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EXTERNAL AFFAIRS



CANADA

January 1958

Vol. 10 No. 1

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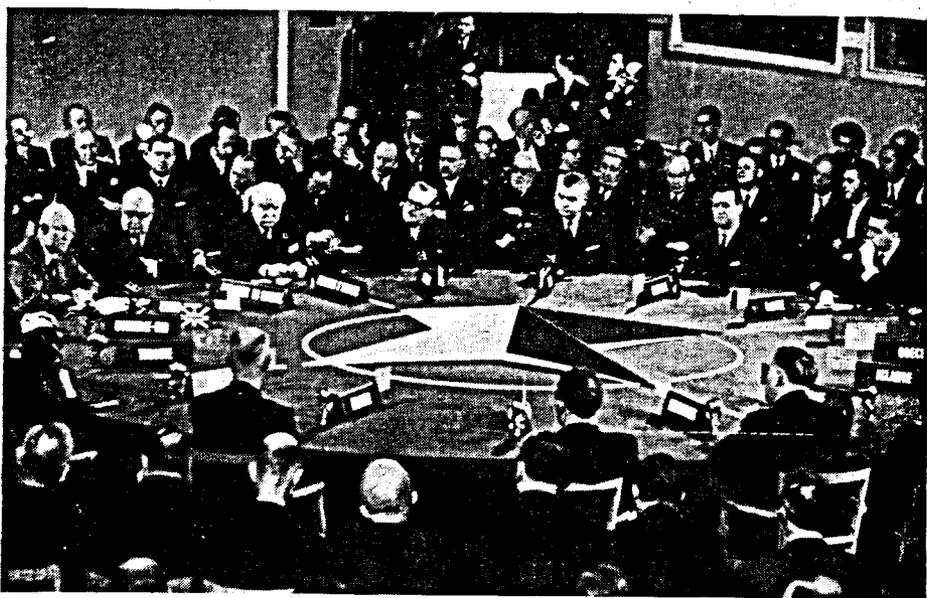
Department of External Affairs
Ottawa, Canada

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NATO Heads of Government Meeting

A meeting unique in the history of the Alliance took place in Paris from December 16 to 19 at the NATO Permanent Headquarters in the Palais de Chaillot. Fifteen Heads of Government came together to discuss and take broad decisions of principle on the main military, political and economic questions confronting the Alliance. Canada was represented by Prime Minister John G. Diefenbaker and by the Ministers of Finance, National Defence and External Affairs.

The decision to hold a special meeting was taken early in November. The NATO Council normally meets each year in December to review the defence contributions of member governments and to decide on plans for future years. This annual review was undertaken and completed this year by the Permanent Council immediately prior to the Heads of Government Meeting. It was felt that this year the number of problems and decisions with the broadest implications, which confronted the Alliance, warranted consideration at the highest level. The most important of these were the implications for NATO of the successful testing of an intercontinental ballistic missile (ICBM) by the Soviet Union last August. The Russian announcement of this achievement was later confirmed when they succeeded in launching earth satellites later in the year.



AT NATO CONFERENCE

Government leaders of NATO member countries listen as President Eisenhower delivers opening address of summit conference. Facing camera, clockwise from left: President Eisenhower, Paul-Henri Spaak, Secretary-General of NATO; Premier Joseph Bech of Luxembourg, conference chairman; Prime Minister Achille Van Acker of Belgium, Prime Minister John Diefenbaker, Prime Minister Hans Hansen of Denmark, and Premier Felix Gaillard of France. The four men flanking Mr. Diefenbaker in the row behind are, left to right: Finance Minister Donald Fleming, Mr. George R. Pearkes, Minister of Defence; Mr. Sidney Smith, Secretary of State for External Affairs; and Mr. L. Dana Wilgress, permanent representative and Ambassador of Canada to the North Atlantic Council.

The United States move toward closer collaboration within NATO, which was discussed with the United Kingdom in bilateral talks between the President and Mr. Macmillan last October, envisaged renewed efforts to strengthen the collective defence of the Alliance in a spirit of trust and interdependence. Interdependence meant the rationalization of force contributions, defence production, and co-operative scientific research so as to make the fullest use of the resources of each and all of the member countries.

The Prime Minister, on his return from Paris (December 21) described the atmosphere of the meeting in the House of Commons in the following words: "Never have I seen a group of men less actuated by any purpose other than to achieve, or to lay the foundations for, peace and so to act that the 450 million people whom they represented will at least know that everything has been done and everything will be done to ensure through negotiation the maintenance of our way of life; that we are prepared, not in a spirit of appeasement, but with a realization of the awful realities that face us, to go as far as possible to bring about that climate and that atmosphere which will ensure the laying of the foundation, internationally, of peace through disarmament."

Disarmament

It was in this spirit that Heads of Government reviewed the current deadlock with the Soviet Union on disarmament. They noted that the Western proposals on disarmament were rejected en bloc by the Soviet Union although they had been approved by 56 members of the United Nations. They expressed regret that the Soviet Union has brought about a deadlock in the disarmament negotiations by declaring their intention to boycott the United Nations Disarmament Commission which had been extended, by a strong majority of the General Assembly, to include 25 nations.

In spite of these setbacks the Heads of Governments stated their willingness to promote, preferably within the United Nations, any negotiations with the U.S.S.R. likely to lead to the implementation of the Western proposals. They further expressed their willingness to examine any proposal, from whatever source, for general or partial disarmament. Finally, they indicated that, should the Soviet Government refuse to participate in the work of the new Disarmament Commission, NATO would welcome a meeting at Foreign Ministers level to resolve the deadlock.

In the light of this deadlock on disarmament, the Heads of Government had to consider the steps to be taken to strengthen the military forces of the Alliance. They noted that the Soviet leaders, while preventing a general disarmament agreement, had made it clear that the most modern and destructive weapons, including missiles or all kinds, were being introduced in the Soviet armed forces. They decided that as long as the Soviet Union persists in this attitude, NATO has no alternative but to remain vigilant and look to its defences and to achieve the most effective pattern of NATO military defensive strength.

To this end the Heads of Government decided to establish stocks of nuclear warheads which would be readily available for the defence of the Alliance in case of need. They also decided, in view of the present Soviet policies in the field of new weapons, that intermediate range ballistic missiles

(IRBMs) would have to be put at the disposal of the Supreme Allied Commander Europe.

The Prime Minister pointed out in the House that these far reaching decisions of principle were taken only after a searching review of the necessity for strengthening NATO's capacity to deter aggression. Specific plans for implementing these decisions, which will be the subject of bilateral discussions, will await future ministerial meetings. It was also decided at the meeting that NATO forces and production should be more completely integrated in accordance with the principle of interdependence, so that each member of the Alliance could make the most effective contribution to defence.

Threat to Free World

In their discussion on the international situation, the Heads of Government reviewed the dangers to world peace arising from actions and threats of the Soviet bloc whose aim was to weaken and disrupt the free world. These actions and threats were military, political and economic in nature and were being used throughout the world. To meet this challenge, the free world had to organize its resources—moral, military, political and economic—and had to be ready to deploy them wherever the situation demanded. The Heads of Government decided that the Alliance could not therefore be concerned only with the North Atlantic area or only with military defence. It must also organize its political and economic strength on the principle of interdependence and must take account of developments outside its own area.

This important statement of NATO's interest in areas beyond the Treaty area does not imply an extension of the commitment of the Alliance to defend other areas. Nor, as the Prime Minister said in the House, does it imply in any way a desire on the part of NATO to interfere in the affairs of other countries. NATO's interest was to affirm the support of its member governments for the independence and sovereignty of states in areas such as the Middle East and their continuing interest in the economic well-being of their peoples. To the many nations which have gained their independence since the end of the Second World War, and to all other peoples who are dedicated to peace and freedom, NATO countries offered their co-operation on a basis of complete equality and in a spirit of fraternity.

Apart from the three major decisions on disarmament, the introduction of nuclear weapons and IRBMs into NATO defences and the extension of the concern of the Alliance in areas beyond its borders, a number of other important matters were discussed. There was general recognition of the need to increase the number of trained scientists and technicians in most countries. To give effect to a co-operative effort in this field within the Alliance, Heads of Government decided to establish a NATO Science Committee on which all member countries will be represented by men qualified to speak authoritatively on scientific policy. They also decided to appoint a scientific advisor to the Secretary-General. These decisions will involve NATO in a new and highly complicated field of co-operation.

At the meeting Heads of Government emphasized that NATO was more than a military alliance; that it was a community whose members are guided by similar fundamental ideas, and that under Article II of the Treaty, they had agreed to give effect to the Community by co-operation and collaboration

in the important aspects of international relations. There was a striking determination to develop still further the habit of consultation which is an essential element in maintaining the cohesion and unity of the Alliance.

Canada's Views

The Canadian delegation stressed the importance of the habit of consultation, the neighbourly frame of mind, and the desirability of member nations refraining from adopting firm policy stands or making major political announcements on questions that affect the interests of their NATO partners until they have consulted with them.

The Canadian Delegation also stressed that particular attention should be given to the implementation of Article II of the Treaty—with particular reference to the desirability of Members of the Alliance bearing in mind the needs of the underdeveloped countries. The Prime Minister pointed out that "the free world would not accept a situation where half mankind is well fed and the other half is not. Such a situation merely invites communist mischief". In this connection the Prime Minister suggested that something in the nature of a NATO Food Bank might be created to make food available to countries which are in need and which are in danger of being overrun or subverted by the Soviet Union.

The Declaration and Communiqué which were issued at the end of the Meeting contain a full account of the collective views and decisions of the Heads of Government and are worthy of careful reading. The texts of these documents are printed below.

In summing up the results of the meeting in the House on December 21, the Prime Minister said:

"The Alliance, I believe, has made a substantive contribution to peace, not only by reaffirming its purely defensive character—that was underlined and re-emphasized over and over again—but also by leaving the door open to meaningful disarmament negotiations. Decisions have been taken which, through a closer integration of our individual forces, will result in the strengthening of the Alliance and I believe will secure greater security for our peoples. The machinery of NATO will be adapted to make possible the full use of resources of each and all member nations. Above everything else, a new impetus has been given at the highest possible level, and a revised vision to our Alliance which will help us to translate its aims and objectives into practical achievements . . . This conference has taken striking decisions that affect the military posture, the scientific disposition and a new imaginative economic approach that have both domestic and external application to all the 15 countries. We have extended the range of our concern where economies and social matters are concerned to take in underdeveloped countries outside and beyond our Alliance."

Declaration and Communiqué

Declaration

We, the representatives of 15 nations of the North Atlantic Alliance, believing in the sanctity of those human rights which are guaranteed to all men of free nations by their constitutions, laws and customs, rededicate ourselves and our nations to the principles and purposes of the North Atlantic Treaty. This Treaty has been in effect for nearly nine years. It was founded to protect the right of our peoples to live in peace and freedom under governments of their own choice. It has succeeded in protecting this right. Building on our experience and confident in the success already obtained, we have agreed together upon means to give added strength to our Alliance.

At the end of the Second World War, the armies of the West were largely disbanded. The Soviet Union did not demobilize. Its expansionist policy impelled us to establish our Treaty and to build up our armed forces.

We are an organization of free countries. We have learned to live and work together in the firm conviction that our fundamental unity and our combined strength are indispensable to our own security and to the peace of the world.

The meaning of our Alliance is clear. We have given a solemn guarantee, each to the other, to regard an attack upon one as an attack upon all, to be resisted with all the forces at our command. Faithful to the Charter of the United Nations we reaffirm that our Alliance will never be used for aggressive purposes. We are always ready to settle international problems by negotiation, taking into account the legitimate interests of all. We seek an end to world tension. And intend to promote peace, economic prosperity and social progress throughout the world.

We continue firmly to stand for comprehensive and controlled disarmament, which we believe can be reached by stages. In spite of disappointments, we remain ready to discuss any reasonable proposal to reach this goal and to lay a solid foundation for a durable peace. This is the only way to dispel the anxieties arising from the armaments race.

The free world faces the mounting challenge of international communism backed by Soviet power. Only last month in Moscow the Communist rulers again gave clear warning of their determination to press on to domination over the entire world, if possible by subversion, if necessary by violence. Within the North Atlantic Treaty there is no place for the concept of world domination. Firmly believing in peaceful change through democratic means, cherishing the character of our peoples and vigilant to safeguard their freedom, we will never yield to such a threat.

For the entire world it is both a tragedy and a great danger that the peoples under international communist rule—their national independence, human liberties and their standard of living as well as their scientific and technological achievements—have been sacrificed to the purposes of world domination and military power. The suppression of their liberty will not last forever. Already in these countries there is evidence of the growing desire for intellectual and economic freedom. If the free nations are steadfast, the totalitarian menace that now confronts them will eventually recede.

Established to defend the peace, our Alliance will also enable us to reach our objectives of economic and social progress. For this purpose we have agreed to co-operate closely to enable us to carry the necessary burden of defence without sacrificing the individual liberties or the welfare of our peoples. We shall reach this goal only by recognizing our interdependence and by combining our efforts and skills in order to make better use of our resources. Such efforts will now be applied particularly to the peaceful use of atomic energy and to the development and better organization of scientific co-operation.

To the many nations which have gained their independence since the end of the Second World War and to all other peoples who, like ourselves, are dedicated to freedom in peace, we offer co-operation on a basis of complete equality and in a spirit of fraternity.

Conscious of our intellectual and material resources, convinced of the value of our principles and of our way of life, without provocation but equally without fear, we have taken decisions to promote greater unity, greater strength and greater security not only for our own nations but also, we believe, for the world at large.

Communiqué

International Situation

1. The aim of the Soviet bloc is to weaken and disrupt the free world. Its instruments are military, political and economic: and its activities are world wide. To meet this challenge the free world must organize its resources—moral, military, political and economic—and be ready to deploy them wherever the situation demands. Our Alliance cannot therefore be concerned only with the North Atlantic area or only with military defence. It must also organize its political and economic strength on the principle of interdependence, and must take account of developments outside its own area.

2. In the course of our meeting we have therefore reviewed the international situation, and, in particular, the dangers to world peace arising from Soviet actions and threats. In spite of the dangers of the situation which are obvious to all, the U.S.S.R. has made no real contribution to the solution of major problems causing international tension. We have especially in mind the problems of the reunification of Germany in freedom, and the continuing anomaly of the isolation of Berlin—the capital of Germany. We renew and reaffirm our declaration of October 23, 1954 which had in view the establishment on a firm basis of the security and freedom of Berlin. The perpetuation of injustice to the German people undermines international confidence and endangers peace. At the Geneva Conference of heads of government in July, 1955, the U.S.S.R. leaders took a solemn commitment that “the reunification of Germany by

means of free elections shall be carried out in conformity with the national interests of European security". We call upon the U.S.S.R. Government to honour this pledge.

3. We have reviewed the situation in the Mideast. In line with the peaceful aims of our Alliance, we confirm the support of our governments for the independence and sovereignty of the states in this region, and our interest in the economic well-being of their peoples. We believe that the stability of this important area is vital to world peace.

4. We express our interest in the maintenance of peace and the development of conditions of stability and economic and political well-being in the vitally important Continent of Africa. We hope that the countries and peoples of that Continent who are disposed to do so will co-operate within the free world in efforts to promote these purposes. We affirm the readiness of our countries to co-operate for our part with the countries and peoples of Africa to further these ends. Historic, economic and other friendly ties between certain European countries and Africa would make such co-operation particularly desirable and effective.

5. In the course of our review of the international situation we have given consideration to recent serious events in Indonesia. We view them with concern.

The Working of the Alliance

6. The strength of our Alliance, freely concluded between independent nations, lies in our fundamental unity in the face of the danger which threatens us. Thanks to this fundamental unity, we can overcome our difficulties and bring into harmony our individual points of view. In contrast, as events in Hungary have shown, the Soviet bloc is held together only by political and military coercion.

7. Although progress has been made, further improvement is needed in our political consultation. We are resolved to bring this about. Our permanent representatives will be kept fully informed of all government policies which materially affect the Alliance and its members. In this way, we shall be able to draw fully on each other's political experience and to ensure a broad co-ordination of our policies in the interest not only of the Alliance, but of the free world as a whole.

In addition, to strengthen the cohesion of the Alliance, the Permanent Council and the Secretary-General should ensure effective consultation, including, where necessary, procedures of conciliation at an early stage.

Disarmament

8. We recall that in the course of this year, the Western countries taking part in the London disarmament talks put forward to the U.S.S.R., with the unanimous agreement of NATO, a series of concrete proposals providing, subject to effective controls:

For reduction of all armaments and military forces;

For the cessation of the production of fissionable material for weapons purposes;

For the reduction of existing stocks of nuclear weapons;

For the suspension of nuclear weapons tests;

For measures to guard against the risk of surprise attack.

9. We note with regret that these various proposals, which would halt the armaments race and add to world security if they were accepted, were rejected en bloc by the U.S.S.R., although they had been approved by 56 members of the UN.

10. We regret that the U.S.S.R. has brought about a deadlock in the disarmament negotiations by declaring their intention to boycott the UN Disarmament Commission which had been extended, by a strong majority of the General Assembly, to include 25 nations.

