



CANADA

CANADIAN WEEKLY BULLETIN

INFORMATION DIVISION • DEPARTMENT OF EXTERNAL AFFAIRS • OTTAWA, CANADA

Vol. 19 No. 13

March 25, 1964

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GROWING PAINS OF THE WORLD ORGANIZATION

The following is the text of an address by the Secretary of State for External Affairs, Mr. Paul Martin, to a joint meeting of the Canadian Institute of International Affairs and the United Nations Association at London, Ontario, on March 12:

...Next year, the United Nations will celebrate its twentieth anniversary. 1965 has been designated as a Year of International Co-operation. It is intended to emphasize the widespread endeavours of the United Nations to meet international demands of our time. It will mark, I hope, a new determination on the part of all members to make the organization as effective as possible in all its spheres of activity.

This is very desirable, for the United Nations is here to stay. Even if the present organization should be torn apart by dissention and difficulty, the nations of the world would quickly realize the need to recreate a new system of international co-operation. Dean Rusk sharply and soberly underlined this need in his thoughtful lecture of January 10 in the Dag Hammarskjold Memorial series. I agree with much of what he had to say at that time.

Even in the light of substantial development, the United Nations can still be regarded as being in its formative stage. It has had to respond to a variety of situations, vaguely foreseen at San Francisco but by no means envisaged in their actual significance and scope — the freezing effect of the cold war, the sudden and dramatic emergence of new states in Asia and Africa, the vast strides in science and technology.

How will the organization respond to the ever-increasing demands made in circumstances so vastly different from those in 1945? It is very easy to be

pessimistic about the future, to be irritated and frustrated, as some world leaders have been, by the shortcomings and limitations of the United Nations, by the shifting opinion which frequently seemed more concerned about regional influence and national prestige than about the urgent requirements of the organization in a period of rapid change.

CRISIS IN CYPRUS

Today the tragedy of Cyprus is foremost in our thinking about the United Nations. It represents a new demand, a new trial, another steep hill. There have been expressions of annoyance and criticism about the delays in starting United Nations peace-keeping machinery. There has been an unfortunate passing of time during which the actual situation in Cyprus has deteriorated. There is a potential danger of civil war and international conflict. The need for immediate action is clear.

The dilemma which the United Nations faces in Cyprus is a microcosm of the many difficulties which have been hampering the organization for some time — the great powers are divided on how the situation should be dealt with, whether inside the United Nations framework or outside it. The parties directly concerned are widely divided on the kind of solution needed and quite obviously require outside and impartial assistance. In a sense, the situation on the island is a matter of domestic jurisdiction, normally precluding United Nations intervention, even though the international risks are great. Many members of the United Nations are either uninterested or hesitant about becoming involved. Already heavily engaged in the Middle East, the Congo and elsewhere, and beset by a financial crisis of serious proportions,

(Over)

the United Nations is hard-pressed to find funds for a new operation. There is the question whether the Security Council, the General Assembly or the Secretary-General should have the main political control. There are issues of human rights at stake, questions of treaty interpretation and implementation, a problem of nation building from elements of diverse ethnic origin and religious belief. There may be a pressing demand for economic and social assistance if Cyprus is to have viable statehood.

These are some of the main elements of the dilemma. They go a long way to explain the delays in putting United Nations machinery to work in Cyprus. Some of them are worth examining more closely in order to illustrate the basic problems of the United Nations at the present time.

POLITICAL FACTORS

On the political front, it seems clear that the powers concerned cannot reach sufficient agreement among themselves to bring about a solution without United Nations assistance. The fact that earlier efforts outside the United Nations led inevitably to Security Council consideration of the problem demonstrated this point. The wisdom of the move was reflected in the fact that the Council adopted a resolution giving the United Nations, and specifically the Secretary-General, authority to act.

Canada believes that the Security Council should exercise its primary responsibility for maintaining peace and that the General Assembly should not try to usurp that responsibility unless the Council has failed to act. The UN can no more afford to be dominated by regional majorities than by the great powers or any combination of them. This position has been held by Canada ever since San Francisco, and we have consistently sought to have it accepted generally in the United Nations.

