-American Institute of Geography and History, Ciudad Trujillo; and the sixth session of the Inter-American Council of Commerce of Production, Lima. In addition, Canada was host to the second session of the Committee on Improvement of National Statistics of the Inter-American Statistical Institute, held in Ottawa.

Canada has maintained its co-operation in the programme of technical assistance for Latin America being carried on under the auspices of the United Nations and its Specialized Agencies. Some Canadian officials and several technicians have served in the area in this connection and a number of Latin-American trainees are being given special courses in Canada.

In the interests of closer contacts with Latin-American countries, the Canadian Government was represented at the ceremonies connected with the inaugurations of newly-elected presidents of Chile, the Dominican Republic, Mexico and Panama and also at the celebrations held on the occasion of the Fiftieth Anniversary of Cuban Independence. In the course of training, Canadian naval units visited eight countries in Latin America during the year.

VI

EASTERN ASIA

1. KOREA

The sixth session of the United Nations General Assembly, which ended on February 5, decided to defer consideration of the Korean question in view of the continuation of the armistice negotiations in Panmunjom (Korea). The armistice negotiations proceeded until general agreement was reached on all items on the agenda except the disposition of prisoners-of-war. The United Nations Command insisted that force must not be used to compel prisoners-of-war to return to their homelands if they did not so wish. The Communist Representatives asserted that, in accordance with the Geneva Convention of 1949, all prisoners-of-war must be repatriated, and that the stand taken by the United Nations Command amounted to the "forcible retention" of prisoners.¹

Shortly before the seventh session of the United Nations General Assembly opened in New York on October 14, the armistice negotiations in Panmunjom were recessed by the United Nations Command following the rejection by the Communists of its proposals of September 26 on the prisoners of war issue. On October 23, the First (Political) Committee of the General Assembly took up the Korean question. A number of resolutions were introduced, among them a vaguely-worded Soviet resolution to establish a commission of eleven states "for the peaceful settlement of the Korean question."² In supporting this resolution, the Soviet bloc repeated its contention that all prisoners must be repatriated, but refused to answer directly whether force should be employed to make the prisoners return home.

In an effort to break the deadlock, the Indian Delegation submitted a proposal which provided for the repatriation of the prisoners of war, and that force should not be used either to prevent, or to effect, the return of prisoners to their homeland. This resolution, which had been supported by Canada from the beginning, was eventually adopted by the Assembly (December 3) by a vote of 54 in favour, 5 against (the Soviet bloc), and one abstention (Nationalist China). The Soviet resolution, calling for the establishment of a commission, was then rejected by the Assembly by a vote of 5 in favour (the Soviet bloc), 40 against (including Canada), and 11 abstentions.

The resolution adopted by the Assembly called for the establishment of a Repatriation Commission to consist of Czechoslovakia, Poland, Sweden and Switzerland. In addition an "umpire" was to be appointed,

¹ A more detailed account of the armistice negotiations is contained in *Canada and the United Nations, 1951-52*, pp. 1-7.

² The Soviet resolution provided that the proposed Commission should take decisions by a two-thirds vote. Of the eleven members of the suggested Commission, four were communist states. Thus the decisions of the Commission would have been subject to a veto by the Communists.

who would normally act as Chairman of the Commission. If the Commission was unable to agree on the selection of an umpire within a period of three weeks, the matter was to be referred back to the General Assembly.

The main tasks of the Commission—which was instructed to take its decisions by majority vote—was to receive the prisoners of war from the detaining powers, to supervise their classification according to nationality and domicile, and to arrange for their release and repatriation in accordance with the Geneva Convention. After classification, all prisoners would be free to return to their homelands if they wished to do so. For those who did not wish to return home, the resolution provided that, at the end of a period of ninety days after the Armistice Agreement has been signed, the question of their disposition would be referred to the political conference which was to be called under Article 60 of the Draft Armistice Agreement already agreed to between the two sides. The resolution also provided that, if the political conference was unable to reach agreement on the disposition of these remaining prisoners within a further period of thirty days, “the responsibility for their care and maintenance and for their subsequent disposition shall be transferred to the United Nations, which in all matters relating to them shall act strictly in accordance with international law.”

On December 5, Mr. Pearson, as President of the Assembly, transmitted this resolution to the Foreign Ministers of the Peking Government and of North Korea. The covering messages emphasized the wide agreement reached by the Assembly on the principles which should govern a settlement of the prisoners-of-war question, and concluded with an appeal to the two Governments to accept the Assembly's resolution “as forming a just and reasonable basis for an agreement which will serve to bring about a constructive and durable peace in Korea.”

On December 14, Chou En-lai, Minister of Foreign Affairs of the Peking Government, replied by cable to Mr. Pearson's message. He rejected the Assembly's resolution as being “illegal and void” and charged that it supported “the United States Government's position of forcibly retaining in captivity prisoners-of-war in contravention of international conventions.” He asked the Assembly to rescind its resolution and to call upon the United States Government “to resume immediately the negotiations at Panmunjom” on the basis of the Draft Armistice Agreement. A few days later, the North Korean authorities sent a similar reply. No further action was taken by the Assembly on this subject before the session was suspended on December 22. The Assembly will resume its session in February 1953.

2. JAPAN

On April 28, the Treaty of Peace which was concluded in San Francisco between the Allied Powers and Japan on September 8, 1951, came into force with respect to Canada. The Canadian instrument of ratification was deposited in Washington on April 17. However, it was not until the deposit of the United States instrument on April 28, that all the instruments required by the provisions of the Treaty to make it effective were deposited. India, Burma and Yugoslavia had not accepted the invitation of the United States to participate in the San Francisco

Conference, but during the year the first concluded a separate peace treaty with Japan, the second issued a statement declaring an end to the state of war and the third agreed to resume diplomatic relations. A peace treaty between the Nationalist Government of China and Japan was also negotiated in Taipei. The Soviet Union, Poland and Czechoslovakia, which sent delegations to San Francisco, but which did not sign the Treaty, remained without peace treaties with Japan.

The Prime Minister of Canada marked the return of Japan to the community of nations with a message to Prime Minister Yoshida of Japan in which he said that the Canadian people looked "to the new Japan to be an effective bastion of peace and freedom in an area afflicted by communist aggression and oppression" and hoped that Japan would "play an honourable and constructive part in helping to re-establish peace, security and friendly relations among the peoples of East Asia". Mr. Yoshida, in reply, gave assurances that Japan was "resolved to follow a path of international conciliation, concord and co-operation". He noted that Canada and Japan were "inescapably bound by common interests and a community of ideals and aspirations as free nations" and "confronted... by common menace in the rising tide of communism". He added that the two countries shared "the common destiny of the Pacific".

With the coming into force of the Peace Treaty, the Canadian Liaison Mission, which had been established in Tokyo in 1946, was given the status of an embassy. Mr. A. R. Menzies, who had been head of the Canadian Liaison Mission since December, 1950, was named *Chargé d'Affaires ad interim*. On October 15, it was announced that Mr. R. W. Mayhew, former Minister of Fisheries, would become the first Canadian Ambassador to Japan with effect from November 15.

Another consequence of the resumption of full diplomatic relations was the establishment of a Japanese Embassy in Ottawa. Prior to the effective date of the Peace Treaty, the Japanese Government had been represented in Canada by an Overseas Agency which had engaged in the promotion of trade and consular and quasi-diplomatic duties. On June 17, His Excellency Sadao Iguchi presented his credentials as Japanese Ambassador. In the interim, Mr. Narita, who had been head of the Overseas Agency, served as *Chargé d'Affaires*.

The Peace Treaty rendered obsolete the Allied machinery for control of Japan. Thus the Far Eastern Commission, on which Canada had been represented, the Allied Council for Japan and the Office of the Supreme Commander for the Allied Powers ceased to function.

Canadian forces serving with the United Nations in Korea have an administrative base in Japan. Until the application of the Japanese Peace Treaty these enjoyed the same legal status and privileges as were extended to forces of occupying powers. When the Peace Treaty came into force, it was felt desirable to have an agreement with the Japanese Government covering the status of United Nations forces in Japan. Negotiations are being conducted to this effect by the United States Government in its capacity of Unified Command, on the basis of a draft convention submitted to the Japanese authorities on June 24. Although several matters have been disposed of, final agreement awaits a settlement of outstanding issues relating to financial arrangements and criminal jurisdiction.

3. SOUTHEAST ASIA

At present, Canadian representation in Southeast Asia is limited to a consulate general in the Republic of the Philippines, and Trade Commissioners' offices in Singapore and Hong Kong. However, increased Canadian interest in this area has been made evident by Canada's continued participation in the Colombo Plan for Economic Development in South and Southeast Asia, as well as in the technical assistance programmes of the United Nations.¹ Events in Indonesia, Indo-China, Burma and Malaya have been followed during the year with close attention. On December 30, Canada accorded recognition to Vietnam, Laos and Cambodia as Associated States of Indo-China within the French Union in accordance with the terms of agreements between France and the respective states.

¹ For more details on the Colombo Plan and the United Nations programmes see Chapter VIII.

VII

DEFENCE AFFAIRS

Among the matters dealt with during 1952 in the field of defence policy were Canada's part in the development and activities of the North Atlantic Treaty Organization, in the United Nations action in Korea and in defence arrangements with the United Kingdom and the United States. Many problems have arisen out of the presence of Canadian armed forces in Korea and Japan, Germany, the United Kingdom and France, and the presence in Canada of forces of the United States and other members of the North Atlantic Treaty Organization. These matters are discussed in some detail in other parts of this report, especially Chapter II (North Atlantic Treaty Organization), Chapter V (The Americas), and Chapter VI (Eastern Asia). Included in "defence affairs" are the activities of the United Nations in relation to proposals for disarmament and the work of the Collective Measures Committee, which are dealt with in greater detail in Chapter I (United Nations). There is also a host of questions relating to such matters as the visits of Canadian naval ships, service aircraft and service personnel to other countries, enquiries from other countries regarding the possibility of procuring munitions in Canada, and so on.

There is effective machinery for the integration of foreign policy and defence policy at every level. The Secretary of State for External Affairs is a member of the Cabinet Defence Committee and the Under-Secretary of State for External Affairs normally attends meetings of the Committee. The Under-Secretary attends meetings of the Chiefs of Staff Committee and is a member of the senior interdepartmental bodies which examine and advise on various aspects of defence and security questions. The Department is represented at meetings of the Vice-Chiefs of Staff Committee, and provides the Chairman of the Joint Intelligence Committee and a member of the Joint Planning Committee. Officers of the Department work very closely with the various intelligence and planning agencies of the armed forces in the preparation of proposals for consideration by the Chiefs of Staff.

One of the four members of the directing staff of the National Defence College is an officer of the Department, and one or more of its officers usually attend the College as students.

One of the members of the Permanent Joint Board on Defence of Canada and the United States is a senior officer of the Department, and the Department provides the Secretary of the Canadian Section of the Board.

VIII

ECONOMIC AFFAIRS

Throughout most of the free world, 1952, by contrast with the preceding year, was one of relative stability and moderate recovery in the economic field. Material shortages eased considerably, and the International Materials Conference, which had been active in arranging for the equitable distribution of scarce materials, was able to suspend its activities with respect to a number of commodities. There was increasing confidence that, with co-operation, the re-armament of NATO countries could be carried out without critical economic dislocation. Fears of a run-away inflation occasioned by defence spending progressively diminished. Prices, which had arisen sharply in 1951, fell towards the pre-Korean level. The balance of payments position of the main European countries improved and, by the end of the year, the central reserves of the sterling area were rising from the low level to which they had fallen. Despite the general improvement in the economic position, it has not proved possible, however, to make any substantial progress towards the freeing of international trade generally from quantitative restrictions.

Canada was represented at all important international conferences concerned with economic affairs, including those of the Commonwealth, the United Nations, the International Monetary Fund, the International Bank for Reconstruction and Development, the Organization for European Economic Co-operation and the General Agreement on Tariffs and Trade.

1. GENERAL AGREEMENT ON TARIFFS AND TRADE

The Contracting Parties to the General Agreement on Tariffs and Trade met in Geneva from October 2 to November 10. There were no tariff negotiations held in conjunction with this session (7th), apart from certain limited discussions between Germany and Austria. The outstanding topics were the application of Japan to negotiate tariff concessions with a view to accession to the General Agreement, the application of the member countries of the European Coal and Steel Community for a waiver of some of their obligations under the General Agreement, the Belgian import restrictions on dollar goods, the United States import restrictions on dairy products, and the regular review of balance of payment import restrictions.

The Japanese application was referred to the Intersessional Committee to permit a careful study of the conditions and timing under which Japan might be invited to negotiate.

The request of the member countries of the European Coal and Steel Community concerned in particular the most-favoured-nation treatment provided for in Article I of the General Agreement. They wished to be able to eliminate all import and export duties and other charges on trade in coal and steel among themselves without having to extend those concessions to other Contracting Parties. They wished also to be permitted to eliminate quantitative restrictions on the movement of coal and steel products within the Community despite the fact that this might involve

apparent discrimination against other Contracting Parties contrary to Article XIII of the Agreement. In recognition of the political importance of the Community, the Contracting Parties granted the waivers which were required after a careful examination of the needs of the Community, and in the light of assurances on the trade policies which the Community would pursue.

Pursuant to the discussion which took place at the sixth session of the Contracting Parties to the General Agreement when Canada and the United States objected to the Belgian dollar import restrictions, the Contracting Parties again reviewed this question. The Belgian Delegation informed the Contracting Parties that it would shortly be taking a number of measures which would constitute an important first step toward the progressive relaxation of these restrictions. The Canadian and the United States Delegations welcomed this advice and indicated that they would look forward to these and future measures of relaxation which they expected would eventually lead to the complete elimination of these restrictions.

Following on the complaint which Canada and a number of other countries lodged at the sixth session against the United States restrictions on imports of dairy products, and because the United States, although it had taken some measures to moderate the severity of these restrictions, still retained them in a measure sufficient to affect adversely the export trade of a number of member countries, the Canadian Delegation with other delegations again recorded dissatisfaction with the United States restrictions. Certain delegations reserved their right to take compensatory measures if the United States restrictions were not lifted. A recommendation was addressed to the United States Government to continue its efforts to secure the repeal of the legislation in question. In addition, consultations took place on the import restrictions imposed by a number of countries in 1952 to safeguard their balance of payments and monetary reserves. The Canadian Delegation, as on previous occasions, strongly urged that such restrictions be kept to a minimum and that countries whose position showed improvement should forthwith commence to relax import restrictions.

2. ECONOMIC POSITION OF THE STERLING AREA

Following on the payments crisis experienced in the closing months of 1951, Commonwealth Finance Ministers met in January 1952 to consider ways and means of restoring the economic health of the Sterling Area. The Sterling Area Finance Ministers agreed on a programme of import cuts and approved of other measures designed to alleviate the immediate pressure on their central reserves. It was recognized, however, that these measures were no more than palliatives and that a lasting solution should be sought. It was agreed that this could best be achieved when the world-wide trade of the Sterling Area was on a much higher level and when sterling was freely convertible and no longer needed to be supported by restrictions on imports. To this end certain studies were initiated and various recommendations made. These were considered by Commonwealth governments and, on the initiative of the United Kingdom, the Prime Ministers of the Commonwealth countries met in London in November to review the position and outlook and consider what further measures might be taken to strengthen the economic position of sterling area Commonwealth countries and what could be done to achieve an effective multilateral system of trade and payments.

3. ORGANIZATION FOR EUROPEAN ECONOMIC CO-OPERATION

The Organization for European Economic Co-operation has continued to address itself to the many and pressing economic problems confronting Western Europe and the remedial policies required by member countries individually and collectively to solve them. The Marshall Aid programme, which came to an end in 1952, had largely succeeded in the objective of restoring the European productive system to pre-war capacity. Nevertheless, a number of fundamental problems remained to be solved in relation to production and productivity, internal financial stability, and the complex of trade and exchange restrictions which have been widely imposed in an effort to mitigate the disequilibrium in the balance of payments not merely between the dollar and non-dollar areas but in the overall payments position of several of the major European countries.

Furthermore, the free nations of Europe continued to be faced with the necessity of reconciling the demands of economic progress with those imposed by military security. The broad implications of this problem and the possible avenues of achieving a satisfactory balance of competing claims on the national economies have been explored both by the organization for European Economic Co-operation and by the North Atlantic Treaty Organization.

In view of the parallel work of the two Organizations, the Office of the Canadian Permanent Representative to the North Atlantic Council, which was established in 1952, was designated to assume concurrently responsibility for Canadian representation in the Organization for European Economic Co-operation.

4. THE COLOMBO PLAN

The fourth meeting of the Consultative Committee on Co-operative Economic Development in South and Southeast Asia held in Karachi in April was attended by representatives of twelve member countries, including Canada, and by observers from Indonesia, the Philippines and Thailand and from the International Bank for Reconstruction and Development and the Economic Commission for Asia and the Far East. Following the meeting, a Report was issued reviewing the progress achieved under the Colombo Plan since it commenced operations on July 1, 1951, and outlining actual development plans for 1952-53.

The first Canadian contribution of \$25 million, voted by Parliament for the fiscal year 1951-52, was allocated to India and Pakistan. During 1952, agreement was reached with the governments of these countries on aid programmes involving the expenditure of \$15 million for India and \$10 million for Pakistan. The Indian programme consisted of Canadian wheat to the value of \$10 million and a substantial number of motor vehicles, mostly trucks, to assist in the improvement of the transport and food distribution system of the state of Bombay. The rupee equivalent of the \$10 million wheat grant is being used to defray local costs in the construction of an irrigation and hydro-electric project in West Bengal. The Pakistan programme includes a cement plant in a refugee colonization area, a photographic and geological survey of national resources, a considerable quantity of railway ties, and agricultural equipment for a model livestock farm.

The 1952-53 Canadian programme of Colombo Plan aid, for which Parliament again voted \$25 million, includes assistance to Ceylon as well

as to India and Pakistan. Negotiations are proceeding with the three governments with a view to deciding upon suitable projects for Canadian aid.

5. TECHNICAL ASSISTANCE

Canada participates in two major international programmes to provide technical assistance to under-developed countries: the United Nations Expanded Programme for Technical Assistance, and the Colombo Programme for Technical Co-operation in South and Southeast Asia. Participation in both is administered by the Technical Co-operation Service of the International Economic and Technical Co-operation Division of the Department of Trade and Commerce.

Canada contributed \$750,000 to the United Nations twenty million dollar fund for technical assistance in 1952. Over one hundred Canadian experts are now serving abroad under the United Nations programme, and an equal number of scholars sponsored by the United Nations and its Agencies have received or are receiving training in Canada.

The Colombo Programme is designed to supplement assistance being given to South and Southeast Asia under the United Nations Programme, and to complement capital development schemes being undertaken under the Colombo Plan by increasing the supply of trained men and women in that area. The Colombo Programme differs from the United Nations Programme in that assistance is arranged on a bilateral basis by agreement between co-operating governments. The co-ordination of the Programme and the general supervision of its operations are exercised by the Council for Technical Co-operation in Colombo made up of representatives of participating governments assisted by a small Bureau.

It was originally intended that the Colombo Programme should operate for a three-year period from July 1, 1950. By the end of 1951, however, it was clear that the speed with which a scheme of this kind could be brought into operation had been over-estimated. Canada has agreed with other participating governments, therefore, that the Colombo Programme should continue to run for the same period as the economic development part of the Colombo Plan, that is, until June 30, 1957.

In order to finance the provision of Canadian experts and the reception of trainees and to provide equipment for training purposes under the Colombo Programme, Parliament authorized an appropriation of \$400,000 for 1952-53, as it had for each of the previous two fiscal years.

Since the commencement of the Colombo Programme, approximately eighty nominees of the Indian, Pakistan and Ceylon Governments have come to Canada for training or to observe how things are done in different fields of activity. The Canadian Government has had difficulty in meeting requests for experts but, with the extension of the period for which the Programme will operate the greater emphasis upon the provision of training facilities in the recipient countries, has come confidence that Canada can provide an increasing amount of this kind of assistance to South and Southeast Asia.

Canada's offer of the services of vocational training instructors to the Asian countries participating in the Colombo Programme, the provision of a Canadian agricultural expert to organize a school of agriculture at the University of Ceylon, and the efforts which are being made to recruit Canadian experts to organize training in the maintenance of agricultural machinery in Pakistan are examples of Canadian activity under the

Colombo Programme. The Government is giving technical assistance to Ceylon in connection with the fisheries development project which Canada has undertaken under the capital development part of the Colombo Plan, and positive steps are being taken to co-ordinate Canadian activities under the Programme with the activities in the area of the United Nations Specialized Agencies, such as the Food and Agriculture Organization, the International Labour Organization, and the World Health Organization, both in the planning of projects and in their operation.

6. INTERNATIONAL CIVIL AVIATION

An important development in 1952 was the introduction of jet aircraft on international services, first from London to South Africa and, later, eastward as far as Singapore. Jet transport aircraft provide faster and also more comfortable travelling conditions. Their use on a large scale, which is imminent, is bound to have a stimulating effect on international air travel.

Another significant development was the first proving, by Scandinavian Airlines, of a route from Edmonton and points in the Western United States to the capitals of the Scandinavian countries across the Arctic Circle via an air base in Northern Greenland. An Arctic air route has been recognized for some years as a logical link between Europe and Western North America but its development has been delayed, in part for lack of suitable bases along the route and of suitable long-range pressurized aircraft. If put into operation, it will bring Western Canada in terms of time and distance by air, almost as close to the main population centres of Western Europe as Eastern Canada is now.

Trans-Canada Air Lines maintained their services to the United States and to Bermuda and points in the Caribbean area. In November, their trans-Atlantic services, which hitherto have ended in London and Paris, were extended to Dusseldorf in Germany.

Canadian Pacific Airlines continued their trans-Pacific operations to Tokyo and Hong Kong and to Australia and New Zealand. By agreement among the Canadian, Australian and New Zealand Government, CPAL services to Sydney (Australia) are now flown via Auckland (New Zealand). Late in 1952, Canadian Pacific Airlines were licensed by the Mexican Government to provide services between Vancouver and Mexico City. When instituted, these services may be extended to points in South America to provide a Canadian air link between Eastern Asia and the South America via Vancouver.

By the beginning of 1952, the International Civil Aviation Organization had almost completed the technical programme laid down for it by the Chicago International Civil Aviation Conference of 1944. However, steady technological advances and experience gained in the intervening years have made clear the need for more research and further international agreement on the standards and practices to be maintained in many aspects of aerial navigation. The Organization worked through the year to keep abreast of developments. Much effort went into the drafting of multilateral conventions concerning the insurance protection to be provided for passengers and cargo in aircraft on international services and for persons on the ground who suffer loss or injury from accidents to such aircraft. The sixth session of the Assembly of the Organization was held in Montreal in June. It dealt with questions of finance and administration. In July, the Canadian Government, as host to the Organization, increased substantially its annual grant toward rental of the headquarters.

7. INTERNATIONAL MATERIALS CONFERENCE

The International Materials Conference was established early in 1951 in Washington to recommend to governments action to be taken in dealing with problems arising from the shortages of important raw materials. Due to the improved supply position, it has been possible during the past few months to dissolve three of the seven commodity committees of the Conference, these being the cotton and cotton linters, the pulp and paper, and the wool committees. Should the present trend continue, it is expected that the world supply position will be such that the Conference might complete its work within the next eighteen months.

8. INTERNATIONAL TELECOMMUNICATIONS

Generally speaking, Canada's relations with other countries on tele-communications matters are maintained within the framework of the International Telecommunication Union, a Specialized Agency of the United Nations with a membership of eighty-nine countries. Except for those concerning high frequency broadcasting, which must be dealt with on a world-wide basis, most questions requiring settlement on an international level arise with Canada's near neighbours and particularly with the United States.

In 1952, the Canadian and United States telecommunication authorities co-operated closely in planning a re-organization of frequency arrangements in the two countries, as called for by a broad multi-lateral agreement achieved through the International Telecommunication Union in 1951. Plans were made for co-ordinated changes of frequencies in both countries over a period of several years. An agreement on the allocation of television frequencies was concluded between the two countries in June.

As a result of negotiations which extended over a number of years, an agreement was signed between Canada and the United States, on February 21, on the subject of the radio equipment to be carried by ships on the Great Lakes. For reasons of safety and greater control, ships above specified sizes will be required to carry radio-telephone equipment.

The International Telecommunication Union held a Plenipotentiary Conference in Buenos Aires beginning on October 3. The Conference confirmed decisions taken in 1951 by an Extraordinary Administrative Radio Conference on the subject of frequency allocations, and established a financial and administrative programme for the Union to cover the next five years. Canada was re-elected to a seat on the 18-member Administrative Council of the Union.

9. DOUBLE TAXATION AGREEMENTS

Canada's double taxation agreements are of the following types: those dealing with taxes on income, those dealing with succession duties, and those dealing with taxes on profits earned from the operation of shipping and aircraft. Some agreements of the last mentioned type were concluded a number of years ago and cover profits from shipping only.

In March 1952, Canada and the Netherlands agreed on reciprocal exemptions for citizens of both countries from taxes on profits from shipping and aircraft. A previously concluded agreement with the United Kingdom on taxation of income was extended, on May 22, to cover the colonies of British Guiana and Santa Lucia. Discussions proceeded during the year with three other countries for agreements on income taxes and succession duties.

IX

LEGAL AFFAIRS

The Legal Division has the primary responsibility in the Government service to advise on questions of international law. In addition, it performs the usual advisory functions incidental to the Department's work, subject to the overriding authority of the Department of Justice, on questions involving the domestic law of Canada; and it is responsible for the administration of a number of specific tasks of a legal nature. These include the maintenance of the Canadian Treaty Register; the prosecution of claims against foreign countries; the transmission of documents under civil procedure conventions, extradition treaties and conventions for the reciprocal enforcement of maintenance orders; and the authentication of legal documents for use abroad. The Division also provides counsel in the presentation of Canadian Government cases at meetings of the International Joint Commission, the Canada-United States body established under the Boundary Waters Treaty of 1909.

1. UNITED NATIONS AND INTERNATIONAL COURT OF JUSTICE

There was little progress in 1952 in the United Nations studies of the question of defining aggression, the drafting of the code of offences against the peace and security of mankind and the desirability of establishing an international court of criminal jurisdiction. The draft code was taken off the agenda of the Assembly on recommendation of its Steering Committee and the other two questions were each referred to special ad hoc committees of representatives of designated states for further study and report.

The Genocide Convention was ratified by Canada on September 3, after the Standing Committee on External Affairs had considered the implications of the Advisory Opinion of the International Court of Justice concerning the effect of the reservations of the communist countries to certain articles of this Convention and the objections to these reservations made by other states. Canadian ratification was without reservation and without objection to reservations of other states.

The Advisory Opinion of the International Court of Justice in the action brought by the United Kingdom against Norway regarding the extent of Norwegian territorial waters continues to receive the attention of other states. At the close of the year, its implications were still under study by the departments of the Canadian Government which are concerned with the delimitation of Canadian territorial waters.

2. NORTH ATLANTIC TREATY AGREEMENTS

Two protocols to the North Atlantic Treaty were signed by Canada in 1952. By the first, members of the North Atlantic Treaty Organization undertake to extend to the members of the European Defence Community guarantees of mutual protection in case of an attack against the members

of the Community.¹ The second concerns the status of the International Military Headquarters set up pursuant to the Treaty. It was designed to extend to such headquarters the privileges accruing to the armed forces of the North Atlantic Treaty Organization member states stationed in the territory of another member country under the Agreement between the Parties to the North Atlantic Treaty regarding the Status of their Forces signed at London on June 19, 1951.

Arrangements were also made to secure to Canadian Forces the practical benefits of the treaty last mentioned, and to secure to Canadians having civilian rather than military status the corresponding benefits under the agreement of September 20, 1951 relating to the international staff of the North Atlantic Treaty Organization.

3. CONTRACTUAL AGREEMENTS WITH GERMANY

The principles of a new relationship between the three occupying powers and the Federal Republic of Germany were laid down in a set of conventions signed at Bonn on May 26 and commonly described as the Contractual Agreements. On the following day, six European countries, including the Federal Republic of Germany, signed in Paris the treaty constituting the European Defence Community. None of those conventions required signature by the Canadian Government. However, when ratified by all signatories, they will affect specific Canadian interests, particularly because of the presence of Canadian armed forces on German soil. The Legal Division is responsible for advising on the steps to be taken in order to adjust the requirements of Canadian policy to the changing status of the Federal Republic.

4. CLAIMS

Following the approval by the Canadian Government of the Advisory Report of Chief Justice J. L. Ilesley in connection with Canadian claims arising from the Second World War, a War Claims Commission was set up to receive claims in respect of death, personal injury, maltreatment, and loss of, or damage to, property. Assets of former enemy countries vested in the Custodian of Enemy Property under wartime legislation will be applied in reduction of claims which meet the requirements of the Commission. The Department has been able to furnish the Commission with information as to the status and place of internment of former Canadian prisoners of war. It has conducted and will conduct, when necessary, enquiries in other countries, on behalf of the War Claims Branch of the Department of the Secretary of State and the Commission, on matters within their competence.

Claims for the recovery or restitution of identifiable property lost as a result of the war, or confiscated under nationalization or agrarian reform measures, continue to be the primary responsibility of the Department of External Affairs. Of these claims, those against certain countries in Eastern Europe constitute a hard core of difficult problems. It is an established principle of international law that claims for compensation are valid if they are based on discrimination against aliens. However, the nationalization laws of these countries have frequently failed to provide compensation for their own citizens and aliens alike, and this has presented a novel situation. In certain instances, the conclusion of

¹ See Section 3 below.

bilateral trade and payments agreements between countries with nationalization claims and eastern European countries has paved the way for arrangements leading to the satisfaction of these claims. Since Canada does not, as a matter of policy, favour bilateral agreements of this character as a method of conducting international trade, it has not been possible to consider seeking satisfaction on this basis.

Claims arising out of nationalization measures in Yugoslavia are in a different category. Pursuant to a co-operative arrangement between Commonwealth countries, Yugoslavia agreed to pay £4,500,000 into a fund administered by the Foreign Compensation Commission in London. Canada is represented on this Commission when Canadian claims are considered.

5. EXTRADITION

Canada has extradition treaties or arrangements with thirty-seven countries. The Department supervises the implementation of these treaties and is the official channel through which requests are made for the extradition of prisoners between Canada and foreign countries. Thirteen extradition cases were handled by the Department during the year.

On July 11, instruments of ratification were deposited in Ottawa bringing into force the Supplementary Convention to Amend the Extradition Treaty of 1842 between Canada and the United States. The Convention provides for limited extradition for fraud in the sale of securities.

6. REVIVAL OF CONVENTIONS WITH JAPAN

The Japanese Peace Treaty provided that each of the Allied Powers, within one year after the treaty had come into force between it and Japan, would notify Japan which of its bilateral treaties or conventions with Japan it wishes to continue in force or revive; that any such treaties so notified should continue in force or be revived subject only to suggested amendments as might be necessary to ensure conformity with the Peace Treaty; and that all such treaties and conventions as to which Japan was not so notified should be regarded as abrogated. Accordingly, the Department, in consultation with other departments, has been reviewing the bilateral treaties in force between Canada and Japan at the outbreak of the Second World War to determine which of these should continue in force or be revived in accordance with the Peace Treaty. The appropriate action on these treaties is likely to be taken in 1953.

7. MARITIME CONVENTIONS

International conventions in the field of maritime law are in the process of negotiation and adoption by a number of countries. A Canadian observer attended the Brussels Diplomatic Conference on Maritime Law in May 1951 and the Department has welcomed the initiative of the Canadian Maritime Law Association in undertaking a study of the three conventions adopted at the Brussels Conference from the viewpoint of Canadian interests.