11. We denounce Soviet tactics of alternating between peace propaganda statements and attempted intimidation by the threat of nuclear attack.

12. We deplore, also, that the leaders of the U.S.S.R. do not allow the Soviet populations to be impartially informed and enlightened by the services of the UN, at the same time as the populations of other member countries, as to the danger of destruction to which all peoples would be exposed in the event of general war. A resolution to this effect was adopted in November, 1957, by the General Assembly of the UN by 71 nations against 9 nations of the Soviet bloc.

13. We emphasize that, in order to be effective, any disarmament agreement implies adequate international control, that the acceptance of such control is the test of a true desire for peace and that the U.S.S.R. refuses to put this principle into practice.

14. We have decided to establish a technical group to advise on problems of arms control arising out of new technical developments.

15. In spite of the successive setbacks given by the U.S.S.R. to the cause of controlled disarmament and of peace, the NATO Council will neglect no possibility of restricting armaments within the limits imposed by security and will take all necessary action to this end.

16. We state our willingness to promote, preferably within the framework of the UN, any negotiations with the U.S.S.R. likely to lead to the implementation of the proposals recalled above.

We are also prepared to examine any proposal, from whatever source, for general or partial disarmament, and any proposal enabling an agreement to be reached on the controlled reduction of armaments of all types.

17. Should the Soviet Government refuse to participate in the work of the new Disarmament Commission, we should welcome a meeting at foreign ministers' level to resolve the deadlock.

NATO Defence

18. The Soviet leaders, while preventing a general disarmament agreement, have made it clear that the most modern and destructive weapons, including missiles of all kinds, are being introduced in the U.S.S.R. armed forces. In the U.S.S.R. view, all European nations except the U.S.S.R. should, without waiting for general disarmament, renounce nuclear weapons and missiles and rely on arms of the pre-atomic age.

19. As long as the U.S.S.R. persists in this attitude, we have no alternative but to remain vigilant and to look to our defences. We are therefore resolved to achieve the most effective pattern of NATO military defensive strength, taking into account the most recent developments in weapons and techniques.

20. To this end, NATO has decided to establish stocks of nuclear warheads, which will be readily available for the defence of the Alliance in case of need. In view of the present Soviet policies in the field of new weapons the Council has also decided that intermediate range ballistic missiles will have to be put at the disposal of the Supreme Allied Commander Europe.

21. The deployment of these stocks and missiles and arrangements for their use will accordingly be decided in conformity with NATO's defence plans and in agreement with the states directly concerned. The NATO military authorities have been requested to submit to the Council at an early date their recommendations on the introduction of these weapons in the common defence. The Council in permanent session will consider the various questions involved.

22. Recognising the rapidly growing interdependence of the nations of the free world, we have, in organizing our forces, decided to bring about closer co-ordination with a view to ensuring that each NATO member country makes its most effective contribution to the requirements established by the Alliance. Better use of the resources of the Alliance and greater efficiency for its forces will be obtained through as high a degree of standardisation and integration as possible in all fields, particularly in certain aspects of air and naval defence, of logistic support and of the composition and equipment of forces. We have agreed that a military conference should be held at ministerial level in the early months of 1958 to discuss progress made in these fields in the light, in particular, of the results of the 1957 Annual Review.

23. As regards defence production, we have decided, in view of the progress already made, to take further measures within NATO to promote the co-ordination of research, development and manufacture of modern weapons, including intermediate range ballistic missiles.

24. The best means of achieving co-ordinated production of advanced weapons needed by our forces will be studied as a matter of urgency. Those NATO countries whose programmes have already reached a very advanced stage have offered to share with their allies significant production techniques and results of their research work in order to stimulate a truly productive effort in the defence production field.

Scientific and Technical Co-operation

25. We recognise that in most of our countries more should be done to increase the supply of trained men in many branches of science and technology. The full development of our science and technology is essential to the culture, to the economy and to the political and military strength of the Atlantic Community.

26. We realize that progress will depend on vigorous action within individual states and in particular on the devoted contribution of teachers and scientists. We must increase the provision for the training of young people in scientific and technical subjects and must also ensure that the free pursuit of fundamental research continues to flourish. Each of our governments will therefore reappraise the support being given to scientific and technical education and to fundamental research.

27. We seek to increase the effectiveness of national efforts through pooling of scientific facilities and information and the sharing of tasks. We must build on the established tradition of the universality of true science. Our governments will support the international organizations doing work in this field.

28. We have decided to establish forthwith a Science Committee on which all of the NATO countries will be represented by men highly qualified to speak authoritatively on scientific policy. In addition, a scientist of outstanding qualifications will be appointed as science adviser to the Secretary-General of NATO.

29. The Science Committee will be responsible in particular for making specific recommendations to the Council for action on a proposal by the French Government for a Western foundation for scientific research and on the many other valuable proposals which have been put forward by the NATO task force on scientific and technical co-operation and by the NATO Parliamentarians Conference.

Economic Co-operation

30. We are united in our common purpose to promote the economic and social development of our peoples and to assist the peoples of other countries to achieve the same objective. We consider that the purpose of government in a free society is to enlarge the opportunity of the individual rather than to subordinate him to the state.

31. We will co-operate among ourselves and with other free governments to further the achievement of economic stability, a steady rate of economic growth, and the expansion of international trade through the further reduction of exchange and trade barriers.

32. We reaffirm the desirability of a closer economic association between the countries of Western Europe, which we deem to be in the interest of all countries, and we will accordingly lend encouragement to the successful development of the European Economic Community and of a European free trade area in which full account would be taken of the interests of the less developed member countries. We attach particular importance to these initiatives being worked out in such a way as to strengthen not only the participating countries but also the relations within the Atlantic Community and free world as a whole. We recognise the interdependence of the economies of the members of NATO and of the other countries of the free world.

33. We affirm the interest of our governments in an enlargement of the resources, both public and private, available for the purpose of accelerating the economic advancement of the less developed areas of the free world.

34. We have decided that the North Atlantic Council, without duplicating the work of other agencies, shall from time to time, and in the spirit of Article 2 of the Treaty, review economic trends and assess economic progress, and may make suggestions for improvements either through existing organizations or by the efforts of individual countries, or in special cases by new initiatives.

35. Under present circumstances, our defensive alliance takes on a new significance. Only an intensified collective effort can safeguard our peoples and their liberties. We have, together, ample capacity in freedom to defend freedom.

36. We have taken a series of decisions which will promote greater strength and greater security not only for our own nations but also for the world at large.

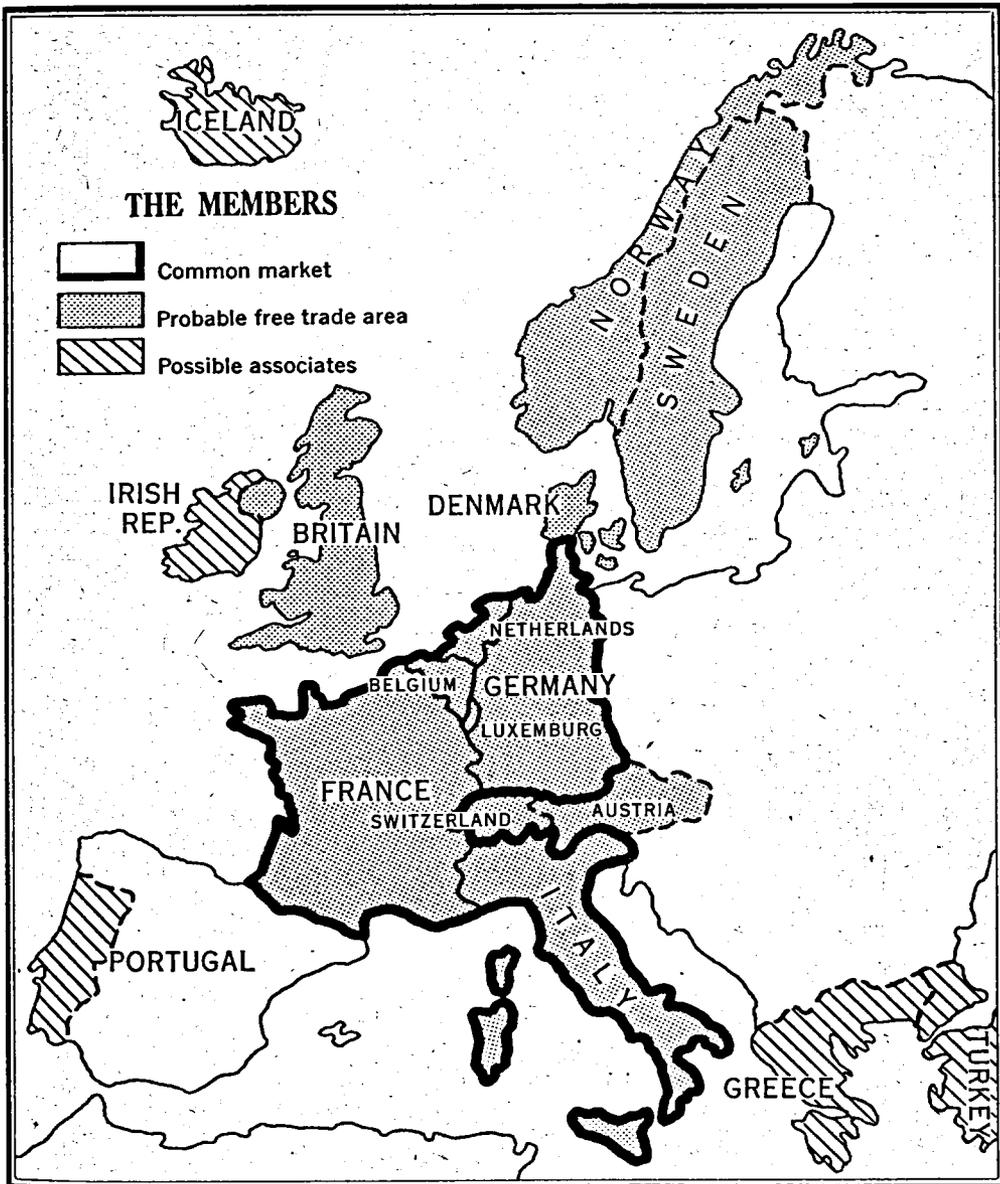
European Integration

AN important development towards the long-term objective of European integration occurred as a result of the coming into force on January 1, 1958 of the treaties which provided for the establishment among Belgium, France, Germany, Italy, Luxembourg and The Netherlands of a European Economic Community (Common Market) and of an Atomic Energy Community (Euratom). The movement, begun at Messina in June 1955 by the foreign ministers of the six interested countries, was followed by inter-governmental negotiations conducted in Brussels and by several meetings of the foreign ministers which led to the drafting of the treaties. These history-making documents were signed in Rome on March 25, 1957 by the heads of government or their foreign ministers, and they were ratified in the following months by the parliaments of the six countries. While the treaties came into force on January 1, 1958 the full implementation of their provisions will extend, in the case of the Common Market, over a period of from 12 to 15 years.

Common Market

Under the first treaty, the six countries will set up a common market by eliminating progressively after January 1, 1959 tariff and other barriers to trade between themselves, and by adopting a common tariff towards third countries. Trade in agricultural products among member countries will be subject to special conditions and dispensations. The member countries propose also to facilitate the freer movement of labour and capital, to harmonize social policies and to promote internal growth through a common investment fund. The treaty provides for the association of dependant overseas territories and certain other countries in a quasi-free trade area arrangement. Under the second treaty, there will be created an agency for the pooling of research and development activities for the exploitation of the peaceful uses of atomic energy.

As previously agreed, the foreign ministers of the six countries met in Paris on December 19, 1957 with a view to selecting the site of the new Communities and to name the members of the institutions to be created. These comprise a Parliamentary Assembly with advisory functions, a Council of Ministers which will make decisions on policy matters relating to the Treaties, Commissions or High Authorities which will administer the Treaties, a Court of Justice, an Economic and Social Committee, an Investment Bank and a Secretariat. Unable to agree then, the Ministers decided to meet again in Paris on January 6, 1958, but this time after two days of discussions they succeeded only in reaching partial agreement. The Ministers left it for a subsequent meeting to be held before next June 1 to decide on the location of the institutions for the new Communities and for the Coal and Steel Community already located in Luxembourg. It was, however, agreed in principle that the three Communities should have their headquarters together in the same city. Until such a site is selected, the various bodies are to meet in different cities according to practical considerations, mainly in Brussels and Luxembourg. The Ministers were successful, however, in selecting the permanent directors and members of the various institutions, and they distributed the posts about evenly among nationals of their countries. Thus, a



German, a Frenchman, a Belgian, an Italian and a Dutchman were selected as directors or chairmen, respectively of the Commissions for the Common Market, Euratom and the Coal and Steel Community, and of the Investment Bank and the Court of Justice.

Long-Term Aims

Economically, it is the hope of the six countries that they will be able to create a single common market of 160,000,000 people—apart from the overseas territories—in which their industries will enjoy advantages of scale and competition comparable to those which have enriched the United States. Politically, the new Communities are regarded not only as an essential step

to ending Europe's historical feuds, but also as a prelude to greater political unity of Western Europe since they imply a growing measure of European government. Because it constitutes a departure from the basic political principle of nationalism and its gradual replacement by the new concept of supra-nationalism, the creation of the new Communities has been described by some European statesmen as one of the major developments in Europe since the French Revolution. These measures are actually part of the efforts made by European nations since the last war to work out special arrangements which tend to bring them gradually closer together in a European system, with the aim of giving to Europe economic prosperity as well as political stability and unity. This policy has already been given effect to by the creation of a number of organizations of European co-operation in numerous fields, such as the Council of Europe in 1949, the Coal and Steel Community in 1952, and the Western European Union, in its present form, in 1955.

While it is generally considered premature in Western Europe to proceed with important measures of political integration, such as those aiming at the creation of the United States of Europe, a number of non-governmental conferences of European "wise men" and political personalities have been held in recent months, reflecting an evident desire for further co-ordination of European foreign and defence policies. A similar preoccupation has been frequently expressed in other forums, notably in the Consultative Assembly of the Council of Europe, concerning the need to rationalize and centralize the existing and proposed European institutions of inter-governmental co-operation in the economic, political, military and parliamentary fields.

Proposed European Free Trade Area

The entry into force of the Treaty for a Common Market gave renewed impetus to the negotiations for a European Free Trade Area which the United Kingdom had in 1956 proposed be set up around the Common Market by the members of the Organization for European Economic Cooperation (OEEC), which includes the six countries in the Common Market. In the proposal made by the United Kingdom, agricultural products were to be excluded. Early in 1957, a committee of the OEEC, found it was technically possible to associate, under one form or another, all 17 member countries of that Organization with the proposed Common Market through the creation of a Free Trade Area. (Under a Free Trade Area tariff and other trade barriers would be progressively removed as between members. Each member, however, would be free to maintain its own tariff and other forms of protection against the exports of non-member countries). Having accepted in principle such a proposal, the interested countries agreed in February to establish, within OEEC, working parties with the task of paving the way for more formal negotiations. In October, they decided to establish a ministerial committee, under the chairmanship of a United Kingdom Minister, to begin formal negotiations for the establishment of a European Free Trade Area. The deliberations in this body have been marked both by a general awareness of the complexity of the negotiations undertaken and by a readiness to achieve real progress.

Canadian Attitude

Canada has taken a lively interest, because of both political and trade considerations, in the developments which have led to the Common Market

Treaty, and in the United Kingdom proposal for the establishment of a Free Trade Area. The NATO meeting of Heads of Government in December 1957 reaffirmed the desirability of a closer economic association between the countries of Western Europe, which was deemed to be in the interest of all countries, and it was agreed accordingly that NATO would lend encouragement to the successful development of the European Economic Community and of a European Free Trade Area in which full account would be taken of the interests of the less developed member countries. At the same time, all NATO Governments declared that they attached particular importance to these initiatives being worked out in such a way as to strengthen not only the participating countries but also the relations within the Atlantic Community and the free world as a whole. They also recognized the interdependence of the economies of the members of NATO and of the other countries of the Free World. The Prime Minister, in the course of his report to Parliament on December 21, 1957 on the NATO meeting, spoke more particularly about the proposal for a Free Trade Area and explained that Canada's approval of this proposal depended on the exclusion of food, drink and tobacco products from the scope of the Free Trade Area.

At a meeting last October of the members of the General Agreement on Tariffs and Trade (GATT) at which the examination of the Common Market was initiated, the Canadian Minister of Trade and Commerce, while recognizing the important objectives which the Common Market Treaty was designed to achieve, expressed some concern and reservations about certain of the proposed arrangements. He said that it appeared possible that in important respects the new customs duties around the Common Market might turn out to be higher or more restrictive than the general incidence of duties at present; he urged that the principles governing the use of quantitative restrictions conform to provisions of the GATT and not reinforce existing discriminatory restrictions; he warned that the plans for agricultural trade among the Six, if they were to result in high tariffs, guaranteed prices, preferential long-term marketing arrangements and the use of quantitative restrictions against outside countries, would involve difficulties and conflicts with other countries such as Canada which had important agricultural markets in Europe; and he noted that the arrangements for the association of overseas territories, which did not seem in conformity with GATT, involved numerous potential conflicts of interests and were of concern especially to many less-developed countries.