Canada believes, too, that the United Nations should be able to respond effectively in Cyprus as it has in other situations broadly similar in nature. In Lebanon, in 1958, it succeeded in quelling an incipient civil war and in helping to bring about national reconciliation. In the Congo, in 1960, it assumed a heavy responsibility which it could not shirk for fear that deterioration there would lead to wider conflict. The assistance rendered in Yemen during the past year was similarly motivated.

Cyprus attained independence as a consequence of an international agreement reached outside the United Nations but under the impetus of resolutions adopted in the General Assembly. That earlier action of mobilizing opinion in favour of an agreed solution forms a background for current United Nations efforts to preserve the peace in Cyprus.

This United Nations responsibility for the security and welfare of small states is a cardinal reason for keeping the United Nations in effective being - both as a peace keeper and as a catalyst for economic, social and humanitarian causes.

FINANCING

It is not sufficient to pay lip service to this aim. The United Nations can have no real meaning in international affairs unless the many words spoken

within its halls and on other public platforms are translated into deeds. At the present time, the most pressing practical requirement is to ensure that the organization has adequate funds for its many activities. Nowhere is the need more urgent than in the field of peace keeping.

For many years, Canada has been striving to promote sound administrative and budgetary methods in the United Nations, including the Specialized Agencies. We were instrumental in recent years in bringing about the establishment of the Working Group of Twenty-one on United Nations Finances in the field of peace keeping. The Canadian position has consistently been based on a conviction that financial contribution to support United Nations action must be shared by all members, great and small. Just as peace is indivisible, so is the financial responsibility for peace keeping. Political decisions designed to preserve security and stability must be backed by sound proposals for sharing the costs.

This is a position of principle which Canada has reiterated year after year. But we have not been so rigid in our belief in that principle as to blind us to practical needs in urgent circumstances. This is why we have supported *ad hoc* arrangements for financing operations in the Middle East, in the Congo, in West New Guinea. Throughout, however, we have continued to insist that these *ad hoc* arrangements - never entirely satisfactory - must not prejudice long-term financing arrangements which can form the basis for solid planning for peace, both by the Secretariat and by contributing governments. This is the basis of our approach to the financing of a Cyprus operation. We are acutely conscious that steps taken in the emergency situation now prevalent in that island may affect the attitude of member states toward the financing of peace keeping generally. They could influence the future deliberations of the Working Group of Twenty-one. They may even be seized upon by some as a further means of avoiding the Charter responsibility for sharing expenses of the organization - a responsibility which has been reinforced by the 1962 advisory opinion of the International Court.

It is particularly important to keep these financial considerations in mind because this year Article 19, concerning the loss of vote in the Assembly, could become operative in relation to important members of the organization.

UNITED NATIONS PREPAREDNESS

Once again, the urgent requirements in Cyprus have illustrated the need to prepare in advance for prompt United Nations engagement in peace-keeping operations. This is a matter of contingent planning in United Nations headquarters by military and political staffs, of earmarking, training, and equipping units and personnel in national defence establishments, of improving methods for processing United Nations requests for assistance, of standardizing operational procedures.

Canadian views in this regard have been stated so often that it is hardly necessary for me to do more than mention them. We have been pressing for the establishment of a military planning staff which could assist the Secretary-General and his political advisers

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FUTURE OF VETERANS' HOSPITALS

On March 16, following a statement in the House of Commons on the same subject, Mr. Roger Teillet, Minister of Veterans Affairs, discussed the future of DVA hospitals with representatives of national Canadian veterans' associations, who had been invited to meet with him in Ottawa for that purpose.

Represented at the meeting were the Royal Canadian Legion, the National Council of Veterans Associations - the Army, Navy and Air Force Veterans in Canada, the War Amputations of Canada, the Canadian Corps Association, the Sir Arthur Pearson Association of War Blinded, the War Pensioners of Canada Inc., the Canadian Paraplegic Association and the Hong Kong Veterans Association - the Canadian Council of Veterans Association, the Dominion Civil Service War Veterans Association and the RCAF Association.

Mr. Teillet distributed to the group copies of his statement in the House and outlined the reasons, most of them relating to the problems of maintaining high medical standards in DVA hospitals, that had led the Government to consider inquiries from provincial and other authorities as to the possibility of incorporating the treatment of veterans into the treatment programmes for members of the general community.