X

PROTOCOL

The duties of the Protocol Division include arrangements for the exchange of diplomatic and consular representatives between Canada and other countries and the administration of the privileges and immunities prescribed for these representatives by international law and practice. They further include arrangements for official hospitality extended by the Minister or senior officials of the Department, questions of precedence among members of the Diplomatic Corps and of Canadian diplomatic missions abroad, honours and awards for members of the Canadian Armed Forces (in conjunction with other interested authorities of the Canadian Government), and enquiries on points of diplomatic protocol.

1. CANADIAN REPRESENTATION ABROAD

Canada's expanding international relationships were reflected in a number of developments in Canadian diplomatic and consular representation abroad. The Canadian Liaison Mission in Japan was replaced by an embassy; an embassy was opened in Uruguay and arrangements were made for the establishment of another in Colombia; the Canadian Consulates General in Lisbon (Portugal) and in Caracas (Venezuela) were replaced respectively by a legation and an embassy; a legation was opened in Austria; a permanent delegation was accredited to the North Atlantic Council at Paris; and a consulate was opened at New Orleans (U.S.A.). On the other hand, the Consulates at Frankfurt (Germany) and at Shanghai (China) were closed.

Credentials were prepared and the necessary procedure carried out for the appointment of the representatives assigned to the new posts thus created. Arrangements were similarly made for the accreditation of newly appointed Canadian diplomatic envoys to Argentina, Denmark, Finland, Iceland, India, Italy, the Netherlands, Norway, Sweden and Turkey. Credentials were also prepared for a new representative to the Organization for European Economic Co-operation at Paris, and for special delegations to various international conferences and to state occasions abroad. A total of thirty Canadian consular appointments were dealt with. In addition, arrangements were made for the notification to foreign governments of the appointment of officers of the Department of Trade and Commerce to posts abroad.

A list of countries in which Canada maintains diplomatic missions or consulates is given in Appendix A. Additional information will be found on these posts in the quarterly publication of the Department entitled *Canadian Representatives Abroad and Representatives of Other Countries in Canada*.

2. COMMONWEALTH AND FOREIGN REPRESENTATION IN CANADA

The Protocol Division sought Her Majesty's approval of the envoys proposed by foreign governments and scrutinized the credentials of the new foreign and Commonwealth representatives in Canada.

Arrangements were made for the presentation of credentials by heads of mission representing Yugoslavia, Peru, Cuba, Pakistan, Italy, Brazil, Mexico, Japan, Portugal, Greece, the United Kingdom, Denmark, Austria and Turkey. Definite or provisional recognition was granted to sixty-three foreign consular representatives.

As is customary, diplomatic and consular representatives of other countries arriving in Canada made their first contact with the Protocol Division, which serves their missions also as a channel for general enquiries, a source of information on Canadian Government regulations and procedure, and as a guide to protocol practice in Ottawa. The new appointed naval military and air attachés of foreign missions in Ottawa also were introduced by the Chief of Protocol to the Department of National Defence.

By the close of the year, thirty-five countries had established diplomatic missions in Canada, nineteen of which were embassies, six high commissioners' offices and ten legations. In addition two countries, Iceland and Luxembourg, had accredited their Ministers to the United States as Ministers as well to Canada, but without opening offices in this country. A list of countries which maintain diplomatic missions in Canada will be found in Appendix B. A more detailed listing is contained in the Department's quarterly publication *Diplomatic and Consular Representatives in Ottawa*.

3. DEATH OF KING GEORGE AND ACCESSION OF QUEEN ELIZABETH

Immediately on receiving news of the death of His Majesty King George VI, the Department communicated with all Canadian missions abroad, giving the necessary instructions for the observance of mourning and for notification to foreign governments, in the appropriate form, of the death of the King and the accession of Her Majesty Queen Elizabeth II. Letters of condolence from foreign governments were received and acknowledged.

Heads of Canadian diplomatic missions abroad whose appointment had been effected during the reign of His late Majesty were provided with new letters of credence signed by the Queen. In a similar manner, the heads of foreign diplomatic missions in Canada presented to His Excellency the Governor General new letters of credence addressed to the Queen.

4. DIPLOMATIC PRIVILEGES AND IMMUNITIES

As in previous years, the administration of the privileges and immunities accorded to diplomatic and consular representatives under international law, and to international organizations and their officials by authority of the Privileges and Immunities (United Nations) Act, involved a flow of enquiries from Commonwealth and foreign representatives, and from the organizations.

The constant constitutional evolution within the Commonwealth gives rise to questions relating to privileges and immunities, as well as other matters of diplomatic procedure, on which there has been a full exchange of views with the various authorities concerned.

The status of officials representing other Canadian Government departments abroad has been the subject of general consultations with these departments.

Travel within Soviet territory by members of the Canadian Embassy at Moscow has in recent years been subject to increasing restrictions. In view of this, a note was sent by the Department on March 10 to the Soviet Embassy in Ottawa, stating that in future a written notification from the Embassy to the Department would be required on every occasion when a member of the staff of the Embassy or any Soviet member of the household of an Embassy staff member wished to travel beyond a distance of 25 miles from the city limits of Ottawa.

Personnel of the Canadian armed forces serving in Korea became eligible to receive two new service medals: the United Nations Service Medal awarded under certain conditions to members of all United Nations forces in Korea; and the Korea Medal awarded by several Commonwealth countries to members of their fighting forces.

5. DISTINGUISHED VISITORS

Canada again played host in 1952 to a large number of distinguished visitors.

In April, Her Majesty Queen Juliana of the Netherlands was able to fulfil her long-standing desire to renew her wartime ties with Canada. In view, however, of the national mourning of His Majesty King George VI, the visit was an unofficial one and included no state functions.

Among other guests for whom the Division assisted in arranging hospitality during the year were: The Right Honourable Winston Churchill, Prime Minister of the United Kingdom; The Right Honourable R. G. Menzies, Prime Minister of Australia; The Right Honourable Anthony Eden, Foreign Secretary of the United Kingdom; the Honourable Clifton Webb, Minister of External Affairs and Minister of Justice of New Zealand; The Honourable Dean Acheson, Secretary of State of the United States of America; His Excellency Moshe Sharet, Foreign Minister of Israel, and His Excellency André Francois Poncet, Ambassador of France and High Commissioner of the French Republic in the Federal Republic of Germany.

XI

INFORMATION, LIAISON WITH THE PRESS AND HISTORICAL RESEARCH AND REPORTS

1. INFORMATION

An essential aspect of the information work of the Department is to explain and to document the nature of Canadian foreign policy, to answer enquiries about it and, wherever possible, to overcome misconceptions about Canada. Canadian diplomatic posts are supplied with the texts of important statements and speeches, with publications about Canada, and with a range of photographs to meet the interest and requests of foreign newspapers. Much of this material extends beyond the field of foreign policy and is intended to assist foreign journals, officials, or private individuals in satisfying their interest in Canada. In this work the Department co-operated closely with other departments and business organizations. It also endeavoured to assist Canadians to gain an understanding of international affairs.

During the year 1952 stress was laid upon the increased international obligations which Canada has assumed and discharged, for example, the active part played by it in the United Nations and its Specialized Agencies, its contribution to the North Atlantic Treaty Organization and its co-operation within the Commonwealth.

UNESCO

The Department continued to serve as the official channel between Canada and the United Nations Educational, Scientific and Cultural Organization. It also co-ordinated Canadian participation in conferences and gatherings of a special nature coming within the Organization's field of interests. The Department further served to some extent as a channel between the Organization and societies and individuals in Canada interested in its affairs. Information about Canadian progress in fields of interest to the Organization was provided by the Department, although much of the basic work in compiling such data was done by voluntary organizations in Canada. The Department made arrangements for Canadian participation in three educational seminars and in other international gatherings supported by the Organization.

The Department prepared the background of information and instructions for the Canadian Delegation which attended the Seventh General Conference of the Organization in Paris in November and early December. This delegation took an active part in the sessions of the Conference, particularly in fields relating to fundamental education and technical assistance. The budget adopted by the Conference and the outline of future activities approved by it were in close accord with the views expressed in the Conference by the Canadian Delegation.

Canadian Government Overseas Awards

A new responsibility assumed by the Department was the administration of fellowships and scholarships awarded to Canadians by the Canadian Government out of blocked balances standing to its credit in France and the Netherlands. It carried out this task in co-operation with the Royal Society of Canada, which undertook the selection of candidates. Twenty-one awards were made, eighteen enabling recipients to study in France (eight fellowships and ten scholarships) and three in the Netherlands (one fellowship and two scholarships). Fellows are allowed the equivalent in foreign funds of \$4,000, and scholars the equivalent of \$2,000.

Radio and Television

An increasing number of opportunities were afforded to missions abroad to incorporate Canadian information in radio and television programmes. The most notable case was perhaps that of the Advertising Council of America, through which some fifty-five national network radio and television programmes in the United States paid tribute to Canada on July 1, devoting attention to Canadian progress and to Canada's role in world affairs.

CBC International Service

Liaison between the Department and the CBC International Service was extended. Arrangements were made to provide the Service with a steady flow of background documents and policy papers. Officers of the Department going abroad on posting visited the Service to become acquainted with its general objectives and its special problems as regard the areas to which they were going. Arrangements were likewise made for officers returning from abroad to make the benefit of their experience available to the Service. On some occasions, posts abroad helped to arrange the rebroadcast of the Service's transmissions through local facilities. In other places, posts arranged for the use of recordings regularly received from the Service.

Information Material

To assist posts abroad in their information work, the Department made available a variety of publications (see Appendix E), photographs and films. It shared with other Departments and appropriate non-governmental organizations the task of procuring information material and on occasion obtained permission to distribute reprints of articles in Canadian magazines likely to be of interest abroad. During the year twenty thousand photographs portraying Canadian life and activities were distributed through Canadian posts in the form of individual pictures or illustrated feature articles. The Department co-operated with the National Film Board in supplying documentary films to diplomatic, consular and trade posts abroad for use at screenings in each area. During the year the posts noted an increase of about forty per cent in the demand for Canadian films. New films were added as they became available and progress was made in supplying foreign language versions of popular subjects.

Visiting Journalists

The Department assisted foreign journalists in the planning of itineraries, provided them with background documents and pictures and made arrangements for interviews with government officials and other authorities. Assistance was frequently provided also by provincial governments and by business concerns with interests abroad. The articles prepared by these journalists strengthened the conviction that encouragement of such visits constitutes perhaps the best single method of simulating interest in Canada abroad.

Enquiries

Requests from abroad for information on Canadian topics and from Canadians for information on Canada's foreign policy and international affairs in general are dealt with by the Information Division. During the year, approximately seventeen thousand enquiries were handled by the Division. More than three-quarters of the enquiries originated outside of Canada, chiefly in the United States.

Cultural Affairs

The Department assists the National Gallery in arranging exhibitions of Canadian art abroad. During the year, a selection of Canadian paintings was shown at the Biennale in Venice. Paintings were also sent to an exhibition in Colombo and children's paintings and drawings to exhibitions in Paris and Japan. The works of four Canadian artists were put on display at the Second International Exhibition of Black and White held in Lugano (Switzerland).

The Department co-operates also with provincial authorities and private organizations when invitations to cultural exhibitions are received. School books were furnished for an exhibition in Stockholm and for one in London organized by the British Historical Association. A variety of display material made available by the Canadian Education Association was sent to the Australian Education Exhibition.

Limited funds were available to provide gifts of Canadian publications and books to universities and organizations abroad, and also to visiting statesmen and journalists. A selection of Canadian books and periodicals was presented to universities in Brazil, France, Japan, the Netherlands and Pakistan.

2. RELATIONS WITH THE PRESS

The Press Office, which is responsible for the Department's relations with the press, has answered numerous enquiries on a wide variety of subjects from the press. The main topics on which information was sought throughout the year were Canada's role in the United Nations and in the North Atlantic Treaty Organization, Canada's participation in the Korean conflict, the progress of the Korean armistice negotiations, the developments regarding the St. Lawrence seaway and power project.

3. HISTORICAL RESEARCH AND REPORTS

The Department continued to be represented on the interdepartmental Committee on Public Records by its Director of Historical Research, who

acts also as chairman of the Archives Committee and the Library Committee. The Library Committee controls the procurement of publications, and the Archives Committee the retirement of files which have ceased to be active but may have a permanent value.

The groundwork effected by the Historical Research Division in 1951, its initial year, enabled it in 1952 to carry out a larger number of studies and to intensify the collecting and reclassification of documents with a view to further reference and eventual publication.

Archives

Considerable progress was made in the retirement of records through the microfilming of the Passport Office files. Already the number of passport files microfilmed exceeds 624,300, and filing equipment equivalent to 255 four-drawer cabinets has been released which is now used to reorganize and expand both the active and dormant sections of the departmental registry.

The retirement of obsolete material was also pursued through the ordinary and slower process of screening and destruction or transfer to other authorities, thus disposing of 20,000 files.

Library and Press Clipping Services

An inventory conducted at the beginning of 1952 showed that the departmental library possessed 21,800 volumes and 662,770 documents. During the year, 1886 additional volumes and 147,520 documents were received. Of these 147,520 documents, 70,714 were distributed to other government departments. In acquiring books, special account was taken of the desirability of expanding the collection on international law. 820 books were ordered for posts abroad; these posts are also allowed to buy books locally up to a fixed maximum amount.

One hundred and fifty-two different periodicals were subscribed to for the library, mostly from Canada (37), the United States (52), and the United Kingdom (27), but also from other countries. Subscriptions to periodicals were also entered for posts abroad.

Over five thousand Library of Congress catalogue cards were ordered for the library which uses the Library of Congress system of classification.

A daily average of 365 books and 133 periodicals were on loan within the Department. Loans to other libraries, Members of Parliament, and research students in 1952 totalled 628.

Several thousand reference enquiries were handled and bibliographies on a variety of topics were compiled on request. A diary of current events of interest to the Department was undertaken as well as a monthly survey of periodicals.

The Press Clipping Service continued to supply information gathered from 80 current daily and weekly newspapers placed at its disposal for that purpose.

XII

CONSULAR AFFAIRS

1. ASSISTANCE TO CANADIANS

During the year, the usual consular assistance was rendered to Canadian citizens and residents covering such matters as: estates, protection of interests abroad, location of missing relatives, securing various documents from foreign governments and financial assistance on a recoverable basis to destitute and stranded Canadian citizens on foreign soil.

Representations have been made by the United Kingdom Chargé d'Affaires in Peking on behalf of the Canadian Government either to obtain the release of Canadians still remaining in China or at least to improve their condition. In 1950, there were about 400 Canadian citizens in that country, most of whom were missionaries; this number was reduced to about 200 by the end of 1951. During the course of the past year a further 100 Canadian missionaries were permitted to leave or were deported. Of the 95 who now remain, the majority have so far been denied exit permits to leave the country while 14 missionaries are known to be detained in prison or under house arrest.

During the year, many Canadian citizens residing or intending to reside in the United States received advice concerning their possible liability for service in the United States Armed Forces. An examination has been made of the new United States Immigration and Nationality Act so that advice may be given regarding its possible effects on Canadian citizens who enter or reside in the United States.

2. CO-OPERATION WITH OTHER DEPARTMENTS

Increased Canadian defence responsibilities abroad have given rise to increased consular problems. Arrangements have been made for members of the Canadian armed forces to travel on leave in European countries which are members of the North Atlantic Treaty Organization. Sweden and Switzerland without being in possession of either passport or visas.

Officers of the Department have continued to represent and act on behalf of other Government departments, especially the Department of Citizenship and Immigration, at posts where the latter are not directly represented.

Canadian consular officers located at posts have continued to provide services and assistance to Canadian seamen and merchant shipping.

3. PASSPORTS AND CERTIFICATES OF IDENTITY

The number of travel documents issued in the fiscal year ended March 31, 1952 represents a sharp increase over those issued in the previous year. During the fiscal year ended March 31, 1952, 77,096 passports were issued and, of this total, 71,512 were issued by the Passport Office in Ottawa. (A total of 67,513 were issued in the previous fiscal year). During the same period, the Passport Office issued 2,409 Canadian Certificates of Identity to bona fide residents who were unable to obtain national passports or other travel documents, and 922 certificates were renewed. (In the previous year, 2,243 certificates were issued and 366 renewed). The total revenue for the period was \$370,177 as compared with \$317,178 in the previous year.

4. CONFERENCES

Two international conferences held in Canada required special consular arrangements: the XVIIIth International Red Cross Conference held in Toronto from July 23 to August 9, which brought delegates from 72 countries; and the meeting of a Committee of the Inter-American Statistical Institute held from September 29 to October 31, which was followed by a seminar on statistical organization sponsored by the United Nations Statistical Commission.

5. CONSULAR POSTS

A list of the consular posts, including the new consulate opened in New Orleans on February 15, 1952, will be found in Appendix A.

XIII

ORGANIZATION, PERSONNEL AND ADMINISTRATION OF THE DEPARTMENT

1. ORGANIZATION

The Minister, in presiding over the Department, is assisted in his duties by an Under-Secretary (Deputy Minister), a Deputy Under-Secretary, three Assistant Under-Secretaries, and officers and employees of various ranks and designations.

The officers and employees below the rank of Assistant Under-Secretary are divided, at home, into seventeen divisions, a Press Office, an International Conferences Section, and a Translation Bureau. According to the geographical area or the political institution with which they are concerned, or the particular nature of their duties, the divisions are known, in alphabetical order, as the American Division, the Commonwealth Division, the Consular Division, the Defence Liaison Divisions I and II, the Economic Division, the Establishments and Organization Division, the European Division, the Far Eastern Division, the Finance Division, the Historical Research and Reports Division, the Information Division, the Legal Division, the Personnel Division, the Protocol Division, the Supplies and Properties Division, and the United Nations Division.

The Canadian posts abroad now include twenty-one embassies, nine legations, six high commissioners' offices and eight consulates or consulates general. The Ambassador to Belgium and the Minister to Norway are also respectively accredited as Ministers to Luxembourg and Iceland, but no posts are maintained in these countries. A military mission is stationed in Berlin, and permanent delegations are maintained at the seats of the United Nations in New York and Geneva, and at the headquarters of the North Atlantic Council and the Organization for European Economic Co-operation in Paris.¹

2. PERSONNEL

Twenty-one new foreign service officers joined the Department as a result of a competition held in the previous year. In addition, four candidates who were already in the Department obtained Foreign Service Officer status through this competition. Another competition commenced on November 15. It is expected that some of the successful candidates will join the Department during 1953.

For the first time in the officer ranks, promotion policies were carried out within an authorized establishment. The recommendations on the

¹ See also Chapter X and Appendix A.

numbers and classes of administrative staff positions made by the Department to the Civil Service Commission in 1951 were approved with some amendments by the Treasury Board.

The established policy of proceeding with the permanent appointment of as many eligible members as possible was continued. By the end of 1951, the number of permanent employees accounted for 70.9 per cent of the Department's quota, 769. Since that date, the proportion of permanent employees in the Department has reached 76.6 per cent.

On December 1, the distribution of the staff of the Department between Ottawa and posts abroad was as follows:

	Ottawa	Abroad	Total
Officers (including heads of mission)	136	140	276
Administrative staff	472	276	748
Local employees	389	389
Total	608	805	1,413

3. ADMINISTRATION

Provision was made in the supplementary estimates of 1951-52 for the creation in the Consolidated Revenue Fund of a special working capital account out of which cash advances could be made for the operation of posts abroad. In this way, it was possible to restrict the money provided in the Representation Abroad Vote (Operational) to the amount estimated as being actually required for operational expenditures.

To save Canadian dollars, a few posts abroad were financed with funds from local governments refunding military relief accounts or paying war reparations.

Property was purchased in Paris to be used, after partial demolition and reconstruction, as a chancery. A plot of land in Tokyo, adjoining the present government-owned property, was acquired for the erection of staff residences. Plans for these buildings are now in preparation. A garage and staff quarters were erected at the Ambassador's residence in Havana. A new heating and air-conditioning system was installed in the government-owned premises in New Delhi.

New office premises were leased in Ankara, Belgrade, Havana, Helsinki, Lisbon and Santiago. A new residence was leased in Ankara and a residence was leased for the Permanent Representative of Canada to the North Atlantic Council.

The departmental Advisory Committee on Properties and Furnishings reviewed the requirements of various posts, particularly in Western Europe. A complete furnishings programme for the new residence in Paris was carried out, and partial furnishing programmes for the official residence in Brussels and The Hague were completed and financed through the settlement of military relief credits.

A part-time departmental adviser on interior decoration was appointed in the person of Mr. H. E. D. Irvine of Toronto. In this capacity, he visited Paris, The Hague and Rome during the year.

A review of the allowance structure for the foreign service was begun with the object of bringing the present structure more into line with current conditions. To assess the accuracy of existing methods of determining the cost of living statistics on which the allowances are based, an official of the Dominion Bureau of Statistics visited several European posts.

Work continued towards a re-organization of the departmental registry and filing system for both Ottawa and posts abroad. This involved a study of filing systems used by the foreign services of other countries and various departments of the Canadian Government, the preparation of a file classification guide, and recommendations for improving the organization and procedures of the registry. It is hoped to start implementing the new system early in 1953.

New business machines, electrical dictating equipment, and new methods of communication were introduced with consequent savings in time, money and staff.

XIV

CANADIAN REPRESENTATION AT INTERNATIONAL CONFERENCES

The Department is responsible for co-ordinating Canada's participation in international conferences. Decision as to whether and how Canada should be represented is made by the Minister, upon the recommendation of the Department principally concerned, or where appropriate, by Cabinet.

In 1952, Canada was represented at conferences where the questions to be discussed were of sufficient importance to this country as to warrant such representation. Among those conferences where Canada was represented, thirteen were Commonwealth meetings, twenty-nine were summoned by the United Nations, forty-two by United Nations Specialized Agencies, six by the North Atlantic Treaty Organization, thirty-three by other inter-governmental organizations, and twenty by non-governmental organizations.

Ten conferences were convened in January, fourteen in February, nine in March, thirteen in April, seventeen in May, ten in June, nine in July, six in August, twenty-two in September, seventeen in October, eleven in November, and five in December.

Of the nine conferences held in Canada, those perhaps of most general interest were the Eighteenth International Red Cross Conference, held in Toronto in July, and the Conference of the Commonwealth Parliamentary Association, held in Ottawa in September. Also of more than routine interest were the Sixth British Commonwealth Forestry Conference and the United Nations Seminar on Statistical Organization, both of which took place in Ottawa.

The Secretary of State for External Affairs was called upon to preside over meetings of two important international bodies: the North Atlantic Council and the General Assembly of the United Nations.

APPENDIX A

DIPLOMATIC AND CONSULAR POSTS MAINTAINED ABROAD BY CANADA¹

Name of Country	Nature of Post
Argentina	Embassy
Australia	High Commissioner's Office
Austria	Legation
Belgium	Embassy
Brazil	Embassy (Rio de Janeiro); Consulate (Sao Paulo)
Chile	Embassy
Colombia	Embassy
Cuba	Embassy
Czechoslovakia	Legation
Denmark	Legation
Finland	Legation
France	Embassy
Germany	Embassy (Bonn); Military Mission (Berlin)
Greece	Embassy
India	High Commissioner's Office
Ireland	Embassy
Italy	Embassy
Japan	Embassy
Mexico	Embassy
Netherlands	Embassy
New Zealand	High Commissioner's Office
Norway	Legation
Pakistan	High Commissioner's Office
Peru	Embassy
Philippines	Consulate General
Poland	Legation
Portugal	Legation
Sweden	Legation
Switzerland	Legation
Turkey	Embassy (Ankara); Consulate (Istanbul)
Union of South Africa	High Commissioner's Office
Union of Soviet Socialist Republics	Embassy
United Kingdom	High Commissioner's Office
United States of America	Embassy (Washington); Consulates General (Boston, Chi- cago, New York and San Fran- cisco); Consulates (Detroit, New Orleans); Vice-Consulate (Port- land, Maine)
Uruguay	Embassy
Venezuela	Embassy
Yugoslavia	Embassy
Name of Organization	
North Atlantic Council	Permanent Delegation (Paris)
Organization for European Eco- nomic Co-operation	Permanent Delegation (Paris)
United Nations	Permanent Delegation (New York and Geneva)

¹ No posts are maintained in Iceland and Luxembourg, but the Canadian Minister to Norway is also accredited as Minister to Iceland, and the Ambassador to Belgium as Minister to Luxembourg.

APPENDIX B

DIPLOMATIC MISSIONS IN CANADA¹

Name of Country	Nature of Post
Argentina	Embassy
Australia	High Commissioner's Office
Austria	Legation
Belgium	Embassy
Brazil	Embassy
Chile	Embassy
China	Embassy
Cuba	Embassy
Czechoslovakia	Legation
Denmark	Legation
Finland	Legation
France	Embassy
Germany	Embassy
Greece	Embassy
India	High Commissioner's Office
Ireland	Embassy
Italy	Embassy
Japan	Embassy
Mexico	Embassy
Netherlands	Embassy
New Zealand	High Commissioner's Office
Norway	Legation
Pakistan	High Commissioner's Office
Peru	Embassy
Poland	Legation
Portugal	Legation
Sweden	Legation
Switzerland	Legation
Turkey	Embassy
Union of South Africa	High Commissioner's Office
Union of Soviet Socialist Republic	Embassy
United Kingdom	High Commissioner's Office
United States of America	Embassy
Uruguay	Legation
Yugoslavia	Embassy

¹Iceland and Luxembourg do not maintain diplomatic posts in Canada, but their Ministers to the United States are accredited also to Canada.

APPENDIX C

INTER-GOVERNMENTAL INTERNATIONAL ORGANIZATIONS OF WHICH CANADA IS A MEMBER

Canada-United Kingdom

Continuing Committee on Trade and Economic Affairs

Canada-United States

International Boundary Commission
International Fisheries Commission (Halibut)
International Joint Commission
International Pacific Salmon Fisheries Commission
Joint Industrial Mobilization Committee
Permanent Joint Board on Defence

Commonwealth

Commonwealth Advisory Aeronautical Research Council
Commonwealth Agricultural Bureaux
Commonwealth Air Transport Council
Commonwealth Economic Committee
Commonwealth Shipping Committee
Commonwealth Telecommunications Board
Imperial War Graves Commission
South Pacific Air Transport Council

Inter-Allied

Inter-Allied Reparations Agency

Inter-American

Commission on Geography and on Cartography of the Pan-American Institute of Geography and History
Inter-American Conference on Social Security
Inter-American Radio Office
Postal Union of the Americas and Spain

United Nations and Specialized Agencies

United Nations (including the International Court of Justice)
Food and Agriculture Organization (FAO)
International Bank for Reconstruction and Development (IBRD)
International Civil Aviation Organization (ICAO)
International Labour Organization (ILO)
International Monetary Fund (IMF)
International Telecommunication Union (ITU)
United Nations Educational, Scientific and Cultural Organization (UNESCO)
Universal Postal Organization (UPU)
World Health Organization (WHO)
World Meteorological Organization (WMO)

Other Organizations

Central Bureau, International 1:1,000,000 Map of the World
Consultative Committee on Economic Development in the South and South-east Asia
General Agreement on Tariffs and Trade

Inter-Governmental Committee for European Migration
International Bureau of Weights and Measures
International Committee of Military Medicine and Pharmacy
International Cotton Advisory Committee
International Customs Tariffs Bureau
International Hydrographic Bureau
International Institute of Refrigeration
International Materials Conference
International Rubber Study Group
International Tin Study Group
International Union for the Protection of Industrial Property
International Union for the Protection of the Rights of Authors over their
Literary and Artistic Works
International Whaling Commission
International Wheat Council
International Wool Study Group
North Atlantic Treaty Organization
Organization for European Economic Co-operation (as an associate member
only)
Preparatory Committee of the Proposed Inter-Governmental Maritime
Consultative Organization

APPENDIX D

TREATIES, CONVENTIONS AND OTHER INTERNATIONAL AGREEMENTS CONCLUDED BY CANADA DURING 1952

1. MULTILATERAL AGREEMENTS

Special Exchange Agreement between the Government of the Federal Republic of Germany and the Contracting Parties to the General Agreement on Tariffs and Trade. Signed at Geneva, January 14, 1952.

Final Act of the second United Nations Technical Assistance Conference. Signed at Paris, February 7, 1952.

First Protocol of rectifications and modifications to the texts of the schedules to the General Agreement on Tariffs and Trade. Signed at New York, April 9, 1952.

First Protocol of supplementary concessions to the General Agreement on Tariffs and Trade (Union of South Africa and Germany). Signed at New York, April 9, 1952.

Fourth Additional Protocol to the Brussels Agreement of December 5, 1947, relating to the resolution of conflicting claims to German enemy assets. Signed at Brussels, April 30, 1952.

International Convention for the high seas fisheries of the North Pacific Ocean. Signed at Tokyo, May 9, 1952.

Protocol to the North Atlantic Treaty on guarantees given by the parties to the North Atlantic Treaty to the members of the European Defence Community. Signed at Paris, May 27, 1952.

Agreement for the settlement of disputes arising under Article 15(a) of the Treaty of Peace with Japan. Signed at Washington, June 13, 1952.

Protocol extending the period of the Agreement on North Atlantic Ocean Weather Stations signed at London on May 12, 1949. Signed at Montreal, June 19, 1952.

Universal Postal Convention and related documents. Signed at Brussels, July 11, 1952.

Protocol on the status of international military headquarters set up pursuant to the North Atlantic Treaty. Signed at Paris, August 28, 1952.

Universal Copyright Convention. Signed at Geneva, September 6, 1952.

Protocol concerning the application of the Universal Copyright Convention to the works of stateless persons and refugees. Signed at Geneva, September 6, 1952.

Protocol concerning the application of the Universal Copyright Convention to the works of certain international organizations. Signed at Geneva, September 6, 1952.

Protocol concerning the effective date of instruments of ratification or acceptance of or accession to the Universal Copyright Convention. Signed at Geneva, September 6, 1952.

Supplementary Agreement to revise Article II of the Agreement annexed to the Final Act of the Commonwealth-United States telecommunications meeting signed at London on August 12, 1949. Signed at London, October 1, 1952.

2. BILATERAL AGREEMENTS

Austria

Exchange of Notes constituting an agreement reviving the application of the Convention between His Majesty and the Federal President of the Republic of Austria regarding legal proceedings in civil and commercial matters signed at London on March 31, 1931. Signed at Vienna, January 18, 1952.

Ceylon

Exchange of Notes constituting an agreement giving formal effect to the Statement of Principles agreed between the Government of Canada and the Government of Ceylon for co-operative economic development of Ceylon. Signed at Colombo, July 3 and 11, 1952.

Egypt

Agreement concerning war graves between the Commonwealth and Egypt. Signed at Cairo, June 8, 1952.

Exchange of Notes constituting an agreement for the exchange of most-favoured-nation treatment to facilitate trade between Canada and Egypt. Signed at Ottawa, November 26 and December 3, 1952.

Italy

Exchange of Notes constituting an agreement regarding the issuance of multi-entry visas to diplomatic representatives, officials and non-immigrants. Signed at Rome, October 10, 1952.

Monaco

Exchange of Notes constituting an agreement regarding visa requirements for non-immigrant travellers of the two countries. Signed at Monaco and Ottawa, January 22 and March 20, 1952.

Netherlands

Exchange of Letters constituting an agreement to safeguard the rights of bona fide holders of bonds of Canada that were looted from their Netherlands owners during the second world war. Signed at Ottawa, April 10, 1952.

New Zealand

Exchange of Notes constituting an agreement modifying the Agreement relating to Air Transport of August 16, 1950. Signed at Wellington, September 29, 1952.