Canada and the United Nations

Question of Algeria⁽¹⁾

On July 16, 1957 twenty-two African and Asian states requested that an item entitled "the question of Algeria" be placed on the agenda of the United Nations General Assembly for consideration at its Twelfth Session. The explanatory memorandum covering this request contended that the situation in Algeria had deteriorated rather than improved since the Assembly had discussed the subject at its Eleventh Session and the Assembly should therefore take up the matter once again.

French Position

Debate on the Algerian item commenced in the First Committee on November 27 with a statement by the French Foreign Minister, Mr. Pineau, who outlined the French position. He said that while not opposing this debate, France considered the Assembly incompetent to deal with a problem which falls entirely within the framework of French sovereignty. Denying that France had ever refused to undertake negotiations with the Algerian rebels, Mr. Pineau said the only offers had come from the French side and that the three-stage offer of a cease-fire, elections (with a single electoral college) and negotiations, which had been made by Mr. Mollet in January, 1957, was still valid. Because it was evident that the rebels still insisted on a prior recognition of the right to independence, it was not possible for the French to accept the offer of good offices which the President of Tunisia and the King of Morocco had made at their meeting in Rabat only a few days before. Mr. Pineau referred to the lessening of incidents towards the end of the year in Algeria and outlined the social and political reforms which had taken place there. He said that the loi-cadre for Algeria (which the French National Assembly approved on November 29) was proof of the French desire to find a political solution to the problem. (The loi-cadre is a new basic statute for Algeria which provides for the setting up of a single electoral college, the division of Algeria into a number of regions with a larger measure of local autonomy and increased Algerian representation in the French National Assembly). Mr. Pineau criticized those who talk irresponsibly of self-determination in connection with Algeria and foresaw that if one turned blindly to this principle for guidance, the inevitable result would be partition of the country between the European coastal cities on the one hand and the Moslem hinterland on the other.

Tunisian Statement

The Tunisian representative, Mr. Mongi Slim, joined in the debate to stress his country's desire to work towards a goal of peaceful negotiations. While admitting that France had a legitimate interest in North Africa, he attacked the "fiction" that Algeria was an integral part of France. He criticized the French three-phase formula in which cease-fire and elections are necessary conditions for negotiations and to prove his point referred to Indonesia, Morocco and Tunisia, where negotiations had preceded a cease-fire. To disprove the French argument that a recognition of the principle of self-

(1) For the background to this question, see "External Affairs" for May 1957.

determination for Algeria would lead to anarchy or partition, Mr. Slim pointed to the example of Tunisia and Morocco which were now stable and united countries. In closing, the Tunisian representative expressed the hope that agreement could be reached on the basis of the offer of good offices from the Tunisian and Moroccan Heads of State.

Debate Moderate in Tone

The general debate which made up the first part of the Committee's deliberations on the Algerian question was marked by a more moderate tone than had characterized previous United Nations' discussions of this matter. During the debate, it became clear that there existed a growing desire on both sides for some kind of negotiated settlement. But, as in previous years, there were differences of opinion as to the right formula for bringing about these negotiations. After a period of intensive consultation and negotiation, a group of seventeen Arab and Asian countries introduced a resolution which, in its preamble, recognized that the principle of self-determination should be applied to the people of Algeria and which called for negotiations for the purpose of reaching a solution in accordance with the purposes and principles of the United Nations Charter. A second resolution sponsored by five Latin American countries, Italy and Spain, expressed the hope that a just solution would be found to the Algerian problem.

A number of delegations, including the Canadian, felt that the seventeen-power resolution could, if suitably amended, obtain wide support in the Committee. Ireland, Norway and Canada therefore joined in proposing amendments to this resolution designed to produce a compromise to which both sides could acquiesce. These amendments provided that the Algerian people should be entitled to work out their future in a democratic way, and proposed "effective discussions to resolve the present troubled situation" and to find a solution to the Algerian question. Mr. Wallace Nesbitt, Vice-Chairman of the Canadian Delegation, in his statement to the Committee on December 6, 1957, had the following to say about the Canadian position in regard to these amendments:

During the debate on the Algerian question this year, we have been impressed by one noticeable trend which we continue to hope may be encouraging. The debate at this session, as compared with earlier discussions, has been on the whole more restrained and therefore more constructive. We have been gratified by the moderation of the views expressed by all concerned and this has led to hope that something constructive may be achieved in this case.

During this debate we have been endeavouring to find out how much agreement does exist and, in co-operation with others, we have been consulting closely with those delegations more directly concerned with the question. In our view, the problem with which the Committee is now faced will not be resolved by wholesale concession by one side or the other. Accordingly, the path of progress lies in the direction of mutual accommodation rather than in insistence by one side that its objectives or its methods provide the only solution.

In saying this, I certainly do not wish to over-emphasize the difference of opinion in this Committee. On the contrary, I think that most of the members here, having due regard for the purposes and the principles of the Charter, are prepared to support a course of action which would afford appropriate recognition to the legitimate interests of the parties. They may be divided on what should be the method for bringing about a happier situation in Algeria, and they may have even greater difficulty in defining that method in terms of a draft resolution, but the majority of the members of this Committee are surely not divided in the fundamental aim which is to resolve the present troubled situation in Algeria and to promote a peaceful solution in accordance with the basic purposes and principles of this organization . . . We have reached the conclusion that, although this Committee might not reach a unanimous acceptance of any one definition of the procedural problem which divides the opposing sides, it should be possible to

evolve a formula which would at least meet the parties half way and which would enable the Committee and subsequently the General Assembly to accord the proposal the widest possible support. But we and others have been searching for a formula—a draft resolution, in other words—which would bring the requirements of the situation into proper perspective and at the same time allow the parties sufficient scope to protect their respective interests . . .

In accordance with Assembly procedure, the amendments to the seventeen-power resolution were voted on first by the Committee and were adopted by a vote of thirty-seven in favour, thirty-six against with seven abstentions. France did not participate in the vote and South Africa was absent. Those voting against the amendments included the Soviet Bloc, and most of the Arab and Asian countries. When the seventeen-power resolution, as amended, was put to a vote, the Liberian representative, who had abstained on the amendments, joined those voting against the resolution. The draft resolution therefore was rejected by a tie vote of thirty-seven to thirty-seven with six abstentions and the Algerian item was passed to the plenary session without any Committee recommendation.

Compromise Resolution

In the three days between the final Committee vote and the consideration of this item in plenary, a series of consultations resulted in the production of a compromise resolution co-sponsored by a group of Asian, European and Latin American countries and Canada. Once an informal agreement had been reached behind the scenes regarding this compromise proposal, the plenary of the General Assembly quickly gave unanimous approval to the following resolution by a vote of eighty in favour, with France not participating in the vote and South Africa absent:

The General Assembly

Having discussed the question of Algeria

Recalling its resolution 1021 (XI) of 15 February 1957

1. *Expresses* again its concern over the situation in Algeria,
2. *Takes note* of the offer of good offices made by His Majesty the King of Morocco and His Excellency the President of the Republic of Tunisia,
3. *Expresses* the wish that in a spirit of effective co-operation, pourparlers will be entered into, and other appropriate means utilized, with a view to a solution, in conformity with the purposes and principles of the Charter of the United Nations."

The FAO Conference: Ninth Session

By Frank Shefrin, Department of Agriculture

During the Second World War, concern about the probability of a world-wide food shortage led to the formulation of measures to meet the problem in the hope that such a vital question could provide the basis for effective international co-operation and endeavour.

With this in view forty-two allied and associated nations met at Hot Springs, Virginia, in May 1943 to discuss the possibilities of increasing food supplies and improving the level of living for the people of the world. One outcome of this conference was that in 1945, at Quebec City, the Food and Agricultural Organization was established, the first of the United Nations Specialized Agencies to come into being. In 1951 the Headquarters of the Organization was permanently established at Rome.

The chief legislative and policy-making organ of the FAO is the Conference, which meets every two years in regular session and when required in special session.

As on previous occasions the Ninth Session of the FAO Conference, which met at Rome from November 2 to 22, 1957, proceeded to business by electing a chairman, and appointing several committees. The chairman was Dr. A. Mercier, the Argentine Minister of Agriculture. The Conference then reviewed the world food and agriculture situation, giving special attention to the problems of establishing national food reserves and of strengthening marketing and nutritional programmes throughout the world. Plans were made for census of agriculture in 1960. Various administrative and financial matters were considered and technical committees examined the work of the following Divisions of the Secretariat: Agriculture, Fisheries, Forestry, Nutrition, Economics, and Information.

Director-General's Report

The Director-General of FAO, Mr. B. R. Sen of India, presented the annual report on the present and future outlook of the world production of food. He informed the Conference that since 1955 world food production had continued to expand at a rate of about three per cent annually, which is more than one per cent faster than the growth of world population. Moreover, in contrast to the immediate post-war period, food production had in the last few years continued to increase faster in the less developed regions than in those regions where supplies were already more ample, although this increased production was to some extent offset by the more rapid growth of population in the less developed regions.

The Director-General's report emphasized that despite the continuing surpluses of some commodities in certain exporting countries, there should be no slackening in the efforts in under-developed countries to increase food production. In the Far East and Latin America in particular, the setback during the war years to food production had still not been made good on a per capita basis, despite increases in recent years. This fact and the rapid growth of demand which accompanied the increasing tempo of economic development, have contributed to the inflationary pressures and the difficulties of foreign payments which some countries of those regions are experiencing.

There were indications that world agricultural production would continue to increase in 1957-58. Many countries, particularly in the less developed regions, had reported that vigorous measures were being undertaken to improve their agriculture, and it was probable that production would continue to expand.

With abundant supplies, average prices of agricultural products in world trade had continued their decline, and no reversal of this trend was yet apparent. In comparison with the increase of eight per cent in volume in 1956, an increase in the total value of world agricultural trade had only been about four per cent, and in some regions the value of agricultural exports actually declined.

The report expressed the view that farmers had not shared fully in the increased prosperity in many countries. Consumers did not appear to have benefited by lower agricultural prices, partly because mounting costs of food distribution had caused retail food prices to rise generally in 1956 in almost all countries. This had tended to restrict increases in food consumption, especially in countries where incomes were low.

In the discussion of the Director-General's report, Mr. Douglas Harkness, the Minister of Agriculture, who led the Canadian Delegation, made the following comments during a plenary session of the Conference:

There is no room for complacency, not only is there still much to be done, but with progress come new problems or an aggravation of old problems. While everybody admits that agriculture is vital to the life and well being of all, farmers have not in the past few years shared fully in the economic progress made in many countries.

If we review the many reports issued by our Organisation during the last few years we find that governments and farmers, in their efforts to solve their many problems, have turned to measures which in the short run may prove helpful but are likely over the long run to create new difficulties. In many instances these solutions often merely result in moving these problems from one country to another, from one group of primary producers to another. This "beggar thy neighbour" policy is one which we do not favour and I am sure it is not acceptable to members of this Organisation.

The Canadian Delegation feels that through FAO all countries can work together in finding solutions to the host of farm, forestry and fisheries problems, to the benefit of everyone concerned. I know that during this Conference we will be discussing price and income support measures, surplus disposal programmes, marketing problems, and many other issues. It is the sincere hope and wish of the Canadian Delegation that in the forthcoming discussions our attention will be centred on exploring solutions to these many problems—solutions that will be of mutual benefit to all countries and their producers."

Surpluses and Supports

As was expected, the Conference was greatly concerned with the problem of surpluses of agricultural products in certain countries, and with methods being employed for their disposal. Canada and other countries indicated particular concern about surplus disposal programmes of the United States Government. There was general agreement that the problem of disposing of surpluses needed further study and action. The Conference approved a New Zealand resolution which made the following recommendations:

that FAO develop further ways and means of utilizing surplus products for encouraging consumption without impinging upon existing or future commercial trade; and that governments give particular attention to the attainment of these objectives.

An important achievement of the Conference was the adoption of the resolution on agricultural support measures which called for the formulation through FAO of principles to guide member governments in establishing or revising their agricultural price and income support policies. The resolution

was aimed at encouraging policies which will achieve the objective of ensuring a reasonable level of income for farmers as compared with other sectors of the community, but which at the same time, will have minimum adverse repercussions on the pattern of production and trade of other countries.

The Conference resolution requests the Director-General to set up a panel of government representatives, who should be specialists in agricultural support matters, to prepare a report for consideration by the FAO Committee on Commodity Problems, the FAO Council and member governments.

The panel is directed by a Conference resolution:

- (a) to analyze the effects of the various agricultural support systems, including different levels of price support, with a view to obtaining a better basis for evaluating the relative advantages and disadvantages of such systems; the study should cover the effects of the various support measures on increasing agricultural production and investment, especially in less-developed countries and regions, and the integration of price supports with other steps taken to increase production and agricultural incomes;
- (b) to recommend guiding principles designed to minimize the adverse effects of agricultural support policies on international trade, and to be taken into account by member governments in establishing or reviewing their agricultural policies; in developing such principles the panel shall have full regard to the special circumstances and problems of countries.

Programme of Work

In seeking ways and means of increasing both production and consumption stress was laid on the need for greater co-ordination of national programmes and policies of agricultural development; for an adequate recognition of the place of agriculture, forestry and fisheries in national development programmes; for raising the level of productivity in agriculture, forestry and fisheries; for greater emphasis on national measures for the improvement of marketing structure and organization for agricultural, forestry and fisheries products; and, for a comprehensive nutrition and food policy including education in nutrition and home economics.

The Conference reviewed the activities of the five technical divisions of the FAO Secretariat (Agriculture, Economics, Forestry, Fisheries, and Nutrition) since the last Conference held in Rome in 1955 and examined the proposed programme of work and budget for the next two-year period. A budget of \$17,000,000 to cover the regular programme for 1958 and 1959 was approved. This represents an increase of \$3,600,000 over the previous budget. The Conference approved several important expansions to current activities. The present regional offices are to be strengthened by additional staff and a new regional office is to be established for Africa. Further study is to be given to the Mediterranean Development Project which is a plan to assist the development of agriculture and forestry in the countries bordering the Mediterranean Sea. Greater emphasis will be placed on the Organization's work in the field of nutrition.

The Conference took note of a resolution of the UN Economic and Social Council regarding the development and co-ordination of the economic, social and human rights programmes and activities of the United Nations and Specialized Agencies. It was agreed that FAO should participate in the invitation of ECOSOC to the Specialized Agencies to prepare an appraisal of the scope, trend and costs during the next five years of their programmes of work and that such an appraisal should comprise a forecast of the orientation, character and scope of the programme but should not attempt any detailed forward budgeting.

Technical Assistance

The Conference urged member countries to make more effective use of technical assistance in the face of an anticipated reduction in FAO's share of UN technical assistance funds. It is expected that about \$8,000,000 will be available to FAO for technical assistance in 1958. The Technical Assistance Programme, the Director-General said, would be based "on the capacities as well as the needs of each recipient country." FAO would scrutinize even more closely the extent to which each country carried out previous recommendations, supported experts with administrative and technical personnel, and continued projects that had been initiated. The number of projects a country could effectively absorb and the extent to which they related to long-term development plans, he added, would also be examined carefully.

The Conference emphasized the desirability of improving the system of briefing technical assistance experts before appointment. It was a general view that the periods of assignment were too brief and that necessary continuity in field work was thereby disturbed. Concern was expressed over the decline in 1958 technical assistance fellowships programme compared with previous years. It was considered that as a technical assistance programme is basically a training programme, a decline in the number of fellows would reduce its effectiveness.

New Members

The Conference admitted to membership the new Commonwealth countries, Ghana and Malaya, and readmitted Poland which had let its membership lapse, thereby increasing FAO's membership to 77 countries. Dr. J.F. Booth, of the Department of Agriculture, the Canadian Alternate Delegate, said in welcoming the new members:

I should like to say that we were pleased when, a few months ago, we participated in the ceremonies which marked the attainment of independence of Ghana and Malaya. We are equally pleased now to join with others in extending to them a welcome to FAO. We are also very pleased to see the People's Republic of Poland again in a position to make its contribution to this Organization and to participate in the deliberation of nations in matters pertaining to food and agriculture.

Elections

Mr. S. A. Hasnie of Pakistan was re-elected as Independent Chairman of the FAO Council. The United Kingdom was elected to the Council after an absence of two years. Canada was re-elected to the Council, to the Committee on Commodity Problems and elected to the Committee on Constitutional and Legal Matters. Canada is also a member of the Consultative Sub-Committee on Surplus Disposal and the FAO Group on Grains. Dr. J. F. Booth was elected to the 7-member Programme Committee.

The Moroccan Delegation submitted a proposal for increasing the membership of the FAO Council from 24 to 25 and pointed out that in the present distribution of Council seats only one was available for African countries. Since several countries on the African Continent had been admitted to membership in the Organization during the last two years, he thought that more adequate representation should be accorded the African region. The Conference agreed in principle and decided to place this question on the agenda of its next Session.