A PROBLEM OF INTEGRATION

In the resulting discussion, the veterans showed that they appreciated the problems in DVA hospitals, but several expressed concern that veterans might lose benefits, either by changes in the legislation or through the application of agreements with the authorities assuming operational control of the DVA hospitals.

The Minister assured the group that ample priority accommodation would always be retained to meet the treatment responsibilities of the Department; that the operation of no hospital would be transferred to another authority until satisfactory arrangements had been made for veterans receiving domiciliary and chronic care; and that he would carefully review all implications of the proposals respecting any hospital to ensure that the rights of the veterans concerned were fully protected. He stressed, too, that satisfactory arrangements must also be made in each case for the continued employment of those serving in the institutions affected.

At the conclusion of the meeting, Prime Minister Pearson visited the group and, after meeting everyone present, assured them that the Government would continue to do whatever was best for Canadian veterans, and that he would always welcome suggestions from responsible veterans associations to that end.

COMMERCIAL FAILURES IN 1963

The number of business failures recorded under the provisions of the Bankruptcy and Winding Up Acts in 1963 was 3,678, an increase of 15.3 per cent from the 1962 total of 3,190. The estimated total of

liabilities was \$193,771,000, compared to \$149,440,000 in 1962.

The largest number of business failures occurred in the trade sector in 1963 at 1,635, compared to 1,496 in 1962. Liabilities rose from \$52,878,000 to \$61,081,000. In the manufacturing industry the number of failures increased from 326 to 365 and liabilities rose from \$28,974,000 to \$32,337,000.

The number of bankruptcies in the construction industry increased from 573 to 714 in 1963, while liabilities advanced from \$27,749,000 to \$40,137,000. In the financial sector, failures increased from 82 to 110 and liabilities from \$13,383,000 to \$25,869,000. Insolvent firms in the service industries increased from 477 to 577 and liabilities from \$16,503,000 to \$22,783,000.

PROVINCIAL BREAKDOWN

There were 1,987 bankruptcies in Quebec in 1963, compared to 1,694 for 1962. Estimated liabilities rose from \$77,002,000 to \$89,641,000. In Ontario business failures numbered 1,390, compared to 1,177 for 1962, and liabilities totalled \$55,946,000 against \$84,265,000. In the Prairie Provinces, the number of failures fell to 149 from 177, but liabilities increased from \$6,843,000 to \$8,321,000. Bankruptcies in British Columbia numbered 92 in 1963, compared to 109, and liabilities aggregated \$7,757,000, compared to \$7,083,000. There were 60 business failures in the Atlantic Provinces, with liabilities estimated at \$3,787,000 in 1963, compared to 33, with \$2,566,000 liabilities, in 1962.

RCAF BILINGUAL COURSE

The Royal Canadian Air Force recently announced the opening of a 20-week French-language programme for junior officers, at RCAF Station St. Jean near Montreal. The first course began March 16; it will be followed by five others during the next two years.

Instruction will take into account the varied background and language ability of the students by offering three levels of training - elementary, intermediate and advanced. Emphasis will be on conversational proficiency, with some study devoted to reading and writing, particularly in the advanced stage. The basic method used will be that of "Voix et Images de France", developed at St. Cloud, France; this will be complemented by a special programme devised at St. Jean to incorporate expressions and vocabulary peculiar to the Air Force.

PLACING GRADUATES

Graduates of the school will be employed at units requiring French-speaking personnel, for example, in Quebec, in the RCAF Air Division in Europe and on truce teams in the Congo and South Vietnam. In addition, some of the officers will serve at Air Force headquarters, recruiting units in French-speaking areas across Canada and at various training schools where French-Canadian recruits receive trade training.

The French-language school will provide a reserve of English-speaking personnel with proficiency in French who can then be employed in these areas along with their French-Canadian counterparts.

ESKIMO LOAN FUND

Much has been said and written about the establishment and development of Eskimo fisheries and the art and craft groups, retail stores and co-operatives of the natives of Canada's North, yet few are familiar with the organization that has made many of these going concerns possible.

The Eskimo Loan Fund was established in 1953, with the principal aim of helping Canada's Eskimos improve their standard of living. Since then more than 120 loans have been made. A number of these have financed co-operative fisheries, art and fine-craft groups, boat-building and lumbering projects, and retail outlets. At the same time, money has been made available from the Loan Fund to help individual Eskimos buy boats, tools, outboard motors and camp supplies, and repair or recondition vehicles, buildings and machinery.