Spain

Exchange of Notes constituting an agreement on settlement of debts. Signed at Madrid, January 29, 1952.

Union of South Africa

Exchange of Notes constituting an agreement regarding the temporary suspension of the margin of preference on unmanufactured logs. Signed at Ottawa, January 2 and 11, 1952.

Exchange of Notes constituting an agreement regarding the temporary suspension of the margin of preference on wool. Signed at Cape Town, February 19 and June 14, 1952.

United Kingdom

Exchange of Notes constituting an agreement extending the double taxation Agreement with respect to income tax of June 5, 1946 to British Guiana and St. Lucia. Signed at Ottawa, May 9 and 22, 1952.

United States of America

Exchange of Notes constituting an agreement to co-operate in preparing applications to the International Joint Commission for approval of the plans to construct power facilities on the St. Lawrence in connection with the development of an all-Canadian seaway. Signed at Washington, January 11, 1952.

Exchange of Notes constituting an agreement regarding the R.C.A.F.-U.S.A.F. re-supply of joint Canadian-U.S. Arctic weather stations. Signed at Ottawa, February 7, 1952.

Agreement for the promotion of safety on the Great Lakes by means of radio. Signed at Ottawa, February 21, 1952.

Exchange of Notes constituting an agreement providing for the relocation of two of the Pacific Ocean weather stations. Signed at Ottawa, January 22 and February 22, 1952.

Exchange of Notes constituting an agreement confirming the recommendation made by the Permanent Joint Board on Defence in March 1950 concerning leased bases in Newfoundland. Signed at Washington, February 13 and March 19, 1952.

Exchange of Letters constituting an agreement providing for the renewal of the Arrangement for the Exchange of Agricultural Labour and Machinery of 1942. Signed at Ottawa, April 15 and 16, 1952.

Exchange of Notes constituting an agreement regarding the allocation of television channels. Signed at Ottawa, April 23 and June 23, 1952.

Exchange of Notes constituting an agreement approving the arrangements under which applications were submitted to the International Joint Commission for approval of the construction of certain works for the development of power in the International Rapids Section of the St. Lawrence River. Signed at Washington, June 30, 1952.

Exchange of Notes constituting an agreement confirming the agreement of the United States Government to the removal of the Gut Dam by the Canadian Government. Signed at Ottawa, November 4 and 19, 1952.

Exchange of Notes constituting an agreement concerning the lease of parcels of land at Goose Bay. Signed at Ottawa, December 5, 1952.

Venezuela

Exchange of Notes constituting an agreement renewing the terms of the commercial modus vivendi of October 11, 1950 for a further period of one year. Signed at Caracas, October 8, 1952.

APPENDIX E

PUBLICATIONS OF THE DEPARTMENT

1. PRINTED PUBLICATIONS¹

Annual Report of the Department of External Affairs. An account of the activities of the Department submitted each year to Parliament. (Canada, the United States and Mexico, 25 cents; other countries, 30 cents).

Canada Treaty Series. Text of the treaties, conventions and agreements concluded between Canada and other countries. (Canada, the United States and Mexico, 25 cents; other countries, 30 cents).

Canadian Representation Abroad and Representatives of Other Countries in Canada. Published quarterly. (Canada, the United States and Mexico, 25 cents; other countries, 30 cents).

Conference Series. Reports on the proceedings of certain international conferences in which Canada has participated since 1945. In this series will be found the yearly report of the Department entitled *Canada and the United Nations*. (Canada, the United States and Mexico, 50 cents; other countries, 60 cents).

Diplomatic and Consular Representatives in Ottawa. Published quarterly. (Canada, the United States and Mexico, 15 cents; other countries, 20 cents).

External Affairs. A monthly bulletin providing reference material on Canada's external relations and reports on the current work of the Department. (\$1.00 a year; students 50 cents).

White Papers, for instance *Canada and the Korean Crisis*, submitted to Parliament on September 1, 1950, and *Documents of the Korean Crisis*, submitted to Parliament on January 31, 1951. (Canada, the United States and Mexico, 25 cents; other countries, 30 cents).

Special Publication: Canada from Sea to Sea. An illustrated booklet for distribution abroad dealing in popular style with the history, geography and economic, social and artistic life in Canada. Published in English, Danish, Dutch, French, German, Italian, Portuguese and Spanish. (Canada, 25 cents). A Norwegian edition will be available later in 1953.

2. MIMEOGRAPHED REFERENCE MATERIAL

Canadian Weekly Bulletin. A survey of the week's Canadian events.²

Fact Sheets. A set of one-sheet documents dealing with such subjects as Canadian history, transportation, foreign trade, etc.² Published in English, French, Spanish.

Reprints. Articles on Canada reprinted, with the permission of the publisher and author, from various sources, chiefly from Canadian periodicals.²

Reference Papers. Background material on Canada and Canadian activities.²

Statements and Speeches. Texts of selected official statements on external or domestic affairs.²

A selection of *Statements and Speeches* and *Reference Papers* in Spanish is published under the title of *Páginas documentales*; in German, *Amtliche Aukunftsblätter*; and in Italian, *Pagine documentarie*.

¹ May be obtained in both English and French from the Queen's Printer, Ottawa.

² Distributed outside Canada only.

³ Items in this series which deal with international affairs are distributed in Canada as well as abroad. They may be obtained from the Information Division, Department of External Affairs, Ottawa.

Report
of the
Department of
External Affairs

1953



CANADA

REPORT
of the
DEPARTMENT OF
EXTERNAL AFFAIRS

1953

**Submitted to Parliament under the Provisions of the
Department of External Affairs Act**



Canada

Edmond Cloutier, C.M.G., O.A., D.S.P.
Queen's Printer and Controller of Stationery
Ottawa, 1954

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FOREWORD

The year just past has seen some heartening achievements in the long struggle for peace and security. On the other hand it has brought into focus a number of new problems demanding solution. Moreover our very successes, to the extent that they have induced a welcome reduction in tension, have of course made it all the more necessary for the free peoples of the world to be on their guard, lest relaxation give rise to disunity or to complacency.

The main function of the Department of External Affairs is the protection and advancement of Canadian interests abroad; and the paramount Canadian interest abroad is the maintenance of international peace and security. In a period of "cold war" such as this, in which so much may depend on the cohesion of the western democracies, on the quality of our developing relations with the peoples of Asia and the Middle East, and on our awareness and assessment of developments in Eastern Europe and elsewhere, it is more than ever obvious that a country's Foreign Service is a first line of defence.

How the Department, and the Foreign Service which staffs its offices both at home and abroad, discharged their responsibilities in 1953, is set forth in some detail, together with a summary of some of the most important world developments, in the various chapters of this Report.



*Secretary of State
for External Affairs.*

OTTAWA, February 1, 1954.

The Honourable L. B. PEARSON, M.P.,
Secretary of State for External Affairs.

In accordance with the provisions of the Department of External Affairs Act, I am submitting to you herewith, for tabling in Parliament, the forty-fourth annual report of the Department, which covers the calendar year 1953.

The account falls into nine chapters. The opening chapter is a summary of the participation of Canada in the United Nations. A more comprehensive survey of this participation will be submitted later in the year under the title of *Canada and the United Nations*. Chapters II to V constitute a review of the relations of Canada within the Commonwealth and the North Atlantic Treaty Organization and, by continents, with the other countries. In chapters VI to IX are outlined, on a functional basis, the legal, economic and other principal affairs dealt with by the Department as well as the recent changes in its organization at home and abroad.

Annexed to the report are seven appendices showing the present structure of the Department, and listing the countries with which Canada maintains diplomatic and consular relations, the countries which maintain diplomatic missions in Canada, the organizations of which Canada is a member, the conferences at which it was represented by members of the Department and the agreements it concluded during the year, and the publications of the Department.

It gives me pleasure to express my satisfaction with the manner in which the various members of the staff have discharged their duties.

R. A. MacKAY,
Acting Under-Secretary of State
for External Affairs.

OTTAWA, January 23, 1954.

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REPORT OF THE DEPARTMENT OF EXTERNAL AFFAIRS, 1953

I

1. The United Nations and Specialized Agencies

The most important development in United Nations affairs during 1953 was the conclusion, on July 26, of an armistice bringing three years of bitter fighting in Korea to an end,—an event which should strengthen faith in collective action through the United Nations.¹

Canada was represented at all meetings of the United Nations Assembly during the year and also on a number of subsidiary bodies such as the Disarmament Commission, the Collective Measures Committee, the Advisory Committee of the Korean Rehabilitation Agency, the Executive Board of the Children's Fund, and the Negotiating Committee for Extra-Budgetary Funds. Canadian representatives also sat on four commissions of the Economic and Social Council concerned with statistical, fiscal, social and narcotic questions. Although Canada was not a member in 1935 of the Security Council, the Economic and Social Council and the Trusteeship Council, Canadian officials followed as observers the proceedings of these bodies.

The seventh Assembly, which opened on October 14, 1952, met also for two periods during 1953. From February 24 to April 23, it concerned itself with questions which had not been cleared up at the first part of the session, and in late August it discussed the Korean situation. On these two occasions, Mr. L. B. Pearson, Secretary of State for External Affairs, continued to serve as President. The eighth Assembly opened on September 15 and continued in session until December 9, when it decided to recess and to reassemble at the call of the President should Korean developments warrant it.

Developments in the Assembly demonstrated how strong an influence the relationships among the major powers have on United Nations affairs. The Assembly did not find itself in a position to advance far on issues on which there was a major clash of interests. A similar situation prevailed in the Security Council, which held few meetings during the early part of the year but gave close attention in the latter months to problems relating to the observance of armistice agreements between Israel and its neighbours, and concerned itself briefly with Trieste.

On April 10, Mr. Dag Hammarskjöld of Sweden was sworn in as new Secretary-General of the United Nations. His appointment was preceded by meetings of the Security Council at which other candidates were considered. Mr. Pearson received nine affirmative votes, but it

¹A detailed account of Korean developments will be found in Chapter V.

became clear that the Soviet Union would veto his election. On March 31, the Security Council recommended Mr. Hammarskjöld by 10 votes in favour with 1 abstention, and on April 7 the Assembly gave overwhelming support to the recommendation.

Several questions influenced by East-West tension came in for acrimonious debate: the charges of bacteriological warfare, forced labour, the fate of Second World War prisoners and reports of Communist atrocities in Korea. Added to these were the problems of Chinese representation in the United Nations, on which the Assembly postponed a decision, and the admission of new members, on which no progress was made.

Considerable interest was shown by the Assembly in the question of disarmament. A fourteen-power resolution, of which Canada was a sponsor, asked the Disarmament Commission to press on toward the achievement of its objectives. This interest was heightened at the close of the session by the speech of President Eisenhower in which he proposed a basis of co-operation for peaceful pursuits in the atomic field.

A number of problems were considered by the Assembly concerning the progress of certain areas toward self-government. The central issue in this field—brought out strongly in the debates on Tunisia and Morocco—was the extent to which the obligations of the United Nations under the Charter to concern itself with questions of human rights and self-determination of peoples should influence the interpretation of Charter provisions which place domestic matters outside the Assembly's competence. Canada has long held the view that the domestic jurisdiction clause should not be so interpreted as to render meaningless other important provisions of the Charter, and that the Assembly's role essentially should be to develop goodwill on both sides from which agreed solutions can be achieved.

Three items on the Assembly agenda particularly concerned one or more Commonwealth countries: the treatment of Indians in South Africa, racial policies in South Africa, and the status of South West Africa. On the first of these items, the Assembly passed a resolution reconstituting the Good Offices Commission which had previously been established to arrange and assist in negotiations between the parties concerned. On racial policies, the Assembly adopted a resolution reaffirming previous resolutions concerning human rights and fundamental freedoms and reconstituting the commission set up in 1952 to study the racial situation in South Africa. A South African resolution which would have denied competence to the Assembly to take such action was rejected. On these two issues, Canada made clear its concern at allegations that human values were being disregarded, and joined with those seeking solutions which would be in keeping with the importance attached to human rights in the Charter and yet would not represent too broad an interpretation of the domestic jurisdiction clause.

Further consideration was given by the Assembly to the possibility of assisting the economic development of under-developed countries by establishing a special fund for grants-in-aid and loans and an international finance corporation. Canada supported a declaration that, when sufficient progress has been made in disarmament, member states should ask their peoples to devote to economic development purposes a portion of the

savings thereby achieved. Canada also shared in the decision to renew the Expanded Programme of Technical Assistance, and its representative announced that the Canadian Government was prepared to recommend to Parliament an increased contribution up to \$1,500,000 for 1954 for this purpose, provided other contributions were adequate.

The Assembly considered a report of the International Law Commission which contained recommendations on a number of matters of particular interest to Canada: continental shelf, fisheries, contiguous zone, arbitral procedure, and nationality. The Canadian representative joined with like-minded powers in pressing for, and securing action on these recommendations considered to be in the best interests of Canada.

The Assembly extended for five years the Office of the High Commissioner for Refugees, and approved the establishment of the United Nations Children's Fund on a continuing basis.

As regards the Secretariat of the United Nations, the Assembly adopted certain changes in the staff regulations, but deferred a decision on awards of compensation to dismissed employees pending receipt of a legal opinion from the International Court of Justice. The Secretary-General put forward plans for re-organizing the Secretariat which would alter the structure and reduce the number employed by fifteen per cent. The Assembly approved a budget for the Organization of \$47,827,110.

2. The Specialized Agencies

Canada continued to take an active interest in the work of the Specialized Agencies,² recognizing in them the chief instrument through which member states are able to pool their efforts and resources in seeking to achieve the Charter objectives of economic and social progress. Only isolated decisions can be given here. The World Health Organization reluctantly accepted the resignation of Dr. Brock Chisholm, a Canadian who had been Director-General from the inception of the Organization, and appointed in his place Dr. M. G. Candau of Brazil. The Food and Agriculture Organization discussed the establishment of an international famine fund. Canada did not consider that a proven need existed for such a fund, taking the view that bilateral and ad hoc arrangements were not necessarily inadequate for genuine famine emergencies. The International Civil Aviation Organization completed the basic pattern of technical and operating standards it had been developing over the years. The World Meteorological Organization adopted a world-wide code for the transmission of weather data. The International Labour Organization approved recommendations concerning the minimum age for work in coal mines and the protection of the health of workers in places of employment.

3. Financial Contribution

Canada's financial contribution to the United Nations for the year 1953 was, in Canadian funds, \$1,394,504; to the Specialized Agencies \$1,220,655; to the United Nations Expanded Programme of Technical Assistance \$795,000; to the United Nations Children's Fund \$500,000; to the United Nations Refugee Emergency Fund \$100,000; or a total of \$4,010,159.

²For a list of these agencies see Appendix D.

II

THE COMMONWEALTH

This chapter deals with Commonwealth relationships generally as well as with some constitutional developments within the Commonwealth during the past year. Some aspects of Canada's relationships with particular Commonwealth countries are dealt with elsewhere in this report.¹

One of the most important aspects of Commonwealth relations is the almost continuous consultation which takes place among Commonwealth countries on international issues. These consultations are of special value since they provide an exchange of information and give expression to regional interests in all parts of the globe. The common political traditions which constitute one of the most durable bonds among Commonwealth countries greatly facilitate this exchange of information and views, which can be carried on with the minimum of formality and organization. These consultations have continued, in one form or another, throughout 1953.

The accession to the throne of Queen Elizabeth emphasized the need for a revision of the Royal Style and Titles which would reflect the special position of the Sovereign as Head of the Commonwealth. The Commonwealth Prime Ministers agreed in December 1952 that each member country should adopt for its own purposes a form of title suitable to its own particular circumstances but retaining a substantial element common to all. The assent of the Parliament of Canada to a Proclamation by the Queen of her new Royal Style and Title for Canada was given by an Act passed in February 1953. The Proclamation was presented to Her Majesty for approval and signature on May 28. Two versions of the Proclamation were signed by the Queen, one in English and one in French. Each version contains the Royal Style and Titles for Canada in both languages as follows:

"Elizabeth the Second, by the Grace of God of the United Kingdom, Canada and Her other Realms and Territories Queen, Head of the Commonwealth, Defender of the Faith."

"Elizabeth Deux, par la grâce de Dieu, Reine du Royaume-Uni, du Canada et de ses autres royaumes et territoires, Chef du Commonwealth, Défenseur de la Foi."

The proclamation of the Queen's Royal Style and Titles for Canada took place simultaneously with the proclamation of the forms adopted for the other Commonwealth countries. The recognition of the Queen as Head of the Commonwealth is the common element in the new titles and is also the formal link which joins republican India with other Common-

¹On South African issues discussed by the United Nations see Chapter I; on Canada's aid to India, Pakistan and Ceylon under the United Nations Programme of Technical Assistance and the Colombo Plan see Chapters I and VIII.

wealth members. It is symbolic of the common history, ideals and interests which bind the countries of the Commonwealth together as a free association of independent member nations.

The Coronation of Queen Elizabeth, which brought together representatives of the Parliaments and Legislatures of the Commonwealth from all over the world, provided a striking occasion for the demonstration of the strength of that feeling which binds together the diverse nations and peoples of the Commonwealth. The Canadian delegation to the Coronation included the Prime Minister and other Cabinet Ministers, Leaders of the Opposition in the House of Commons and the Senate, Speakers of the Senate and House of Commons, the Chief Justice, and representatives of Canadian ex-servicemen's organization. Arrangements for the Coronation were co-ordinated by the Coronation Commission, consisting of representatives of all the Commonwealth kingdoms, and meeting in London. In Canada, the Government was advised by the Coronation Committee of Canada (of which the Secretary of State for External Affairs was a member) on all Coronation matters of special concern to this country. At posts abroad, Canadian diplomatic and consular representatives united with their colleagues from other Commonwealth nations in arranging celebrations. Under the direction of the Coronation Committee of Canada, the High Commissioner's Office in London, in co-operation with the United Kingdom authorities, had a special role in making arrangements for the Canadian part in the Coronation ceremonies and festivities.

Following the Coronation, Commonwealth Prime Ministers held a series of meetings at which they reviewed the international situation. They also had informal talks on matters of particular interest to two or more countries. The communiqué issued at the end of the meetings stated: "The discussions which the Prime Ministers have held have once more demonstrated the concord which exists between all the Governments and peoples of the Commonwealth, despite their varying interest and circumstances, in their approach to problems of the world today."

A Canadian High Commissioner's Office was opened in Ceylon in June. Mr. J. J. Hurley, Canada's first High Commissioner in Ceylon, arrived in Colombo in August, thus completing Canada's diplomatic representation in Commonwealth member countries.

The Canadian Government has watched with interest the further steps which have been taken in Pakistan during 1953 to frame and establish a permanent constitution. One of the provisions of the Basic Principles Committee's Report, which was approved by the Constituent Assembly is that Pakistan should be known as "The Islamic Republic of Pakistan". The Pakistan Government hopes that the new constitution may be approved in 1954.

Constitutional developments in United Kingdom colonial territories attracted some attention during the year. These included the conference held in London on federation in the West Indies, the establishment of the Federation of Rhodesia and Nyasaland, and discussions concerning the revision of the constitutions of Nigeria and the Gold Coast.

Towards the end of the year, preparations were undertaken in Ottawa for a tour to be made by the Prime Minister early in 1954, which would include visits to four countries of the Commonwealth—the United Kingdom, Pakistan, India and Ceylon.

III

THE NORTH ATLANTIC TREATY ORGANIZATION, EUROPE, AND THE MIDDLE EAST

During the past year, the North Atlantic Treaty Organization (NATO) and European and Middle East affairs have claimed serious attention, for while much that is reassuring has taken place, there have also been disquieting developments which have caused concern in Canada as well as in other parts of the free world. Canada has followed these events closely, and has associated its efforts with those of other countries to establish conditions of peace and security.

1. North Atlantic Treaty Organization

The North Atlantic Treaty Organization has continued to be a most important medium of such association. Since the North Atlantic Treaty was signed in 1949, the Organization has developed efficient machinery and workmanlike procedures. The decisions and plans made are bearing fruit: the forces at the disposal of NATO commands have been increased and made more effective. The success so far achieved has increased the danger of relaxation and indifference. It is important, however, that public opinion remain alert, not only to the threat of aggression which still exists, but to the importance of the North Atlantic Treaty Organization in meeting and defeating that threat.

Throughout the year, the North Atlantic Council remained in session in Paris. Assisted by the International Staff under Lord Ismay, Secretary-General, and in consultation with subordinate committees, it worked on emergency and long term plans and carried out a further "Annual Review", a comprehensive stocktaking of the NATO defence build-up which provides information for the guidance of governments in deciding on the future levels and composition of the NATO forces. It dealt also with a wide range of other questions, including the development of correlated production programmes in Europe, and problems of information and cultural relations.

In April and December, the Council met in ministerial sessions. At the April session, the ministers established a firm military programme for 1953 and a provisional programme for 1954. They approved, subject to the necessary appropriations being made by national parliaments, an important agreement on sharing the cost over the next three years of constructing the permanent installations ("infrastructure") required for the common use of the NATO forces. In December, the ministers formally approved the schedules of forces to be contributed to NATO by member countries by the end of 1954, and agreed to general lines of defence planning for subsequent years. They also had a full exchange of views on the international situation.

In most NATO countries the proportion of total output of the economy devoted to defence was higher in 1953 than previously and, in that year, NATO, as a whole, spent more than double the amount spent on defence in 1951. The forces under NATO command have approximately doubled since 1951 and the gain in their effectiveness has been greater still. During 1953, as a result of the decisions of the ministerial meeting in April, there was a rapid expansion and modernization of the NATO air forces. Canada made a noteworthy contribution to this increase by completing ahead of schedule its commitment to station twelve jet fighter squadrons in Europe. The 27th Canadian Infantry Brigade Group, which had been stationed in Germany since 1951, was replaced by the 1st Canadian Infantry Brigade Group. Considerable progress was also made in constructing the fixed installations and facilities required by the NATO forces in Europe. While by the end of 1952, approximately sixty airfields had been built under the common infrastructure programme, by the end of 1953 over twice that number had been completed.

There was also a real improvement during the year in the supply of equipment to the NATO forces. Orders previously placed were beginning to result in substantial deliveries. Canada played its part, not only by increasing and improving the equipment of its own forces, but also by means of the Canadian Mutual Aid Programme. In the fiscal year 1953-54 the appropriation for this programme was \$324 million, the same as the appropriation in the previous fiscal year. Mutual Aid funds are being used principally to cover the cost of training air crew from other member countries in Canada and of furnishing European member countries with military equipment. An encouraging feature was that the production difficulties which were common to all member countries and which had considerably slowed down deliveries of equipment under the previous programme were in large part overcome.

Various questions of co-operation in non-military fields under Article 2 of the North Atlantic Treaty remained under active study in several committees of the North Atlantic Council, particularly under the chairmanship of Mr. L. D. Wilgress, the Canadian Permanent Representative. One of these questions was whether it would be possible to increase parliamentary interest in the work of NATO. It was found that there were many difficulties involved in associating parliamentarians with such an intergovernmental organization, but there was a general agreement on the desirability of promoting a deeper understanding of, and wider support for, the aims and activities of the Organization among members of parliaments in the member countries. Other questions concerned troop information and military community relations. These were the subject of a useful conference of experts which was held in Paris in October.

In July, General Gruenther was appointed to succeed General Ridgway as Supreme Allied Commander in Europe. The appointment was made by the North Atlantic Council on the nomination of the President of the United States.

2. Western Europe

Another medium of Canadian association with European countries anxious to solve common problems through co-operative effort is found in the Organization for European Economic Co-operation (OEEC), of

which Canada is an associate member. Emphasis was laid in this Organization during the year on measures which would enable its members to participate more actively in the world trading community. Particular attention was also devoted to the collective approach towards convertibility of currencies which was developed at the Commonwealth Economic Conference of 1952. Canadian representatives played an active role in the discussion of this question and of the relaxation of restrictions on imports from the dollar area. In addition, Canada co-operated in the conduct of the economic surveys and studies in the scientific and technical fields undertaken by the Organization.

There are other associations of European countries which Canada believes to be of importance as evidence of growing and deeper co-operation. Among these may be mentioned the Council of Europe, the European Coal and Steel Community, and the proposed European Defence Community. The Council of Europe, which is composed of Belgium, Denmark, France, the German Federal Republic, Greece, Iceland, Ireland, Italy, Luxembourg, Norway, Sweden, Turkey, and the United Kingdom, provides in a sense a European parliament where organized but free discussion often leads to a measure of agreement of common problems, and focuses the attention of public opinion on these problems. It has been able to exercise some co-ordinating functions with respect to the multiplicity of movements towards integration which have been springing up in Europe. The origins of some specific plans for integration, such as the European Coal and Steel Community and the proposed European Defence Community, can also be traced back to the Council. Canadian observers have continued to follow the session of the Consultative Assembly of the Council of Europe, as many of the subjects dealt with by the European representatives have wider implications which are of concern to this country.

A body which is concerned with a narrower field but which possesses executive authority is the European Coal and Steel Community. France, the Federal Republic of Germany, Italy, Belgium, the Netherlands and Luxembourg have in this Organization united to create, under a single authority, a pool of coal and steel production with common markets. The common market for coal, iron ore and scrap was opened on February 10, and for steel on May 1.

The same six countries have signed a treaty envisaging the creation of a European Defence Community (EDC) with an army which would include German divisions and form a part of the forces available to the North Atlantic alliance. Substantial progress towards ratification of the Treaty has been made in Germany, the Netherlands, and Belgium. The other governments concerned are expected soon to press for parliamentary action in their countries.

3. Eastern Europe

The Union of Soviet Socialist Republics and the Soviet-dominated states of eastern Europe are not associated with the various co-operative movements flourishing on the rest of the continent. In fact, the U.S.S.R. has continued to lead an active propaganda campaign against organiza-

tions like NATO, OEEC, and the proposed EDC. Europe is still divided into two camps, and, while there have been some significant developments since the death of Stalin, it is much too soon to say that the gap between the two camps is narrowing.

Stalin died on March 5. With remarkable speed a new Government under Malenkov as Chairman of the Council of Ministers was announced. The enlarged Party Praesidium, recently created under Stalin's personal supervision, was reduced to a small group virtually identical with the former Politburo. Beria, Molotov, Bulganin and Kaganovich were named first Deputy Chairmen of the Council of Ministers and, with Malenkov, formed the inner "cabinet" of the Soviet Government. On March 14, it was announced that Malenkov had been released from his duties as Secretary of the Party, leaving Khrushchev as the senior Party Secretary.

The transition to a new regime seemed therefore to have been accomplished smoothly. It was not until July that charges of anti-state activity were made against Beria, who was executed in December.

While it is premature to speculate whether the new regime in Moscow intends to make any fundamental change in Stalin's policies, there are certainly developments of considerable interest. The cult of the Tsar-like leader of superhuman wisdom and ability has been openly attacked, and Malenkov has insisted that there is now a collective leadership. The Central Committee of the Party and the Council of Ministers, rather than one person, are usually credited with leadership in various announcements of governmental decisions. There has been also a marked and continuing modification of Stalin's Russification programme in dealing with the various minority nationalities in the U.S.S.R.

The major domestic development has undoubtedly been economic. In addition to a larger than usual general price reduction, Malenkov announced a two to three-year programme to increase the output of consumer goods. This was developed in long decrees on agricultural production and on manufactured goods in internal trade. The agricultural programme, while in no sense a retreat from the principles of collectivization, stressed pecuniary rewards to the peasants as the means to greater output.

There is no suggestion in these plans that military preparedness or heavy industry will suffer any serious setback. Nevertheless the main attention of Soviet leaders, at least for the time being, seems to be concentrated on raising the living standard. This may reflect some measure of pressure from below for better living conditions.

Many of the moves suggesting a new approach to foreign affairs have been, on the whole, of a superficial nature, at any rate when contrasted with domestic developments involving the fundamentals of economic planning. Foreigners are now allowed to travel much more freely; diplomatic relations have been restored with Israel and ambassadors have returned to Athens, Belgrade and Ottawa; a number of Soviet wives and other dependents of foreigners have been allowed to leave the U.S.S.R., and censorship of foreign press correspondents has been somewhat relaxed. These are all commonsense concessions which cost little or nothing, but which the Soviet Government had hitherto obdurately refused to make.

4. Central Europe

More notable, at least in their implications, were the moves which led to the reopening of the question of possible German and Austrian settlements. For several reasons, Germany during 1953 remained the main preoccupation in Europe, alike for all the great powers and for all its eastern and western neighbours. The prime reason was the extraordinary recovery of West Germany, which emerged from the period of intensive post-war reconstruction, greatly expanded its production, drove its way back into many of its pre-war markets abroad, and in every way showed that it was once again an economic factor to be reckoned with around the world.

Other reasons were to be found in the political field. The Federal Republic of Germany was the first of the signatories to give parliamentary ratification to the treaty setting up a European Defence Community. This demonstration of the pro-Western orientation of West Germany was matched in East Germany on June 17, when widespread anti-Soviet demonstrations were unleashed by factory workers, who took advantage of various conciliatory measures lately made by the Soviet puppet regime. In the September 6 elections, extremists of the right and left were overwhelmed, and Dr. Adenauer's pro-Western coalition Government was returned to power with a stable majority.

On July 15, the three Western Occupying Powers invited the Soviet Union to reopen the discussion of a German settlement. They were prompted to do so, partly because of the more reasonable attitude shown by the Soviet Union since Stalin's death, partly because West Germany's recovery enabled it to press its claim for reunification with greater urgency, and partly because the June riots had shown that, if reunification were achieved, East as well as West Germany would appreciate the merits of Western democracy. The Soviet Union, in August, announced a series of concessions to East Germany which were obviously designed to bolster the regime there without relaxing effective Soviet control. While these readjustments were being carried out, the Soviet Government parried the Western notes on a German settlement by setting out in its replies various conditions which it knew must be unacceptable. However, rather unexpectedly, on November 26, it accepted a meeting of the four foreign ministers, which opened in Berlin on January 25, 1954.

Throughout this exchange of notes, the Western Powers had pressed also for an Austrian settlement. As long ago as 1943, the Soviet Union, the United States and the United Kingdom had signed the Moscow Declaration—to which France later adhered—describing Austria as Hitler's first victim, and proclaiming the re-establishment of its independence as one of the major Allied war aims. Yet ten years later Soviet intransigence was still blocking agreement on the Austrian State Treaty in which this war aim was finally to be achieved. As 1953 ended, the near prospect of a four-power meeting aroused more hope in Austria than anywhere else in Europe, for an Austrian settlement would be comparatively easy to arrange if the Soviet Union were at last ready to do so.¹

¹On the opening of a Canadian legation in Vienna and the raising of the status of the legation in Berne to that of an embassy see Chapter IX.

5. Southern Europe

There have also been interesting developments in southern Europe. In February, Greece, Turkey and Yugoslavia signed a Treaty of Friendship and Co-operation, which came into force on May 29. The Treaty provides for the adherence of other states. In some quarters the hope has been expressed that Italy might eventually collaborate with its neighbours under these auspices, though it is recognized that the problem of Trieste is at present an obstacle to the close association of Italy and Yugoslavia.

On October 8, the United Kingdom and United States Governments announced that they intended to withdraw from Zone A of the Free Territory of Trieste and, having in mind its predominantly Italian character, to turn the administration of the Zone over to Italy. This decision was taken in the earnest hope that it would provide a basis for increasing co-operation between Italy and Yugoslavia in an effort to solve the Trieste problem. Subsequently, the United Kingdom, the United States and France suggested to Italy and Yugoslavia that a meeting be held at which they might review their differences and possibly reach some agreement. Canada has no direct responsibility with respect to Trieste, but, as a member of the North Atlantic Treaty Organization, it is concerned about the relations of another member with an outside power.