International Conference on The Law of the Sea

THE International Conference on the Law of the Sea will meet on February 24, 1958 at the European headquarters of the United Nations in Geneva. The Conference was convoked by the Secretary-General of the United Nations in conformity with a resolution of the General Assembly.⁽¹⁾ The purpose of the Conference is "to examine the law of the sea, taking account not only of the legal but also the technical, biological, economic and political aspects of the problem, and to embody the results of its work in one or more international Conventions or such other instruments as it may deem appropriate". The Conference will also study the question of free access to the sea of land-locked countries, as established by international practice or treaties. In its examination of the law of the sea the Conference will use as a basis of discussion the final Report of the International Law Commission of the United Nations on the Law of the Sea⁽²⁾ and the verbatim records of debates at the Eleventh Session of the General Assembly, where the International Law Commission's Report was discussed.⁽³⁾

The International Law Commission commenced its work of codifying the law of the sea at its first session in 1949 and presented its final report to the General Assembly in 1956. This report is in the form of a systematic statement of principles and a code of rules concerning the high seas, the territorial sea, the continental shelf, the contiguous zone and the living resources of the sea. It is not only a code of existing rules but represents in some instances an attempt to develop new rules based on recognized principles of international law. Because of these new rules, and because there is not general agreement on some aspects of the law of the sea—for instance the Commission itself could not devise a uniform rule concerning the breadth of the territorial sea—it was thought necessary to convene an international conference to facilitate examination of those matters on which general agreement has not yet been reached.

A conference was held at The Hague, Netherlands, in 1930 with the purpose of codifying the law of the sea. The conference failed to adopt a code because of lack of agreement on the breadth of the territorial sea. Prior to this and subsequently there have been many conferences, and agreement reached, on various aspects of the law of the sea. Some of these agreements are intended to be of general application, such as the International Convention for the Prevention of Pollution of the Sea by Oil, and are limited in their application by the extent to which states may not have acceded to them. Others were intended only to have regional application, such as the 1937 International Agreement for Collective Measures against Piratical Attacks in the Mediterranean by Submarines, or were intended only to apply among the states which were signatories of agreements such as the International Convention for the High Seas Fisheries of the North Pacific Ocean between the United States, Japan and Canada. None of these agreements need of course be affected by the adoption of a general code of rules on the international law of the sea.

(1) General Assembly Resolution 1105 (XI).

(2) Official Records of the General Assembly, Eleventh Session, Supplement No. 9 (A/3159).

(3) Official Records of the General Assembly, Eleventh Session, Sixth Committee, Summary Record of Meetings.

In fact, the code of the International Law Commission reiterates some of the principles already enunciated in existing agreements.

Breadth of Territorial Sea

The Canadian Government has signified its intention to be represented at the forthcoming Conference. It has also communicated to the Secretary-General its provisional views on some of the important matters with which the Conference will deal.* One of these is the breadth of the territorial sea, that is, the belt of sea adjacent to the coast of a state and over which it has sovereignty. The Canadian view is that a breadth of three miles, presently applicable in Canada, is not adequate for all purposes. It is not adequate for enforcement of customs, fiscal and sanitary regulations. This has been recognized by the International Law Commission in a provision which would enable a state to exercise control for this purpose in a zone, called the contiguous zone, which would extend twelve miles from the point where the territorial sea is measured or nine miles beyond the three-mile limit. The Canadian view is that the three-mile limit is also not adequate for the protection and control of fisheries and it is considered that it is important that the rules of international law should provide adequately for the regulation and control of fisheries off the coast of any state. One way of providing for this would be by accepting, for general application, the twelve-mile breadth for the territorial sea. That would allow for complete fishery, customs, fiscal and sanitary control and regulation within that limit and dispense with the need for a contiguous zone. It is recognized however, that a general extension of the breadth of the territorial sea to twelve miles could have consequences of importance with regard to the freedom of sea and air navigation. An alternative approach, which would not affect the rights of navigation by sea or by air, would be to agree on a contiguous zone of twelve miles as recommended by the Commission but with the modification that within that zone the coastal state should have the exclusive right of regulation and control of fishing. Rights over fisheries in such a zone should, in the Canadian view, be as complete as those that are afforded to a coastal state within the limits of the territorial sea.

Straight Baseline System

In its judgment in the Anglo-Norwegian Fisheries case the International Court of Justice sanctioned the use by Norway of the so-called straight baseline system whereby Norway measured its territorial sea from straight lines running from point to point along the coast, rather than from the coastline itself. As a consequence of this judgment the International Law Commission has made the following recommendation:

Article 5:

1. Where circumstances necessitate a special regime because the coast is deeply indented or cut into or because there are islands in its immediate vicinity, the baseline may be independent of the low-water mark. In these cases, the method of straight baselines joining appropriate points may be employed. The drawing of such baselines must not depart to any appreciable extent from the general direction of the coast, and the sea areas lying within the lines must be sufficiently closely linked to the land domain to be subject to the regime of internal waters. Account may nevertheless be taken, where necessary, of economic interests peculiar to a region, the reality and importance of which are clearly evidenced by a long usage. Baselines shall not be drawn to and from drying rocks and drying shoals.

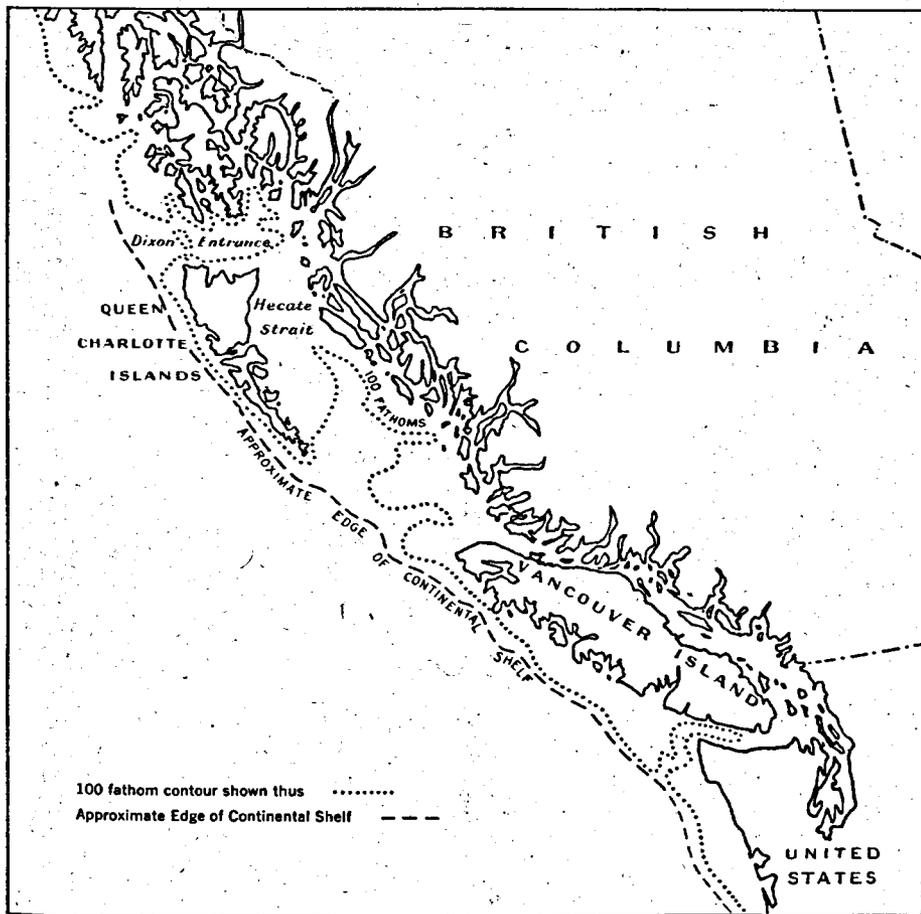
There is also a subsidiary provision which would safeguard the right of innocent navigation in waters which had previously been used for international traffic.

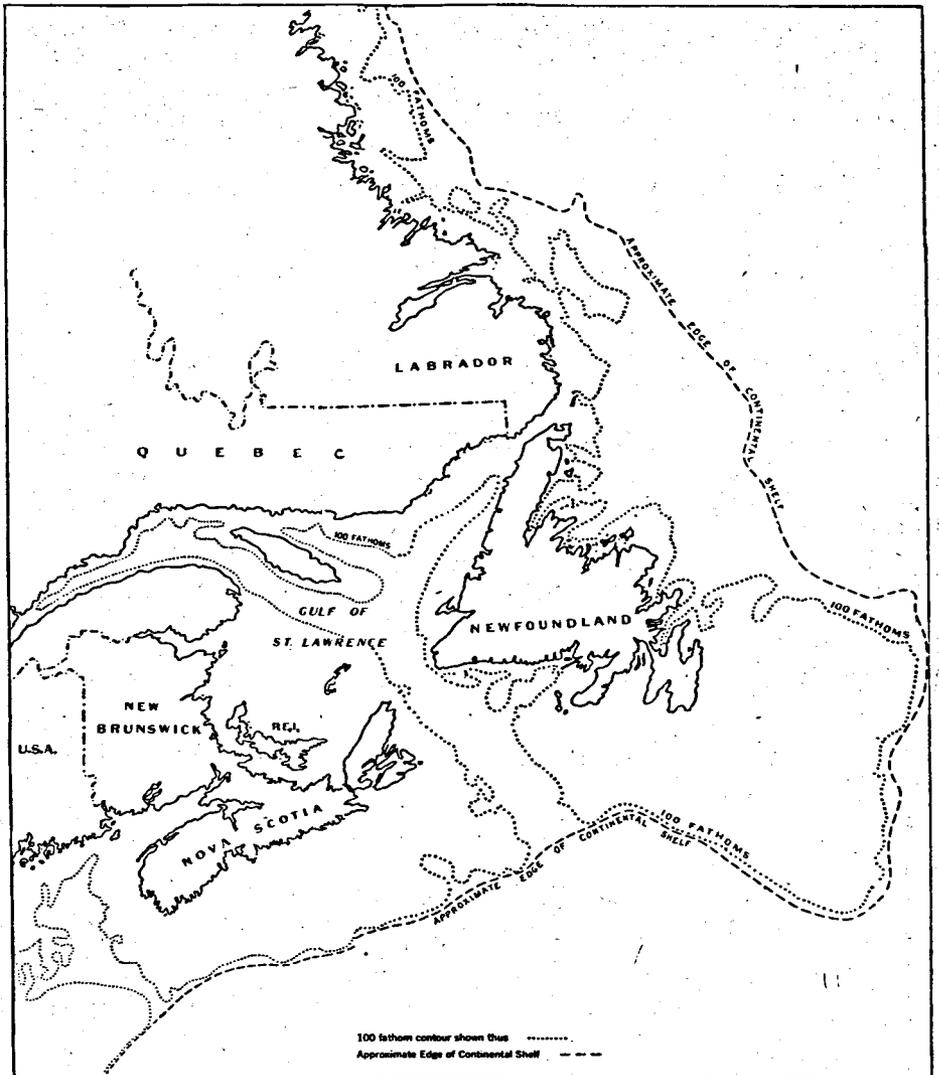
*See Hansard November 28, 1957.

Since much of the coastline of Canada is deeply indented and cut into and in places has islands in its immediate vicinity such a provision could have application in Canada. In the Canadian view the employment of straight base-lines as outlined by the International Law Commission should be recognized universally as being a proper means of establishing the datum line for measuring the territorial sea or contiguous zone, in appropriate cases.

Continental Shelf

In recent years there has been a growing body of international practice which would recognize the right of the coastal state to explore and exploit the natural resources of the seabed and subsoil of the continental shelf off its shores. This right is recognized in the Commission's recommendations. A continental shelf in the geographic sense is the submerged extension of a land mass or continent. A continental shelf is covered by relatively shallow waters: beyond it the real ocean depths are encountered. In some places this shelf extends out for many miles. Off the south-east coast of Newfoundland, for instance, it extends as far as 250 miles seaward and includes the Grand Banks. In other places there is virtually no continental shelf, and abyssal ocean depths are encountered very close to shore. This is the case off the west coast of Canada. The legal doctrine of the continental shelf applies only to the seabed





beyond the outer limits of a state's territorial sea. The seabed of the territorial sea has always belonged to the coastal state.

The International Law Commission has recommended that the "legal edge" of the continental shelf should be at the point where the superjacent waters reach a depth of 100 fathoms. The purpose of this provision is to give precision to the boundary and prevent disputes and uncertainty which might arise if, for instance, the criterion of exploitability were accepted as the sole determinant of the boundary of the shelf. The Commission has, however, introduced an element of uncertainty by providing that the boundary might extend beyond the 100 fathom depth contour to where the depth of the superjacent waters admits of exploitation. In the case of the continental shelf off the east coast of Canada, the edge of the shelf is often not encountered until the 200 fathom depth is reached.* Furthermore, in ninety per cent of cases

*The accompanying maps illustrate this. The outer line represents the approximate edge of the geographical shelf. The inner more sinuous line the 100 fathom contour.

excluding polar regions, it is understood that the geographical edge of the shelf is well-defined. It is the Canadian view, therefore, that precision would not be forfeit if in these cases the boundary of the shelf were its actual edge. Where the actual edge might be ill-defined or where there is no shelf in a geographical sense the boundary might be set at such a depth as might satisfy foreseeable practical prospects of exploitation of the natural resources of the seabed adjacent to a particular state.

The Commission has adopted the view that the rights of a state over the continental shelf do not affect the legal status of the superjacent waters as high seas, that is they do not affect rights of navigation and fishing. The term "natural resources" is not interpreted by the Commission to include products of fishing except those such as oysters which are "permanently attached to the bed of the sea".

High Seas Fishing

Another important aspect of the International Law Commission's work is its recommendations on high seas fishing. Of particular interest, from a Canadian viewpoint, is the recognition that "a coastal state has a special interest in the maintenance of the productivity of the living resources in any area of high seas adjacent to its territorial sea", and that states have the right in certain instances to adopt unilateral measures of conservation on the high seas adjacent to their coast, subject to arbitration at the instance of another state concerned in the particular fishery involved. In the Canadian view the International Law Commission's recommended regime on high seas fishing should be subject to the so-called abstention principle. Under this principle, where the maximum sustainable yield of a particular high seas fishery is being maintained only as a result of research, regulation of their own fishermen and other activities of one or more states, other states which have not participated within recent times in the fishery would abstain from participating in it. The Commission has not included this principle in its recommendations although it has drawn attention to the problem.

Compromise Necessary

It will have been noticed that the terms of reference of the Conference as set out in the first paragraph of this article contemplated the possibility of the results of the work of the Conference being incorporated in one or more international conventions or such other instruments as may be deemed appropriate. The measure of success of the Conference in reaching general agreement on those matters which are controversial or which represent a new development in the law of the sea will depend upon the willingness of states to compromise. At the same time the usefulness of incorporating the results of the work of the Conference in international instruments will depend upon agreed positions being capable of formulation into meaningful provisions. Although the greatest measure of agreement on the law of the sea is to be hoped for, to anticipate general agreement on all aspects of the Report of the Commission might be to indulge in an excess of optimism. This consideration undoubtedly prompted the Commission to recall that "there has been widespread regret at the attitude of Governments after the Hague Codification Conference of 1930 in allowing the disagreement over the breadth of the territorial sea to dissuade them from any attempt at concluding a Convention on the points on which agreement had been reached", and to express the hope that "this mistake will not be repeated".

International Red Cross Conference

By Paul Malone

Member of the Canadian Government Delegation

The closing moments of the XIXth Conference of the International Red Cross held recently in New Delhi, which were marked by withdrawals by delegations representing seventeen countries, understandably may have overshadowed in the public eye other events and proceedings at the Conference.

As a traditional symbol of the brotherhood of man, the International Red Cross depends on its universality for its effectiveness in relieving misery and suffering throughout the world. A sharp division on ideological lines at the quadrennial conference in New Delhi therefore suggested an alarming deterioration in the structural foundations of the world-wide humanitarian movement. A view of the Conference proceedings in retrospect, however, encourages a belief that developments during the Conference's final hour will not prove as serious for the Red Cross as appeared likely at the time and gives reason for the hope that the finalé will prove to have been an incident in an otherwise unusually harmonious Conference. This optimistic estimate in retrospect is supported by the fact that delegations at the Conference agreed unanimously to place at the end of the agenda the one item—the question of Chinese representation—which threatened to and ultimately did disrupt proceedings. A number of other contentious political issues were disposed of with compromise formulae which were accepted with unanimity or near unanimity. All the main business of the Conference, therefore, including that directly affecting the strengthening and expansion of the Red Cross movement on a world-wide basis, was completed before the widely-publicized walk-outs occurred. Less publicized than the walk-outs but probably more significant for the future was the introduction at the Conference of government and Red Cross Society delegations from fourteen nations (several of them recently formed in Africa and Asia) which had not been represented at previous Conferences.