"During the past few years the Eskimos of Canada have shown a remarkable ability to adapt to the many changes taking place in the North," Northern Affairs Minister Arthur Laing said recently. "Dollars from the Eskimo Loan Fund have helped many to meet and overcome these problems, and open new avenues. Primary credit must go, however, to the people themselves, for their utilization of artistic gifts and natural resources."

CORPORATE BORROWERS

Since the establishment of the Fund, loans have been made totalling more than \$450,000. Nearly \$300,000 of this amount has been lent to co-operative groups. These include the West Baffin Co-operative at Cape Dorset, famous the world over for sealskin and stoneblock prints, the Povungnituk Co-operative Society, well-known for soapstone sculptures and prints, the George River Eskimo Fishermen's Co-operative and Kikitaoyak Eskimo Co-operative at Port Burwell, catching and shipping arctic char, and the Great Whale River, Coppermine and Fort Chimo Co-operatives, producing arts and handicrafts. Two Arctic groups - one at Inuvik, the other at Frobisher Bay, have borrowed from the Fund to establish housing co-operatives.

Loans made from the Fund have ranged from \$100 to \$50,000. All applications are received and reviewed by a five-man advisory board that supervises the activities of the Eskimo Loan Fund. The board examines all applications for loans, supervises payment and repayment, and sees that the loans are used for the purpose for which they were granted.

AUTHORITY FOR LOANS

The limit for a loan to an individual is \$5,000. Two, three or four Eskimos may form a group and borrow up to \$15,000; a group of more than four may obtain a loan not exceeding \$25,000. Where a co-operative has been formed, loans up to \$50,000 may be granted. Loans exceeding \$1,000 require the approval of the Deputy Minister of Northern Affairs, and those over \$5,000 the approval of the Minister. Loans of \$500 or less can be approved and granted by the District Administrators, which is often done to save time, but formal applications are still forwarded to the board.

Repayment of loans to individuals and groups varies. A simple interest of five per cent is charged for all loans, and loans to individuals or small groups are to be repaid within five years. In the case of a loan to a co-operative, or a loan made to obtain a home, the time period for repayment is ten years. The Minister, however, has the discretionary power to waive the interest, or parts of it, for various reasons. These include delays resulting from shipping difficulties, with a long period between the time goods were ordered and paid for and the time of delivery, and distance and communication, affecting the date when collection of loan monies is made and the time when repayment is credited. Communications between northern communities is often difficult in winter, despite the many advances that have been made. Extensions to loans may also be granted by the Board.

LOANS TO INDIVIDUALS

While loans from the Fund have aided considerably in the establishment of co-operatives, they have also been of important assistance to individuals. The four Annanak brothers in Port Nouveau Quebec (George River) obtained a loan to buy an autoboggan, which has enabled them to range far afield in their hunting, seal fishing and logging activities. Daniel Cookie of Great Whale River obtained a loan to buy an outboard motor, by means of which he catches more fish. For Simon Inuksak in Pelly Bay, more than 1,600 miles northwest of Ottawa, the Eskimo Loan Fund has meant a new inboard engine for his boat, with larger catches of fish and more luck on the hunt.

"CARIBOU" TRANSPORTS FOR RCAF

Four more Canadian-made "Caribou" transport aircraft are being purchased from DeHavilland of Canada Ltd., for the Royal Canadian Air Force. This will bring to nine the number of these short-take-off-and-landing planes in the RCAF.

Ideally suited to peace-keeping operations, the original "Caribou" aircraft are part of Canada's UN contribution along the Gaza Strip and in the Yemen. This new order will expand the RCAF's capability in the medium transport and Army support roles.

In addition to its use by the RCAF, the "Caribou" is now flying with the United States Army, the air forces of Ghana, India, Australia, Kuwait, Sweden, and the Civil Air Transport in Formosa.

The "Caribou" I entered service with the RCAF in 1960, when these twin-engine, high-wing transports started operations with 115 Air Transport Unit at El Arish as part of the Emergency Force in the Middle East.