Canada and Spain agreed in February to exchange missions of embassy rank. On May 26, the first Spanish Ambassador to Canada, Mr. Mariano de Yturralde Y Orbegoso, former Spanish Consul General in Montreal, presented his letter of credence. The first Canadian Ambassador to Spain, Lieutenant-General Maurice Pope, presented his credentials in Madrid on December 10.

6. Middle East

On June 25, Canada formally recognized the substitution of a republican for a monarchical form of government in Egypt which had taken place on June 18. On August 14, Canada also extended recognition to the Government of Syria, which had come to power by a *coup d'état* in November 1951, and had been returned to office by popular vote in elections held on July 18, 1953. On September 9, the first Minister of Israel presented his credentials in Ottawa.

IV

THE AMERICAS

1. The United States

During the year, Canada developed increasingly close relations with the other American countries. The friendship between Canada and the United States was emphasized by the visit of the Prime Minister St. Laurent to President Eisenhower in May, and by the latter's visit to Ottawa in November. The discussions which took place during these visits have helped in working out many problems between the two countries.

On both occasions, the Prime Minister and the President reaffirmed the special responsibility of Canada and the United States for building up the defence of the North American continent and emphasized the importance of strengthening the security of the free world through collective measures under the North Atlantic Treaty Organization.

The Prime Minister further emphasized, on his visit to Washington, the importance to Canada of an early start on the St. Lawrence project and the special urgency for Canada of the power development. In the months that followed, considerable progress was made by the two governments in completing the arrangements for the construction of the power project. By the time President Eisenhower came to Ottawa, there remained only a few legal obstacles to clear away.

The Prime Minister finally stressed, in Washington, the great importance attached by Canada to the liberation and expansion of world trade. At the time of President Eisenhower's visit to Ottawa, the establishment of the Canada-United States Joint Committee on Trade and Economic Affairs was announced.¹ In speaking to the Canadian Parliament President Eisenhower outlined his plans to study further the whole subject of United States foreign economic policy and expressed the hope that out of these studies would come a policy which would be in the best interests of the United States and the free world. Meanwhile, steps have been taken in the United States to renew the Reciprocal Trade Agreements Act for another year and to simplify to a certain extent United States customs procedures.

On February 12, 1947, the Governments of Canada and the United States made a joint statement on the principles of co-operation between the armed forces of the two countries in the post-war period. Since that time the expectation that the world was entering upon a prolonged period of peace has been severely shaken. Moreover, there is increasing

¹For further discussion of this item see Chapter VII.

evidence that the North American continent is faced by the possibility of attack by weapons of great destructive power. As a consequence, Canada and the United States are developing on the North American continent a co-operative programme of defensive installations on a larger scale than ever.

Many aspects of political, economic and consular affairs required consultation through the Embassy in Washington, not only with branches of the United States Administration, but also with several international bodies established in Washington. Relations with these bodies are dealt with in Chapter VII (Economic Affairs). Other activities of the Embassy and the Canadian consular posts in the United States are reflected in Chapter VI (Legal) and VIII (Information).

The representation of Canada in the United States was broadened during the year by the establishment of two new consulates general, one at Los Angeles which began its operations in April, and the other at Seattle, set up in October.

The International Joint Commission¹ held its two regular semi-annual meetings in April (at Washington) and in October (at Ottawa). Although no new applications or references were submitted to its consideration, many of the sixty-eight cases brought before the Commission during the forty-two years of its existence came up for study and investigation. The Commission is continually engaged in implementing its recommendations which the Governments of Canada and the United States have approved and ensuring that the Commission's orders are observed.

In May, the Commission recommended remedial works to assist in the preservation and enhancement of the scenic beauty of Niagara Falls, and established an International Board of Control to supervise the construction and operation of these works. The greater part of the works is being constructed in Canada by the Hydro-Electric Power Commission of Ontario (which will bear the Canadian share of the cost) in conjunction with its current programme for the development of 1.2 million horse-power in the Niagara River.

The Commission completed arrangements for the establishment of the St. Lawrence Board of Control. Several other advisory boards appointed by the Commission to assist in technical studies of problems before it have continued to report to it and to receive directions for continuing their work. The Commission also held hearings on several matters, such as the problems of reducing the fluctuations in the level of Lake Ontario and the suppression or abatement of pollution in the boundary waters connecting the Great Lakes and in the air of the Detroit-Windsor area. Other problems currently engaging the attention of the Commission are methods to control flooding on the Red River, and the equitable use of the waters of several rivers for irrigation and the development of hydro-electric power.

The Department continued to advise the Commission on Canadian interests in matters concerning the use of waters along the international boundary from the basins of the St. John and St. Croix Rivers on the Atlantic seaboard to the Columbia River basin in British Columbia and the north-western United States.

¹The members of the Canadian Section of the Commission are General A. G. L. McNaughton (Chairman), Mr. George Spence, and Mr. J. Lucien Dansereau.

Arrangements for the joint construction of the hydro-electric power phase of the St. Lawrence project were almost completed during the year. The United States Federal Power Commission held hearings until the end of February on the application by the Power Authority of the State of New York for a licence to construct the United States share of the power project. Representatives of the Canadian Government appeared before the Commission and supported the Power Authority's application. They gave evidence on the urgent need for power in the area to be served by the project, and showed how this need would affect the availability of many important materials needed for the defence not only of Canada but also of the United States.

The Federal Power Commission's Examiner, on May 12, issued a decision to grant a licence to the New York State Power Authority. Exceptions to this decision were filed with the Commission by opposing parties as well as petitions for a re-hearing of the whole procedure. The Commission confirmed the Examiner's decision on July 15, and refused petitions for re-hearing on September 4.

Petitions seeking to have the courts reverse the Federal Power Commission's decision were then entered in the District Court of Appeals in Washington. In anticipation of these actions, Mr. Pearson discussed with the United States Secretary of State the desirability of taking whatever steps were proper to have the courts hear the petitions as soon as possible. In response to a request from Mr. Dulles, the United States Attorney-General petitioned the Court of Appeals to set the case down for an early hearing. As a result, briefs were exchanged by all parties to the action early in December and the hearing began on December 23. It is expected that the Court of Appeals and, if necessary, the Supreme Court will be able to give final judgment in the litigation by the middle of 1954.

On November 4, the Power Authority of the State of New York accepted the licence issued by the Federal Power Commission, so that it could proceed with financial arrangements for its part of the power project. On November 12, notes were exchanged in Washington establishing the St. Lawrence River Joint Board of Engineers which had been proposed in the applications submitted by both Governments to the International Joint Commission and approved by the Commission's Order issued on October 29, 1952. The duties of the Board of Engineers are to review, co-ordinate, and approve detailed plans and specifications for the hydro-electric power facilities in the International Rapids Section of the St. Lawrence River. The Board will be composed of four members—two to be designated by the Government of Canada and two by the Government of the United States.* Meanwhile, the International Joint Commission completed arrangements for establishing the International St. Lawrence River Board of Control, which will supervise the operation of the works. The Hydro-Electric Power Commission of Ontario and the Power Authority of the State of New York are completing engineering studies in preparation for construction of the works as soon as the remaining legal obstacles are cleared.

A bill to authorize United States participation in the St. Lawrence Seaway was introduced in Congress in January 1953. Hearings were held before the Senate Foreign Relations Committee, which recommended approval, and before the House Public Works Committee, which to the

* The Canadian members of the Board are Mr. Lionel Chevrier and Mr. R. A. C. Henry.

end of January 1954 had not voted on the measure. Speaking to the Canadian Parliament on November 14, President Eisenhower expressed the view that Congress would authorize United States participation during its 1954 session. Arrangements for the construction of the Seaway in Canada, however, are continuing to be developed, and the position of the Canadian Government with regard to United States participation remains that any proposal for such participation can be discussed when arrangements for constructing the power project are completed, provided such a proposal will not delay construction of either the power or navigation facilities.

2. Latin America

Stable and sound relations with the growing nations of Latin America are important to our common future. To develop such relations still further, new Canadian diplomatic missions were set up during the year. Following the establishment in December 1952 of an embassy in Venezuela (where Canada had been represented by a consulate general), embassies were opened in Uruguay in January, and in Colombia in March 1953, thus bringing to nine the number of Latin American countries in which Canada maintains diplomatic missions.

To strengthen the ties of Canada with the countries of Latin America and increase their understanding of Canada's international policies, these missions have sought to show that Canada and Latin America have common goals: permanent peace, freedom, rising levels of economic well-being, advancement of democratic processes, attainment of spiritual values. They have stimulated cultural interchange, disseminated information on Canada through the press, radio, and films, given assistance to Latin America students who are coming to Canada in increasing numbers, and worked for better political, economic, and cultural relations. The encouragement of mutually advantageous commercial relations was constantly kept in mind. The embassy in Rio de Janeiro, for instance, was successful in obtaining the co-operation of the Brazilian Government in allowing Brazilian importers gradually to settle their commercial arrears with Canadian exporters. In Argentina, a second five-year plan to develop the national economy having been inaugurated, the Canadian Embassy in Buenos Aires has been endeavouring to create a favourable climate for Canadian goods in anticipation of the re-opening of that important market.

During the year, Canadian Pacific Airlines inaugurated a regular service from Vancouver to Mexico City and Lima, Peru, and Trans-Canada Air Lines made arrangements for a service from Montreal and Toronto to Mexico City. These new air links should strengthen Canada's relations with both Mexico and Peru.

V

EAST ASIA

1. Korea

Canada's interest in the Far East during 1953 again centred in the Korean conflict, in which Canada was represented by the 25th Infantry Brigade, three destroyers of the Royal Canadian Navy, and a transport squadron of the Royal Canadian Air Force. In addition, Canadian co-operation in the rehabilitation of Korea through the United Nations Korean Rehabilitation Agency, as well as through the work of such private agencies as the Canadian Red Cross, continued. At the United Nations, Canadian representatives again played an active role in considering the multifarious problems arising out of the Korean hostilities, and, in keeping with Canada's concern for Korea, several visits were paid to that country by government officials.

The major event of the year in Korea was the successful conclusion of an armistice and cease-fire on July 27. The first indication that there might be a break in the deadlock in the Korean armistice negotiations, which had been recessed since October 8, 1952, occurred on March 28, 1953, when the Communist commanders accepted a proposal of the United Nations commander that sick and wounded prisoners of war should be repatriated. They also suggested that armistice negotiations should be resumed immediately. The United Nations Commander agreed to take up the matter of renewed armistice discussions once an agreement had been reached on the return of sick and wounded prisoners. Such an agreement was signed on April 11, and, five days later, the United Nations Command declared itself ready to resume armistice negotiations.

The renewed armistice negotiations led to an agreement on the repatriation of prisoners of war, which was initialled at Panmunjom on June 8. Under the agreement, within two months of an armistice both sides were to exchange prisoners who wished to be repatriated. During the same period, they were to transfer to the custody of a Neutral Nations Repatriation Commission those prisoners who had refused to be repatriated. During the first ninety days of custody, the Commission would arrange for representatives of the nations to which the prisoners belonged to explain to them their rights and inform them "of any matters relating to their return to their homeland". While held by the Commission, any prisoner might apply for repatriation. After the ninety-day explanation period, the political conference convened to settle the Korean question would have thirty days to decide upon the disposition of the remaining prisoners. If the Conference failed in this respect, or in any event within one hundred and twenty days after taking over the prisoners, the

Commission was to return to civilian status those prisoners remaining in its charge. The Commission would continue to operate for a further period of thirty days, during which it would assist former prisoners to go to neutral nations of their choice. The agreement on prisoners was incorporated as an essential part of the draft Armistice Agreement.

On July 27, the Korean Armistice Agreement was signed at Panmunjom. The cease-fire took effect twelve hours later. The Agreement provided for a demilitarized zone generally along the line of battle and near the 38th parallel. It permitted both sides to maintain, but not to reinforce, their military establishments in the peninsula. A Military Armistice Commission and a Neutral Nations Supervisory Commission were to supervise the application of the Armistice. It was recommended to the governments of the countries concerned on both sides that, within three months after the Armistice Agreement was signed and became effective, a political conference be held to arrange through negotiation for the withdrawal of all foreign troops from Korea and the peaceful settlement of the Korean question.

The conclusion of the Armistice Agreement led to a special report to the United Nations by the Government of the United States as the Unified Command, which contained the text of a joint policy declaration signed in Washington on July 27 by the representatives of Canada and the other fifteen countries contributing forces to the Command. The declaration stressed the determination of these countries to carry out the armistice terms, but it also affirmed that any renewal of hostilities by the Communists constituting a new aggression so determined by the United Nations would be promptly resisted by the sixteen countries concerned.

The Assembly, on August 28, approved two resolutions concerning the conference contemplated in the Armistice Agreement. One resolution recommended that the United Nations side of the conference should consist of those member states of the Unified Command who wished to participate, and of the Republic of Korea; that participating governments should be bound only by decisions to which they adhered; and that the United States, after consultation with the other participants, should arrange with the Communist side for the conference to be held by October 28. The second resolution recommended Soviet membership in the conference, provided the other side desired it. The Canadian delegation supported both resolutions.

The Assembly considered a resolution sponsored by Canada, the United Kingdom, Australia, and New Zealand, recommending without qualification the participation of India in the political conference. In the First Committee, where only a simple majority is required, this was approved by a vote of 27 in favour (including Canada), 21 against (including the United States), and 11 abstentions. India did not participate. The vote indicated that in plenary session the motion would be defeated since it would fail to obtain the necessary two-thirds majority. The Indian representative requested in plenary session that no vote be taken on the resolution and, in the absence of any objection, the President complied.

On October 10, Peking and North Korea accepted a United States proposal that their emissaries meet with a United States representative to discuss arrangements for the conference. Both sides agreed on

Panmunjom as the place, and meetings began there on October 26. Two main difficulties soon arose, one concerning the status of Soviet participation in the political conference, and the other the participation of neutrals generally.

On December 12, the negotiations were recessed indefinitely. At the meeting of that date, the Communists accused the United States of conniving with South Korea in the release last June of 27,000 Korean prisoners-of-war who were opposed to repatriation and, therefore, of being guilty of perfidy. The representative of the United States, Mr. Dean, said that he would treat the Communist charges as notification that they wished the talks recessed indefinitely and he left the conference room. He has since returned to the United States, leaving his deputy in Korea.

At the year's end, the Indian custodian force, on behalf of the Repatriation Commission, continued to hold in custody more than 22,000 prisoners, of whom some 21,700 had not chosen to be repatriated to the Communist side. The period of access to the prisoners by representatives of both sides, to speak on repatriation, ended on December 23. The prisoners are slated to revert to civilian status on January 22.

On December 28, the Chairman of the Repatriation Commission communicated to the opposing commanders an interim report of his Commission which had been adopted by three votes to none, the Swiss and Swedish having abstained. This report invited the attention of both commands to the impossibility of the tasks assigned to the Commission by its terms of reference being fully performed, and, in the absence of a political conference to consider the question of the disposition of the prisoners, referred the entire matter for their consideration.

On December 26, President Eisenhower announced that he had directed that the United States ground forces in Korea be progressively reduced as circumstances warranted. As an initial step, two army divisions would soon be withdrawn and return to the United States. In the event that aggression in Korea was renewed, the United States would oppose it "with even greater effect than heretofore".

2. Japan¹

There were three significant events in Canadian-Japanese relations in 1953. On January 15, Mr. Robert Mayhew, former Minister of Fisheries in the Canadian Government, presented his credentials to the Emperor as Canada's first Ambassador to Japan.² During the month of April, the Crown Prince of Japan visited Canada as a guest of the Government while on his way to London for the coronation of Queen Elizabeth. On June 12, the International Convention for the High Seas Fisheries of the North Pacific Ocean was brought into force by the exchange in Tokyo of instruments of ratification by representatives of Canada, Japan and the United States. This Convention provides procedures for the regulation of the high seas fisheries of the North Pacific and establishes a tripartite commission to oversee arrangements.

¹ On economic relations with Japan see also Chapter VII, sections 1 and 3.

² Before the Second World War, Canada has been represented in Japan by a Minister.

During 1953, negotiations were also conducted between both countries for bilateral trade and air agreements. These were still in progress at the year's end. On October 29, a protocol came into effect providing arrangements for criminal jurisdiction over United Nations forces stationed in Japan, similar to those accorded by the Japanese Government to United States forces. Other aspects of an agreement governing the status of United Nations forces in Japan continue under discussion in Tokyo by Canadian and other United Nations representatives.

3. China and Southeast Asia³

Canada's relations with China remained unchanged during 1953. The Canadian Government continued to recognize the National Government of President Chiang K'ai-shek at Taipeh on Formosa. The Soviet Government made several attempts during the year to replace the representative of the National Government of China in the United Nations with a representative from the Communist Government in Peking, but was unsuccessful in its efforts. A number of Canadians were evacuated from the mainland of China through Hong Kong. Those remaining on the mainland now number about fifty, including eighteen missionaries and some thirty Canadians of Chinese ancestry.

The war in Indochina, now entering its eighth year, has continued to be a cause for concern, since it represents the most active field of international strife in the world today. Some progress was made during 1953 in the political negotiations between France and the three Associated States of Indochina, Vietnam, Laos, and Cambodia, whereby the status of the three states and their relationship with France were further reviewed and defined. In particular, the French Government's declaration of July 3, which foresees the full independence of the Associated States as free members of the French Union, did much to foster better relation between France and the Associated States.

In keeping with the mounting importance of southeast Asia in world affairs, Canada increased its representation there by establishing an embassy in Djakarta during the spring of 1953. Mr. George Heasman, formerly Director of the Foreign Trade Service of the Department of Trade and Commerce, was named Ambassador and presented his credentials to President Sukarno in June. Another event of significance in Canada's relationship with Indonesia occurred during 1953 with the accession of Indonesia to the Colombo Plan, of which Canada is a charter member.

³ On economic and technical assistance to Southeast Asia see Chapter VII, section 4.

VI

LEGAL AND CONSULAR AFFAIRS

The Department performs a number of tasks of a legal nature. It concludes, registers and publishes treaties, and watches over their application.¹ It deals with Canadian claims against foreign countries and with foreign claims against Canada. It arranges for the authentication of legal documents for use abroad. It assists in the transmission of documents to foreign governments under civil procedure conventions, extradition treaties, and arrangements for the reciprocal enforcement of maintenance orders. It gives opinions and advice on questions of international law to other government departments.

The Department makes representations on behalf of Canadians who have claims against foreign countries for restitution of identifiable property loss as a result of the Second World War, or for compensation for property confiscated under nationalization or agrarian reform measures. Before asking for the assistance of the Department, claimants are required to show that they have suffered denial of justice or discrimination after exhausting local remedies in the country concerned. Canadian claims in respect of death, personal injury, maltreatment and loss of or damage to property as a result of war operations are dealt with by the War Claims Commission, on behalf of which the Department conducts enquiries in foreign countries.

During 1953, with the assistance of the War Claims Branch of the Department of the Secretary of State and in accordance with Article 15 of the Treaty of Peace with Japan, the Department submitted to the Japanese Government Canadian claims for restitution and for compensation.

On February 27, Canada became a party to the Agreement on German External Debts, which terminated Germany's twenty years of default regarding foreign creditors. Guidance was given to Canadians who had claims against Germany originating before the war or as a result of the war or for injuries suffered under the Nazi regime. The regulations under which claims against Germany are submitted do not cover claims against East Berlin or the Soviet-occupied territory of Germany, the settlement of which will be delayed until the re-unification of Germany is effected.

Claims arising out of nationalization measures in Yugoslavia are dealt with by the Foreign Compensation Commission in London, set up by a special United Kingdom-Yugoslav Agreement to which Canada became a party. The Commission has already started to adjudicate Canadian claims.

About the end of 1952, a number of United States citizens, who owned property along the south shore of Lake Ontario, sought to bring lawsuits

¹ For the text of treaties between Canada and other countries since 1928 see the collection entitled *Canada Treaty Series*.

against Canada in United States courts with a view to obtaining compensation for property damage, which the claimants alleged was attributable in part to the construction and operation of Gut Dam in the International Rapids Section of the St. Lawrence. The dam was constructed by Canada, with the consent of the United States, in 1903, as an aid to navigation. On January 6, 1953, it was removed by Canada as part of the preparatory work in connection with the St. Lawrence power project.

The Canadian view on these lawsuits is that no existing court in the United States can properly render a decision binding upon the Government of Canada without its consent. Through diplomatic channels and in discussion with representatives of some of the claimants, the Government has made known its willingness to have the claims investigated and decided by an international arbitral tribunal, which would be established by an agreement between the United States and Canada. This Canadian offer was embodied in a draft agreement on arbitration which was transmitted in July to the representatives of the claimants. No written comment on the draft agreement has yet been received from the claimants. The offer of arbitration remains open.

During the past year, action has been taken to give effect to several pre-war treaties with Germany and Japan, operation of which was suspended by reason of the Second World War. In accordance with the procedure provided in the Treaty of Peace with Japan, the Japanese Government was notified of the desire of the Canadian Government to revive the agreements of 1914 and 1935 between Japan and Canada concerning the exchange of postal parcels and money orders, as applied in accordance with subsequent correspondence between the postal administrations of the two countries. Both agreements are now in force between Canada and Japan. An agreement with the Federal Republic of Germany was concluded during 1953 by which effect is to be given to the Convention on Legal Proceedings in Civil and Commercial Matters of March 20, 1938, as between Canada and the Federal Republic.

During 1953, Canada concluded thirty-one international agreements, of which ten are multilateral and twenty-one bilateral. A list of these agreements will be found in Appendix F. They cover a wide range of subjects, such as the amendment of the constitution of the International Labour Organization, the settlement of German external debts, technical assistance to countries economically under-developed, the transit through and stationing in Belgium of Canadian forces, the export of wheat, the avoidance of double taxation, international air lines, oil pipelines, customs, fisheries, etc.

Consular activities of the Department include such matters as: safeguarding the interests of Canadian citizens abroad; representing Canadian citizens abroad in matters of estates; procuring legal documents; locating missing persons; giving advice and assistance on citizenship and immigration questions; extending financial assistance on a recoverable basis to destitute and stranded Canadian citizens and their dependents; issuing of passports and of diplomatic and courtesy visas.

Officers of the Department act on behalf of other government departments at posts abroad where the latter are not directly represented. Thus they issue immigrant and non-immigrant visas on behalf of the Department of Citizenship and Immigration at twenty-three posts and extend assistance to Canadian seamen and merchant shipping at twenty-two.

The number of travel documents issued in the year under review by the Passport Office in Ottawa was slightly lower than the number of those issued the previous year. During 1953, 74,282 passports were issued compared with 76,180 for the previous year. Passport renewals for 1953 totalled 7,863 as compared with 5,321 in 1952. Canadian certificates of identity were given to 6,031 persons who are bona fide residents of Canada but unable to obtain passports or other travel documents from their country of origin. During the previous year 5,074 of these certificates were issued. Passport revenue for the year amounted to \$423,817.97, an increase of \$6,609.40 over last year.

The Department has made additional progress in its efforts toward the abolition of visa requirements, thereby further facilitating the travel of Canadian citizens abroad. As a result of an exchange of notes, a Visa Modification Agreement between Canada and the Federal Republic of Germany became effective on May 1. This brings to ten the number of Western European countries with which Canada has concluded such agreements since 1945. Bona fide Canadian visitors may now enter, in addition to Western Germany, the following countries in Europe for periods of up to two or three months without visas: Austria (other than the Soviet Zone), Belgium and Luxembourg, Denmark, France (including Algeria and Tunisia), Italy, Monaco, the Netherlands, Norway, Sweden, Switzerland and Liechtenstein.

A list of the Canadian consular posts abroad will be found in Appendix B, and a list of the foreign consular agents in Canada in the quarterly publications of the Department entitled *Canadian Representatives Abroad and Representatives of Other Countries in Canada*.

VII

ECONOMIC AFFAIRS

During 1953, trade and economic activity remained at a high level throughout the world, but marketing problems arose for some raw materials and agricultural products. The balance of payments position of most European countries improved, and increasing attention was given by the main trading countries to the possibility, and the problems of moving towards a freer system of trade and the convertibility of major currencies. Several countries decided during the year to relax or abolish their restrictions against imports from dollar sources.

During the year, Canada was represented at all important international conferences concerned with economic affairs, including those of the Commonwealth, the Colombo Plan, the United Nations and Specialized Agencies, the Organization for European Economic Co-operation, and the General Agreement on Tariffs and Trade. At these meetings, and in discussions with individual governments, Canadian representatives reaffirmed the readiness of the Canadian Government to support sound policies for the expansion of international trade and gave evidence of the Canadian Government's willingness to co-operate in relieving distress and in promoting economic development in many parts of the world.

1. General Agreement on Tariffs and Trade

Existing tariff concessions negotiated under the General Agreement on Tariffs and Trade (GATT) were bound at the Torquay Conference in the winter of 1950-51 until December 31, 1953. In order to assure tariff stability until a fourth round of multilateral negotiations can be held, the contracting parties arranged at their session of 1953 to extend the assured life of the concessions until June 30, 1955.

Other items of importance to Canada were dealt with at the annual session. Pending a fourth round of multilateral tariff negotiations when Japan might negotiate with a view to accession, the contracting parties arranged for Japan to participate in their meetings and work. A declaration was also prepared by which those contracting parties in a position to do so would agree to have the provisions of GATT govern commercial relations between themselves and Japan for a temporary period. Canada will be able to give this arrangement consideration after a trade agreement has been successfully negotiated with Japan.

The Canadian delegation expressed concern about the continued imposition by the United States of import restrictions on dairy products. These restrictions, although they had been modified, continued to be applied with substantially the same severity as a year ago. The contracting parties affirmed the right of member countries affected to take compensatory action and recommended to the United States that it consider the harmful effects on international trade relations of the continued application of these restrictions.

The contracting parties noted that Belgium had relaxed some of its import restrictions on dollar goods since the seventh session in November 1952. It was agreed that Canada, the United States and Belgium should hold informal consultations among themselves and that this question should be kept on the agenda for the next session.

A waiver of the limitations under Article I regarding tariff preferences was granted to the United Kingdom to enable it to impose duties on certain goods enjoying free entry from Commonwealth sources. These facilities were granted with appropriate safeguards, and it was understood that the United Kingdom would not use them for the purpose of diverting trade from foreign to Commonwealth countries, but only to increase the duty on unbound tariff items as and when adjustments in certain tariff rates were considered necessary.

Arrangements were made for a review of the General Agreement in October 1954 or possibly some months later. At the conclusion of the eighth session of the contracting parties, Mr. L. D. Wilgress, who was acting leader of the Canadian delegation, was elected Chairman for the following year.

2. Economic Relations with the United States

In terms of the amount of trade, Canada and the United States continued to be each other's best customer during the year. The Canadian Government was concerned, however, at the absence of progress in liberalizing commercial relations, and at the indications that the United States might further restrict imports, to the detriment of trade between the two countries and of international trade generally. Apprehension centred on the hearing of the United States Tariff Commission which investigated during the year many United States imports of significant importance to Canada—notably dairy products, oats, groundfish fillets, and lead and zinc. In the case of dairy products (the importation of which was already restricted under the United States Defence Production Act), the Tariff Commission began hearings in March. During these hearings and following the publication of the findings of the Commission, representations were made to the State Department by the Canadian Ambassador expressing the concern of the Canadian Government over the damaging effects which import restrictions would have not only on international trade but with respect to international co-operation generally. In addition, the representations pointed to the substantial injury which United States controls would have on Canadian exports of these commodities. However, the findings of the Commission recommending relatively small import quotas for these products were accepted by the President.

The second important Tariff Commission investigation concerned imports of oats into the United States. As Canada is by far the largest supplier of the commodity to the United States, the possibility of import restrictions was a matter of considerable concern to Canada. During the Commission's hearings the Chief Commissioner of the Canadian Wheat Board appeared before the Commission to present the Canadian point of view. Representations were also made by the Canadian Ambassador to the State Department. Following a recommendation of the United States Tariff Commission that, in the present circumstances of mounting United States surpluses, United States imports of Canadian oats should

be restricted, President Eisenhower requested the co-operation of the Canadian Government in preventing a critical marketing situation for oats from arising in the United States. The Canadian Government agreed to limit shipments to the United States to 23 million bushels during the period December 10, 1953, to October 1, 1954. It was stressed that the arrangement was ad hoc and temporary and that it was intended to allow time for the United States to complete its review of agricultural and other policies with a view to finding longer term constructive solutions. It is also understood that the United States would not permit other foreign suppliers to take advantage of these restrictions imposed upon Canadian oats.

With respect to groundfish fillets, and lead and zinc, United States Tariff Commission hearings were held in 1953 but the Commission had not reported by the end of the year. The representations made by the Canadian Ambassador with respect to oats (mentioned above) also referred to the concern with which the Canadian Government viewed possible United States restrictions on the imports of groundfish fillets.

The advantages of close co-operation and consultation on economic problems of concern to the two countries were recognized by the establishment on November 12 of a joint economic committee composed of members of the cabinets of the United States and Canada. The committee is designed to consider matters affecting the harmonious economic relations between the two countries and in particular to exchange views on matters which might adversely affect the high level of mutually profitable trade which had been built up. Meetings of the committee will be held alternately in Washington and Ottawa once a year, or more often if necessary, and reports will be made on such discussions to the respective governments in order that consideration may be given to measures to improve economic relations and to encourage the flow of trade. Canada is represented on the committee by the Secretary of State for External Affairs, the Ministers of Finance, Trade and Commerce, and either the Minister of Agriculture or the Minister of Fisheries as appropriate. The Secretaries of State, the Treasury, Agriculture and Commerce are the representatives of the United States on the committee. In addition, provision is made for the attendance of such other officials of cabinet rank as either Government may designate from time to time. The Chairman will be a member from the country in which the meetings are held.

3. Economic Relations with Japan

During the year, negotiations were held with Japan for the exchange of most-favoured-nation treatment on trade matters. These discussions followed from the postwar development of trade between the two countries and from the coming into force of the Treaty of Peace with Japan, Article 12 of which envisages the reciprocal extension of most-favoured-nation treatment by Japan and the other signatory governments. The negotiations have given particular attention to the need for adequate

safeguards against serious injury to domestic producers, and to assurances of equitable treatment of Canadian exports by Japan, having in mind Japan's current balance of payments difficulties. The various proposals have also been examined in relation to the provisions of the General Agreement which might become applicable to the commercial relations of Canada with Japan after a bilateral agreement has been signed and ratified.

4. Assistance to South and Southeast Asia

The fifth meeting of the Consultative Committee on Co-operative Economic Development in South and Southeast Asia was held in New Delhi in September and October. Member countries, including Canada, were represented, and observers attended on behalf of Thailand, the International Bank for Reconstruction and Development, and the Economic Commission for Asia and the Far East. Indonesia was represented as a full member for the first time. Following the meeting a report was issued outlining developments since the Karachi meeting in 1952 and emphasizing the continuing need for external assistance to help in the implementation of the development programmes of the countries in the area. The Committee was invited, and agreed, to hold its sixth meeting in Ottawa in 1954.