Most Representative Conference

The Red Cross Conference in New Delhi was the most representative international assemblage convened in Asia. Indeed, with its inclusion of delegations from the divided countries of the world—Germany, Korea and Vietnam—and with most countries of the world represented by both official and non-official delegations, it could perhaps lay claim to being the most representative international conference ever assembled. Eighty-three countries were represented by delegations from seventy-three International Red Cross Societies and seventy-two governments. Eighteen international organizations and sixteen Indian national organizations were represented by observers. Also present, as representatives of integral parts of the structure of the International Red Cross, were delegations from the International Committee of the Red Cross and the League of Red Cross Societies. The International Committee is the autonomous and neutral group composed of Swiss citizens who act as the custodians of the Geneva Conventions and the Red Cross Emblem and who function as a recognized neutral intermediary between belligerent powers

in time of conflict. The Geneva Conventions are the international treaties sponsored by the Red Cross which set forth rules for the treatment of wounded combatants, prisoners of war and enemy civilians. The body of international law known as the Geneva Conventions provides the foundation of the International Red Cross and is responsible for the participation of governments in the Conference of the otherwise voluntary and non-official humanitarian movement. The League of Red Cross Societies is a federation of National Red Cross and Red Crescent Societies which seeks to promote Red Cross activities in peacetime by developing public health and welfare programmes in the international and national field. Another agency of the International Red Cross which in theory is not represented at international conferences was active behind the scenes in New Delhi. This was the Standing Commission, which represents the authority of the Conference between its meetings and has the responsibility of organizing the international assemblages.

Commissions Active

The dates of the Conference were October 28, 1957 to November 7, 1957 inclusive. The Conference was preceded by meetings of the Board of Governors of the League of Red Cross Societies and other Red Cross agencies which began October 24. Plenary sessions of the Conference were held on October 28, October 29 (a special plenary session), November 5, November 6 and November 7. The main work of the Conference was done on October 29, 30, 31, November 1 and November 2 at meetings of three Commissions which were established at the opening plenary sessions—the Humanitarian Law Commission, the Medical-Social Commission and the General Commission. The interest of government delegations was concentrated on proceedings in the Humanitarian Law Commission, which dealt with controversial issues involving ideological differences. The technical aspects of Red Cross were dealt with in the other two Commissions. Proceedings in both the Medical-Social and General Commissions were harmonious and productive. The day-to-day achievements and problems of the International Red Cross passed in review in the two Commissions and with minor exceptions recommendations concerning future activities were adopted unanimously. Among the Red Cross activities discussed in the two Commissions were first aid nursing, transfusion services, international relief arrangements, financing, education and public information, and relationships between National Red Cross Societies and their respective governments.

The Conference had been scheduled originally for the early months of 1957. Its postponement was caused by the difficulties that arose in the Middle East in connection with the Suez Canal. A number of aspects of the Conference gave it special interest for both the Canadian Red Cross Society and the Canadian Government. The Canadian Red Cross Society, which traditionally displays a keen interest in international aspects of the Red Cross, had been host to the XVIIIth Conference held in Toronto in 1952.* Much of the work done at the 1952 Conference was expected to (and ultimately did) bear fruit at the XIXth Conference. Moreover the theme of the Conference, the protection of civilian populations in wartime; the locale in a commonwealth country; and the particularly friendly relationships established through the year between Red Cross workers in India and Canada, all combined to accentuate the interest of both Canadian delegations.

*Vide: External Affairs Vol. 4, No. 9, September 1952, Pages 298 - 303.

Atomic Weapons Proposals

Two items on the agenda dealt with the use and testing of nuclear weapons. The Canadian Government, with its lengthy experience in the Disarmament Sub-Committee of the United Nations, was concerned by the dangers of propaganda exploitation by Communist delegations of these complex and controversial questions. The concern of the Canadian Government was increased by the fact that the agenda items in question were initiated by non-Communist sponsors. The International Committee of the Red Cross had prepared for the Conference, after long and detailed study, a paper entitled "Draft Rules for the Limitation of Dangers Incurred by the Civilian Population in Time of War". The Draft Rules, dealing with limitations in the conduct of future wars in the interests of civilian populations, were designed to form the basis of an international convention to supplement the existing Geneva Conventions. The Draft Rules, while admirable in theory, appeared to Western disarmament experts to oversimplify the basic problems involved in achieving an effective disarmament agreement. The same consideration applied to a draft resolution circulated by the Japanese Red Cross Society which was concerned primarily with the cessation of testing of nuclear weapons.

It seemed to the Canadian Government that the superficial appeal of the proposals put forward by the International Committee and the Japanese Red Cross Society on the use and testing of nuclear weapons might imperil the Canadian position on those complicated problems. The possibility that the proposals would be exploited for propaganda purposes by Communist delegations persuaded the Canadian Government and a number of other governments, which traditionally had sent observer delegations to International Red Cross Conferences, to give their delegations to the XIXth Conference voting status. The Communist delegations did, in fact, attempt to use the proposals to win support for repetitious Communist "ban the bomb" propaganda but other delegations had comparatively little difficulty in dissuading the Conference from going on record in favour of resolutions on atomic weapons which would have been ineffective and damaging to the cause of peace. The statutes of the International Conference theoretically preclude debates on political issues. This consideration helped discourage Communist propaganda manoeuvres on the atomic weapons issues and left Communist delegations almost isolated in the votes on their propaganda proposals. It should be added that the Communist delegations almost invariably joined ultimately in accepting compromise resolutions which were generally acceptable. These resolutions disposed of the possibility of an international convention to consider the Draft Rules in their present form and simply provided for drawing attention of governments to the Draft Rules, the dangers to humanity of atomic weapons and the desirability of an effective disarmament agreement. The Delegation of the Indian Red Cross Society played an active and effective role in deflecting the dangers inherent in the original atomic weapons proposals.

"Reunion of Families"

Debate on another highly controversial issue—"The Reunion of Families"—ended happily. Communist delegations strongly supported an Hungarian proposal that the Conference go on record as favouring the return to Hungary of children who had left with the refugee migrations following the 1956 uprising. The Canadian Red Cross Society countered this proposal with a resolu-

tion advocating co-operation by all countries in the reunion of families on the basis of the place of residence of the head of family. Although the Hungarian Red Cross Society modified its resolution twice, the Conference refused to adopt it and ultimately gave unanimous support to the Canadian resolution. An unforeseen but welcome by-product of the debate was evidence of a rapprochement between South and North Korean Delegations on exchange of information on families separated by the Korean war.

Canadian Delegations

In addition to its sponsorship of the resolution on reunion of families, the Canadian Red Cross Society Delegation played an active role in all phases of the Conference. One of its members, Mr. John A. MacAulay, of Winnipeg, who had been Chairman of the XVIIIth Conference in Toronto, was elected Chairman of the Humanitarian Law Commission, which dealt with all the major controversial issues at the Conference except that involving Chinese representation. The Chinese representation question was debated only in plenary sessions. The success Mr. MacAulay achieved as Chairman of the Humanitarian Law Commission—his skill and impartiality won the respect of all delegations—led the Chairman of the Conference, Princess Amrit Kaur of India, to invite him to take the chair for a period in plenary sessions while the Chinese representation issue was being debated. Mr. George Aitken, the Leader of the Canadian Red Cross Society Delegation, was rapporteur of the Standing Finance Commission of the Board of Governors. Another member, Mr. Paul Vaillancourt, of Montreal, was elected Rapporteur of the General Commission. Dr. W.S. Stanbury, the National Commissioner of the Canadian



CANADIAN DELEGATION

Members of the Delegation of the Canadian Red Cross Society photographed at a plenary session of the XIXth International Red Cross Conference. From left to right in the front row are: Mr. John A. MacAulay, Winnipeg, Mr. Paul Vaillancourt, Montreal, Miss Margaret Wilson and Dr. W. S. Stanbury, Executive Secretary and National Commissioner, respectively, and Mr. George Aitken of Winnipeg who was Chairman of the Delegation. Mr. Wilfrid Agnes, Mr. Paul Malone and Brig. W. J. Lawson, of the Canadian Government Delegation, are in the second row. Mr. Pierre Dupuy, Government Delegation leader, is partially obscured.

Red Cross Society, presented the Society's resolution on reunion of families. Mr. Richard Gluns, Public Relations Director of the Canadian Red Cross Society, was on loan to the Conference Secretariat. Mr. Pierre Dupuy, Canadian Ambassador to Italy, led the Government Delegation. He was assisted by Brigadier W.J. Lawson, Judge Advocate General, Canadian Armed Forces, and Mr. Paul Malone, Head of the Consular Division of the Department of External Affairs, as Delegates. Mr. Wilfrid Agnes, of the Canadian High Commissioner's Office in New Delhi, served as Secretary of the Government Delegation.

Chinese Representation Issue

The success achieved in disposing of the other major political issues at the Conference was marred in the view of many delegations by the outcome of the debate on the Chinese representation issue. The issue arose from the insistence of the Indian Red Cross Society in addressing pre-Conference correspondence to Taipeh to the "Government of Formosa" instead of to the "Government of the Republic of China". Invitations to the Conference were extended by the Indian Red Cross Society on behalf of the Standing Commission. The failure of the Standing Commission and the host Society to invite the Government of Nationalist China in the terms it considered appropriate led the Taipeh authorities to give notice on the eve of the Conference that they would not be represented. The United States Government Delegation, supported by a number of other delegations, including that of the Canadian Government, requested the Standing Commission at the opening of the Conference to extend an invitation to Taipeh in proper terms. In response to this request, the Chairman of the Standing Commission, Mr. François Poncèt, of France, despatched a cable to the "Government of the Republic of China" reminding it that the Conference was about to begin. The signature on the cable did not identify Mr. François Poncèt as Chairman of the Standing Commission, but the Taipeh authorities decided on the basis of it to send representatives to New Delhi immediately. The Delegations of Communist China angrily denounced Mr. François Poncèt's action and proposed that the National Chinese representatives be excluded from the Conference. The leader of the United States Government Delegation then introduced a resolution designed to authorize the seating of the Nationalist Chinese Delegates as representatives of the "Republic of China". The United States resolution was not acceptable to the Indian Red Cross Society. The leader of its Delegation, Princess Amrit Kaur, sharply denounced it as a discourtesy to the host Society. An issue which had not been foreseen in Pre-Conference planning suddenly threatened disruption of the Conference. A wave of relief swept the conference hall when the leader of the United States Government Delegation agreed to have its resolution considered as the final item on the Agenda. When this resolution eventually was put to a test in a secret ballot, it was adopted by a vote of 62 in favour, 44 against and 16 abstentions. Following the announcement of the vote, the delegations from Communist China angrily withdrew. The Chairman, Princess Amrit Kaur, then resigned the chair—in which she had replaced Mr. MacAulay at the final session—and led the Indian Red Cross Society from the conference hall. Following withdrawal of the Communist Chinese Delegations and that of the Indian Red Cross Society, the leaders of the U.S.S.R. Delegations declared that since the Chairman had left—she had been replaced by the Vice-President of the Conference, Prince de Merode, President of the

Belgian Red Cross—the Conference should be considered to have finished its business. This motion was put to a vote and declared lost. All Communist delegations and the National Society Delegations from Indonesia, Syria and Egypt then announced their withdrawals. The Government Delegation from Egypt also withdrew. The seating of the Delegation from Taipeh with a “Republic of China” placard on its desk preceded the break-up of the Conference by only a few minutes. Fortunately, however, the sudden storm which brought about the formal ending of the Conference gave way to calm the following day when the representatives of the Red Cross Societies of the United States, the U.S.S.R. and India met harmoniously with other members of the new Standing Commission. The ability of representatives of countries directly involved in the Chinese representation dispute to meet so soon after the break-up of the Conference led to the hope that the walk-outs of the previous day would appear in retrospect to have been incidental rather than significant as far as East-West co-operation in the International Red Cross was concerned.

Hospitality of India

The disruption of the Conference was particularly disappointing to the Indian Red Cross Society and the Indian Government, which spared no expense and effort in attempting to provide ideal conditions. The President of India, Dr. Prasad, and the Prime Minister, Mr. Nehru, presented inspiring addresses at the opening of the Conference. New Delhi's magnificent new Conference Hall provided ideal physical facilities for meetings. Most delegations were housed in the impressive new Ashoka Hotel. Delegates were guests of the Indian Red Cross Society on a week-end trip to Agra to see the Taj Mahal and all were invited to participate in post-Conference trips to various parts of India to witness at first-hand the progress under way in the sub-Continent in all fields of human endeavour. The programme of social activities arranged by the Conference organizers included presentations of Indian song and dance which gave impressive glimpses of the cultural heritage of the country. The effort Princess Amrit Kaur—a dedicated aristocrat who has devoted her life to the sick and the poor in India—and her associates made to ensure the smooth running of Conference machinery and the well-being of visiting delegates won the admiration and gratitude of all at the Conference.

One of the final acts of the Conference was a decision to hold the XXth International Conference of the Red Cross in Geneva in 1963. This decision involved refusal of an invitation from the leader of the U.S.S.R. Delegations to hold the next Conference in Moscow in 1961. The decision in favour of Geneva was influenced by the fact that the XXth Conference will coincide with the centenary of the establishment of the International Red Cross in Geneva. The six-year interval between Conferences will allow a lengthy period of healing for the scars formed on the Chinese representation issue. In the meantime, there have been encouraging indications that the normal international activities of the Red Cross will not suffer prolonged ill effects.

Marjorie McKenzie*



Photo: Karsh

Miss Marjorie McKenzie

Marjorie McKenzie was Secretary to Dr. O. D. Skelton at Queen's University, and came with him to Ottawa in 1924 as his Secretary in the Department of External Affairs. Her loyalty to him, like her loyalty to the Department, was unreserved; and for some seventeen years she worked closely with him.

Only those, perhaps, who over the years had opportunities to work with and know her realize fully the part that Marjorie McKenzie played in the Department of External Affairs in over thirty years' service. Nor can that part be expressed in any simple way. Any phrases such as "dedicated" or "devotion to duty" would have been repugnant to her because she disliked clichés as she did all that was artificial and superficial.

Her essential characteristic was courage; courage both physical and intellectual. For years she fought against such ill-health as would have defeated—or at best soured—most of us. Yet, up to a few days of her death in hospital, she called for work to do and wrote with the same vigour and effect as she had in comparative health. Against the twin dangers that beset the civil servant—compromise with standards of accuracy and of style—she conducted what was perhaps an unconscious, but certainly an effective, one-woman campaign. She was a relentless pursuer of the truth, whether it was a date or an interpretation. Nothing stopped her, once started: neither the clock nor elusive evidence. Because of the same intellectual honesty (combined with a wry humour) her style of writing was the constant enemy of "officialese" and "gobbledegook". This was in part because she sought to clarify rather than to confuse, and in part because her writing was an intriguing blend of precise phrases, abrupt condemnations, and down-to-earth remarks.

The size of the Department multiplied many times during her period in it, and a decreasing proportion of its workers were conscious of this small and unostentatious person. Those who did know her capacities thought little of her rank or particular position, but rather of her judgment and her ability to find and to analyse the material needed for subjects covering a wide field. She "ventilated" subjects in a more accurate sense than the usual one, for she let fresh air into everything she touched.

Miss McKenzie had intellectually few illusions, and the illusions she had came from her generous heart. She would appear to be gruff and critical, but her warm smile would break through and melt any such impression. She had

*This tribute to Miss McKenzie was written by a colleague.

no automatic respect for authority, but was ready to give help to all those who sought it; and ready co-operation to those whose abilities she admired. For reasons both of health and temperament she withdrew from social engagements, but for her friends had a store of humour and kindness. Only a few days before she went back to the hospital for the last time she telephoned to the office of one of her colleagues and, finding him away with influenza, immediately telephoned to his house to be assured that all was well.

This was the colleague we knew; one who contributed much to the quality of the Department's work. Her cool brain and warm heart will long be remembered.

APPOINTMENTS, TRANSFERS AND SEPARATIONS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. G. R. Heasman, Canadian Ambassador to Indonesia, posted to Ottawa, effective November 3, 1957.
- Mr. R. W. A. Dunn posted from the Canadian Embassy, Caracas, to Ottawa, effective December 1, 1957.
- Mr. D. R. Taylor, DFC, separated from the Department of External Affairs, effective December 5, 1957.
- Mr. M. D. Copithorne posted from Ottawa to the International Supervisory Commissions, Indochina, effective December 11, 1957.
- Mr. P. G. R. Campbell, Canadian Commissioner, posted from the International Supervisory Commission for Laos, Vientiane, to Ottawa, effective December 12, 1957.
- Mr. J. J. Hurley, OBE, Canadian High Commissioner in Colombo, posted to Ottawa, effective December 15, 1957.
- Mr. J. M. Harrington posted from Ottawa to the Office of the High Commissioner for Canada, London, effective December 17, 1957.

TREATY INFORMATION

Current Action

Bilateral

United Nations

Exchange of Notes between Canada and the United Nations concerning the service with the United Nations Emergency Force of the national contingent provided by the Government of Canada.

Signed at New York, June 21 and July 29, 1957.

Deemed to have taken effect as from November 13, 1956.

Venezuela

Exchange of Notes between Canada and Venezuela renewing for a period of one year from October 11, 1957 the commercial modus vivendi of October 11, 1950.

Signed at Caracas October 1 and 11, 1957.

Entered into force, October 11, 1957.

Multilateral

Protocol modifying the International Convention relating to exhibitions of November 22, 1928 done at Paris May 10, 1948.