The "Caribou" has a three-ton-plus carrying capacity and can airlift 28 fully-equipped paratroopers or two jeeps a distance of 200 miles and return to base. Using less than 500 feet of rough terrain for a runway, the aircraft can land, discharge cargo, take on a full load and take off again in a very short time.

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AVIATION TROPHY AWARDED

The Trans-Canada (McKee) Trophy for 1963 has been awarded to Frank A. MacDougall, Deputy Minister of Lands and Forests for Ontario. Mr. MacDougall won the award in recognition of his contribution to the development of aviation during the past 40 years.

The McKee Trophy, which dates back to 1927, is presented each year for meritorious services in advancement of Canadian aviation. Emphasis is placed on continuing performance rather than on a single brilliant exploit, and special consideration is given to the application of aircraft and aviation equipment to new and useful purposes.

The Trophy was donated by the late Dalzell McKee of Pittsburgh, Pennsylvania, a wealthy aviation enthusiast who made the first trans-Canada flight by seaplane in 1926. Mr. McKee established the Trophy in recognition of the welcome and assistance given him by the Royal Canadian Air Force during his flight.

CAREER OF WINNER

Mr. MacDougall joined the Department of Lands and Forests in 1923 and, while holding various positions in that Department, became convinced of the usefulness of aircraft in the protection of forests and administration of provincial forests. Since 1930 he has held both a pilot's and an engineer's licence and has personally logged over 5,000 hours in the course of his duties.

Since 1941, when he was appointed Deputy Minister of the Department, he has developed and extended the air services, particularly for the detection and suppression of fire from the air. His Department was directly responsible for developing water-bombing tanks to equip the fleet.

In addition, Mr. MacDougall developed the use of Department aircraft for the administration of game and fisheries regulations, for wild-life surveys, in the movement of Department personnel on forest-management duties, and in restocking lakes and streams with game-fish fingerlings dropped from Department aircraft.

IMPROVED OVERSEAS MAIL

Changes resulting in improvements in mail service were announced recently by Mr. John R. Nicholson, the Postmaster General. Mr. Nicholson said arrangements had been completed for the introduction of special-delivery service for items prepaid at the letter rates of postage between Canada and Australia, the Federal Republic of Germany, the Netherlands and Switzerland.

Special-delivery service, formerly extended only to Canada, Britain and the United States possessions. The fee for the new special-delivery, or "Express", service will be the same as for letters within Canada — 25 cents in addition to the surface or air-mail rate applicable.

JUDGES FOR SCULPTURE EXHIBITION

The jury for the Second Exhibition of Canadian Sculpture has been announced by Dr. Charles F. Comfort, director of the National Gallery of Canada. The chairman of the three-man committee of selection will be the distinguished French sculptor Ossip Zadkine, one of the pioneers of the modern movement in European art. Other members of the jury will be the prominent Canadian collector John A. MacAulay of Winnipeg, and Ronald L. Bloore, director of the Norman Mackenzie Art Gallery in Regina.

The trustees of the National Gallery regard this exhibition as a major source for the purchase of contemporary Canadian sculpture for the permanent collection. For this reason, its scope has been extended to include works for indoor display. Some larger pieces will be installed on the Elgin Street terrace, as they were two years ago, but smaller and more fragile works will be shown indoors.

NEW DIPLOMATIC APPOINTMENTS

The following appointments in the Canadian diplomatic service were announced on March 16 by the Secretary of State for External Affairs: Mr. Gordon G. Crean, at present Canadian Ambassador to Yugoslavia, Ambassador to Italy, succeeding Mr. Jules Léger, whose appointment to Paris was announced last month; Mr. H.F. Feaver, at present Canadian Ambassador to Switzerland and Tunisia, Ambassador to Mexico and Guatemala, succeeding Mr. W. Arthur Irwin, who will be retiring from the public service; Mr. George P. Kidd, formerly Canadian Ambassador to Cuba and Haiti (until December 1963), Minister (Economic) in Washington, succeeding Mr. M. Schwarzmann; Mr. Donald W. Munro, at present serving in Ottawa, Canadian Commissioner to the International Commission for Supervision and Control in Laos, replacing Mr. Paul Bridle, who is returning to Ottawa.