During 1953, a further contribution of \$25,400,000 was made available by Canada for capital aid and technical assistance under the Colombo Plan, bringing the total of the funds voted by Parliament for this purpose to \$76.6 million. In addition to the economic development projects mentioned in the 1952 Report, capital aid has been made available to India in the form of wheat, locomotive boilers, steam locomotives, hydro-electric and electrical transmission equipment, and industrial raw materials. Additional assistance for Pakistan has included wheat, aid for the Warsak hydro-electric and irrigation project, the provision of consulting engineering services, aircraft for crop dusting, agricultural machinery and an extension of the aerial resources survey with special emphasis on agriculture. In the case of both India and Pakistan, agreement has been reached on a number of economic development projects the internal cost of which will, in whole or in part, be met out of the rupee counterpart funds, generated through the provision of wheat and other materials being supplied by Canada. Capital assistance approved for Ceylon has been composed of aid for experimental fisheries development, electrical transmission equipment, equipment for a Polytechnic Institute, diesel locomotives, irrigation and drainage equipment, and equipment for agricultural machinery maintenance stations and pest control. In addition, rupee counterpart funds arising from the sale of Canadian gift flour will be used to help meet the local cost of a Polytechnic Institute and of rural road construction. Negotiations are continuing with the Governments of India, Pakistan and Ceylon on further projects for Canadian capital aid.

On the technical assistance side of the Plan, Canada has continued to work closely with the other member governments on the Council for Technical Co-operation. To date, funds made available by Canada for the Technical Co-operation Scheme have amounted to \$1,600,000. Up to November 30, training facilities in a wide variety of fields had been arranged for one hundred and one scholars and fellows from a number of

countries in the area. Forty Canadian Colombo Plan experts have also been sent to the area. Some of these are working on purely training projects while a number of others are assisting in the implementation of economic development schemes. One Canadian is advising on the establishment of the Polytechnic Institute in Ceylon. Another is expected to proceed shortly to the subcontinent where he will supervise the building and the initial operation of Biological Control Institutes in India and Pakistan. An agricultural and co-operative mission, composed of four Canadian experts, toured the area in 1953. Subsequently an Indian co-operative mission came to Canada.

5. Miscellaneous

The International Materials Conference was terminated on December 31. It was established in February 1951 to recommend measures to alleviate conditions of short supply in certain essential raw materials which developed following the outbreak of the conflict in Korea.

An agreement renewing and revising the International Wheat Agreement of 1949 became effective on August 1. The Canadian instrument of acceptance of the new agreement was deposited with the United States Government on May 18.

An international conference, which was convened in London on July 13, prepared an international agreement designed to overcome problems related to international trade in sugar. Canada was represented at the conference, but has not yet ratified the International Sugar Agreement which was drawn up at that meeting.

Exchanges of notes in 1953 have brought about the entry into force of two agreements with France for the avoidance of double taxation, and extended two similar agreements with the United Kingdom to Dominica and Southern Rhodesia. Negotiations were undertaken with the Governments of Australia, Ireland, South Africa and Switzerland, on the possibility of concluding such agreements.

The most significant development in the field of international telecommunications during 1953 was the conclusion in November of an agreement between the Canadian Overseas Telecommunication Corporation, the American Telephone and Telegraph Company, the Eastern Telephone and Telegraph Company and the General Post Office of London, England, for the construction in 1954 of the first trans-Atlantic submarine telephone cable at a cost of about \$35,000,000. The cable will link North America with the United Kingdom through a point in Canada, and will provide a more effective telephone communication link than exists at present across the Atlantic.

VIII

INFORMATION AND CULTURAL AFFAIRS

The Department carries on information activities designed to help the Government achieve its objectives in international relationships by making Canada's capacities, record and policies better and more sympathetically known abroad and by making information on international affairs available to the people of Canada.

Only to a limited extent does the Department act as direct purveyor of news to the people of other countries. Rather than compete with commercial information organizations, it endeavours to co-operate with them by stimulating their interest in Canada and by assisting them to increase and improve their coverage of the Canadian scene. It keeps Canadian representatives abroad supplied with full texts of important statements; with films, books and cultural exhibits; with appropriate documents and publications, and with files of photographs and information materials for use by foreign newspapers, magazines, radio and other information media. Established journalists and writers in foreign countries are encouraged to visit Canada and, on arrival, are assisted in obtaining material for future articles. A reflection of Canada's increasing responsibilities in world affairs can be seen in the visits of hundreds of journalists, commentators and authors to Canada in recent years. The largest portion of these is naturally from the United States, and the most highly-esteemed award for foreign correspondents in that country was won in 1953 by a Milwaukee journalist for his first-hand reports of the Canadian scene.

A further Departmental responsibility is the distribution through posts abroad of films produced by the National Film Board. Sixty-three diplomatic, consular and trade posts now have film libraries and facilities for projection in order to help promote the non-commercial circulation of Canadian Government films in their territories. It is estimated that films from posts' libraries are now being seen by over six million people a year. The development of television opens promising new channels for the use of NFB films abroad.

Liaison with the International Service of the Canadian Broadcasting Corporation has been made closer and more effective by the establishment in the Department of a small Political Co-ordination Section early in 1953. This Section supplies the International Service with information on the current international problems. An increasing demand from posts abroad for CBC-IS transcriptions which can be placed with national and private broadcasting outlets has developed. In many countries where Canada is represented, a special thirty-minute programme recorded by CBC-IS was broadcast over local or national outlets on July 1.

In the realm of cultural activities, the Department has co-operated with the National Gallery and the Exhibition Commission in arranging a number of displays of Canadian paintings and educational materials. It

has administered Canadian Government overseas fellowships, assisted Canadian candidates for scholarships offered by foreign governments and foundations, and provided gifts of representative Canadian books to universities and institutions abroad. A commendable increase has taken place in the number of Canadian business and industrial firms interested in publicizing abroad the scientific and cultural achievements of the Canadian people, and co-operation between the Department and these firms had proved of mutual benefit.

The Department has remained the official channel for the exchange of information and reports between the United Nations Educational, Scientific and Cultural Organization and Canadian voluntary and governmental bodies interested in the Organization's activities.

IX

ORGANIZATION AND ADMINISTRATION OF THE DEPARTMENT

The Department's organization continues fundamentally along the lines evolved during the past several years, under which the Minister is assisted by an Under-Secretary (Deputy Minister), a Deputy Under-Secretary, three Assistant Under-Secretaries, and officers and employees of various grades and designations organized under Division and Section Heads. The divisions and sections are listed in Appendix A. It will be noted that four of the divisions are named according to the geographical area for which they have responsibility and the thirteen others according to the nature of their work. The main changes made in the organization of the headquarters of the Department during the year include the establishment of a Political Co-ordination Section and the transfer of functions of the International Conferences Section to the Finance Division.¹

Fifty-three diplomatic and consular posts are now maintained abroad by Canada.² Of these, twenty-four are embassies, eight legations, seven high commissioner's offices, three permanent delegations, and eleven consulates. The Ambassador to Belgium and the Minister to Norway are also respectively accredited as Ministers to Luxembourg and Iceland, but no posts are maintained in these countries. During 1953, embassies were opened in Bogota (April 7), Djakarta (June 2), and in Madrid (December 10), a high commissioner's office in Colombo (August 13), and consulates general at Los Angeles (May) and Seattle (September). In addition, the opening of embassies in Montevideo and Tokyo and of a legation in Vienna, which had been announced in 1952, formally took place in the early part of 1953. The consulate general in Caracas and the legation in Berne were raised to the status of embassies on January 15 and May 12 respectively.

As at December 31, forty-two countries had diplomatic missions in Canada.³ Of these, twenty-four were embassies, six high commissioners' offices, and ten legations. Iceland and Luxembourg do not maintain diplomatic missions in Canada, but their Ministers to the United States are also accredited to Canada. The diplomatic missions of Colombia, Indonesia, Israel, Spain and Venezuela were opened during 1953.

To meet the expansion of activities, increases were required in both officer and administrative personnel. Eighteen new Foreign Service Officers joined the Department during the year as a result of a civil service competition which began in November 1952. Recruitment in the officer grades continues to be carried out in the face of active competition.

¹ On the duties of the Political Co-ordination Section see Chapter VIII.

² A list of these posts as at December 31, 1953, is set forth in Appendix B.

³ For a list of the diplomatic posts of other countries in Canada see Appendix C.

notably from private industry. A new Foreign Service Officer competition which opened in November 1953 attracted a somewhat smaller number of candidates than did last year's competition. During the year, 212 appointments were made to the administrative staff of the Department.

Following is a comparison of the departmental strength on December 31, 1952, and December 31, 1953:

	1952	1953	Change
OFFICERS (including Head of Posts):			
Ottawa	124	120 ^a	- 4
Abroad	134	147	+13
ADMINISTRATIVE PERSONNEL:			
Ottawa	496	509 ^b	+13
Abroad	264	285	+21
Local Employees ^c	390	453	+63
Totals	1408	1514	+106

Major-General G. P. Vanier, D.S.C., M.C., Canadian Ambassador to France, retired from the service on December 31. General Vanier has rendered outstanding service to his country. His retirement, after a distinguished career of thirty-eight years in the army and diplomatic service, deprives the Canadian Government of one of its ablest and most esteemed public servants.

During the year, the Department also lost the services of two other distinguished diplomats. Mr. Victor Doré, C.M.G., Canadian Ambassador to Switzerland and Canadian Minister to Austria, retired from the service on October 31. Dr. G. S. Patterson, Canadian Consul General in Boston, died suddenly on November 8.

In order to gain first-hand knowledge of the conditions under which posts are required to operate, a team from the Department visited Canadian embassies and legations in north and east European countries, special emphasis being given, among others, to problems relating to administration and staff conditions at these posts.

The following properties were purchased: a residence for the High Commissioner in Wellington, a residence for staff in Tokyo, and office accommodation for the Permanent Delegation to the North Atlantic Treaty Organization in Paris. New leases were signed for the residence of the Head of post in Bogota, Caracas, Colombo, Lima, Los Angeles, Paris (for the Permanent Delegate to NATO), San Francisco, and Seattle, and also for the chanceries in Berne, Bogota, Colombo, Copenhagen, Djakarta, Los Angeles, Madrid, Montevideo, Seattle and Vienna. A furnishing scheme was required for the residence in Ceylon and partial schemes for the residences in Ankara, Brussels, Mexico, and Washington. Chancery furnishing schemes were provided for Bogota, Ceylon, Djakarta, Los Angeles, Madrid, Seattle, and Vienna. Staff quarters were furnished in Canberra, Colombo, Karachi, and New Delhi.

^a At posts abroad only.

^b The personnel on retiring leave is not included in these figures.

APPENDIX A

ORGANIZATION OF THE DEPARTMENT¹

The Secretary of State for External Affairs

The Under-Secretary of State for External Affairs

The Deputy Under-Secretary of State for External Affairs

Three Assistant Under-Secretaries of State for External Affairs

Seventeen Divisions (in alphabetical order):

American

Commonwealth

Consular

Defence Liaison (1) and (2)

Economic

Establishments and Organization

European

Far Eastern

Finance

Historical Research and Reports

Information

Legal

Personnel

Protocol

Supplies and Properties

United Nations

The Political Co-ordination Section

The Press Office

¹ For further particulars (functions, methods of operation, staff, etc.) see the Annual Reports of the Department for 1949 (pp. 9-14) and 1950 (pp. 1-2) and also an article on "The Canadian Foreign Service" which appeared in *External Affairs*, Ottawa, August 1953 (pp. 243-249).

APPENDIX B

CANADIAN DIPLOMATIC AND CONSULAR REPRESENTATION ABROAD¹

1. Diplomatic Missions²

Country	City	Nature of Post
Argentina	Buenos Aires	Embassy
Australia	Canberra	High Commissioner's Office
Austria	Vienna	Legation
Belgium	Brussels	Embassy
Brazil	Rio de Janeiro	Embassy
Ceylon	Colombo	High Commissioner's Office
Chile	Santiago	Embassy
Colombia	Bogota	Embassy
Cuba	Havana	Embassy
Czechoslovakia	Prague	Legation
Denmark	Copenhagen	Legation
Finland	Helsinki	Legation
France	Paris	Embassy
Germany	Bonn	Embassy*
Greece	Athens	Embassy
India	New Delhi	High Commissioner's Office
Indonesia	Djakarta	Embassy
Ireland	Dublin	Embassy
Italy	Rome	Embassy
Japan	Tokyo	Embassy
Mexico	Mexico City	Embassy
Netherlands	The Hague	Embassy
New Zealand	Wellington	High Commissioner's Office
Norway	Oslo	Legation
Pakistan	Karachi	High Commissioner's Office
Peru	Lima	Embassy
Poland	Warsaw	Legation
Portugal	Lisbon	Legation
Spain	Madrid	Embassy
Sweden	Stockholm	Legation
Switzerland	Berne	Embassy
Turkey	Ankara	Embassy
Union of South Africa	Pretoria	High Commissioner's Office
Union of Soviet Socialist Republics	Moscow	Embassy
United Kingdom	London	High Commissioner's Office
United States of America	Washington	Embassy
Uruguay	Montevideo	Embassy
Venezuela	Caracas	Embassy
Yugoslavia	Belgrade	Embassy

¹ For more information (addresses, staff, etc.) see the quarterly publication of the Department entitled *Canadian Representatives Abroad and Representatives of Other Countries in Canada*.

² No posts are maintained in Iceland and Luxembourg, but the Canadian Minister to Norway is also accredited as Minister to Iceland, and the Ambassador to Belgium as Minister to Luxembourg. The Ambassadors to Switzerland and Ireland are also accredited as Ministers to Austria and Portugal respectively, and the Minister to Sweden as Minister to Finland.

* There is also a Military Mission in Berlin.

2. Permanent Delegations to International Organizations

Organization	City
North Atlantic Council and also the Organization for the European Economic Co-operation	Paris
United Nations	New York
United Nations	Geneva

3. Consulates

Country	City	Nature of Post
Brazil	Sao Paulo	Consulate
Philippines	Manila	Consulate General
United States of America	Boston	Consulate General
	Chicago	Consulate General
	Detroit	Consulate
	Los Angeles	Consulate General
	New Orleans	Consulate
	New York	Consulate General
	Portland (Maine)	Vice-Consulate
	San Francisco	Consulate General
Seattle	Consulate General	

APPENDIX C

DIPLOMATIC AND CONSULAR REPRESENTATION OF OTHER COUNTRIES IN CANADA¹

1. Diplomatic Missions²

Country*	Nature of Mission
*Argentina	Embassy
Australia	High Commissioner's Office
Austria	Legation
*Belgium	Embassy
*Brazil	Embassy
*Chile	Embassy
*China	Embassy
*Colombia	Embassy
*Cuba	Embassy
*Czechoslovakia	Legation
*Denmark	Legation
*Finland	Legation
*France	Embassy
*Germany	Embassy
*Greece	Embassy
India	High Commissioner's Office
Indonesia	Embassy
Ireland	Embassy
*Israel	Legation
*Italy	Embassy
*Japan	Embassy
*Mexico	Embassy
*Netherlands	Embassy
New Zealand	High Commissioner's Office
*Norway	Legation
Pakistan	High Commissioner's Office
*Peru	Embassy
*Poland	Legation
*Portugal	Legation
*Spain	Embassy
*Sweden	Legation
*Switzerland	Legation
Turkey	Embassy
Union of South Africa	High Commissioner's Office
Union of Soviet Socialist Republics	Embassy
United Kingdom	High Commissioner's Office
*United States of America	Embassy
*Uruguay	Embassy
*Venezuela	Embassy
*Yugoslavia	Embassy

¹ For further particulars (addresses, staff, etc.) see the quarterly publication of the Department entitled *Canadian Representatives Abroad and Representatives of Other Countries in Canada and Diplomatic and Consular Representatives in Ottawa*.

² Iceland and Luxembourg do not maintain diplomatic missions in Canada, but their Ministers to the United States are accredited also to Canada.

³ Those countries which are marked with an asterisk also have consulates in Canada. The High Commissioner's Office for India is in charge of the interests of Nepal; the Legation of Poland of those of Hungary; and the Legation of Switzerland of those of Liechtenstein.

2. Countries Having Consulates But No Diplomatic Missions⁴

Bolivia	Lebanon
Costa Rica	Liberia
Dominican Republic	Luxembourg
Ecuador	Monaco
Egypt	Nicaragua
Guatemala	Panama
Haiti	Salvador
Honduras	Thailand
Iceland	.

APPENDIX D

INTERGOVERNMENTAL ORGANIZATIONS OF WHICH
CANADA IS A MEMBER**Canada-United States**

International Boundary Commission
 International Joint Commission
 International Pacific Halibut Commission
 International Pacific Salmon Fisheries Commission
 Joint Committee on Trade and Economic Affairs
 Joint Industrial Mobilization Committee
 Permanent Joint Board on Defence
 St. Lawrence River Joint Board of Engineers

Commonwealth

Canada-United Kingdom Continuing Committee on Trade and Economic
 Affairs
 Commonwealth Advisory Aeronautical Research Council
 Commonwealth Agricultural Bureaux
 Commonwealth Air Transport Council
 Commonwealth Economic Committee
 Commonwealth Shipping Committee
 Commonwealth Telecommunications Board
 Imperial War Graves Commission
 South Pacific Air Transport Council

⁴The Consulate of Lebanon is in charge of Iraqi interests in Canada. For Iceland and Luxembourg see note 2, p. 35.

Inter-Allied

Inter-Allied Reparations Agency

Inter-American

Commissions on Geography and on Cartography of the Pan-American
Institute of Geography and History
Inter-American Conference on Social Security
Inter-American Radio Office
Inter-American Statistical Institute
Postal Union of the Americas and Spain

United Nations and Specialized Agencies

United Nations (including the International Court of Justice)
Food and Agriculture Organization
International Bank for Reconstruction and Development
International Civil Aviation Organization
International Labour Organization
International Monetary Fund
International Telecommunication Union
Preparatory Committee of the Proposed Inter-Governmental Maritime
Consultative Organization
United Nations Educational, Scientific and Cultural Organization
Universal Postal Union
World Health Organization
World Meteorological Organization

Other Organizations

Central Bureau, International 1/1,000,000 map of the World
Consultative Committee on Co-operative Economic Development in South
and Southeast Asia
Council for Technical Co-operation in South and Southeast Asia
General Agreement on Tariffs and Trade
Intergovernmental Committee for European Migration
Interim Commission for the International Trade Organization
International Bureau of Weights and Measures
International Committee of Military Medicine and Pharmacy
International Cotton Advisory Committee
International Hydrographic Bureau
International Institute of Refrigeration
International Northwest Atlantic Fisheries Commission
International North Pacific Fisheries Commission
International Rubber Study Group
International Tin Study Group
International Union for the Protection of Industrial Property
International Union for the Protection of the Rights of Authors over their
Literary and Artistic Works
International Union for the Publication of Customs Tariffs
International Whaling Commission
International Wheat Council
International Wool Study Group
North Atlantic Treaty Organization
Organization for European Economic Co-operation (as an associate member
only)

APPENDIX E

INTERNATIONAL CONFERENCES HELD IN 1953 AT WHICH CANADA WAS REPRESENTED BY MEMBERS OF THE DEPARTMENT

11th Session of the Executive Board of the World Health Organization. Geneva, January 12.

Ad Hoc Committee on the Agenda and Intersessional Business of GATT (General Agreement on Tariffs and Trade). Geneva, February 2.

Policy Meeting of the Council for Technical Co-operation in South and Southeast Asia. Colombo, February 18.

121st Session of the Governing Body of the International Labour Office. Geneva, February 20.

7th (Resumed) Session of the General Assembly (UN). New York. February 24.

3rd Technical Assistance Conference (UN). New York, February 26.

7th Meeting of the International Tin Study Group. London, March 23.

United Kingdom—Canada Continuing Committee on Trade and Economic Affairs. Ottawa, April 15.

5th Session of the Intergovernmental Committee for European Migration. Geneva, April 16.

Ministerial Meeting of the North Atlantic Council (NATO). Paris, April 23.

6th Session of the World Health Assembly (WHO). Geneva, May 5.

International Conference to Adopt a Protocol on the Limitation of the Production of Opium (UN). New York, May 11.

122nd Session of the Governing Body of the International Labour Office (ILO). Geneva, May 26.

12th Session of the Executive Board of the World Health Organization. Geneva, May 28.

36th Session of the International Labour Conference (ILO). Geneva, June 4.

7th Session of the International Civil Aviation Organization Assembly. Brighton, June 15.

2nd Extraordinary Session of the General Conference (UNESCO). Paris. July 1.

International Sugar Conference (UN). London, July 13.

Preparatory Meeting on the Establishment of an International Advisory Committee on Scientific Research (UNESCO). Paris, July 6.

Ad Hoc Committee on the Agenda and Intersessional Business of GATT. Geneva, August 17.

7th (Reconvened) Session of the General Assembly (UN). New York, August 17.

8th Session of the General Assembly (UN). New York, September 15.

8th Session of the Contracting Parties (GATT). Geneva, September 17.

Preparatory Meeting of Officials for the Commonwealth Consultative Committee for the Co-operative Economic Development in South and Southeast Asia (Colombo Plan). New Delhi, September 28.

Headquarters Committee (UNESCO). Paris, September 24.

Special Meeting of the Management Committee of the International Rubber Study Group. London, October 12.

5th Meeting of the North Atlantic Planning Board for Ocean Shipping (NATO). London, October 6.

6th Session of the Intergovernmental Committee for European Migration. Venice, October 12.

Discussions Relating to the Proposed Intergovernmental Maritime Consultative Organization. London, October 27.

Conference on Troop Information and Military Community Relations Problems (NATO). Paris, October 26.

Policy Meeting of the Council for Technical Co-operation in South and Southeast Asia. New Delhi, October 9.

Ministerial Meeting of the Consultative Committee for the Co-operative Economic Development in South and Southeast Asia (Colombo Plan). New Delhi, October 13.

123rd Session of the Governing Body of the International Labour Office. Geneva, November 16.

Tin Conference (UN). Geneva, November 16.

7th Session of the General Conference (FAO). Rome, November 23.

Ministerial Meeting of the North Atlantic Council (NATO). Paris, December 14.

APPENDIX F
INTERNATIONAL AGREEMENTS CONCLUDED BY CANADA
DURING 1953

1. Multilateral Agreements

Agreement on German external debts. Signed at London, February 27.

Final Act of the Third United Nations Technical Assistance Conference. Signed at New York, February 27.

Final Act of the United Nations Opium Conference held in New York from May 11 to June 18, 1953. Signed at New York, June 24.

Final Act of the United Nations Sugar Conference. Signed at London, August 24.

Agreement between the Governments of the United Kingdom of Great Britain and Northern Ireland, Canada, Australia, New Zealand, the Union of South Africa, India, and Pakistan, and the Government of Italy relative to the graves in Italian territory of members of the armed forces of the Commonwealth. Signed at Rome, August 27.

Instrument for the amendment of the constitution on the International Labour Organization, adopted by the Conference at its thirty-sixth session, Geneva, June 26, 1953. Ratified November 26.

Declaration on the continued application of the schedules to the General Agreement on Tariffs and Trade. Signed at New York, December 17.

Protocol amending the 1926 International Slavery Convention. Signed at New York, December 17.

Third Protocol of ratification and modifications to the texts of the schedules to the General Agreement on Tariffs and Trade. Signed at New York, December 17.

Protocol for limiting and regulating the cultivation of the poppy plant, the production of, international and wholesale trade in, and use of opium. Signed at New York, December 23.

2. Bilateral Agreements

Belgium

General Agreement concerning the transit through and the stationing in Belgium of Canadian forces. Signed at Brussels, March 30.

Ceylon

Exchange of Notes constituting an agreement for the co-operative economic development of Ceylon under the Colombo Plan. Signed at Colombo, July 20.

France

Exchange of Notes constituting an agreement providing for the entry into force of the agreement regarding the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income signed at Paris, March 16, 1951, and of the codicil to this agreement signed at Ottawa, October 6, 1951. Signed at Ottawa, May 28.

Exchange of Notes constituting an agreement providing for the entry into force of the agreement and protocol regarding the avoidance of double taxation and the prevention of fiscal evasion with respect to succession duties signed at Paris, March 16, 1951. Signed at Ottawa, May 28.

Germany

Exchange of Notes constituting an agreement regarding visa requirements for non-immigrant travellers of the two countries. Signed at Bonn, April 10, and 15.

India

Exchange of Notes constituting an agreement regarding the inspection of supplies purchased in Canada by India. Signed at Ottawa, June 5 and 12.

Mexico

Exchange of Notes constituting an agreement for air services between and beyond the respective territories of the two countries. Signed at Mexico City, July 27.

Exchange of Notes constituting an agreement authorizing KLM (Royal Dutch Airlines) to operate a provisional air service between Mexico and Montreal. Signed at Mexico City, August 19.

Exchange of Notes constituting an agreement authorizing a Canadian airline to operate a provisional air service between Mexico City and Rio de Janeiro. Signed at Mexico City, August 10.

Netherlands

Exchange of Notes constituting an agreement providing for the temporary operation of an air service by KLM (Royal Dutch Airlines) between Canada and Mexico. Signed at Ottawa, September 2 and 3.

Union of South Africa

Exchange of Notes constituting an agreement regarding the temporary suspension of the margin of preference on unmanufactured logs. Signed at Ottawa, December 27, 1952 and January 5, 1953.

Exchange of Notes constituting an agreement in regard to the temporary suspension of the margin of preference on wool. Signed at Pretoria, March 26 and May 6.

United Kingdom

Exchange of Notes constituting an agreement extending the Double Taxation Agreement of June 5, 1946, with respect to income tax to Southern Rhodesia. Signed at Ottawa, February 27 and April 9.

Exchange of Notes constituting an agreement extending the Double Taxation Agreement of June 5, 1946, with respect to income tax to the Colony of Dominica. Signed at Ottawa, June 30 and July 31.

United States of America

Convention for the preservation of the halibut fishery of the Northern Pacific Ocean and Bering Sea. Signed at Ottawa, March 2.

Exchange of Notes constituting an agreement concerning the sealing of mobile radio transmitting equipment. Signed at Washington, March 9 and 17.

Exchange of Notes constituting an agreement renewing the Agreement of November 15, 1951, for the use of the gunnery range on Lake Erie by the United States Navy. Signed at Ottawa, February 25 and June 23.

Exchange of Notes constituting an agreement concerning the installation of an oil pipeline from Haines to Fairbanks, Alaska. Signed at Ottawa, June 30.

Exchange of Notes constituting an agreement for the establishment of a Joint Committee on Trade and Economic Affairs. Signed at Washington, November 12.

Exchange of Notes constituting an agreement for the establishment of the St. Lawrence River Joint Board of Engineers. Signed at Washington, November 12.

Uruguay

Additional Protocol to the Trade Agreement of August 12, 1936. Signed at Montevideo, October 19.

APPENDIX G

PUBLICATIONS OF THE DEPARTMENT

1. Printed Publications¹

Report of the Department of External Affairs. The annual report of the activities of the Department submitted each year to Parliament. (Canada and the United States, 25 cents; other countries, 30 cents).

Canada Treaty Series. Text of the treaties, conventions and agreements concluded between Canada and other countries. (Canada and the United States, 25 cents; other countries, 30 cents).

Canadian Representation Abroad and Representatives of Other Countries in Canada. Published quarterly. (Canada and the United States, 25 cents; other countries, 30 cents).

Conference Series. Reports on the proceedings of certain international conferences in which Canada has participated since 1945. In this series will be found the yearly report of the Department entitled *Canada and the United Nations*. (Canada and the United States, 50 cents; other countries, 60 cents).

Diplomatic and Consular Representatives in Ottawa. Published quarterly. (Canada and the United States, 15 cents; other countries, 20 cents).

External Affairs. A monthly bulletin providing reference material on Canada's external relations and reports on the current work of the Department. (\$1.00 a year; students, 50 cents).

¹ May be obtained in both English and French from the Queen's Printer, Ottawa.

White Paper: Documents on the Korean Crisis. Submitted to Parliament on January 31, 1951, and supplementing the report entitled *Canada and the Korean Crisis* submitted to Parliament on September 1, 1950. (Canada and the United States, 25 cents; other countries, 30 cents).

Special Publications: 1. *Canada from Sea to Sea.* A booklet for distribution abroad dealing with the history, geography, and the economic, social and artistic life in Canada. Published in English, Danish, Dutch, French, German, Italian, Norwegian, Portuguese and Spanish. (Canada, 25 cents). 2. *Canada in Pictures.* A pictorial presentation of Canada for distribution abroad. Published in English, French, Danish, Dutch and German. To be published in Italian, Portuguese, Spanish and Swedish. (Canada, 10 cents).

2. Mimeographed Reference Material

Canadian Weekly Bulletin. A survey of the week's Canadian events.²

Fact Sheets. A set of twenty one-page documents dealing with such subjects as Canadian history, transportation, foreign trade, etc.²

Reference Papers. Background material on Canada and Canadian activities.²

Reprints. Articles on Canada reprinted, with the permission of the publisher and author, from various sources, chiefly from Canadian periodicals.²

Statements and Speeches. Text of important official statements on external or domestic affairs.²

A selection of *Statements and Speeches* and *Reference Papers* is published in Spanish (under the title of *Paginas documentales*), in German (*Amtliche Auskunftsblätter*), and in Italian (*Pagine documentarie*).²

¹ Distributed outside Canada only.

² Items in this series which deal with international affairs are distributed in Canada as well as abroad. They may be obtained from the Information Division, Department of External Affairs, Ottawa.



CANADA

**Report
of the
Department of
External Affairs**

1954



Canada

REPORT

of the

DEPARTMENT OF EXTERNAL AFFAIRS

1954

Submitted to Parliament under the Provisions of the
Department of External Affairs Act

Edmond Cloutier, C.M.G., O.A., D.S.P.

Queen's Printer and Controller of Stationery

Ottawa, 1955

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FOREWORD

Tranquillity, it has been said, is relative. Even so, it is unlikely that 1954 will go down in history as an outstanding example of a tranquil year. There were occasions during the year when the situation in the Far East threatened to deteriorate into large-scale hostilities; and in the West, for a period after the failure of the projected European Defence Community, the integrity of the North Atlantic Treaty Organization was jeopardized. Developments in both these areas affected, for a time, the cohesion of the free nations on whose unity the peace of the world so largely depends.

It is true, however, that the gravest disturbances in 1954 remained potential rather than actual; threats of deterioration which were, at least temporarily, successfully averted. The fighting in Indochina was halted by diplomacy before it could spread; incidents in the islands off the coast of China were, for the time being at least, localized and limited; and NATO was consolidated and strengthened by agreements worked out at meetings in London and Paris for the adherence of the Federal Republic of Germany to the Atlantic community.

The year made heavy demands on Canadian diplomacy, and imposed new responsibilities on our country. There is no sign that Canada's international responsibilities, which have grown steadily during the past two decades, are likely to decline in the foreseeable future.

The Canadian people are dedicated to the cause of common sense and conciliation in world affairs. In this it is the duty of the Department of External Affairs to act as one of their instruments. The report which follows is designed to give to Parliament, and through it to the people of Canada, some account of what the Department has been doing during the past year and of the developments in international relations which have affected its work.

L B Pearson

*Secretary of State
for External Affairs.*

OTTAWA, February 1, 1955.

Hon. L. B. PEARSON, M.P.,

Secretary of State for External Affairs.

In accordance with the provisions of the Department of External Affairs Act, I have the honour to submit, for presentation to Parliament, the forty-fifth annual report of the Department, covering the calendar year 1954.

The report begins with a general survey of the year's developments and then reviews events affecting Canadian policy within the three principal international associations of which this country is a member: the United Nations, the North Atlantic Treaty Organization, and the Commonwealth. Developments in other countries and their effect on Canada are outlined in the chapters on the major geographical areas. These are followed by chapters on the legal, consular, economic, and information work of the Department and on its organization and administration. The report concludes with seven appendices which may be found useful for reference purposes.

It gives me pleasure to express my satisfaction with the manner in which the members of the staff have discharged their duties.

JULES LÉGER
*Under-Secretary of State
for External Affairs*

OTTAWA, January 17, 1955.