Canada's Instrument of Accession, deposited November 4, 1957.

Entered into force for Canada, November 4, 1957.

CURRENT UNITED NATIONS DOCUMENTS

A/Selected List

Printed documents:

Report of the Trusteeship Council covering the period from 15 August 1956 to 12 July 1957. A/3595. N.Y., 1957. 221 p. \$2.00. GAOR: Twelfth Session, Supplement No. 4.

Report of the Committee on Information from Non-Self-Governing Territories. A/3647. N.Y., 1957. 27 p. GAOR: Twelfth Session, Supplement No. 15.

Report of the Agent General of the United Nations Korean Reconstruction Agency for the period 1 July 1956 to 30 June 1957. A/3651. N.Y., 1957. 35 p. GAOR: Twelfth Session, Supplement No. 17.

Rules of procedure of the General Assembly (embodying amendments and additions adopted by the General Assembly up to and including its eleventh session). A/3660. N.Y., 6 September 1957. 45 p. (booklet). Sales No.: 1957.1.24.

United Nations Korean Reconstruction Agency. Financial Report and Accounts for the year ended 30 June 1957 and Report of the Board of Auditors. A/3696. N.Y., 1957. 18 p. GAOR: Twelfth Session, Supplement No. 6B.

Yearbook of the International Law Commission 1957. Volume I: Summary records of the ninth session, 23 April - 28 June 1957. A/CN.4/SER.A/1957. N.Y., August 1957. 232 p. \$2.50. Sales No. 1957.V.5.Vol.1.

Commission on International Commodity Trade. Report of the fourth and fifth sessions: 23 November - 7 December 1956, 6 - 17 May 1957. E/3003, E/CN.13/26. N.Y., 22 May 1957. 12 p. Ecosoc Official Records: twenty-fourth session, Supplement No. 7.

Resolutions adopted at the twenty-fourth session (2 July - 2 August 1957, Geneva) of the Economic and Social Council. E/3048. Ecosoc Official Records: twenty-fourth session, Supplement No. 1.

United Nations Regional Cartographic Conference for Asia and the Far East, 15-25 February 1955, Mussoorie, India. Vol. 2—Proceedings of the Conference and Technical Papers. E/CONF.18/7. (N.Y., 1957). 12 September 1956. 133 p. \$1.50. Sales No.: 1956.I.23.

United Nations Sugar Conference, 1956. Summary of proceedings. E/CONF.22/7. 15 May 1957. 74 p. Sales No.: 1957.II.D.2.

International Map of the World on the Millionth Scale (1955). ST/ECA/SER.D/1. N.Y., April 1957. 84 p. Sales No.: 1957.I.5.

Non-Self-Governing Territories. Summaries of information transmitted to the Secretary-General during 1956. Central African Territories: French Equatorial Africa, Northern Rhodesia, Nyasaland. ST/TRI/B.1956/1. 28 September 1957. 39 p. Belgian Congo. ST/TRI/B.1956/1/Add.1. N.Y., 18 October 1957. 15 p.

Resolutions of the Trusteeship Council:

Nineteenth Session (14 March - 15 May 1957). T/1319. N.Y., 1957. 24 p. (bil.) TCOR: Nineteenth Session, Supplement No. 1.

Twentieth Session (20 May - 12 July 1957). T/1335. N.Y., August 1957. 27 p. (bil.) TCOR: Twentieth Session, Supplement No. 1.

Seventh Special Session (12 - 20 September 1957). T/1341. N.Y., September 1957. 2 p. TCOR: Supplement No. 1.

Yearbook on Human Rights for 1954. N.Y., 1957. 478 p. \$5 00. Sales No.: 1957.XIV.1.

ICJ

Aerial Incident of March 10th, 1953. (U.S.A. v. Czechoslovakia) Pleadings. 44 p. Sales No.: 164.

Aerial Incident of October 7th, 1952. U.S.A. v. U.S.S.R.). Pleadings. 56 p. Sales No.: 165.

Interhandel Case (Switzerland v. U.S.A.). Order of October 24th, 1957. 5 p. Sales No.: 170.

Request for the indication of interim measures of protection (Order of October 24th, 1957): 19 p. Sales No.: 169.

Yearbook 1956-1957. 208 p. Sales No.: 168.

UNESCO

The University teaching of social sciences. Demography. (Teaching in the Social Sciences Series). Paris 1957. 200 p. \$2.00.

CANADIAN REPRESENTATIVES ABROAD

<i>Country</i>	<i>Designation</i>	<i>Address</i>
Argentina.....	Ambassador.....	Buenos Aires (Bartolome Mitre, 478)
Australia.....	High Commissioner.....	Canberra (State Circle)
".....	Commercial Counsellor.....	Melbourne (83 Williams St)
".....	Commercial Counsellor.....	Sydney ("Berger House", 82 Elizabeth St.)
Austria.....	Ambassador.....	Vienna 1(Kärntnerring 5)
Belgian Congo.....	Trade Commissioner.....	Leopoldville (Forescom Bldg.)
Belgium.....	Ambassador.....	Brussels 4(35, rue de la Science)
Brazil.....	Ambassador.....	Rio de Janeiro (Avenida Presidente Wilson, 165)
".....	Consul and Trade Commissioner.....	Sao Paulo (Edificio Alois, Rua 7 de Abril, 252)
Ceylon.....	High Commissioner.....	Colombo (6 Gregory's Rd., Cinnamon Gardens)
Chile.....	Ambassador.....	Santiago (Avenida General Bulnes, 129)
Colombia.....	Ambassador.....	Bogota (Edificio Henry Faux, Avenida Jimenez de Quesada No. 7-25)
Cuba.....	Ambassador.....	Havana (Edificio Ambar Motors, Avenida Menocal No. 16)
Czechoslovakia.....	Minister (absent). Chargé d'Affaires a.i.	Prague 2 (Krakovská 22)
Denmark.....	Ambassador.....	Copenhagen (Trondhjems Plads No. 4)
Dominican Republic.....	Ambassador (absent). Chargé d'Affaires a.i.	Ciudad Trujillo (Edificio Copello 410 Calle El Conde)
Egypt.....	Ambassador.....	Cairo (6 Sharia Rustom, Garden City)
Federation of Rhodesia and Nyasaland.....	Trade Commissioner.....	Salisbury (Central Africa Bldg., First Street and Gordon Ave.)
Finland.....	Minister (absent). Chargé d'Affaires a.i.	Helsinki (Borgmästarbrinken 3-C, 32)
France.....	Ambassador.....	Paris VIII (35 avenue Montaigne)
Germany.....	Ambassador.....	Bonn (Zitelmannstrasse, 22)
".....	Head of Military Mission.....	Berlin (Perthshire Block, Olympic Stadium)(British Sector)B.A.O.R.2)
".....	Consul.....	Hamburg 1 (Ferdinandstrasse 69)
Ghana.....	High Commissioner.....	Accra (E115/3 Dodawah Rd.)
Greece.....	Ambassador.....	Athens (31 avenue Vassilissis Sofias)
Guatemala.....	Trade Commissioner.....	Guatemala City (5a Avenida Sud 10-68)
Haiti.....	Ambassador (absent). Chargé d'Affaires a.i.	Port-au-Prince (Route du Canapé Vert, St. Louis de Turgeau)
Hong Kong.....	Trade Commissioner.....	Victoria (Hong Kong and Shanghai Banking Corporation Bldg.)
Iceland.....	Minister.....	Oslo, Norway (Fridtjof Nansens Plass 5)
India.....	High Commissioner.....	New Delhi (4 Aurangzeb Road)
".....	Trade Commissioner.....	Bombay (Gresham Assurance House, Mint Road)
Indonesia.....	Ambassador.....	Djakarta (Djalan Budi Kemuliaan No. 6)
Ireland.....	Ambassador.....	Dublin (92 Merrion Square West)
Israel.....	Ambassador (absent). Chargé d'Affaires a.i.	Tel Aviv (Farmers' Bldg. 8 Rehov Hakiryá)
Italy.....	Ambassador.....	Rome (Via G.B. de Rossi, 27)
Jamaica.....	Trade Commissioner.....	Kingston (Barclays Bank Bldg. King St.)
Japan.....	Ambassador.....	Tokyo (16 Omote-Machi, 3-Chome, Akasaka Minato-ku)
Lebanon.....	Minister (absent). Chargé d'Affaires a.i.	Beirut (Immeuble Alpha, rue Clemenceau)
Luxembourg.....	Minister.....	Brussels (c/o Canadian Embassy)
Malaya.....	High Commissioner.....	Kuala Lumpur
Mexico.....	Ambassador.....	Mexico 5, D.F. (Melchor Ocampo463-7)
Netherlands.....	Ambassador.....	The Hague (Sophilaan 5 and 7)
New Zealand.....	High Commissioner.....	Wellington (Government Life Insurance Bldg. Custom House Quay)

Norway.....	Ambassador.....	Oslo (Fridtjof Nansens Plass 5)
Pakistan.....	High Commissioner.....	Karachi (Metrople Hotel, Victoria Road)
Peru.....	Ambassador.....	Lima (Edificio Boza, Carabaya 831, Plaza San Martin)
Phillippines.....	Consul General and Trade Commissioner.....	Manila (Ayala Bldg. Juan Luna St.)
Poland.....	Minister (absent).....	Warsaw (Ulica Katowicka 31, Saska Kepa)
Portugal.....	Chargé d'Affaires a.i. Ambassador.....	Lisbon (Rua Marques da Fronteira No. 8)
Singapore.....	Trade Commissioner.....	Singapore (Rooms 4, 5, 6 American International Bldg.)
Spain.....	Ambassador.....	Madrid (Edificio Espana, Plaza de Espana 2)
Sweden.....	Ambassador.....	Stockholm (Strandvägön 7-C)
Switzerland.....	Ambassador.....	Berne (88 Kirchenfeldstrasse)
Trinidad.....	Trade Commissioner.....	Port-of-Spain (Colonial Bldg., 72 South Quay)
Turkey.....	Ambassador.....	Ankara (Müdafaaı Huduk Caddesi, No. 19, Cankaya)
Union of South Africa.....	High Commissioner.....	Pretoria (Suite 63, Kerry Bldg., 238 Vermeulen St.)
“ “ “	Trade Commissioner.....	Cape Town (602 Norwich House, The Foreshore)
“ “ “	Trade Commissioner.....	Johannesburg (Mutual Bldg., 39 Harrison St.)
Union of Soviet Socialist Republics.....	Ambassador.....	Moscow (23 Starokonyushenny Pereulok)
United Kingdom.....	High Commissioner.....	London (Canada House, Trafalgar Sq., S.W.1)
“ “	Trade Commissioner.....	Liverpool (Martins Bank Bldg., Water St.)
“ “	Trade Commissioner.....	Belfast (36 Victoria Sq.)
United States of America.....	Ambassador.....	Washington 6, D.C. (1746 Massachusetts Ave., N.W.)
“ “	Consul General.....	Boston 16, Mass. (532 Little Bldg., 80 Boylston St.)
“ “	Consul General.....	Chicago 2, Ill. (Suite 1412, 111 North Wabash Ave.)
“ “	Consul and Trade Commissioner.....	Detroit 26, Mich. 1139 Penobscot Bldg.)
“ “	Consul General.....	Los Angeles 14, Cal. (510 West Sixth St.)
“ “	Consul General.....	New Orleans 12, La. (215 International Trade Mart, 124 Camp St.)
“ “	Consul General.....	New York (620 Fifth Ave.)
“ “	Honorary Vice-Consul.....	Portland, Maine (443 Congress St.)
“ “	Consul General.....	San Francisco 4, Cal. (400 Montgomery St.)
“ “	Consul General.....	Seattle 1, Wash. (1407 Tower Bldg., Seventh Ave., at Olive Way)
Uruguay.....	Ambassador (absent).....	Montevideo (1409 Avenida Agraciada, Piso 79)
Venezuela.....	Chargé d'Affaires a.i. Ambassador.....	Caracas, (Edificio Pan-American, Puente Urapal, Candelaria)
Yugoslavia.....	Ambassador.....	Belgrade, (Proliterskih Brigada 69)
North Atlantic Council.....	Permanent Representative and Ambassador.....	Paris XVI, (77, rue d'Auteuil)
*OEEC.....	Representative and Ambassador.....	Paris XVI, (77, rue d'Auteuil)
United Nations.....	Permanent Representative and Ambassador.....	New York 20 (Room 504, 620 Fifth Ave.)
“ “	Permanent Representative and Ambassador.....	Geneva (16, Parc du Château Banquet)

*Organization for European Economic Co-operation

EXTERNAL AFFAIRS



CANADA

February 1958

Vol. 10 No. 2

• EXTERNAL AFFAIRS is issued monthly in English and French by the Department of External Affairs, Ottawa. It provides reference material on Canada's external relations and reports on the current work and activities of the Department. Any material in this publication may be reproduced. Citation of EXTERNAL AFFAIRS as the source would be appreciated. Subscription rates: ONE DOLLAR per year (Students, FIFTY CENTS) post free. Remittances, payable to the Receiver General of Canada, should be sent to the Queen's Printer, Ottawa, Canada.

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Department of External Affairs
Ottawa, Canada

Authorized as Second Class Mail, Post Office Department, Ottawa.

Prime Minister's Reply To Mr. Bulganin

Prime Minister John G. Diefenbaker informed the House of Commons of his reply on January 18, 1958 to a letter dated December 13, 1957, from Mr. N. Bulganin, Chairman of the Council of Ministers of the Soviet Union, in the following words:

"Mr. Speaker, hon. members will recall that on December 16 the Minister of Public Works tabled the text of a letter dated December 13 which had been addressed to me by the Chairman of the Council of Ministers of the Soviet Union, Mr. Bulganin. I should now like to table the text of the Canadian reply, which was given to the Soviet Ambassador on the evening of Saturday, January 18, for delivery to Mr. Bulganin.

"As the House is aware, similar letters were addressed in early December to the Heads of Governments of other NATO countries. These other NATO countries are also in the process of replying. The United States reply was delivered on January 12, the French reply on January 14 and the United Kingdom reply on January 16.

"The Canadian Government, in the reply I intend to table, deal essentially with the first letter and acknowledges receipt of the second, although some of the same points appear in both letters. As I said in the House on January 13, it is our intention to give further consideration to Mr. Bulganin's second letter, the one dated January 8, and to consult in the NATO Council with regard to the issues with which it deals.

"What the NATO countries looked for in these letters was evidence that the Soviet Union was sincere in its expressed desire to adopt measures leading to the improvement of the international situation and to the creation of the necessary confidence in relations between states. We found little that was new in the letters, although it was recognized that they were more moderate in tone than Soviet communications received in the past. Also they placed emphasis on the settlement of differences by negotiation, an objective which certainly finds support in this and other countries. It was with these considerations in mind that the NATO governments examined the letters and agreed on the general nature of the replies to be given.

"In preparing the Canadian reply the Government has tried to adopt as positive an attitude as possible. We wish to reduce tension and to help settle world problems, but the need still exists—and this must be emphasized—for a strong defence system. In a positive sense, the reply displays our continued willingness, within the terms of a disarmament agreement, to open all or part of Canada to aerial and ground inspection on the basis of reciprocity. This type of proposal should prove mutually attractive to Canada and the U.S.S.R. since they are neighbours across the Arctic. Mr. Bulganin is reminded of Canada's strong interest in disarmament, and it is suggested that since he advocates step by step progress in this field the first step should be for the countries concerned to resume their discussions and to make use of the United Nations machinery created for this purpose.

"In the reply we say that we intend to join with our NATO allies in studying the comments made by Mr. Bulganin on a proposal put forward earlier by Poland for the creation of a zone in Central Europe free of nuclear armaments.

"The assertion is made in Mr. Bulganin's letter that a meeting of heads of capitalist and socialist countries on a high level could have great significance. As I mentioned in the House early last week, this observation is made more specific in the second letter, the one dated January 8, with the proposal that a high level meeting be held within the next two or three months. Our reply states that a meeting at a high level would receive the Canadian Government's support if there were adequate assurance that beneficial results could be expected, and if the utmost care were given to its preparation.

"While on the subject of a possible summit meeting I might refer to the reply I gave in the House on January 7 in response to a question asked by the hon. member for Mackenzie, as to whether or not Canada would consider issuing an invitation for a summit meeting in Canada. As I said then, we attach great importance to reopening negotiations and would agree to examine any proposal which might result in the reaching of an agreement between the Soviet Union and the Western countries. In my reply to Mr. Bulganin I referred to the interest that had been displayed in this House in the possibility of a high level meeting, and I said that when the participants decide that they are ready to call such a meeting and should they decide to hold it in Canada, situated as we are between the United States of America and the U.S.S.R., such would be acceptable."

The texts of the letters follow:

Moscow, December 13, 1957.

Dear Prime Minister,

The Soviet Government is deeply worried with the present state of international relations. That is why I am addressing this letter to you in order to share with you our considerations concerning the causes of the further increase in international tension and those possible measures which, we believe, should be taken toward the normalization of the international situation and the creating of the necessary confidence in relations between states.