GROWING PAINS OF THE WORLD ORGANIZATION (Continued from P. 2)

in establishing and conducting peace-keeping operations. Canada has been exploring ways and means of making its own stand-by arrangements more effective.

Other member states share our views about earmarking and training troops for United Nations service. The Nordic countries and the Netherlands have firm policies in this regard. Recent indications are that more governments are thinking along the same lines.

Last autumn, the Prime Minister, taking note of these developments, suggested that it might be useful to pool experience and ideas for improving United Nations peace-keeping methods. Because of prevailing international political circumstances, this cannot be done at the present time through formal action by the United Nations. For the time being, interested members may have to accept that a permanent peace-keeping force cannot be established,

although it has emerged as one of the ultimate goals of disarmament programmes put forward in Geneva.

Yet Cyprus and other situations already on the international horizon show that peace-keeping operations by the United Nations may be needed on very short notice. The demands are almost as varied as the situations which arise. In Greece, Kashmir and Palestine, military observers on the ground were needed. In Lebanon and Yemen, air observers played a key role. In Gaza and the Congo, an international force was essential. On many occasions, the United Nations has urgently needed mediators and conciliators.

The obvious conclusion is that the United Nations cannot stand still in its preparations for such operations. It has accumulated experience but some of the lessons have been learned the hard way. The underlying risk of escalation to war demands more effective preparedness.

OTHER FACTORS

Other internal problems need to be solved - problems of representation, admission of new members, administration. Many of these have resulted from the rapid enlargement of membership. The process of adjustment has not kept pace with that significant development.

Understandably, the new states from Asia and Africa have pressed for greater representation in the various organs. In part, their demands have been met. Last autumn, after nearly ten years of effort, the Assembly adopted resolutions containing Charter amendments for enlarging the Security Council and ECOSOC.

Ratification of those amendments is required and it remains to be seen whether Soviet opposition will be relaxed. Canada believes that these amendments should be made but we also believe that the members should be equally concerned about improving the functioning of the Councils. We have urged that, in determining their composition as such, attention could be paid to the actual contribution which member states can make as to the factor of geographical representation.

More members means more work for the organization and longer sessions for the Assembly. Since San Francisco, Canada has pressed for improvements in its methods and procedures. This is why I support Dean Rusk's remarks about the desirability of making greater use of working groups and sub-committees, since obviously committees of 113 are cumbersome. As well, we have suggested that greater use could

be made of regional groupings, like the Organization of American States and the Organization of African Unity. The Security Council could be given a greater share of the political burden; mechanical voting devices would shorten Assembly proceedings; and, naturally, all debates would benefit if repetitious statements could be avoided.

Steps like these would do much to enhance the United Nations in the public eye. They would dispel the notion that the Assembly is a noisy debating society. They would give credence to Dag Hammarskjold's vision in his last report of an international instrument for effective co-operation.

Two years before his death and ten months before the Congo crisis, Mr. Hammarskjold told a press conference that the United Nations must respond to those demands made of it. In his prophetic words: "It did take the very steep hill of Suez; it may take other and even steeper hills." There is no doubt in my mind that in the Cyprus situation the organization faces a long and arduous journey uphill.

This alone is not a cause for discouragement or lack of confidence. We should recall that the United Nations has successfully passed through periods of severe trial - in Korea, at Suez, in the Congo - and withstood upheavals, such as the intensive cold-war debates of the early fifties and the Soviet assault on the Secretariat in the sixties.

I believe that the United Nations can and will overcome the present difficulty in Cyprus. In expressing Canada's faith in the United Nations way, I am voicing our continuing determination to follow a firm policy of support for the United Nations. Canada has always done its utmost to make the United Nations as effective as possible within the limitations imposed by the international situation. This policy has been patiently pursued notwithstanding doubts from time to time about departures from principle and the adoption of questionable methods.

Other nations have been voicing their doubts about Cyprus. Canada is not one of them, although we are concerned to see the maximum clarification of the United Nations role there. We shall not be found wanting in this new United Nations endeavour if other nations are prepared to play their part in what must be an international effort.

In particular, we deplore that lack of financial support should become an obstacle. Just as in the past we have been prompt and generous in responding with men, material and financial contributions. Canada will do all in its power to further the cause of peace - which in essence is the cause of the United Nations and its members.

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