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REPORT OF THE DEPARTMENT OF EXTERNAL AFFAIRS, 1954

I

GENERAL SURVEY

The maintenance of international peace and security is, as the Foreword to last year's report emphasized, a paramount Canadian interest. Problems arising from the need to maintain peace with security were accordingly a major concern of the Department during 1954.

General war was avoided, owing in part to the self-restraint of the Western powers in the face of considerable provocation, and, it may be hoped, owing also to a growing realization in the Soviet Union and countries associated with it that the outbreak of another Great War would serve no useful purpose. If this realization prevails, and if the temptation to experiment with local aggression is more firmly repressed, the world may yet escape catastrophe.

East Asia continued to be the most disturbed area, though the chief dangerpoint shifted from Korea to Indochina. Discussions at the Geneva Conference, however, effected a cessation of hostilities in Indochina and enabled transfers of authority to take place in an orderly way under agreed international supervision. To assist in this work, Canada accepted the responsibility of membership on the International Supervisory Commissions there. About 160 Canadians, most of whom are from the Canadian foreign service and the armed forces, are employed in the work of these commissions in Indochina.

The situation in Europe for the greater part of the year was less tense than that in East Asia. Efforts devoted to the strengthening of Western co-operation resulted, after a period of uncertainty, in the replacement of the projected European Defence Community by a programme for a Western European Union, in which the democratic nations of that region will co-operate for the furtherance of the general security and welfare. The North Atlantic Treaty Organization will, it is hoped, be notably strengthened by the accession of the Federal Republic of Germany, and remain a bulwark for the maintenance of peace.

Support of the United Nations continued to be a basic aspect of Canada's external policy. Developments at this year's General Assembly encouraged the hope that some progress might yet be possible on disarmament, on the peaceful uses of atomic energy, and on certain other political questions. Meanwhile the United Nations served a useful purpose as a safety-valve and forum for discussion of various discontents, and as an instrument of international co-operation in the economic, social, and cultural fields.

The Commonwealth of Nations, as in the past, served to link diverse continents and civilizations and to enable its members to consult on international issues and on other questions of mutual interest. While friction between some Commonwealth members continued, this did not prevent a large measure of general co-operation in matters of common concern.

In our relations with the United States, the year was marked by the commencement, after half a century of study and negotiation, of the St. Lawrence Seaway and Power Project. Another noteworthy development was extended co-operation in joint defence. Canada continued to keep in close touch with the United States in all important questions of international policy, particularly on those affecting the preservation of peace, the maintenance of security, and the broadening of prosperity.

It can no longer be said—if indeed it ever could—that there is any part of the world in which the Canadian people have no interest. Even in purely material terms, their interest in other countries is world-wide. They trade abroad, they travel abroad, they reside abroad, they invest abroad. Modern developments in transportation, communications, and armaments have linked the remotest parts of the planet, for good or ill. The opening of further Canadian missions, particularly in the Middle East and in the Caribbean area, has inaugurated valuable contacts which will assist both in promoting Canadian interests in those regions and in enabling Canada to play an effective part in the international community.

The year now ended has been an eventful one. There have been important successes, but there have also been days when the Western democracies have had to face setbacks. Canada, along with many other countries, has been engaged in the search for peace and security. This goal is not yet in sight, but we must continue with unceasing effort, and always with sincerity and humility, to explore all avenues which seem to lead in this direction.

II

THE UNITED NATIONS AND THE SPECIALIZED AGENCIES¹

1. The United Nations

The lack of that unity of purpose among the Great Powers upon which the Charter was based has continued to hamper the work of the United Nations. Among its effects have been the continued exclusion from membership of a considerable number of countries, and a tendency to go outside the United Nations for solutions to problems such as Indochina.

Despite these handicaps, Canada still regards the United Nations as the best long-run hope for the maintenance of peace and security and the improvement of international relations.

As usual, Canada was represented by a considerable delegation at the General Assembly. Canadian representatives also participated in the work of various other United Nations bodies, including: the Disarmament Commission and its Sub-committee; the Collective Measures Committee; the Advisory Committee of the Korean Reconstruction Agency; the Executive Board of the Children's Fund; the Negotiating Committee for Extra-budgetary Funds; the Statistical, Fiscal, Social, and Narcotic Drugs Commissions of the Economic and Social Council; and the United Nations Educational, Scientific and Cultural Organization.

While Canada is not now on the Security Council, the Department continued to give close attention to its proceedings. The dispute between India and Pakistan over Kashmir has been quiescent, but nine Canadian officers are still working there with the United Nations military observer group. Pakistan's decision to accept United States military aid resulted in India's taking the position that United States military observers in Kashmir could no longer be considered neutral, a contention which the Secretary-General repudiated. Grave incidents along the demarcation lines between Israel and the Arab states were referred to the Security Council; four Canadian army officers were appointed to serve as members of the United Nations Truce Supervision Organization, and another Canadian, Major-General E. L. M. Burns, was named Chief of Staff. The case of the *Bat Galim*, an Israeli vessel detained by the Egyptian authorities on entering Suez Canal waters, was brought before the Security Council. In September the Council was asked to consider a complaint that Soviet military aircraft had attacked a United States naval aircraft over the high seas.

Canada took part in the private London talks of the Disarmament Sub-committee, at which agreement was reached among the four Western countries on new proposals for a comprehensive disarmament convention and for international control of disarmament. The decision of the U.S.S.R., announced at the ninth session of the Assembly, to accept the Western

¹Fuller information is contained in the departmental publication *Canada and the United Nations, 1953-54*.

proposals for a disarmament convention as a basis for further negotiations was welcomed, despite the significant qualifications attached to it and the continued refusal of the Soviet Union to accept the Western concept of effective international control. After detailed negotiations, the five countries which had worked on the sub-committee—Canada, France, the United States, the United Kingdom, and the U.S.S.R.—agreed to co-sponsor a procedural resolution which Canada had submitted to set the stage for renewed discussions in the sub-committee; and this resolution was unanimously adopted by the Assembly.

This display of Assembly unanimity was repeated in respect of a resolution, co-sponsored by Canada and a number of other Western countries, which provided for continued negotiations leading toward the establishment of an agency to further co-operation in the peaceful uses of atomic energy, and for the convening in 1955 of an international conference of scientists interested in nuclear and related fields.

Besides a number of recurring items, including such questions as race conflict in South Africa and the political difficulties in Tunisia and Morocco on which little or no progress was made, new and difficult issues concerning Cyprus and West New Guinea were included on the agenda for the ninth session. In neither case, however, did the Assembly decide that any action should be taken, a conclusion which was in accordance with the preferences of the Canadian delegation. The usual propaganda items sponsored by Iron Curtain countries were also considered. Among these was an appeal for a ban on propaganda favouring a new war, which was approved only after it had been amended in accordance with the wishes of non-Communist delegations. Allegations advanced by the Soviet Union that acts of aggression had been committed against the People's Republic of China were not accepted by the Assembly, and Soviet charges of piracy in the China seas were referred to the International Law Commission for further study. In the absence of any change of view on the part of the major powers, the general question of admission of new members, and the particular request for the admission of Laos and Cambodia raised during the session, were referred to the Security Council for further consideration.

In the expectation that a decision on convening a conference to review the United Nations Charter may be taken at the next session of the Assembly, a preparatory departmental study of the complicated questions involved has been set in train.

Among the many legal problems reviewed by the Assembly was the question of defining aggression. Although not opposed in principle to the idea of a definition of aggression, Canada continued to doubt that a suitable definition could be agreed upon or that it could have any practical value at the present time. The question was referred for further study to a Special Committee which will report to the General Assembly at its eleventh session in 1956. Because this is closely linked with the problems of revising the Draft Code of Offences against the Peace and Security of Mankind, and the proposal to establish an International Criminal Court, further consideration of these matters was postponed until after the submission of the Special Committee report.

With respect to the study of the Continental Shelf, the International Law Commission was asked by the Assembly to complete its work on the régimes of the high seas and territorial waters and all related subjects

and to submit a final report to the eleventh session of the Assembly in 1956. Also at the request of the Assembly, the Secretary-General is to convene at the headquarters of the Food and Agriculture Organization in April of 1955 an international technical conference to study the conservation of the living resources of the sea.

Several economic matters were considered at the ninth session. Most of these were of a continuing nature and the debate on important issues was, on the whole, constructive and free from acrimony. The subjects discussed included technical assistance, several other aspects of economic development, the question of a world food reserve, trade, employment and related matters. Canada pledged \$1,500,000 as her contribution to the Expanded Programme of Technical Assistance in the coming year; this pledge was based on the assumption that contributions from other countries will be on a scale which will permit an effective programme, an assumption which seems well founded. The Canadian delegation announced that the Canadian Government is prepared to support the proposed International Finance Corporation which, under the aegis of the International Bank, would promote investment of capital in private enterprises in under-developed countries. On the question of the proposed special United Nations fund for economic development, the Canadian delegation supported a resolution providing for further examination of the manner in which such a fund might operate but made it clear that Canada is not committed to the establishment of such a fund at this stage.

The Assembly agreed on a procedure for final revision of the draft International Covenants on Human Rights. Consideration was also given to the desirability of drafting a supplementary convention on slavery, and to measures for the abolition of forced labour practices. With respect to women's rights a resolution was adopted urging the abolition of customs or ancient laws affecting the human dignity of women.

The Assembly authorized the United Nations High Commissioner for Refugees to undertake a programme designed to achieve, within the next four years, permanent solutions to the problems of refugees under his mandate, and requested the Negotiating Committee for Extra-budgetary Funds to seek financial contributions from governments for this purpose and also for emergency relief to these refugees. Earlier in the year the Economic and Social Council considered the question of revising a draft protocol to the Convention on the Status of Refugees which would apply the provisions of the convention to stateless persons.

Canada continued to be impressed with the manner in which the new Secretary-General, Mr. Dag Hammarskjöld, has fulfilled his important responsibilities, including the reorganization of the Secretariat. Mr. Hammarskjöld made a brief visit to Canada in February.

2. The Specialized Agencies

During 1954 the Soviet bloc countries showed a renewed interest in the work of some of the Specialized Agencies. The U.S.S.R., the Ukraine, and Byelorussia officially notified their acceptance of the constitutions of the International Labour Organization and the United Nations Educational, Scientific and Cultural Organization. Decisions on Roumania's applications for membership in these organizations were postponed for the time being. Hungary and Bulgaria resumed active membership in

the International Labour Organization, and Poland, Czechoslovakia, and Hungary in the United Nations Educational, Scientific and Cultural Organization. Canada supported a resolution inviting the Soviet bloc countries to resume active participation in the work of the World Health Organization.

Canada retained its non-elective seat on the Governing Body of the International Labour Organization as a result of the periodical review of states of chief industrial importance carried out by an expert committee. The Administrative Council of the International Telecommunications Union elected as its chairman for the year 1954-55 a Canadian, Mr. C. J. Acton. The Executive Committee of the World Meteorological Organization directed that a study be undertaken of the effects of atomic explosions on the weather. The Conference of the Food and Agriculture Organization emphasized the need for selective rather than general or indiscriminate expansion of food and agricultural production and consumption. The Assembly of the International Civil Aviation Organization adopted an amendment to the convention under which the Organization operates, which would permit the Organization's permanent headquarters to be moved from Montreal if at least three-fifths of the member states so decide at an Assembly.

3. Financial Contributions

Canada's financial contribution to the United Nations for the year 1954 was, in Canadian funds, \$1,330,231; to the Specialized Agencies, \$1,359,930; to the United Nations Expanded Programme of Technical Assistance, \$1,500,000; to the United Nations Children's Fund, \$500,000; to the United Nations Relief and Works Agency for Palestine Refugees, \$500,000; to the United Nations Refugee Emergency Fund (for European refugees), \$50,000. The total Canadian contribution in 1954 was therefore \$5,240,161.

A new scale of contributions to the United Nations was adopted for application in 1955 in which Canada's assessment is raised from 3.3 per cent to 3.63 per cent. On Canadian initiative the Assembly's Committee on Contributions was instructed not to increase beyond the 1955 level the assessments of those countries (of which Canada is one) which are subject to the per capita ceiling principle until they reach per capita parity with the largest contributor.

The Assembly approved a gross expenditure budget for the Organization in 1955 of \$46,963,800.

III

THE NORTH ATLANTIC TREATY ORGANIZATION

1. The North Atlantic Council

Three ministerial meetings of the North Atlantic Council were held in Paris during the year: on April 23 and 24, to review the international political situation as it affected NATO on the eve of the Geneva Conference on Far Eastern questions; on October 22, to approve measures and note decisions based on the preparatory work of the Nine-Power Conference in London; and on December 17 and 18, for the annual stock-taking session. The Secretary of State for External Affairs attended all three meetings, and was accompanied at the December meeting by the Minister of Defence Production and of Trade and Commerce, Mr. Howe, and the Minister of National Defence, Mr. Campney.

Between ministerial meetings the Council remained, as usual, in permanent session. In fostering the habit of frank confidential discussion on international political and military developments of common concern, and improving the procedure therefor, considerable success was achieved. With the assistance of its subordinate committees and of the NATO Secretariat, the Council reviewed the progress of member countries' defence plans, supervised the expenditure of funds on commonly financed military installations ("infrastructure") and headquarters, studied the problems involved in civil defence and other peacetime readiness measures, and drew up plans to increase the public awareness of NATO and to improve cultural contacts between the member countries.

2. Germany and Western Defence

The most important development in NATO in 1954 was the decision to admit the German Federal Republic to the Organization and the agreement on accompanying arrangements designed to bring the Federal Republic into enduring association with the West and to promote European unity within the larger framework of the Atlantic community. The Secretary of State for External Affairs, on behalf of Canada, signed on October 23 the Protocol to the North Atlantic Treaty providing for the accession of the German Federal Republic. He was also present, at the invitation of the Prime Minister of France, at the signature on the same day of the Protocols to the Brussels Treaty providing for the accession of the Federal Republic and Italy and for the arrangements concerning the control of armed forces and armaments. He warmly welcomed these agreements, expressed the hope and confidence that there would be the closest possible co-operation between NATO and the new Western European Union, and emphasized that NATO would remain the focal point of Canada's participation in Western collective defence.

One of the main effects of the agreements, once they are ratified, will be to add to the forces of the alliance the German defence contribution

of some twelve divisions, 1,350 aircraft, and light naval forces. At the same time, these agreements will reinforce the NATO machinery in such a way as to strengthen the central control of the forces placed under NATO command in Europe. They also include pledges by the Federal Republic, on the one hand, never to have recourse to force to achieve the re-unification of Germany or the modification of its present boundaries, and by the Three Powers, on the other hand, (with which the other NATO powers have associated themselves), to take appropriate steps against any violation of this assurance. These provisions, along with the armament control plan of the Western European Union, indicate the purely defensive nature of the alliance.

3. Military Developments

The basis of NATO defence planning in 1954 was the judgment of the North Atlantic Council, at its ministerial session in December 1953, that the threat to the West remained and that member countries had to be ready to maintain over an extended period a high level of military preparedness. Canada has accordingly continued its contribution to NATO forces. An infantry brigade and an air division are stationed in Europe, while the Royal Canadian Navy has 36 ships in commission which are earmarked for the use of NATO in defence of the Canada—United States area of the Atlantic command and in protection of convoys.

Admiral Jerauld Wright was appointed by the North Atlantic Council in February, on the nomination of the President of the United States, to succeed Admiral Lynde McCormick as Supreme Allied Commander, Atlantic. In October he made an official visit to Canada. General Alfred M. Gruenther, Supreme Commander Allied Powers in Europe, visited Canada in June.

4. Mutual Aid

Since the Canadian Mutual Aid Programme was inaugurated in 1950, well over one billion dollars has been appropriated by the Canadian Parliament for mutual aid to European NATO countries. In the fiscal year 1954-55, Parliament approved the continuation of the Mutual Aid Programme in this period under an expenditure ceiling of \$300,000,000. Aid has taken the form of the NATO aircrew training programme in Canada, a contribution to the cost of NATO common budgets, and the provision of end-item aid to help meet the equipment deficiencies of the European member countries. When the Canadian programme was inaugurated, there existed in NATO grave and widespread deficiencies of equipment. Since then, with the assistance received from Canada and the United States and with the continued progress towards economic recovery in Europe, these countries generally find themselves in a position to meet a larger part of those equipment deficiencies which remain.

5. Non-Military Aspects

Two NATO conferences for radio officials from member countries afforded opportunities for a useful exchange of technical information. In addition, the NATO Council's Committee on Information and Cultural Relations made further progress in developing modest but practical projects designed to increase mutual co-operation and understanding among members of the Atlantic community.

IV

THE COMMONWEALTH

Consultation among the Commonwealth nations on questions of common interest has continued to be close and frequent. As usual, discussions have been carried on chiefly through the resident high commissioners in the various capitals. A meeting of Finance Ministers took place in January at Sydney, Australia, and it has been agreed to hold a Prime Ministers' Meeting at London, opening on January 31, 1955. This will provide an opportunity to review international developments since the Prime Ministers' Meeting of June 1953. In the scientific field, a Commonwealth Oceanographic Conference was held at Wormley, England, in October.

Besides these official exchanges of views, a number of visits have taken place which afforded opportunities for informal discussions.

The Prime Minister's visits to the United Kingdom, India, Pakistan, and Ceylon in the early part of the year reflected Canadian interest in the problems and aspirations of these sister nations. During a fortnight in the Asian countries of the Commonwealth he met and talked with government leaders and others, spoke to the people through the press and radio, and gained first-hand insight into the political and economic problems of the region.

The Prime Minister and the Foreign Secretary of the United Kingdom, Sir Winston Churchill and Mr. (now Sir) Anthony Eden, spent three days at Ottawa in June; they attended a meeting of the Cabinet and had informal exchanges of views with Canadian ministers on questions of mutual interest. In October Viscount Swinton, Secretary of State for Commonwealth Relations, travelled across Canada and had talks at Ottawa with the Prime Minister and other members of the Government.

Other prominent Commonwealth visitors to Canada were the Vice-President of India, Dr. Saravapalli Radhakrishnan, and the Prime Minister of Ceylon, Sir John Kotelawala. A visit from the Prime Minister of Pakistan, Mr. Mohammed Ali, had to be postponed until 1955.

The meeting at Ottawa of the Consultative Committee on Co-operative Economic Development in South and Southeast Asia was attended by ministers and senior officials from several Commonwealth countries, including the Australian Minister for External Affairs, Right Hon. R. G. Casey; the Indian Minister of Finance, Hon. C. Deshmukh; the Pakistan Minister of Finance, Hon. Chaudhri Mohammed Ali; the Ceylonese Minister of Finance, Hon. M. D. H. Jayawardene; and the United Kingdom Minister of State, Foreign Office, the Marquess of Reading.

While visits from members of the Royal Family are rather domestic than external affairs, mention might be made here of the Duke of Edinburgh's visit in August to attend the British Empire Games in Vancouver, of the visit, also in August, by the Duchess of Kent and Princess Alexandra, and of the Queen Mother's visit to Ottawa in November.

Developments of special interest in other Commonwealth countries included the adoption by the Pakistan Constituent Assembly of basic principles for a new constitution which would make Pakistan a republic; the retirement of the Prime Minister of South Africa, Dr. Malan, who was succeeded by Mr. J. G. Strydom; the return of the Australian and New Zealand Governments in general elections; the agreement between India and France for the transfer of French possessions in India; and the appointment in Ceylon of the first Ceylonese Governor General, Sir Oliver Goonetilleke.

During the past year the Canadian Government made available \$250,000 worth of dried skim-milk and drugs for flood relief in India, Pakistan, and Nepal (which, though not a Commonwealth country, is within the same geographical area).

V

EUROPE AND THE MIDDLE EAST

I. The Association of the Federal Republic of Germany with the West

The outstanding development of the year in Europe was the conclusion in London and Paris of arrangements for an acceptable alternative to the European Defence Community.

For the first half of the year, hopes were held that the European Defence Community would materialize. There had, however, been growing indications of dissatisfaction in France, and after the fall of the Laniel Government on June 13 and the accession to power of Mr. Mendès-France it became apparent that the French Parliament was unlikely to approve the treaty in its existing form. Accordingly, at the suggestion of the French Prime Minister, a meeting of the six signatory states was held in Brussels on August 19 to consider modifications in the treaty designed to make it more acceptable to France. It proved impossible to reach agreement, and on August 30 the French National Assembly rejected the treaty. The EDC states, nevertheless, remained in substantial accord on their principal aims—"to tighten European co-operation to protect Western Europe against the forces threatening it; to avoid any neutralization of Germany; to contribute to the unification of Germany and to her participation in the common defence; to draw up a political and economic formula for Western integration."

The United Kingdom accordingly convened at London on September 28 a conference of nine powers—Belgium, Canada, France, the German Federal Republic, Italy, Luxembourg, the Netherlands, the United Kingdom, and the United States.

A settlement was reached calling for the termination of the occupation régime in the Federal Republic of Germany, which would thus become fully sovereign; for a recasting of the Brussels Treaty of 1948 to include the German Federal Republic and Italy in a new Western European Union, having power to limit and control armaments of the continental members and serving as a focus for European unity and co-operation; and for admission of the German Federal Republic to NATO, the machinery of which would be strengthened to ensure its effective use in the defence of Europe. An agreement on the Saar, reached in separate discussions at Paris between the French Prime Minister and the German Chancellor, is considered by the countries most directly concerned to be an integral part of the settlement.

Agreement on the essential issues involved compromises and commitments by the states most directly concerned. The United Kingdom made an outstanding contribution by initiating the discussions and by promising to maintain forces on the European continent. Equally important were French agreement to German membership in NATO, and the

self-denying ordinance of the German Federal Republic on the manufacture of atomic, biological, and chemical weapons and some heavy armaments.

The Secretary of State for External Affairs represented Canada at the two Nine-Power meetings, as well as at the North Atlantic Council. Canada's participation was based on its membership in the North Atlantic Treaty Organization and on its position as a country with sizable forces stationed in the Federal Republic and a direct stake in Western European defence. The Canadian delegation was active in the effort to find a solution acceptable to the European countries most directly concerned. One of its main aims was to ensure that NATO was maintained and strengthened as the chief organ of Western collective defence, and that provision was made for the new Western European Union to work closely with NATO.

None of the Paris agreements will come into effect until each has been ratified by all its signatories. The Canadian Government intends at the next session of Parliament to seek approval for ratification of the Protocol to the North Atlantic Treaty.¹

2. Western and Northern Europe

Events in this area of particular interest to Canada centred on the efforts of the main Western European governments to bring into being a European Defence Community or alternative arrangements to accomplish the main aims of EDC. An outline of developments following the Brussels meeting is contained in the section on "Association of the Federal Republic of Germany with the West".

Canada followed with interest the discussions of European problems held within the Council of Europe, which, as an association of thirteen European states, is in a sense a Western European parliament. Canadian observers, as in the past, attended sessions of the Consultative Assembly of the Council, which debated many current problems of importance, including European unity and arrangements for associating the German Federal Republic with the West. Through its missions in Scandinavia, Canada also noted with interest discussions at the second annual meeting of the Nordic Council, which this year was chiefly concerned with economic problems and matters connected with common markets, customs regulations, and scientific research.

Important steps were taken by France during the year in the North African Protectorates of Morocco and Tunisia. Subsequent to the formation of a government composed of Tunisians in July, negotiations were begun between France and Tunisia concerning the transfer of internal authority from the French Resident General to the Tunisian Government. In Morocco reforms intended to facilitate political, administrative, and social evolution were announced on September 5.

In economic matters, Canada followed closely, and in some cases played an active part in, developments in the Organization for European Economic Co-operation, of which Canada is an associate member. During the year attention was devoted in the Organization to the desirability of moving towards a freer system of trade and payments as a means of

¹Parliament approved Jan. 26 and 27, 1955.

restoring effective international competition, and in particular to an examination of the steps required to bring about convertibility of currencies. A meeting of an OEEC ministerial group was held in London in July to discuss these problems. Canada participated in all important meetings of the OEEC in Paris and sent an observer to the meeting of the ministerial group in London.

In general, there was an improvement in the economic situation in most of the countries of Western Europe, and an encouraging increase in intra-European trade as well as in trade with the dollar area, including Canada. One particularly interesting development was the measure of agreement reached between the Soviet bloc and the West in the United Nations Economic Commission for Europe on the desirability of taking steps to increase the flow of trade between the Western and Eastern countries of Europe as well as to promote a wider measure of inter-regional trade through the co-operation of ECE with the other United Nations regional economic commissions. Canada was not represented at the meetings of ECE but followed proceedings through its Permanent Representative to the European Office of the United Nations in Geneva.

Developments in the European Coal and Steel Community, the main practical experiment in European economic co-operation, reflected in part the importance attached to the activities of the Community by Canada's main partners. The High Authority of the Community signed an agreement with the United States for a loan of \$100,000,000, which will be used for modernization and development of resources. In addition, agreement was reached for the closer participation of the United Kingdom through a Council of Association which was set up on a consultative basis to resolve problems of mutual interest. Reports submitted by the President of the High Authority disclosed an encouraging measure of progress in the elimination of barriers to trade between the member countries, an increase in exchanges during the first year of operations, and a reduction in imports of coal from outside the Community.

The Prime Minister of France, Mr. Pierre Mendès-France, visited Canada in November.

3. Central Europe

The problem of Germany's future, and the issue of a State Treaty for Austria, continued to occupy the attention of the Western governments throughout the year. In an attempt to reach agreement with the Soviet Union on these issues, the Foreign Ministers of the United Kingdom, the United States, and France took the initiative in arranging a meeting of the four Foreign Ministers at Berlin in January. Hopes had been raised by what seemed a more conciliatory attitude on the part of the new Soviet régime, and it was essential for the Western powers to determine whether this change in attitude indicated a desire to reach a settlement of the German and Austrian problems.

Developments at the Berlin Conference made it fairly plain that there had been no real change in Soviet policy on these central issues. The Soviet Union was not prepared to agree to free elections throughout

Germany under international supervision, preliminary to the convocation of an all-German assembly and the formation of an all-German government; nor would it accept the proposal that the all-German government so formed should be left free to decide whether it should or should not withdraw from any EDC engagement previously undertaken by the Government of the German Federal Republic. In these circumstances, it was considered that the draft treaty for a European collective security system proposed by the Soviet Union would inadequately safeguard the security of Western Europe. On the Austrian question the Soviet Foreign Minister declined to modify his view that the State Treaty should provide for Austria's neutrality and the retention of occupation forces until a German peace treaty had been signed—conditions which the Western powers considered inconsistent with independence and more likely to increase than to diminish the possibility of another *Anschluss* with Germany.

The conference therefore failed to reach agreement on fundamental issues, although it did result in arrangements to hold a meeting at Geneva on Korea and Indochina, and to exchange views on disarmament.

Soviet policy for the rest of the year was obviously directed towards creating disunity in the West and blocking plans to associate the German Federal Republic with the Western community. A series of diplomatic notes from the Soviet Government, which began during the Nine-Power meetings, was designed to emphasize the danger to peace from the incorporation of a rearmed Germany in the Western alliance, and to enlist support for the Soviet conception of a European security system. In spite of this campaign, the all-European security conference convoked by the Soviet Union for November 29 was attended only by members of the Soviet bloc.

The Soviet Union, after the Berlin Conference, announced on March 26 the restoration of sovereign rights to the "German Democratic Republic" (East Germany), subject to Soviet rights under the Potsdam agreement of 1945. After studying the implications of this announcement, Canada and the other members of NATO stated that they had "no intention of recognizing the sovereignty of the so-called German Democratic Republic or of treating the German authorities there as a government."

After the Berlin Conference the three Western powers renewed their attempts to obtain Soviet agreement to the withdrawal from Austria of all occupation forces and the conclusion of a treaty, but without result. A proposal of the Austrian Government for the establishment of a five-power committee to consider ways of alleviating Austria's occupation burdens was rejected by the Soviet Union. At the ninth session of the United Nations General Assembly the three Western powers reported on the results of the efforts to implement the Assembly's 1952 resolution calling for agreement on the terms of an Austrian treaty, and the French Prime Minister, pointing out how close the four powers were to such agreement, suggested that the Soviet Union might agree to an evacuation of occupation forces in phases over a two-year period, after the signing of the treaty. At the year's end there was no sign that the Soviet Union was seriously interested in this proposal.

Chancellor Raab of Austria visited Canada early in December.

4. Eastern Europe

No internal political developments took place in the Soviet Union during 1954 as important as the death of Stalin and the execution of Beria in 1953. During the year the Malenkov régime maintained an emphasis on the principle of collective leadership. Elections to the Supreme Soviet were held in March, and the vote was, as usual, almost unanimously in favour of the single slate of candidates which was put forward.

In the economic field, attention has been devoted to improving agricultural production. There were, however, serious droughts this year. The Government continues to show more concern for the needs of consumers than was the case under Stalin, but it has not reduced very greatly its allocation of investment for heavy industry for this purpose.

In the field of foreign affairs, the main Soviet effort has been directed towards the prevention of West German rearmament in Europe and towards the stabilization of the Indochinese situation in Asia. The Soviet Government has continued to make some moves to normalize its relations with other countries. Many of these moves have been purely formal. There has been a slight increase in East-West trade, although the Soviet Union gives no real indication of any intention to depart from its policy of self-sufficiency within the Communist bloc of nations. There have been more visits made this year to the Soviet Union by people from the non-Communist world than in recent years and more visits by Soviet groups to countries outside the Communist bloc.

At the same time, the Soviet Government has sent notes of protest to Pakistan, Turkey, Greece, and the Netherlands about their defence policies and has continued to direct a large part of its propaganda against the United States. Propaganda from the Soviet Union and its satellites continues in undiminished volume, the various "front" organizations are as active as ever, and Communist parties throughout the world have kept their policies strictly in line with those of the Soviet Government.

A series of agreements between the Soviet Union and Communist China was announced on October 11. These agreements involved Soviet withdrawal of armed forces from Port Arthur, termination of Soviet control in certain joint companies, and increased Soviet economic aid to China. The two countries have maintained a common front in world affairs. At about the same time the Soviet Government announced that it was terminating its control in some of the joint companies in Hungary, Bulgaria, and Roumania. Not all such companies were affected, and these countries are required to compensate the Soviet Union.

In general, developments in the Soviet-dominated states of Eastern Europe have followed the pattern established in the Soviet Union itself. There have been some concessions to consumers without any basic changes in agricultural or industrial policies. A few concessions were made to non-Communist nations on relatively minor matters during the year.

Canada appointed an ambassador to the Soviet Union in March, following the appointment of a Soviet ambassador to Canada the previous year. No change has been made in the nature of our diplomatic representation in Poland and Czechoslovakia, but the latter country decided late in the year to replace its chargé d'affaires in Ottawa by a minister.

5. Southern Europe

The major event in Southern Europe was the signing of a Balkan alliance treaty by Yugoslavia, Greece and Turkey in August, following the treaty of friendship signed by these nations last year. In addition, the three chiefs of staff are to meet periodically, a Balkan consultative assembly is to be created, and a permanent council of foreign ministers is to meet twice a year.

The agreement on Trieste announced on October 5 at London stabilized conditions in that area of Europe by ending a source of serious disagreement between Yugoslavia and Italy. In a Memorandum of Understanding between the United Kingdom, the United States, Italy, and Yugoslavia, provision was made *inter alia* for (a) the termination of military government in Zones A and B of the territory, (b) the division of the territory approximately along the zonal boundary with slight adjustments, and (c) the protection of minorities.

During the year the Soviet Government made certain moves to normalize relations with Yugoslavia. Some of the Soviet-dominated states have also followed the Soviet lead by restoring or increasing trade, communications, and diplomatic representation. These moves have not made any difference to the basic Yugoslav policy of entering into various arrangements with non-Communist countries for mutual defence.