The recent activities of the North Atlantic Alliance (NATO) have convinced us that measures are being taken, on the initiative of the U.S.A. and Great Britain, to sharply increase military preparations, to prepare for nuclear war. At the recent meeting in Washington the heads of the governments of those powers have taken a decision for the re-organization of the NATO system aimed at mobilizing all military, economic, and scientific resources of the members of NATO for a further arms race including the production on a large scale of the newest kinds of death-dealing nuclear and missile weapons.

As is seen from the statements of leading political and military persons in the countries belonging to the North Atlantic Alliance, a session of the NATO Council, which will soon open in Paris, will occupy itself with working out new strategic plans of the Western powers which would provide for the broad use of atomic and hydrogen weapons. It is also intended that the territories of a number of NATO countries will be used for storing American nuclear weapons and for building rocket-launching bases. The sponsors of these plans of NATO and, first of all, those influential circles which seek to aggravate the international situation, speak openly of their intention to secure at the coming session of NATO a further strengthening in the military-industrial potential of Western Germany. In practice this will mean an increase in the militarization of Western Germany.

The adoption of these decisions would inevitably lead to a further increase of tension in relations among countries, to a further aggravation of the international situation, to an unrestrained arms race, to an intensification of the "cold war", to a condition when efforts would be made to have the world on "the brink of war" not occasionally but constantly.

There are reports that the question of storing American atomic and hydrogen weapons on Canadian territory and of creating bases on this territory for launching rockets with hydrogen warheads is being discussed intensively at the present time. It is not difficult to realize that under conditions when, for a long time now, it has been permissible to build American military bases on Canadian territory, and when the process of merging the military forces of Canada and

the U.S.A. is in fact being carried out, the storing on the country's territory of American atomic and hydrogen weapons creates a special danger for Canada in case of a military conflict. And indeed, in the present age of rocketry and atomic weapons it is realistic to think that if an aggressor uses military bases on foreign territories for an atomic attack the countries which provided these bases could escape a retaliatory atomic strike with its destructive consequences?

It is evidently for the purpose of quieting the peoples of NATO countries, who are alarmed with the perspective of storing American nuclear weapons on the territories of their countries, that the military leaders in the West are intensely spreading theories about the possibility of so-called "local" or "small" wars. Such assertions about the possibility of localizing conflicts are only attempts to mislead the peoples and to lull their vigilance. If, in our times, in the past, local incidents grew, as history teaches us, into wide military conflicts and world wars, any so-called local military conflict becomes all the more dangerous at the present period when there are two opposing military blocs and when there exist such means of waging war that no country belonging to these blocs can remain outside the area of military actions.

Reports of the intention of the Western powers to unite in one or another form such existing blocs as NATO, SEATO, and the Baghdad Pact, did not pass unnoticed also. I am not going to conceal, Mr. Prime Minister, that the Soviet Government considers these plans as contrary to the idea of strengthening world peace and security; that is, as contrary to the aims which the Organization of the United Nations was created to fulfill. The participants of such a united military-political bloc, established with the aim of preparing war, would have had certain political and military obligations beforehand and would come forward as a power counter-posing the United Nations and its principles which are based on the acknowledged universal character of this international organization. If the situation is to be judged objectively then it should be acknowledged that the carrying out of such a plan would weaken the foundations of the U.N. and would inflict serious damage to the cause of peace.

Moreover, the participants of such a bloc would be in danger of being drawn into military adventures themselves which, of course, is contrary to their interests.

The Government of the United States being anxious to merge and to centralize the military power of the NATO countries put forward, together with the Government of Great Britain, the so-called doctrine of the "inter-dependence" of the NATO countries. It is not an accident that this doctrine was met uneasily by the countries of the North Atlantic Alliance as it involves a serious danger to their sovereign rights.

Attention is being drawn to the fact that all these military preparations in the NATO countries are being carried out in an atmosphere of artificially fanned military hysteria in the Western countries, in an atmosphere where the fatal inevitability of war is propagated and where people are intimidated by an imaginary threat on the part of the U.S.S.R. At the same time, in order to increase hostile propaganda toward the Soviet Union, attempts are made to present as a menace to peace even the latest achievement of Soviet science—the launching of the artificial earth satellites.

At the same time, purposely, nothing is said about the fact that it was the Soviet Union which has repeatedly and persistently stood, and stands, for co-operation and peaceful co-existence, for outlawing all kinds of nuclear weapons, for ending their production, and for destroying the existing stocks of atomic and hydrogen bombs as well as rockets with nuclear charges of all ranges, including the intercontinental type. Great efforts are also being made to keep quiet about the fact that the Soviet Government, expressing the will of the peoples of the U.S.S.R., has stated solemnly that it has no intention of using any means of destruction if the Soviet Union is not attacked. It is also well known that the Soviet Union has never threatened, and does not threaten, the security of other states. Our country, as was stated many times, will never start a war against any country because war is foreign to the very nature of the Soviet state.

Despite the policy of peace and international co-operation which is persistently pursued by the Soviet Union and by the other Socialist states, the governments of the Western countries at the present time are adopting decisions aimed at continuing and increasing the policy "from positions of strength" and the "cold war" which is fraught with the most dangerous consequences. It is quite evident that the further stock-piling of atomic, hydrogen, and rocket weapons will increase the threat of a new war more and more.

Realizing the danger of the present situation and the fact that it may deteriorate further because of the plans for the preparation of a new war which are being drawn up by the NATO leaders, political and public men adhering to various political views, religious convictions, and philosophic schools, hundreds of millions of peoples in all countries of the world, persistently demand that an end be put to the arms race, that the policy of the "cold war" be done away with and, before it is too late, that the path of peaceful coexistence be entered upon, as only this path answers the requirements of the present moment in the life of mankind and can ensure the preservation of peace.

The Soviet Government proceeds from the fact that in the present situation the vital interests of the peoples demand the acceptance of all states of the principles of peaceful co-

existence, mutual respect of territorial integrity and sovereignty, non-aggression, full equality and non-interference in the internal affairs of each other, equal rights and reciprocal benefits, a peaceful solution of the problems and differences which may arise. We are firmly convinced that if, in their foreign policy, all states would be guided by the main principle—the necessity of preserving and consolidating peace—and would not try to undertake any actions which could lead to increasing the military danger then it would be possible to make a turn toward improving the entire international atmosphere and toward creating the necessary conditions for a peaceful settlement of outstanding international issues.

If one proceeds from the interests of ensuring universal peace it is necessary, in our opinion, to recognize, unreservedly, the situation in the world when there are capitalist states and socialist states.

We, all of us, cannot but take into account that any attempts to change this situation by force from outside, to violate the present "status quo", to impose any territorial changes, would lead to catastrophic consequences.

We realize, of course, that the establishment of relations of real trust between states requires great effort and persistence on the part of governments. Keeping in mind the fact that certain international problems, the disarmament problem among them, are so complicated that, as experience shows, they could not be settled at once, the Soviet Government proposes to solve these problems gradually, step by step.

The Soviet Government believes that the Governments of the U.S.A. and Great Britain together with the Government of the Soviet Union ought to assume an obligation not to use atomic and hydrogen weapons and to stop immediately, beginning from the 1st of January 1958, the testing of all kinds of nuclear weapons, at least for the term of two or three years at first. This would substantially improve the international atmosphere, it would contribute to the establishment of trust between the states.

The relinquishing by the great powers of the stock-piling of any kinds of nuclear weapons on foreign territories, including, of course, the territory of Canada, would be of great importance in the present situation. The Soviet Government proposes to the U.S.A. and Great Britain to agree right now not to stock-pile nuclear weapons of any kinds on the territories of Western and Eastern Germany. If this agreement were to be supplemented with an agreement between the FRG and the GDR not to produce nuclear weapons and not to stock-pile such weapons in Germany then the Governments of Poland and Czechoslovakia, as has already been officially stated by them, would not produce and stock-pile nuclear weapons on their territories. Therefore, a vast zone with a population of more than one hundred million people would be excluded from the sphere of atomic armaments, a zone where the risk of atomic war would be reduced to a minimum would appear in Central Europe.

Steps ought to be taken toward concluding, in one or another form, an agreement on non-aggression between the states adhering to the North Atlantic Alliance and the states who are members of the Warsaw Treaty.

The Soviet Government holds that in order to normalize the situation in the Near and Middle East it is necessary that the great powers—the U.S.S.R., the U.S.A., Great Britain, and France—should take upon themselves the obligation to strictly observe the principles of non-interference in the affairs of the countries in this region and to abandon the use of force for the solution of questions connected with the Near and Middle East.

We stand for taking measures toward the cessation of the propaganda in the press and by the radio which arouse feelings of distrust and hostility.

It is the opinion of the Soviet Government that by all these measures—which, as is known, are consistently supported not only by the U.S.S.R. but also by the Chinese People's Republic as well as by many other states of Europe, Asia, and other continents—it would be possible to secure the ending of the "cold war" which, in its turn, would enable a start to be made on the implementation of such important steps as: a substantial reduction of the armed forces and armaments of the states; the complete prohibition of nuclear weapons with the cessation of their production and the liquidation of their stocks; the elimination of foreign military bases on the territory of other countries and the withdrawal of foreign armed forces from the territories of all states—the participants of NATO and the Warsaw Treaty; the replacement of the existing military groupings of the powers with a system of collective security in Europe and Asia.

Taking into account the positive experience of the Heads of the Four Great Powers' Conference held in Geneva in the summer of 1955, a meeting of representatives of capitalist and socialist countries on a high level could have great significance. In such a case all the participants of the meeting should, of course, have in view the real situation and sincerely strive toward achieving the necessary agreement.

I should like, Mr. Prime Minister, to draw your attention to the essential importance of the attitude of all states, big and small alike, with regard to the question of preserving peace and easing international tension. The peace-loving independent foreign policy followed by any

state not only answers the interest of its people but it also exerts a stabilizing influence on the situation in the area where this state is situated as well as on the international situation as a whole.

We are firmly convinced that Canada, considering her wide international ties, could contribute toward achieving agreement on these proposals of the Soviet Government.

I have to tell you openly, Mr. Prime Minister, that the statement of Dr. Sidney E. Smith, Canadian Secretary of State for External Affairs, in the House of Commons on the 3rd of December of this year to the effect that there is in Canada "an intense desire to reduce tensions between the West and the U.S.S.R." and that "Canada's views would not be identical with some of the attitudes we have found in other countries which belong to NATO—a complete denial as soon as a proposal is put forward", did not pass unnoticed in the Soviet Union.

Canada, as a country which is one of the main suppliers of fissionable materials in the world, could play an important role in solving the atomic problem, in achieving an agreement on using atomic energy for peaceful purposes only.

The Soviet Government has always stood, and stands, for the broadest possible development of ties between our countries. I think you will agree with me that the similarity in the geographic and climatic conditions of the Soviet Union and Canada, the abundance of natural resources in both countries, create favourable objective conditions for a wide extension of all-round ties between our two countries.

We are convinced that both parties would benefit from the development of normal trade without any artificially imposed restrictions whatsoever. This undoubtedly would contribute to establishing relations of trust and goodwill between the Soviet Union and Canada.

To the same extent we stand for the all-round development of co-operation between the U.S.S.R. and Canada in the field of science and technology, culture and art, education and health, for wider sports contacts. Therefore we met with understanding the recent statement in the Canadian Parliament by Dr. Sidney E. Smith, your Secretary of State for External Affairs, concerning the intention of Canada to extend ties and contacts with the Soviet Union. In particular we are prepared to receive in the Soviet Union a reciprocal visit of a Canadian trade mission at a time suitable for the Government of Canada in accordance with a wish expressed in Dr. Smith's statement.

It is our firm conviction that neighbours should live in good neighbourliness and that, with a mutual desire, it is fully possible to achieve this.

We hope, Mr. Prime Minister, that the considerations expressed in this letter will be attentively examined by you and your colleagues in the Government. We, on our part, are prepared to examine any considerations which the Government of Canada may wish to put forward with the aim of improving the international situation as a whole as well as for bettering direct relations between our countries.

With sincere respects,
N. Bulganin

Ottawa,
January 18, 1958.

Dear Mr. Chairman:

The Government of Canada has given thoughtful attention to the contents of your letter of December 13, 1957 in which you set forth your views on the causes of international tension and offer a number of proposals for the easing of the international situation and for the development of confidence between states.

You deal at length in your letter with the activities of the North Atlantic Treaty Organization and you allege that measures are being taken by that organization to prepare for nuclear war and that an artificially fanned military hysteria is propagated in Western countries. It is also suggested that current NATO policies will lead to the intensification of the cold war. I do not wish to engage in extended arguments over NATO policies since the purely defensive nature of NATO has been made clear on many occasions. These charges cannot go entirely unanswered, however, and the Canadian Government wishes to emphasize that the organization has no aggressive intentions whatsoever. If it had, Canada would dissociate itself from it immediately, since such intentions would be neither in the letter nor the spirit of the North Atlantic Treaty. As your letter arrived shortly before the NATO Council meeting in which heads of government participated, I am sure that you have given careful attention to the Declaration and Communiqué issued at the conclusion of the session. In my opinion, the Declaration and Communiqué comprise an adequate response to the various accusations which you have made against the North Atlantic Alliance.

Perhaps it may be helpful in understanding our position if I supplement these NATO documents with an outline of the Canadian attitude towards NATO. As I said in the House of Commons on December 21 last the recent NATO meeting has made a substantial contribu-

tion to the cause of peace, not only by reaffirming the purely defensive character of the Alliance, but by leaving the door open to meaningful disarmament negotiations. I pointed out in regard to the NATO heads of government meeting that I have never seen a group of men less actuated by any other purpose than that of achieving peace. I emphasized that the NATO governments were prepared, in the realization of the awful realities which face us, to go as far as possible to bring about a climate and atmosphere which will ensure the laying of a foundation for international peace.

You will see from this, Mr. Chairman, that the question of disarmament looms very large in our minds and that we view with deep concern the unwillingness of the U.S.S.R. to participate further in the disarmament discussions which seemed to show some promise of success in the middle of last year. We welcome your advocacy of step-by-step progress but surely the first step is for the countries concerned to resume their discussions and to make use of the United Nations machinery created for the purpose.

One of your main proposals is that an obligation be adopted by the nations possessing nuclear weapons not to use these weapons and to cease the testing of nuclear weapons at a given date. We should point out that some time ago the U.S.S.R. did accept the principle, in the course of discussion in the Disarmament Sub-committee, that an obligation not to use nuclear weapons might be subject to the condition that they could be used for purposes of defence against aggression. This is a factor which certainly could be pursued further if disarmament talks were resumed. In general, we shall continue to advocate the proposals which we supported at the recent session of the UN Assembly. I would like, furthermore, to draw your attention to the flexible approach adopted in the NATO Communiqué that was designed to facilitate the reopening of discussions at an early date.

Rather than debate again the major issues on which our points of view diverge, I think it might be useful in this letter to concentrate on matters of particular concern or interest to Canada. Thus, in reference to NATO policies, you refer to the existence of United States bases on Canadian soil. Canada has every right to take measures of self-defence and any actions it takes in this regard come within the provisions of the UN Charter. Our defence measures—whether taken alone or in concert with friendly countries—result from a conviction that such measures are necessary. Our readiness to bring about conditions in which the need for defence measures will be lessened was shown last summer when I gave assurance that in the context of a disarmament agreement the Canadian Government would be willing to open all or part of Canada to aerial and ground inspection on a basis of reciprocity. It seems to me that this is the type of proposal which should prove attractive to both our countries since we are neighbours across the Arctic. I have in mind in particular the kind of proposal Canada joined in sponsoring last August involving a system of inspection in the Arctic regions. We were willing then and are willing now to take such action in order to provide assurance against the fear of surprise attack.

Perhaps not unrelated to this is your assertion that attempts to alter the status quo by force would have catastrophic consequences. Without equivocation we assert that Canada rejects any attempt to impose territorial changes by force. It is not clear what comes within your definition of status quo, and this is something on which more information would be welcome. The Canadian Government continues to be concerned about the domination exercised by the U.S.S.R. over Eastern European countries and the Soviet zone of Germany. You speak of coexistence, but if this concept means recognition of the existence side by side of capitalist and communist countries, it must also imply non-interference in the internal affairs of other countries including those of Eastern Europe. The events in Hungary of 1956 have not faded from our minds.

The idea of the status quo is extended in your letter to cover the Middle East. I would like to emphasize that Canada is making a positive contribution to stability and peace through its participation in the United Nations Emergency Force. We hope that no power, including the U.S.S.R., will take any step which would interfere with the important duties which the United Nations Emergency Force is now performing with such a gratifying degree of success.

As a member of the Disarmament Commission and Sub-committee of the United Nations, we are studying the comments which you made on a proposal put forward earlier by Poland for the creation of a zone in Central Europe free of nuclear armaments. The NATO Communiqué pointed out that we are prepared to examine any proposal, from whatever source, for general or partial disarmament and we therefore intend to join with our NATO allies in looking into the implications of this type of proposal. One factor in considering such proposals would be the readiness of the participants to undertake an adequate system of inspection and control.