6. The Middle East

During the year there were developments leading to greater stability in the Middle East. Egypt and the United Kingdom concluded an agreement on the Suez Canal base which removed a source of friction between these two countries by providing for the withdrawal of British troops and at the same time affording a means of reactivating the base in times of emergency. In Iran the International Oil Agreement was signed and ratified, laying the groundwork for the restoration of an important source of oil and for the rebuilding of the economy of Iran. These developments have allayed some popular unrest in the Middle East and have enabled the governments concerned to consolidate their position. The current trends encourage a renewal of confidence in the relations between the Arab states and the Western democracies. Also of importance to the security of the area was the Treaty of Collaboration signed between Turkey and Pakistan in April.

Of continuing concern, however, were the stresses and strains in the relations between the Arab states and Israel. Although tension along the lines of demarcation in Palestine seemed to decrease slightly toward the end of the year, the underlying causes of dispute remained and sporadic outbreaks of violence occurred. The United Nations Truce Supervision Organization was strengthened during the year and Canada's interest in its work was heightened by the appointment of Major-General E. L. M. Burns as Chief of Staff.

Canadian diplomatic missions were opened in Egypt, Israel, and Lebanon. This event marked a new trend in Canada's external relations. Until 1954 there were no diplomatic representatives of Canada between the widely separated posts at Ankara and Karachi. The need for Canadian representation in the intervening region has been recognized for

some time, particularly because of the frequency with which Middle Eastern affairs are discussed in the United Nations and because of the importance to the free world of maintaining peace in this strategic area. Owing to administrative difficulties, however, it was not possible until 1954 to open new diplomatic missions in the Middle East.

The Emperor of Ethiopia, His Imperial Majesty Haile Selassie I, accompanied by two members of his family and several members of the Ethiopian cabinet, visited Canada in June.

VI

THE AMERICAS

1. The United States

After half a century of study by Canada and the United States, and three decades of negotiation, construction of the St. Lawrence Seaway and Power Project began in 1954.

The arrangements made in 1952, after the International Joint Commission had approved joint development of power in the International Rapids Section by the Ontario Hydro-Electric Power Commission and the New York State Power Authority, were revised in 1954 after the passage by the United States Congress in May of the Wiley-Dondero bill authorizing and directing construction on United States territory of the 27-foot navigation facilities required between Lake Ontario and Massena, New York. Discussions with United States representatives took place during July and August. Under the 1952 arrangements Canada had undertaken to construct or complete (at a total estimated cost of about \$261,000,000) 27-foot facilities in the Welland Canal; in the Canadian section of the St. Lawrence, at Lake St. Francis, Beauharnois, and Lachine; and in the international section, in the Thousand Islands area, at Iroquois, and at Barnhart Island. By agreement reached on August 17, 1954, Canada will be relieved of its obligation to widen channels in the Thousand Islands area and to construct forthwith a 27-foot canal and locks at Barnhart Island, costing about \$2,000,000 and \$70,000,000 respectively. Canada will build all the facilities in the Canadian section mentioned above, and the canal and lock at Iroquois in the international section. The Canadian Government has expressed the hope that the United States will not build duplicate facilities at Iroquois at this time.

The two governments recognized, in the exchange of notes of August 17, 1954, that it was of great importance to both that the seaway be used to the maximum extent, and they therefore agreed to use their best endeavours to avoid placing unreasonable restrictions on the transit of passengers, shipping or trade in the international section of the seaway. They also agreed to consult before the enactment of any new law, or the promulgation of any new regulation, applicable on either side of the international section, which might affect shipping registered in Canada, the United States, or any other country. It was also agreed that either government could request consultation "with respect to any laws or regulations now in force in either country which affect the shipping interests of the other country in the international section".

Construction of the power works began shortly after the United States Supreme Court on June 7 denied to a challenger of the New York State Power Authority's license a petition for a writ of *certiorari*, thus ending litigation in the United States. Canada has begun work preliminary to construction of the new canal and lock at Iroquois. It is expected that both the power and seaway projects will be completed by the end of

1958, thus permitting continuous 27-foot navigation from the Atlantic Ocean to Lake Erie during the navigation season of 1959. Deepening to 27 feet of the connecting channels between Lake Erie and Lake Superior, which at present are 25-foot downbound and 21-foot upbound, will remain to be done to permit deep water navigation from the Atlantic 2,200 miles inland to Fort William and Duluth.

The International Joint Commission, established by the Boundary Waters Treaty of 1909, has dealt with a large number of complex problems arising mainly out of the use of lakes and rivers in the border areas along the boundary between the United States and Canada. The membership of the Canadian Section of the Commission has remained unchanged from 1953, with General A. G. L. McNaughton as Chairman and Mr. George Spence and Mr. L. Dansereau as Commissioners.

The Department continued to advise the Commission on Canadian interests in matters before it, ranging from questions concerning the St. John river basin in the east to the Columbia river basin in the west, and including such diverse problems as preservation of the scenic beauty of Niagara Falls and the reduction of atmospheric pollution in the Windsor-Detroit area.

In addition to the two regular semi-annual meetings, in April at Washington and in October at Ottawa, the Commission held executive sessions at Boston in January and at Niagara Falls in June. A special ground-breaking ceremony marked the commencement of construction of remedial works recommended by the Commission to assist in the preservation and enhancement of the beauty of Niagara Falls and at the same time provide for increased utilization of the power potential of the Falls.

Under the St. John River Reference of 1950 the Commission submitted an interim report to the Governments of Canada and the United States, making recommendations for the further development of the St. John river basin in New Brunswick and Maine.

On May 27 the United States Government submitted a new application to the Commission for the construction of a dam on the Kootenay River, near Libby, Montana. The proposed project, designed to provide storage, power, and flood control, would create a reservoir 100 miles long, the upper 42 miles of which would be in Canadian territory.

This application is the 69th case to be brought before the Commission for study and investigation. Nine of these cases are still under active study, and in addition the Commission is continually engaged in implementing its regulations which have been approved by the Governments of Canada and the United States and ensuring that its orders are observed.

As a result of negotiations which have been conducted intermittently since 1952, the Governments of the United States and Canada concluded a Great Lakes Fisheries Convention on September 10. This agreement provides for the establishment of an International Great Lakes Fisheries Commission whose duties are to advance research in order to determine what measures (if any) are needed to achieve the maximum sustained productivity of stocks of fish in the Great Lakes area. The Commission is also to take measures to abate the populations of the parasitic sea lamprey which have, in recent years, been depleting the stock of lake trout.

On October 29, 1953, the State Department passed on to the Canadian Embassy a request from the Senate Internal Security Sub-Committee for an interview with Mr. Igor Gouzenko. The Committee was apparently under the impression that Mr. Gouzenko had evidence of Soviet espionage in the United States additional to that which he had given the Royal Commission in 1946. The Canadian Government consented to make arrangements for a confidential meeting, under Canadian auspices, at which any person designated by the United States Government could be present. The meeting took place in Canada on January 4; Chief Justice McRuer of the High Court of Ontario presided. The United States Government designated its ambassador, Mr. Douglas Stuart, and Senators William E. Jenner and Patrick A. McCarran. Canadian representatives were provided by the Department of External Affairs, the Royal Canadian Mounted Police, and the Attorney General of Canada. The evidence given by Mr. Gouzenko, which was not in fact materially different from what he had given in 1946, was transmitted to the United States Government on January 25, and tabled in the House of Commons on April 14.

The principal developments during the past year with respect to Canada—United States defence arrangements have been related to the measures adopted by the two governments to provide a comprehensive jointly-operated system for warning of the approach of hostile aircraft and for the control of interceptor aircraft. The system will consist of four main elements, namely: the main control and warning radar installations in the populated part of Canada (the jointly operated Pinetree network) and in the United States, which are now in operation; a warning line north of the settled areas of Canada (the Mid-Canada Line) being built by Canada; a warning line across the most northerly practicable part of North America (the Distant Early Warning Line), construction of which is to be the responsibility of the United States, although Canada will participate in the project; and portions of the complete warning and control system in Canada to be extended to seaward on both flanks of the continent by the United States.

2. Latin America

Two new missions, one in Haiti and the other in the Dominican Republic, were opened during the year, the Canadian Ambassador to Cuba being accredited as well to both these countries. There are now eleven Canadian diplomatic missions in Latin America.

Canada sent observers to a number of inter-American meetings of the technical agencies of the Organization of American States and of independent inter-American organizations. The tenth Inter-American Conference of the Organization of American States, held at Caracas, Venezuela, in March, decided that the discussion of major economic problems would be deferred to a special meeting called by the Inter-American Economic and Social Council at Rio de Janeiro in November. Canada accepted an invitation extended by the President of the Council and by the Government of Brazil (as host country) to be represented at the conference by an observer. Mr. S. D. Pierce, Canadian Ambassador to Brazil, represented the Government at the conference, which opened on November 22 at Petropolis and concluded on December 2.

Other inter-American Conferences at which Canada was represented by an observer were the second meeting of the Inter-American Cultural Council in Sao Paulo, and the fourteenth Pan-American Sanitary Conference, in Santiago.

The Canadian diplomatic missions in Latin America have given special attention to economic questions. The Embassy in Brazil, for example, was instrumental in the reduction of commercial arrears to the amount of \$1,600,000. Resident Canadian trade commissioners are members of the staff of these missions and have primary responsibility, under the Department of Trade and Commerce, for the handling of commercial questions.

Activities of Canadian missions included arrangements for participation of Canada in various art exhibitions and film festivals. Examples of these were the one held at Caracas, Venezuela, during the tenth Inter-American Meeting of the Organization of American States, where officials from all parts of Latin America viewed the works of Canadian artists; the one held at Sao Paulo, Brazil, to coincide with the second meeting of the Inter-American Cultural Council; and two film festivals at Montevideo, Uruguay, and Mar del Plata, Argentina.

The Canadian Government sent \$25,000 worth of foodstuffs to Haiti following the disaster caused by hurricane "Hazel", when tens of thousands of persons were left homeless and damages to property and crops were very extensive. An official invitation has been extended to President Magloire of Haiti to visit Canada early in 1955.

An air agreement was signed with Peru on February 18.

The cruiser H.M.C.S. Quebec made official visits to Rio de Janeiro, Brazil, and to La Guayra, Venezuela, in October.

VII EAST ASIA

1. Korea

Korea is still divided, and early unification appears unlikely. The cease-fire established by the Armistice Agreement, however, has been maintained. Canada's military commitment in Korea was cut during the year by about two-thirds; this reduction corresponded with those planned by other Commonwealth participants in the Korean conflict, and by the United States.

The first matter of importance to come up in 1954 was the disposition by the Neutral Nations Repatriation Commission (NNRC) of the 22,000 prisoners of war in its custody who had not elected to be repatriated. Of this number, 21,700 had refused repatriation to the People's Republic of China or to North Korea. According to the United Nations Command's interpretation of the terms of reference of the NNRC, in which Canada concurred, the Commission was obliged to declare their relief from prisoner of war to civilian status on January 23. The Indian Chairman considered that the Commission was not competent to do this, and that the Armistice Agreement would not permit the UNC to free prisoners unilaterally. The UNC would not accept custody of the prisoners on such terms, but accommodated them after they left NNRC control and from January 23 considered them civilians. The NNRC declared its dissolution by majority vote, effective February 21.

India's request that the eighth session of the General Assembly be reconvened before the NNRC was dissolved did not receive the support of a majority of the Commission. The Canadian position was that while the desire of India to report to the General Assembly concerning its responsibilities as Chairman of the NNRC was appreciated, it would be undesirable to convene the session in the circumstances then prevailing.

On February 18 at Berlin the Foreign Ministers of the United States, France, the United Kingdom, and the Soviet Union announced that they had agreed to convene a conference in Geneva to settle peacefully the Korean problem. The conference was to be attended by the four countries above named, the People's Republic of China, North and South Korea, and those countries which had participated in the Korean hostilities and which desired to attend. Of the countries concerned, only South Africa declined an invitation.

The Canadian delegation to the conference, which convened on April 26, was headed by the Secretary of State for External Affairs. It soon became evident that the Communist countries were prepared neither to recognize the legitimacy of the United Nations mission in Korea nor to agree to acceptable proposals for uniting the peninsula in freedom. Their plan called for elections throughout Korea, conducted by an all-Korean commission on which North and South would have equal representation,

and supervised by a Neutral Nations Supervisory Commission composed of equal numbers of Communist and non-Communist nations and divorced from the United Nations. Both commissions would operate only by unanimous agreement, and the all-Korean commission would control the entire election procedure. All foreign troops would withdraw from Korea before the elections. This plan would have given the administration of North Korea, which was guilty of aggression and which controls only a minority of the Korean population, equality with the Government of the Republic of Korea and a veto over any action by the all-Korean commission which it did not approve. It would, moreover, have enabled the Chinese Communist forces to remain on the Korean border, while obliging United Nations forces to withdraw across the sea.

The delegations representing countries which participated in the United Nations action in Korea sought to secure agreement that would lead to the establishment of a unified, free Korea on a basis consistent with two principles: (a) that the United Nations was rightly empowered to take collective action to repel aggression and to extend its good offices to seeking a peaceful settlement in Korea, and (b) that the essential first step toward Korean unification was the holding of free elections, impartially and effectively supervised by an international agency acceptable to the United Nations, for a National Assembly in which representation would be in direct proportion to the population in all parts of Korea.

By June 15 it was clear that agreement could not be reached. The United Nations delegations regretfully informed the Communist side that so long as it rejected the two principles considered by the former to be indispensable, no useful purpose would be served by further meetings at Geneva. They made it clear that the failure of the Geneva Conference did not prejudice the Korean armistice, and reiterated their intention of continuing to support the United Nations objective of a unified, independent, and democratic Korea achieved by peaceful means.

In accordance with a recommendation of the General Assembly, they informed the United Nations on November 11 about the proceedings of the conference. In the Political Committee, they sponsored a resolution which called for the Assembly, *inter alia*, to note the provisions by which the Korean Armistice Agreement remained in effect, to approve the report, to re-affirm United Nations objectives in Korea, to express the hope that progress towards these objectives might be made soon, and to request the Secretary-General to place the Korean item on the provisional agenda for the next session. The Political Committee adopted the resolution by a vote of 50 in favour (including Canada), 5 against (the Soviet bloc), and 4 abstentions, and on December 11 the General Assembly meeting in plenary session took the same action by a similar vote.

The Prime Minister, Mr. St. Laurent, visited the Canadian forces in Korea in March.

2. Indochina

While the Geneva Conference was considering the Korean question, separate negotiations were taking place between the interested parties—Cambodia, the Democratic Republic of Vietnam, France, Laos, the People's Republic of China, the State of Vietnam, the Union of Soviet Socialist Republics, the United Kingdom, and the United States—to conclude

cease-fire agreements for the three states of Indochina, where war had been waged for some eight years. The discussions resulted in three agreements on the cessation of hostilities in Vietnam, Laos, and Cambodia respectively, signed on July 21 by representatives of the two opposing sides in each case. On the same day the last plenary session of the Geneva Conference adopted a final declaration formally taking note of the agreements.

Each of the agreements contained a provision establishing a separate international commission with responsibility for the control and supervision of the application of the provisions of the agreement. The parties directly concerned were of course in each case made responsible for the execution of the agreement. Representatives of Canada, India, and Poland were to compose each of the commissions, with the Indian representative acting as chairman in each case. The Canadian Government accepted the invitation to appoint members on these international bodies in the belief that, by assisting in establishing security and stability in Southeast Asia, it would be serving the interests of Canada. Acceptance of membership on these commissions did not mean that Canada was called upon to guarantee or enforce the Indochina cease-fire or undertake any new military or collective security commitments.

Canadian representatives were duly appointed to each of the commissions and a number of political advisers, most of whom were from the Department of External Affairs, were sent to Hanoi, Vientiane, and Phnom Penh to assist the representatives in their work. A much larger number of service officers and men were sent from Canada to serve as military advisers and as members of the various mobile and fixed teams which were to be established in accordance with the provisions of the agreements.

The Vietnam agreement provided for the removal of French and Vietnamese troops from that part of Vietnam north of the 17th parallel, and the removal of Viet Minh troops from South Vietnam. The agreement also contained provisions for the transfer of civil authority, release of prisoners and civilian internees, and restrictions on the introduction into the country of fresh military personnel, and of all kinds of arms, munitions, and war materials.

The agreement for Cambodia set forth the procedure for the withdrawal of foreign armed forces and "foreign military personnel" from the territory of Cambodia. It also contained provisions for the demobilization of the Khmer resistance forces and for their reintegration into the national community, as well as a ban on the introduction of fresh troops, military personnel, armaments, and munitions. The main responsibilities given to the commission were to control the withdrawal of foreign forces, to see that the frontiers were respected, to control the release of prisoners of war and civilian internees, and to supervise the application of a declaration by the Cambodian Government which stated that foreign aid in war material, personnel, or instructors would not be solicited "except for the purpose of the effective defence of the territory". The responsibilities of the commission in Laos were somewhat similar.

Some of the main provisions of each agreement have already been carried out by the parties, whereas others remain to be fulfilled. Some of the provisions have definite time-limits laid down for their execution; others are of a more continuing nature.

In Vietnam, withdrawals and transfer of troops have taken place in accordance with the regroupment plan, but the process will not be complete until May 1955, when the last Franco-Vietnamese forces are to be withdrawn from Haiphong and the last Viet Minh forces from central Vietnam. The prisoner of war and civilian internee exchange was for the most part completed in September 1954. Civilians who wish to move from one zone to the other are entitled to do so under the terms of the cease-fire agreement until the completion of the regroupment of forces; the International Commission has been closely concerned with this process in view of the number of complaints and petitions received. The commission also has the continuing task of supervising the rotation of military personnel and the introduction into Vietnam of replacement military equipment and war material in accordance with the restrictions prescribed in the cease-fire agreement. The International Commission as at present constituted has not been given any responsibilities in connection with the general elections for Vietnam, which, according to the Final Declaration of the Geneva Conference, are to take place in July 1956 under the supervision of an international commission which is also to be composed of representatives of India, Poland and Canada.

In Laos and Cambodia all troop withdrawals have been completed on schedule, as have the releases of prisoners of war and civilian internees. The remaining work of the commission in Cambodia has to do with overseeing the entry of war material, considering petitions and complaints from individuals and from the government, and supervising the implementation of other clauses of the agreements, the most difficult of which is, perhaps, that concerning the reintegration of all citizens into the national community. In particular, the agreement calls for the demobilization on the spot of the Khmer resistance forces, and the commission was given a special responsibility to see that these Cambodians were allowed to enjoy all the rights and freedoms of other citizens without discrimination, including the right to participate freely as electors and candidates in general elections which, according to the constitution, are to be held in 1955.

The remaining task in Laos is somewhat different. One of the outstanding problems has to do with the two northern provinces of Phong Saly and Sam Neua, to which the fighting units of Pathet Lao were moved in accordance with the agreement "pending a political settlement". The manner of re-establishing the authority of the Royal Government in these two provinces is, of course, a problem for the Laotian authorities in Vientiane to work out with representatives of the Pathet Lao. On the other hand, the commission is still endeavouring to carry out investigations of complaints received by both sides about alleged violations of provisions of the cease-fire agreements relating to the northern provinces and to the Pathet Lao.

There is no doubt that the presence of three international commissions in this remote part of the world has contributed to a stabilization of the situation in Laos, Cambodia, and Vietnam. Although infringements were reported frequently in 1954 to the commissions, neither side complained of any violation likely to lead to a resumption of general hostilities.

At the end of the year the Canadian component of the three commissions in Indochina, including the fixed and mobile teams operating under the commissions' jurisdiction, consisted of some 135 service personnel

and 25 civilians. The Canadian Commissioner in Hanoi is Mr. Sherwood Lett. His colleagues in Vientiane and Phnom Penh are Mr. L. Mayrand and Mr. R. Duder, who, together with most of the other civilians, were drawn from the Department of External Affairs. The service personnel represent all three of Canada's armed forces, although the majority come from the Army. These Canadians have been discharging their duties with great energy and ability. The service personnel, who have undertaken tasks of a nature different from those to which they have been accustomed, and who often have to work and live in conditions of real hardship, are carrying out their assignments with a high degree of skill, patience and ingenuity.

3. Japan¹

Relations with Japan were marked by the Canadian Prime Minister's visit to Japan in March, and by the visit of the Prime Minister of Japan, Mr. Yoshida, to Canada in September.

Negotiations for two important bilateral agreements were concluded. An Agreement on Commerce between Canada and Japan, providing for reciprocal most favoured nation treatment of trade between the two countries, was signed on March 31. A motion to approve ratification by Canada passed the House of Commons on May 12 and the Senate on May 25. The instruments of ratification were exchanged at Tokyo on June 7. An Air Transport Services Agreement was initialled at Tokyo on November 24, with the expectation that it would be signed at Ottawa and ratified some time in the new year.

An Agreement regarding the Status of United Nations Forces in Japan was signed on February 19 and came into force on June 11. Its purpose was to legalize and clarify the position of the United Nations forces stationed in Japan in connection with the Korean conflict. To facilitate consultation on matters relating to the interpretation of the agreement, a Joint Board, on which Canada is represented, has been established in Tokyo.

4. China and Southeast Asia

The Canadian Government has continued to recognize the National Government of President Chiang K'ai-shek at Taipei, Formosa.

The Chinese Communist authorities released Squadron Leader A. R. MacKenzie, R.C.A.F., at Hong Kong on December 5. Squadron Leader MacKenzie was the only Canadian prisoner of war captured during the Korean hostilities who was believed to be still in China or North Korea and who had not been released in accordance with the provisions of the Korean Armistice Agreement. A number of Canadian citizens were still in China at the end of the year; most of these were Canadians of Chinese ancestry. During the year several Canadian missionaries were evacuated from the mainland through Hong Kong.

One of the principal debates at the General Assembly arose from the reference to the United Nations of the question of eleven United States airmen detained in China. Mr. Pearson, speaking on December 8, strongly supported a resolution introduced by various states with forces

¹On economic relations with Japan, see also Chapter IX, section 8.

in Korea, which declared that the detention and imprisonment of these airmen was a violation of the Korean Armistice Agreement and requested the Secretary-General of the United Nations to seek their release and that of all other captured personnel of the United Nations Command still detained. On December 10 the resolution was adopted by a vote of 47 in favour, 5 against (Soviet bloc), with 7 abstentions.

Canada's good relations with the countries of Southeast Asia have been maintained. A move was made toward consolidating security in the area with the formation of the Southeast Asia Collective Defence Treaty, signed at Manila on September 8 by the representatives of Australia, France, Pakistan, the Philippines, New Zealand, Thailand, the United Kingdom, and the United States. The treaty binds the parties to take appropriate action in accordance with their constitutional processes in the event of an armed attack on any of the parties in the treaty area, or any country in the treaty area which the parties unanimously designate as being guaranteed. The area with which the treaty is concerned is defined as "the general area of Southeast Asia, including also the entire territories of the Asian parties, and the general area of the Southwest Pacific not including the Pacific area north of 21 degrees 30 minutes north latitude". Membership was limited to the three great Western powers which have direct interests in the area, and countries in or near Southeast Asia which wished to participate.

The Prime Minister visited Indonesia and the Philippines in the course of his world tour and engaged in useful discussions with leaders in both countries.

VIII

LEGAL AND CONSULAR AFFAIRS

The Department's legal tasks have been varied. They include advising the Government on questions of international law, authentication of legal documents for use abroad, and transmission of documents to governments of other countries under civil procedure conventions, extradition treaties, and arrangements for the reciprocal enforcement of maintenance orders. The Department registers and publishes agreements concluded by Canada with other countries. During the year, Canada became a party to thirty international agreements.¹

The Department has also been concerned with Canadian claims against other countries and with claims of other countries against Canada. Assistance has been available for Canadians who have claims against foreign countries for property lost as a result of the Second World War or confiscated under nationalization measures, provided they can show that after exhausting local remedies in the countries concerned they have suffered denial of justice or discrimination. The Department has conducted inquiries abroad on behalf of the War Claims Commission. It has assisted Canadians who have claims arising out of nationalization measures in Yugoslavia, which are dealt with by the Foreign Compensation Commission in London, set up by the United Kingdom—Yugoslavia agreement of 1950 to which Canada became a party. In the settlement of Canadian claims covered by the Treaties of Peace with Italy and Japan, and in the submission of claims for pre-war debts, loss of property, and injury in Germany, the Department has co-operated with the Department of Finance and the Department of the Secretary of State of Canada.

Consular assistance and services are made available by the Department to Canadian citizens in almost all foreign countries. Where the Department has not established a consular or diplomatic post, some of these services are performed by Canadian trade commissioners. Where there is no Canadian representative or where a Canadian post is not geographically convenient to handle the needs of the persons concerned, the United Kingdom diplomatic or consular posts look after Canadian citizens.

The duties of consular officers abroad include the provision of financial assistance on a recoverable basis to Canadian citizens and their dependents who are temporarily in distress, the issuance and renewal of Canadian passports, the granting of diplomatic and courtesy visas, and the provision of information on Canadian laws and regulations. Assistance is given in locating missing persons, representing Canadians in matters of estates, and procuring legal documents. Consular officers often act on behalf of other government departments. In countries where the Department of Citizenship and Immigration is not directly represented, for instance, they may function as visa officers. On occasion they are called upon to assist the Department of Trade and Commerce in the promotion

¹A list of these agreements will be found in Appendix F.

of Canadian trade. In certain countries consular officers are designated to act for the Department of Transport under the terms of the Canada Shipping Act.

The Department in recent years has attempted to reduce restrictions on the travel abroad of Canadian citizens, and arrangements are now in force which enable Canadians to enter a number of European countries for periods of up to two or three months without visas. These countries are: Austria (other than the Soviet Zone), Belgium, Denmark, France (including Algeria and Tunisia), Federal Republic of Germany, Greece, Italy, Liechtenstein, Luxembourg, Monaco, the Netherlands, Norway, Sweden, and Switzerland.

The issuance of travel documents within Canada is performed by the Passport Office, which is a Section of the Consular Division. In 1954, the Passport Office issued 70,973 passports and renewed 10,900. Certificates of identity are also granted to bona fide residents of Canada who are unable to obtain passports or other travel documents from their country of origin. In 1954, 5,620 certificates of identity were issued, while 1,487 were renewed. The fees received by the Passport Office during 1954 amounted to \$401,308.54.

A list of Canadian consular posts abroad will be found in Appendix B, and a complete list of foreign consular agents in Canada in the quarterly publication of the Department entitled *Canadian Representatives Abroad and Representatives of Other Countries in Canada*.

IX

ECONOMIC AFFAIRS

By the spring of 1954 the slight decline in economic activity which had taken place in the latter half of 1953, principally in the United States, was halted, and during the balance of the year trade and general economic activity remained at a relatively high level in most parts of the world. The balance of payments position of many countries improved, foreign exchange reserves continued to expand, and some further progress was made in moving toward a freer system of trade and the convertibility of major currencies. Prices of many of the important primary commodities entering international trade remained at generally satisfactory levels although marketing problems associated with surpluses largely accumulated in previous years existed for certain agricultural products. During the year, Canada was represented at a number of major conferences where international economic problems were discussed. Among these, and in addition to those dealt with below, were the Meeting of the Commonwealth Finance Ministers held in Sydney early in the year, meetings of the International Monetary Fund held in Washington in the fall, and continuing discussions in the Organization for European Economic Co-operation, of which both Canada and the United States are associate members.

1. General Agreement on Tariffs and Trade

At Geneva, in November, a review session of the Contracting Parties to the General Agreement on Tariffs and Trade (GATT) was convened to examine the operation of the agreement and to formulate generally acceptable and more permanent rules of trade. During the seven-year period the General Agreement on Tariffs and Trade has been in existence, world tariffs have been reduced and stabilized, most favoured nation treatment has been generalized and extended to GATT members, and a common code of commercial conduct has been formulated with increasing clarity and with increasing acceptance throughout the trading world. Many items of special importance to Canada were dealt with at the review session. The Canadian delegation gave support to proposals designed to carry forward the liberalization of world trade; it opposed the application of unnecessary quantitative restrictions, particularly those of a discriminatory character, and stressed the importance of each member government being willing to submit its trade measures to the scrutiny and to the rules of the Contracting Parties. At the year's end, the exact nature of the review session's impact on GATT remained uncertain. Many divergent approaches remained unsettled; and, in some spheres, reconciliation of national interests with GATT obligations appeared difficult. Nevertheless, it was expected that a revised and reorganized GATT would emerge from the session of the Contracting Parties.

2. Canadian—United States Commercial Relations

A large increase in the number of appeals by industry in the United States to the United States Tariff Commission for relief in the form of higher tariffs or import restrictions involved important Canadian trade interests and made necessary representations by Canadian authorities to the United States State Department. Investigations were conducted by the United States Tariff Commission involving such important Canadian exports as lead, zinc, and ground fish fillets, and the applications for higher protection were refused. Import quotas were established on a number of agricultural products, including cheese, oats, barley, and rye, and tariffs or their equivalent were increased on alsike clover seed, flax seed, and linseed oil. Where restrictions have been imposed they have generally been less severe than those originally recommended by the United States Tariff Commission.

Important economic and trade problems of common concern were discussed at the first meeting of the Joint United States—Canada Committee on Trade and Economic Affairs, held at Washington in March. At this meeting, Canada was represented by the Ministers of Trade and Commerce, Agriculture, and Finance, and the Secretary of State for External Affairs, while the United States representatives included the Secretaries of State, the Treasury, Agriculture, and Commerce.

3. Canadian—United Kingdom Commercial Relations

During 1954 the United Kingdom enjoyed a further expansion of production and made continued progress in liberalizing its trade with Canada and with other countries. The United Kingdom—Canada Continuing Committee on Trade and Economic Affairs met at London in June and provided an opportunity to discuss a wide range of trade and other economic matters of common interest.

4. Assistance to South and Southeast Asia

Canada made available a further contribution of \$25,400,000 for Colombo Plan purposes to provide both capital aid and technical assistance to the countries of South and Southeast Asia. This brought to \$102,000,000 the total of such funds provided by Canada.

During the past year Canada has assisted a number of new projects in India, Pakistan, and Ceylon. These include the provision of hydro-electric and electrical transmission equipment, the provision of locomotive boilers and steam locomotives for the Indian railways, and industrial raw materials in the form of copper and aluminum for domestic development purposes. In addition to the aid already supplied to Pakistan, Canada made available new funds to assist in the construction of the Warsak dam in Northwest Pakistan; a thermal power plant is being provided for another project in East Bengal; another hydro-electric project will be assisted in the Punjab area where electric power is badly needed; a limited amount of assistance in the form of aluminum and copper will also be supplied to Pakistan in the immediate future. Further assistance to Ceylon was granted in the form of diesel locomotives, equipment for both the seaport and the airport at Colombo, and electrical transmission and

other equipment for the agricultural development project in Gal Oya. In addition Canada will assist in financing the local costs at the fisheries harbour (Canada has already made available considerable aid to a pilot fisheries project in Ceylon) and the local costs of rural road construction through the provision of Canadian flour, which will be sold in Ceylon for rupees, thereby creating counterpart funds for development purposes. Negotiations are continuing with the Governments of India, Pakistan, and Ceylon on further projects for Canadian capital aid.

Technical assistance under the Plan is co-ordinated through the Council for Technical Co-operation, which meets regularly at Colombo and on which all member governments are represented. In carrying out the Canadian programme, the Department of External Affairs co-operates with the Department of Trade and Commerce, whose Technical Co-operation Division is in charge of administration. From the Plan's inception in 1950 to December 15, 1954, 55 Canadian experts have been placed in the area and a wide variety of training facilities in Canada has been arranged for over 240 scholars and fellows from a number of countries in the area. During the past year technical assistance in the form of equipment was provided for the Agricultural Faculty of the University of Ceylon, a woodworking shop at the Galle Technical School in Ceylon, and tractor training schools in Pakistan, among others. Additional proposals received during the year are under consideration.

The Consultative Committee on Co-operative Economic Development in South and Southeast Asia met at Ottawa in October, preceded by a preparatory meeting of officials in September. Representatives from all participating countries were in attendance, and Thailand and the Philippines, which had previously sent observers, were admitted, along with Japan, as full members of the Committee. During this conference there was a useful exchange of views concerning the problems of economic development in South and Southeast Asia. At the conclusion a report was issued which recorded the progress made during the past year and also surveyed the formidable tasks that still lay ahead.

5. Commercial Relations with Japan

An Agreement on Commerce between Canada and Japan was concluded in 1954. (For details see Chapter VII, section 3.)

In 1953 the GATT Contracting Parties invited Japan to participate in their work, pending the time when it could undertake tariff negotiations as required for formal accession to the General Agreement on Tariffs and Trade. They also opened for signature a declaration under which commercial relations between Japan and signatory countries could temporarily be governed by provisions of the GATT. This declaration was accepted by Canada following the ratification by Japan and Canada of the Agreement on Commerce.

6. Other Trade Talks

At the request of the Government of Czechoslovakia under Article XXII of the General Agreement on Tariffs and Trade, discussions took place at Ottawa during May and June between Czechoslovak and Canadian officials. The principal subject was the special valuation procedures

which Canadian customs authorities had been applying to certain imports from Czechoslovakia, in the absence of adequate information to verify values in accordance with the requirements of Canadian law. The talks provided an opportunity to discuss other matters, particularly the settlement of the loan extended to Czechoslovakia under the Export Credit Agreement of 1945. Arrangements were worked out to permit verification of values of goods from Czechoslovakia. With respect to the loan, arrangements were made which, it is expected, will result in the repayment of the capital and interest outstanding.

During the discussions on general trade matters, Canadian officials made it clear that importers in Czechoslovakia are free to purchase those Canadian goods which are not subject to restrictions on security grounds. Similarly, it was recognized that opportunities exist for Canadian importers to purchase a considerable range of goods from Czechoslovakia.

As a result of negotiations in Spain and Portugal by a trade delegation headed by the Deputy Minister of Trade and Commerce, most favoured nation agreements were signed with Spain on May 26 and with Portugal on May 28.

So far as East-West trade controls are concerned, Canada has always favoured free trading in peaceful consumer goods, but, as a measure of national defence in the economic field, exercises control over exports of military equipment and strategic commodities to the Soviet bloc, mainland China, and North Korea. These controls, which affect a very small fraction of Canada's total trade, are co-ordinated with the control systems of Canada's NATO partners and Japan. They were somewhat relaxed on August 16, following a lengthy review of the problem.

7. Miscellaneous

Discussions continued throughout the year with Switzerland, South Africa, and Australia, with a view to arranging agreements for the avoidance of double taxation. Similar discussions were opened with Netherlands, Danish and German officials. Double taxation agreements with Ireland in the fields of income tax and succession duties were signed in Ottawa on October 28.

During 1954 the Canadian Government agreed to participate in the International Sugar Agreement drawn up in London late in 1953 and in the International Tin Agreement prepared in March, 1954. These agreements are designed to stabilize production and prices.

An Air Transport Services Agreement with Peru was signed at Lima on February 18, and one with Japan was negotiated. (See Chapter VII, section 3.) Discussions or exchanges of views have taken place during the year concerning Canada's air agreements with Australia, Belgium, Denmark, Mexico, New Zealand, Norway, Sweden, the United Kingdom, and the United States. Correspondence has also been exchanged with the Italian and Swiss Governments looking towards the negotiation of bilateral air agreements between Canada and those two countries.

X

INFORMATION AND CULTURAL AFFAIRS

Information activities form an integral part of the work of all Canadian diplomatic and consular posts abroad, although only four posts—London, New York, Paris, and Washington—have information officers who devote full time to this work. While the emphasis and the extent of information work vary from country to country, its principal objectives are to explain and to document Canadian foreign policies, to support and advance Canada's economic and cultural interests abroad, and to satisfy the genuine and increasingly lively interest which the people of other countries are showing in Canada and in Canadian life.

Within Canada the Department makes available current and background information on Canadian foreign policy, on international issues of concern to Canada, and on the work of the Department in general. The Press Office handles current enquiries from members of the press, arranges press conferences held in Ottawa by the Minister, issues and distributes press releases, and is usually in charge of public information arrangements for visits of heads of foreign states and other distinguished visitors. The Information Division deals with requests from the Canadian public for information pertaining to Canada's external relations, produces and distributes to interested organizations and individuals a variety of publications, and, on occasion, assists organizations to obtain speakers on international affairs. During 1954 closer and more effective liaison was established with the Information Division of the North Atlantic Treaty Organization and the wider dissemination in Canada of information relating to NATO was given particular attention. A special distribution list was set up and some 300 libraries, universities, organizations, and individuals are now being supplied with publications issued by the NATO Information Division in Paris as well as those issued by the Department. With the co-operation of provincial Departments of Education, two booklets on the organization and work of NATO were made available to high schools throughout Canada. Information arrangements in conjunction with the celebration of the fifth anniversary of NATO in April, and in connection with the Colombo Plan Consultative Committee meeting held in Ottawa during October, were co-ordinated by the Department.

The Department also continued to co-ordinate Canadian participation in the work of the United Nations Educational, Scientific and Cultural Organization, co-operating with federal and provincial agencies and with Canadian voluntary organizations in providing information requested by UNESCO, and in arranging for Canadian representation on UNESCO technical assistance missions and at seminars and conferences organized by UNESCO. A delegation of ten members represented Canada at the eighth General Conference of UNESCO held in Montevideo during November and December.

A very considerable part of the work of the Department, both abroad and in Ottawa, consists of replying to requests for information on Canada. These range from very simple queries to others involving complex and technical matters. A large proportion comes from teachers and students seeking information for school use. There has been a marked increase in the number of people seeking information on the facilities available to foreign students in Canadian secondary schools and universities. In addition to the large number of requests handled by Canadian representatives abroad, the Department dealt with approximately 22,000 enquiries from abroad and some 3,000 requests from Canadians for information relating to external affairs.

To assist posts in their information work the Department provides a wide range of documentation and services.¹ Seven *Reference Papers*, 20 *Reprints*, 61 *Statements and Speeches*, and 48 *Supplementary Papers* were produced. Twenty illustrated articles were prepared for foreign press use on such diverse subjects as the St. Lawrence Seaway and the Shakespeare Festival at Stratford; these were widely reproduced. Some 15,000 photographs were distributed.

Established journalists, writers, and lecturers are encouraged to visit Canada and during 1954 more than 150 such visitors from 36 countries were given help in arranging itineraries and interviews and in procuring background documentation and illustrations. Of particular interest was the tour of Canada in June by a group of 20 leading journalists from 13 NATO countries, arranged in conjunction with the Information Division of NATO and the Department of National Defence. Since their return, these visitors have given radio talks and illustrated lectures, and series of well-informed articles have appeared in more than 50 newspapers. A number of foreign newspapers and periodicals sought assistance from Canadian posts in the preparation of special editions or supplements devoted to Canada, among them *Le Monde* of Paris, the *Boston Sunday Herald*, and the Mexican periodical *Todo*.

The documentary film has proved a highly effective means of presenting a vivid impression of the Canadian scene to a large public abroad. With the co-operation of the National Film Board, 63 posts are equipped with film libraries, varying in size from 40 to more than 750 films, and carry on an active programme of film distribution. During the first nine months of 1954, 7,000,000 people attended film programmes arranged by Canadian representatives abroad. The use of Canadian films on television increased considerably during the year, particularly in Europe.

Liaison with the International Service of the Canadian Broadcasting Corporation has continued to be the responsibility, within the Department, of the Political Co-ordination Section. This Section has provided the CBC-IS with a regular and continuing supply of background and policy information on current international problems. Increasing quantities of CBC-IS transcriptions were placed by our posts with national and private broadcasting outlets abroad. Specially recorded July 1 and Christmas programmes were very widely used.

The Department also assists the National Gallery, the Exhibition Commission, and other appropriate bodies in arranging exhibitions and displays of a more ambitious nature. In 1954 the Department assisted

¹A list of the publications of the Department is given in Appendix G.

the National Gallery with arrangements for exhibitions of Canadian paintings in Brazil, Venezuela, Italy, and Pakistan; it co-operated with the Exhibition Commission in arranging exhibitions in Germany, Austria, Brazil, and elsewhere. Missions in Stockholm, The Hague, Paris, Berne, and Madrid assisted with arrangements for the tour of the Seagram collection of paintings of Canadian cities. An exhibition of Eskimo sculpture was arranged in Washington. A new permanent Canadian education exhibit was installed at the International Bureau of Education in Geneva.

Modest gifts of Canadian books were made in 1954 to libraries in a number of countries, including France, Belgium, Germany, and the United Kingdom. Arrangements were completed under which a limited number of major foreign libraries may receive on request copies of Canadian government publications. At the end of the year these arrangements were in effect with 49 libraries in 25 countries.

The Department continued to administer the Canadian Government Overseas Awards, under which 13 fellowships worth \$4,000 and 14 scholarships with a value of \$2,000 each were awarded to Canadians for advanced study in France and the Netherlands. Candidates for these awards are selected by the Royal Society of Canada.

XI

ORGANIZATION AND ADMINISTRATION OF THE DEPARTMENT

The senior official directing staff of the Department consists of the Under-Secretary of State for External Affairs (Deputy Minister), the Associate Under-Secretary, and four Assistant Under-Secretaries, one of whom is Legal Adviser. The staff of the Department at home is organized under some seventeen divisions, some concerned with special functions or services, some with particular geographical areas. This organization is outlined in Appendix A.

Canada now maintains fifty-eight diplomatic and consular posts abroad.¹ Of these twenty-eight are embassies, seven high commissioners' offices, nine legations, three permanent delegations, and eleven consulates. During the year, embassies were opened in the Dominican Republic (November 9), Egypt (October 25), Haiti (November 9), and Israel (October 18). A legation was opened in Lebanon on October 19.

Forty-three countries now have diplomatic missions in Canada.² Of these, twenty-eight are embassies, six high commissioners' offices, and nine legations. In addition, fourteen countries have consulates in Canada but no diplomatic missions. During 1954 diplomatic missions were opened in Canada by the Dominican Republic, Egypt, and Haiti. The Legation of Israel was raised to the status of an embassy.

Canada's acceptance of membership, along with India and Poland, on the International Supervisory Commissions for Cambodia, Laos, and Vietnam required the assignment of departmental personnel to Phnom Penh in Cambodia, Vientiane in Laos, and Hanoi and Saigon in Vietnam. The responsibility for organizing and manning the Canadian elements of the International Supervisory Commissions is shared with the Department of National Defence. The administrative problems created by the operation in Indochina have been manifold and varied. For example, in order to meet the personnel requirements in Indochina, it has been necessary to reduce the normal strength of some missions abroad and of divisions in Ottawa and to recruit personnel from other government departments and from outside the government service.

As the result of a competition begun in November 1953, and conducted by the Civil Service Commission, nineteen new Foreign Service Officers joined the Department in 1954. Another competition began with a written examination in November 1954 in which 373 candidates participated at centres across Canada and around the world. The number of candidates who took part in last year's examination was 170. During the year, 176 appointments were made to the administrative staff of the Department.

¹See Appendix B on "Canadian Diplomatic and Consular Representation Abroad".

²See Appendix C on "Diplomatic and Consular Representation of Other Countries in Canada".

Following is a comparison of the departmental personnel strength on December 31, 1953, and December 31, 1954:

	1953	1954	Change
Officers (including Heads of Posts):			
Ottawa	120	112	- 8
Abroad	147	165	+18
Administrative Personnel:			
Ottawa	509	515	+ 6
Abroad	285	299	+14
Local Employees	453	444	- 9
Totals	1514	1535	+21

The Department was grieved by the death of Mr. H. Hume Wrong, Under-Secretary of State for External Affairs, who died in Ottawa on January 24, after twenty-seven years of distinguished service both in Ottawa and abroad. Mr. Victor Doré, who had only recently retired after service as Canadian Ambassador to Switzerland and Minister to Austria, having previously held the appointment of Canadian Ambassador to Belgium, died on May 27. The untimely death of Mr. Robert M. Lithgow, Third Secretary with the Canadian Embassy in Rio de Janeiro, occurred on October 20. Mr. J. H. Thurrott, adviser to the Canadian Commissioner on the International Supervisory Commission in Laos, was killed on the day before Christmas in a jeep accident while serving with distinction in a difficult post.

During the year Hon. R. W. Mayhew retired after distinguished service as Ambassador to Japan.

The following properties were purchased: a residence for the Ambassador in Djakarta, Indonesia, a chancery building and a house for staff at the same post; a house for staff in Karachi, Pakistan. New residences were leased in Rio de Janeiro, Colombo, Boston, Geneva, and Madrid, and new chancery accommodation was leased in Montevideo, Tel Aviv, Beirut, Cairo, Pretoria, Ciudad Trujillo, and Port-au-Prince. Furnishing schemes in whole or in part were undertaken in Djakarta, Wellington, Geneva, Berne, Karachi, and Canberra.

APPENDIX A

ORGANIZATION OF THE DEPARTMENT AT OTTAWA

Secretary of State for External Affairs

Under-Secretary of State for External Affairs

Associate Under-Secretary of State for External Affairs

**Four Assistant Under-Secretaries of State for External Affairs (one of whom is
Legal Adviser)**

Seventeen Divisions (in alphabetical order):

American	Finance
Commonwealth	Historical Research and Reports
Consular	Information
Defence Liaison (1)	Legal
Defence Liaison (2)	Personnel
Economic	Protocol
Establishments and Organization	Supplies and Properties
European	United Nations
Far Eastern	

Political Co-ordination Section

Press Office

APPENDIX B
CANADIAN DIPLOMATIC AND CONSULAR
REPRESENTATION ABROAD¹

1. Diplomatic Missions²

Country	City	Nature of Post
Argentina	Buenos Aires	Embassy
Australia	Canberra	High Commissioner's Office
Austria	Vienna	Legation
Belgium	Brussels	Embassy
Brazil	Rio de Janeiro	Embassy
Ceylon	Colombo	High Commissioner's Office
Chile	Santiago	Embassy
Colombia	Bogota	Embassy
Cuba	Havana	Embassy
Czechoslovakia	Prague	Legation
Denmark	Copenhagen	Legation
Dominican Republic	Ciudad Trujillo	Embassy
Egypt	Cairo	Embassy
Finland	Helsinki	Legation
France	Paris	Embassy
Germany	Bonn	Embassy ³
Greece	Athens	Embassy
Haiti	Port-au-Prince	Embassy
India	New Delhi	High Commissioner's Office
Indonesia	Djakarta	Embassy
Ireland	Dublin	Embassy
Israel	Tel Aviv	Embassy
Italy	Rome	Embassy
Japan	Tokyo	Embassy
Lebanon	Beirut	Legation
Mexico	Mexico City	Embassy
Netherlands	The Hague	Embassy
New Zealand	Wellington	High Commissioner's Office
Norway	Oslo	Legation
Pakistan	Karachi	High Commissioner's Office
Peru	Lima	Embassy
Poland	Warsaw	Legation
Portugal	Lisbon	Legation
Spain	Madrid	Embassy
Sweden	Stockholm	Legation
Switzerland	Berne	Embassy
Turkey	Ankara	Embassy
Union of South Africa	Pretoria	High Commissioner's Office

¹For more information (addresses, staff, etc.) see the quarterly publication of the Department entitled *Canadian Representatives Abroad and Representatives of Other Countries in Canada*.

²No posts are maintained in Iceland and Luxembourg, but the Canadian Minister to Norway is also accredited as Minister to Iceland, and the Ambassador to Belgium as Minister to Luxembourg. The Ambassadors to Switzerland and Ireland are also accredited as Ministers to Austria and Portugal respectively, and the Minister to Sweden as Minister to Finland. The Ambassador to Greece is accredited as Ambassador to Israel and the Ambassador to Egypt as Minister to Lebanon. The Ambassador to Cuba is also accredited as Ambassador to the Dominican Republic and to Haiti.

³There is also a Military Mission in Berlin.

Union of Soviet Socialist Republics	Moscow	Embassy
United Kingdom	London	High Commissioner's Office
United States of America	Washington	Embassy
Uruguay	Montevideo	Embassy
Venezuela	Caracas	Embassy
Yugoslavia	Belgrade	Embassy

2. Permanent Delegations to International Organizations

Organization	City
North Atlantic Council	Paris
Organization for European Economic Co-operation	
United Nations	New York
United Nations	Geneva

3. Consulates

Country	City	Nature of Post
Brazil	Sao Paulo	Consulate
Philippines	Manila	Consulate General
United States of America	Boston	Consulate General
	Chicago	Consulate General
	Detroit	Consulate
	Los Angeles	Consulate General
	New Orleans	Consulate
	New York	Consulate General
	Portland (Maine)	Vice-Consulate
San Francisco	Consulate General	
Seattle	Consulate General	

APPENDIX C

**DIPLOMATIC AND CONSULAR REPRESENTATION OF
OTHER COUNTRIES IN CANADA¹**

1. Diplomatic Missions²

Country³	Nature of Post
*Argentina	Embassy
Australia	High Commissioner's Office
*Austria	Legation
*Belgium	Embassy
*Brazil	Embassy
*Chile	Embassy
*China	Embassy
*Colombia	Embassy
*Cuba	Embassy
*Czechoslovakia	Legation
*Denmark	Legation
*Dominican Republic	Embassy
Egypt	Embassy
*Finland	Legation
*France	Embassy
*Germany	Embassy
*Greece	Embassy
*Haiti	Embassy
India	High Commissioner's Office
Indonesia	Embassy
Ireland	Embassy
*Israel	Embassy
*Italy	Embassy
*Japan	Embassy
*Mexico	Embassy
*Netherlands	Embassy
New Zealand	High Commissioner's Office
*Norway	Legation
Pakistan	High Commissioner's Office
*Peru	Embassy
*Poland	Legation
*Portugal	Legation
*Spain	Embassy
*Sweden	Legation
*Switzerland	Legation
Turkey	Embassy
Union of South Africa	High Commissioner's Office
Union of Soviet Socialist Republics	Embassy
United Kingdom	High Commissioner's Office
*United States of America	Embassy

¹For further particulars (addresses, staff, etc.) see the quarterly publications of the Department entitled *Canadian Representatives Abroad and Representatives of Other Countries in Canada and Diplomatic and Consular Representatives in Ottawa*.

²Iceland and Luxembourg do not maintain diplomatic missions in Canada, but their Ministers to the United States are accredited also to Canada.

³Those countries which are marked with an asterisk also have consulates in Canada. The Office of the High Commissioner for India is in charge of the interests of Nepal; the Legation of Poland of those of Hungary; and the Legation of Switzerland of those of Liechtenstein.

*Uruguay	Embassy
*Venezuela	Embassy
*Yugoslavia	Embassy

2. Countries Having Consulates But No Diplomatic Missions⁴

Bolivia	Liberia
Costa Rica	Luxembourg
Ecuador	Monaco
Guatemala	Nicaragua
Honduras	Panama
Iceland	Salvador
Lebanon	Thailand

⁴ The Consulate of Lebanon is in charge of Iraqi interests in Canada. For Iceland and Luxembourg see note 2, p. 42.

APPENDIX D

INTERGOVERNMENTAL ORGANIZATIONS OF WHICH CANADA IS A MEMBER

United Nations and Specialized Agencies

United Nations (including the International Court of Justice)
Food and Agriculture Organization
International Bank for Reconstruction and Development
International Civil Aviation Organization
International Labour Organization
International Monetary Fund
International Telecommunication Union
Preparatory Committee of the Proposed Intergovernmental Maritime
Consultative Organization
United Nations Educational, Scientific and Cultural Organization
Universal Postal Union
World Health Organization
World Meteorological Organization

Commonwealth

Commonwealth Advisory Aeronautical Research Council
Commonwealth Agricultural Bureaux
Commonwealth Air Transport Council
Commonwealth Economic Committee
Commonwealth Shipping Committee
Commonwealth Telecommunications Board
Imperial War Graves Commission
South Pacific Air Transport Council

Inter-American

Commissions on Geography and on Cartography of the Pan-American Insti-
tute of Geography and History
Inter-American Conference on Social Security
Inter-American Radio Office
Inter-American Statistical Institute
Postal Union of the Americas and Spain

United Kingdom—Canada

Continuing Committee on Trade and Economic Affairs

United States—Canada

International Boundary Commission
International Joint Commission
International Pacific Halibut Commission
International Pacific Salmon Fisheries Commission
Joint Committee on Trade and Economic Affairs
Joint Industrial Mobilization Committee
Permanent Joint Board on Defence
St. Lawrence River Joint Board of Engineers

Other Organizations

Central Bureau, International 1/1,000,000 Map of the World
Commission on International Commodity Trade
Consultative Committee on Co-operative Economic Development in South
and Southeast Asia
Council for Technical Co-operation in South and Southeast Asia
General Agreement on Tariffs and Trade
Inter-Allied Reparations Agency
Intergovernmental Committee for European Migration
International Bureau of Weights and Measures
International Committee of Military Medicine and Pharmacy
International Cotton Advisory Committee
International Hydrographic Bureau
International Institute of Refrigeration
International Northwest Atlantic Fisheries Commission
International North Pacific Fisheries Commission
International Rubber Study Group
International Sugar Council
International Tin Study Group
International Union for the Protection of Industrial Property
International Union for the Protection of Rights of Authors over their
Literary and Artistic Works
International Union for the Publication of Customs Tariffs
International Whaling Commission
International Wheat Council
International Wool Study Group
North Atlantic Treaty Organization
Organization for European Economic Co-operation (as an associate member
only)

APPENDIX E

INTERNATIONAL CONFERENCES HELD IN 1954 AT WHICH CANADA WAS OFFICIALLY REPRESENTED

- Commonwealth Finance Ministers' Meeting, Sydney, Australia, January 6.
- World Health Organization Executive Board: Geneva, 13th session, January 12; 14th session, May 27.
- General Agreement on Tariffs and Trade: Ad Hoc Committee on Agenda and Intersessional Business, Geneva, February 18; Intersessional Committee of Contracting Parties, July 26; Meeting of Contracting Parties, 9th session, October 28.
- International Labour Organization Governing Body, Geneva, 124th session, February 27; 125th session, May 24; 126th session, June 25; Rome, 127th session, November 8.
- United Nations Children's Fund Executive Board, New York, March 15; September 13; December 14.
- Canada—United States Joint Committee on Trade and Economic Affairs, Washington, March 16.
- United Nations Disarmament Commission, New York, April 9; July 20.
- United Nations Disarmament Commission Sub-committee, New York, April 23; London, May 13.
- North Atlantic Council (Ministerial Meeting), Paris, April 23; October 22; December 17.
- Intergovernmental Committee for European Migration, Geneva, 7th session, April 26; 8th session, November 30.
- International Conference on Pollution of the Sea by Oil, London, April 26.
- Conference on Korea and Indochina, Geneva, April 26.
- Administrative Council of the International Telecommunication Union, Geneva, 9th session, May 1.
- International Sugar Council, London, May 3.
- World Health Assembly, Geneva, 7th session, May 4.
- International Civil Aviation Organization Assembly, Montreal, 8th session, June 1.
- International Labour Conference, Geneva, 37th session, June 2.
- United Nations Permanent Central Opium Board and Narcotic Drugs Supervisory Body, Geneva, June 14.
- International Wheat Council, London, June 16; October 12.
- Canada—United Kingdom Continuing Committee on Trade and Economic Affairs, London, June 21.
- South Pacific Air Transport Council, Melbourne, 8th meeting, June 29.
- Collective Measures Committee, New York, July 16.
- International Whaling Commission, Tokyo, 6th annual meeting, July 19.
- World Conference on Energy, Rio de Janeiro, July 25.
- Tenth World Poultry Congress, Edinburgh, August 13.
- Executive Committee of the World Meteorological Organization, 5th session, Geneva, August 25.
- United Nations World Population Conference, Rome, August 31.
- Conference of Commonwealth Auditors-General, London, September 13.
- United Nations General Assembly, New York, 9th session, September 21.
- Council of the Food and Agriculture Organization, Rome, 20th session, September 27.

Nine-power Conference, London, September 28; Paris, October 21.

Consultative Committee on Co-operative Economic Development in South and Southeast Asia: Preparatory Meeting of Officials, Ottawa, September 20; Committee Meeting, October 3.

Commonwealth Oceanographic Conference, Wormley, England, October 18.

General Conference of the United Nations Educational, Scientific and Cultural Organization, Montevideo, 8th session, November 12.

North Atlantic Treaty Organization Military Committee, Washington, November 22; Paris, December 13.

Advisory Committee to the High Commissioner for Refugees, Geneva, 5th session, December 6.

Fourth World Forestry Conference, Dehra Dun, India, December 11.

APPENDIX F

INTERNATIONAL AGREEMENTS CONCLUDED BY CANADA DURING 1954

1. Multilateral Agreements

Agreement between the Governments of the United Kingdom of Great Britain and Northern Ireland, Canada, Australia, New Zealand, the Union of South Africa, India, and Pakistan, and the Government of Iraq, regarding war cemeteries, graves, and memorials of the British Commonwealth in Iraq resulting from the War of 1939-1945. Signed at Bagdad, February 18.

Agreement regarding the status of the United Nations forces in Japan. Signed at Tokyo, February 19. Instrument of acceptance deposited June 1.

Protocol for the provisional implementation of the agreement regarding the status of the United Nations forces in Japan. Signed at Tokyo, February 19.

Protocol on claims arising from joint acts or omissions of the United States armed forces and the United Nations forces in Japan. Signed at Tokyo, February 19.

Agreement between the Government of the Kingdom of Denmark and the Governments of the United Kingdom of Great Britain and Northern Ireland, Canada, Australia, New Zealand, the Union of South Africa, India, and Pakistan, regarding the war graves and memorials of the British Commonwealth in Danish territory. Signed at Copenhagen, February 22.

Agreement on North Atlantic Ocean stations. Signed at Paris, February 25. Instrument of acceptance deposited July 13.

Constitution of the Intergovernmental Committee for European Migration, adopted at Venice, October 19, 1953. Instrument of acceptance deposited March 29.

International Convention for the prevention of pollution of the sea by oil. Signed at London, May 12.

Convention on damage caused by foreign aircraft to third parties on the surface, done at Rome, October 7, 1952. Signed at Rome, May 26.

Protocol relating to certain amendments to the Convention on International Civil Aviation. Done at Montreal, June 14. Instrument of ratification deposited November 4.

Declaration regulating the commercial relation between certain contracting parties to the General Agreement on Tariffs and Trade and Japan, done at Geneva, October 24, 1953. Instrument of acceptance deposited June 16.

International Tin Agreement, done at London, March 1. Signed at London, June 28. Instrument of ratification deposited September 13.

International Sugar Agreement, done at London, October 1, 1953. Instrument of acceptance deposited June 29.

Protocol to the North Atlantic Treaty on the accession of the Federal Republic of Germany. Signed at Paris, October 23.

2. Bilateral Agreements

Ceylon

Exchange of Notes supplementary to the Exchange of Notes of July 11, 1952, for the co-operative economic development of Ceylon. Signed at Colombo, June 29 and July 1.

Ireland

Agreement for the avoidance of double taxation and the prevention of fiscal evasion with respect to duties on the estates of deceased persons. Signed at Ottawa, October 28.

Agreement for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income. Signed at Ottawa, October 28.

Japan

Agreement on commerce. Signed at Ottawa, March 31.

Pakistan

Exchange of Notes concerning the implementation of the Warsak Project under the Canadian programme of Colombo Plan aid to Pakistan. Signed at Karachi, November 11.

Peru

Agreement for air services between and beyond the respective territories of the two countries. Signed at Lima, February 18.

Portugal

Trade Agreement. Signed at Lisbon, May 28.

Spain

Trade Agreement. Signed at Madrid, May 26.

Union of South Africa

Exchange of Notes regarding the temporary suspension of the margin of preference on wool. Signed at Cape Town, January 15 and March 5.

Exchange of Notes regarding the temporary suspension of the margin of preference on unmanufactured logs. Signed at Ottawa, February 26 and March 12.

Exchange of Notes regarding the temporary suspension of the margin of preference on unmanufactured logs. Signed at Ottawa, December 21 and 28.

United States of America

Exchange of Notes concerning the construction and operation of a Loran station at Cape Christian, Baffin Island. Signed at Ottawa, May 1 and 3.

Exchange of Notes for the continuation of the arrangement established in the Exchange of Notes of June 8 and 22, 1950, concerning the establishment of a Pacific Ocean stations programme. Signed at Ottawa, June 4 and 28.

Exchange of Notes modifying the Exchange of Notes of June 30, 1952, concerning the construction of the St. Lawrence seaway. Signed at Ottawa, August 17.

Convention on Great Lakes fisheries. Signed at Washington, September 10.

Exchange of Notes concerning the payment for expenditures on construction of remedial works at Niagara Falls. Signed at Ottawa, September 13.

APPENDIX G

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PUBLICATIONS OF THE DEPARTMENT

1. Printed Publications

The following publications are issued in English and French and are obtainable from the Queen's Printer, Ottawa.

Report of the Department of External Affairs. Report to Parliament covering the work of the Department during each calendar year. Price: Canada and the United States, 25 cents; other countries, 30 cents.

Canada Treaty Series. Texts of treaties, conventions, and agreements concluded between Canada and other countries. Price: Canada and the United States, 25 cents; other countries, 30 cents.

Conference Series. The series includes the annual publication *Canada and the United Nations*, and reports on the proceedings of certain other international conferences in which Canada has participated since 1945. Price: Canada and the United States, 50 cents; other countries, 60 cents.

Canadian Representatives Abroad and Representatives of Other Countries in Canada. A quarterly directory of Canadian diplomatic, consular, and trade offices abroad and of diplomatic, consular, and trade offices of other countries in Canada. Price: annual subscription, \$1.00; single copies, Canada and the United States, 25 cents; other countries, 30 cents.

Diplomatic and Consular Representatives in Ottawa. Published quarterly. Price: Canada and the United States, 15 cents; other countries, 20 cents.

External Affairs. A monthly bulletin containing articles on subjects of current international interest and official statements of Canadian foreign policy. Price: annual subscription, \$1.00; students, 50 cents.

Canada in Pictures. A pictorial presentation of Canada for distribution abroad. Published in English, French, Danish, Dutch, German, Italian, Portuguese, Spanish, and Swedish. Price 10 cents.

2. Mimeographed Publications

Except where indicated, these publications are not distributed in Canada. Most are produced also in French. Some are available in German, Italian, and Spanish.

Canadian Weekly Bulletin. A summary of news and developments.

Fact Sheets. Concise factual information on Canadian geography, history, natural resources, etc.

*Reference Papers.*¹ Background information on various aspects of Canadian affairs.

Reprints. Articles on Canada and Canadian affairs reprinted from a variety of sources, chiefly from Canadian periodicals.

*Statements and Speeches.*¹ Full texts of important official speeches on external or domestic affairs.

*Supplementary Papers.*¹ Full texts of statements, mainly on specialized subjects, supplementing the Statements and Speeches series.

¹Items which deal with international affairs are distributed in Canada. They are free of charge and may be obtained on a mailing-list basis from the Information Division, Department of External Affairs, Ottawa.

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