Your suggestion that a meeting of representatives at a high level could usefully be held would receive my immediate support if there were adequate assurance that beneficial results could be expected. Past experience has shown, however, that such meetings if they are to be fruitful must be carefully prepared through diplomatic and other channels. I am sure that you will agree that a meeting of this kind which did not lead to positive agreement on at least some of the basic issues with which we are confronted might result in a public reaction more likely to heighten than lessen world tension. In order not to disappoint public opinion in our respective countries we must therefore, I submit, make sure that such a meeting be prepared in advance with the utmost care. You may be aware that there has been a suggestion in the

Canadian House of Commons that the Government might invite the participants in such a meeting to consider holding it in Canada. This suggestion was undoubtedly prompted by the consideration that Canada is the next-door neighbour of the United States and the U.S.S.R. and has a special relationship to Commonwealth countries and to France. I can assure you, Mr. Chairman, that when the participants decide that they are ready to call such a meeting and should they decide to hold it in Canada, they will be welcome.

With your final assertion, Mr. Chairman—that neighbours should live in a spirit of good neighbourliness—there can, of course, be no disagreement. We have been living in a state of warm friendship with our great neighbour to the south for generations and we would hope to develop similar friendly relations with our neighbour to the north. As is well known to you, the exchange of visits and information between Canada and the U.S.S.R. over the past several years has increased considerably. Our countries have explored a wide range of exchanges in the technical, scientific, cultural and commercial fields and a number of these have been implemented. We welcomed the recent visit of a trade group from the U.S.S.R. We hope that there can be an expansion of the exchange of goods between our two countries in keeping with the spirit of the trade agreement which was signed in 1956. In due course Canadian businessmen may decide to pay a visit to the U.S.S.R. in order to explore further the possibilities of trade between our countries. I can assure you that the Canadian Government would be willing to be associated with such an undertaking. We were pleased at the goodwill that was engendered by the visit of the Russian hockey team which toured Canada this winter and we have been happy to learn that performances by Canadian artists in the U.S.S.R. have earned widespread acclaim. We shall certainly continue to give close attention to the development of good relations in these various fields. We would welcome a sign of willingness on the part of the Soviet authorities to permit freedom of movement for those persons who wish to leave the U.S.S.R. and join relatives in Canada as well as for any persons in the U.S.S.R. who hold Canadian citizenship.

In conclusion, Mr. Chairman, I am sure that the people of the Soviet Union share in their hearts the aspirations of the Canadian people in wanting to live in peace and security and in desiring to be free to pursue their individual and national development, unhampered by the burden of armaments and untroubled by suspicions and fears. May I urge that we all work towards the achievement of a state of affairs in which these aspirations can be realized.

Since giving consideration to your letter I have received your further letter of January 8, 1958 which was handed to me by your Ambassador on January 10; it also will be studied carefully and replied to in due course.

Yours sincerely,
John G. Diefenbaker

Visit of Prime Minister of Laos

HRH Prince Souvanna Phouma, Prime Minister of Laos, accompanied by his wife, Princess Souvanna Phouma, and their daughter, Princess Moune, arrived in Ottawa January 16 on a three-day visit to Canada, following a visit to Washington. The party also included three ministers of the Laotian Government—Tiao Souk, Minister of Transport and Public Works, Mr. Ngon Sananikone, Minister of National Defence, Sports and Youth Affairs, and Mr. Leuam Insiengmay, Minister of Finance. The ministers were accompanied by their wives.

In the course of his talks with Government officials in Ottawa and at a press conference given in Montreal, Prince Souvanna Phouma discussed the current political situation in Laos as well as political and economic aspects of relations between Laos and Canada.



LAOTIAN PRIME MINISTER RECEIVED

During his recent visit to Ottawa, HRH Prince Souvanna Phouma, Prime Minister of Laos, was received by His Excellency Governor General Vincent Massey, CH., PC., with whom he is shown above.

The visit was of particular interest because of Canada's participation in the International Commission established under the Cease Fire Agreement signed at the Geneva Conference in 1954, and because of an agreement recently concluded between the Royal Laotian Government and the Pathet Lao dissident forces. The Geneva Cease Fire Agreement ended hostilities between the French Union forces and the Royal Laotian Government on the one hand,

and the Pathet Lao and Communist Vietminh troops on the other. India, Poland and Canada have served on the International Commission to supervise the cease fire provisions since August 1954. In referring to the work of the International Commission in Laos, Prince Souvanna Phouma expressed his gratitude to Canadian civil and military representatives whose presence has contributed to the resolution of a number of conflicts within Laos.

During the war in Indochina, the Pathet Lao fought alongside the Communist Vietminh troops. Following the Geneva Cease Fire Agreement, the Pathet Lao obtained control of the two provinces of Phong Saly and San Neua and sporadic fighting occurred between the forces of the Royal Laotian Government and the Pathet Lao. Following two years of negotiation an agreement was concluded between the Royal Laotian Government and the Pathet Lao under which the Pathet Lao agreed to relinquish control over the provinces of Phong Saly and San Neua. The agreement also provided for the dissolution of the UCPL ("Unités Combattantes du Pathet Lao") and for the reintegration of the Pathet Lao troops within the political life of the Laotian Kingdom. Some of these troops will become part of the Royal Laotian Army, while the remainder will return to their villages and resume their lives as Laotian citizens. This reintegration was being carried out at the time of the Prime Minister's visit to Canada. The Royal Laotian Government, for its part, has provided for the inclusion in a coalition government of two former members of the Pathet Lao—Prince Souphanouvong as Minister of Public Works, and Mr. Phagma Phoumi as Minister of Cults and Fine Arts. The Royal Laotian Government also agreed to the formation of a new political party, the Neo Lao Kaksat, to which former Pathet Lao members could adhere.

The Prime Minister of Laos informed his press conference in Montreal that Laotians are a devout Buddhist people, strongly attached to their king, and that Communism has no chance of succeeding in Laos. The Prime Minister went on to say that the two representatives of the Pathet Lao who have entered the coalition government as a result of this agreement are showing themselves loyal to the policies pursued by the government, and that the former Pathet Lao dissidents are more Nationalist than Communist.

Supplementary elections are scheduled to be held throughout Laos in May. These elections will add twenty-one members to the National Assembly and will be the final stage in the long process of reaching the political settlement initiated at the Geneva Conference.

Commission's Role Ending

The Prime Minister informed the press that as a result of the agreements recently concluded with the Pathet Lao, the role of the International Commission in Laos is drawing to a close. He stated that the Royal Laotian Government has asked the Commission to reduce its staff in Vientiane and expects the Commission to be dissolved after the May elections when the provisions of the 1954 agreement will have been fulfilled, and when the Laotian Government will be able, as a sovereign power, to deal effectively with the internal affairs of Laos.

The party arrived from Washington on January 16 and took up residence at the Seignior Club. On January 17 Prince Souvanna Phouma was received by the Governor General, Mr. Vincent Massey, and had a discussion with Prime Minister John G. Diefenbaker. Following a visit to the House of Com-

mons, the party attended a luncheon given in their honour by the Solicitor General, Mr. Léon Balcer, attended by Government officials. In the course of the afternoon Prince Souvanna Phouma conferred with the Secretary of State for External Affairs, Mr. Sidney E. Smith, and later attended a Colombo Plan meeting in the East Block with members of the Departments of Trade and Commerce, Finance, and External Affairs at which the Laotian Ministers of Finance and Transport were present. In the evening Prince Souvanna Phouma and his party were guests of honour at a reception and dinner given by the Secretary of State for External Affairs at the Country Club.

On January 18 the Laotian Party went to Montreal, where they were received by the Mayor at the City Hall and attended a luncheon and reception sponsored by the Canadian Committee of the Union Culturelle Française. In the course of the afternoon Prince Souvanna Phouma and Princess Souvanna Phouma gave a reception at the Windsor Hotel for young Laotians who are studying in Montreal under the auspices of the Colombo Plan, after which they held a press conference at the Windsor Hotel. On the afternoon of January 18 the visitors attended a hockey game at the Montreal Forum.

Canadian Aid Welcomed

The Prime Minister of Laos, during his visit, underlined the value of Canadian aid in Laos under the Colombo Plan. He expressed the hope that grants to Laotian students for the purpose of studying in French-speaking universities in Canada would be substantially increased. He also stated that Laos would welcome any other technical assistance coming from Canada under the Colombo Plan.

Before he left for London, the Prince expressed his satisfaction that the purpose of his visit, which was to promote the establishment of closer ties between Laos and Canada, had been successfully attained.

Proposed UN Special Project Fund

Action in the United Nations

At the conclusion of the Twelfth General Assembly of the United Nations in December 1957, the President, Sir Leslie Munroe, of New Zealand, and the Secretary-General, Mr. Dag Hammarskjold, both commented that one of the most important and practical decisions which the General Assembly had taken concerned the establishment of the "Special Fund." General Assembly Resolution A/RES/1219 (XII) provided that "there shall be established as an expansion of the existing technical assistance and development activities of the United Nations and the specialized agencies a separate Special Fund which would provide systematic and sustained assistance in fields essential to the integrated technical, economic and social development of the less developed countries."

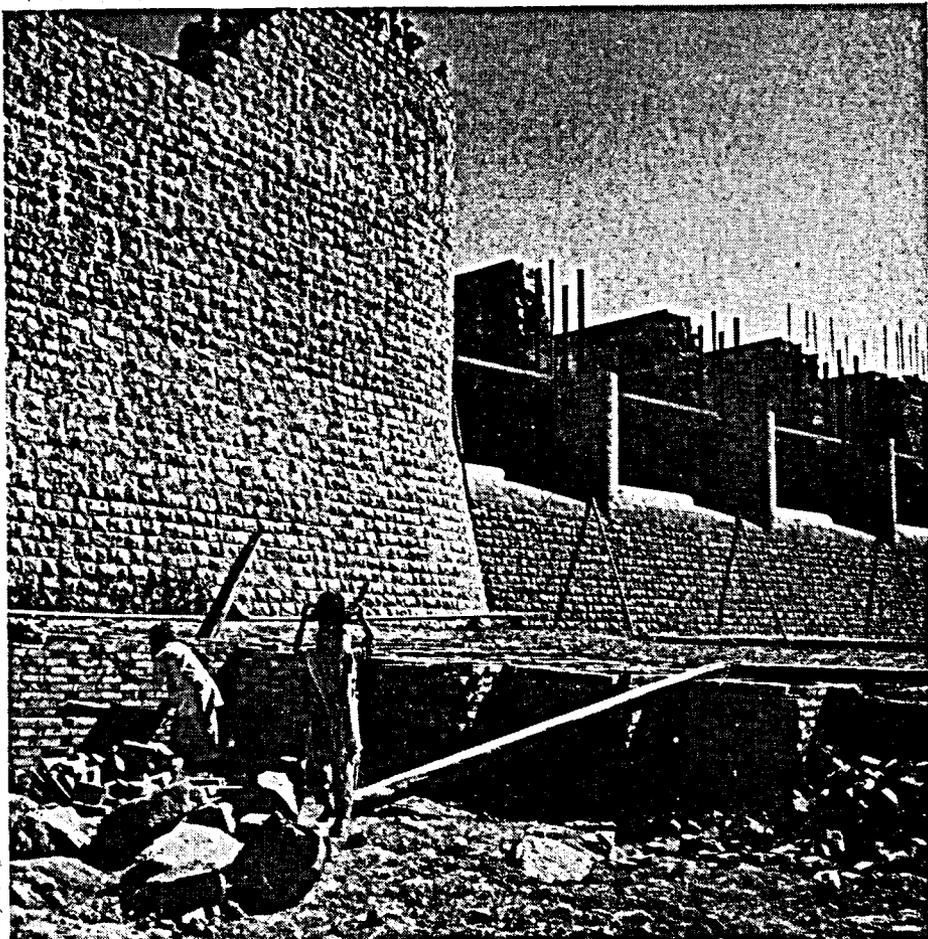
Capital Aid Long Discussed

The desirability of conducting a large-scale programme of capital assistance through the United Nations in addition to the lending operations of the International Bank for Reconstruction and Development had been discussed widely both in United Nations circles and outside the United Nations since 1949. In 1952 the Sixth General Assembly took the first definite action by adopting a resolution⁽¹⁾ which requested ECOSOC to prepare "a detailed plan for establishing, as soon as circumstances permit, a special fund for grants-in-aid and for low-interest, long-term loans to under-developed countries for the purpose of helping them, at their request, to accelerate their economic development and to finance non-self-liquidating projects which are basic to their economic development." Thus in 1953 an expert Committee of Nine presented, under ECOSOC resolution 416A (XIV), a report containing a number of specific recommendations (E/2381) for the establishment of a Special United Nations economic development fund (SUNFED). Subsequently the General Assembly⁽²⁾ invited Governments to present detailed comments on this report and to indicate their "moral and material" support for such a fund. (The Canadian reply is found on Page 26 of A/2646.) In addition, the then President of ECOSOC, Mr. Raymond Scheyven, was appointed to examine the information available and to report "with a view to assisting it (the General Assembly) to make such recommendations as it would find possible which could facilitate the establishment of such a fund as soon as circumstances permit."

A resolution⁽³⁾ passed at the Eighth General Assembly contained the following unanimously supported declaration:

We, the governments of the States Members of the United Nations, in order to promote higher standards of living and conditions of economic and social progress and development, stand ready to ask our peoples, when sufficient progress has been made in internationally supervised world-wide disarmament, to devote a portion of the savings achieved through such disarmament to an international fund, within the framework of the United Nations, to assist development and reconstruction in under-developed countries.

- (1) A/RES/502A (VI)
- (2) A/RES/724B (VIII)
- (3) A/RES/724A (VIII)



PAKISTAN PROJECT

This gigantic weir of the Sind Barrage at Kotri, Pakistan, built with UN assistance, diverts water into irrigation canals on either side of the Indus River.

Further Examination

The Ninth General Assembly adopted a resolution⁽¹⁾ which provided for further examination of the SUNFED proposal. Appreciation was expressed for Mr. Scheyven's report. He was then requested to prepare, in consultation with the Secretary-General and an *ad hoc* group of experts, a further report "giving a full and precise picture of the form or forms, functions and responsibilities which such a Special United Nations Fund for Economic Development might have . . ."

Mr. Scheyven's report⁽²⁾ was examined at the Tenth General Assembly. The Assembly then requested the Secretary-General⁽³⁾ to invite "the States Members of the United Nations and of the Specialized Agencies to transmit . . . their views as definitely as possible relating to the establishment, role, structure and operations of a Special United Nations Fund for Economic

(1) A/RES/251 (IX).

(2) Doc. A/2906.

(3) A/RES/923 (X).

Development." A series of questions were circulated to member governments and an *ad hoc* committee was established to analyse the replies and comments of governments for submission to the Economic and Social Council and the General Assembly. Canada was chosen as a member of this *ad hoc* committee which met during 1956. The replies of Governments were summarized, analysed and some conclusions drawn in the final report of the Committee document (A/3579 corr 1 and add 1).

Also at the Tenth General Assembly Canada was elected to a second term on the Economic and Social Council. Thus Canadian Delegations participated in discussion of this subject in the Economic and Social Council during Canada's term of office from January 1, 1956 to December 31, 1958, and of course in the yearly General Assemblies.

At the Twenty-Second Session of ECOSOC the Canadian Delegation worked with other Delegations towards the adoption of a resolution which after examination of the interim report of the *ad hoc* committee (E/2896) expressed the hope that "the General Assembly will consider what further steps may help to promote the early establishment of the Special United Nations Fund for Economic Development."

At the Eleventh General Assembly a difficult discussion on this subject resulted in a resolution,⁽¹⁾ in the drafting and negotiation of which the Canadian Delegation participated actively, which requested the *ad hoc* committee on the basis of the views expressed by governments in response to earlier resolutions, and the reports of previous special committees and groups of experts, to prepare a supplementary report which would in addition to other material 1) set forth the different forms of legal framework on which a Special United Nations Fund for Economic Development might be established and statutes drafted, 2) indicate the types of projects which might be provided for in programmes or operations of a Special United Nations Fund for Economic Development.

Further meetings of the *ad hoc* committee on SUNFED were held during 1957, with Canadian Delegations, consisting of representatives of the Department of External Affairs and the Department of Finance, participating. The final and supplementary reports of the *ad hoc* committee were presented to the Twenty-Fourth Session of ECOSOC.

At the Twenty-Fourth Session of ECOSOC a resolution was passed which urged the General Assembly of the United Nations at its Twelfth Session to decide to establish SUNFED. The Canadian Delegation submitted amendments designed to provide for further consideration of this question by member governments. These amendments were, however, defeated and ECOSOC resolution 662B (XXIV) was adopted by 15 votes in favour and 3 against—Canada, United Kingdom and the United States. Previously, ECOSOC and General Assembly discussions had generally resulted in unanimous resolutions on this subject.

Resolution on Special Project Fund

The Twelfth General Assembly after extended formal debate and informal negotiations adopted resolution A/RES/1219 (XII). This resolution (in the drafting of which the Canadian Delegation assisted) was a compromise

(1) A/RES/1030 (XI).

between a draft circulated early in the Session by the U.S. Delegation which proposed an enlargement of scope of the Expanded Programme of Technical Assistance, and a resolution submitted by the supporters of SUNFED which called for the early establishment of a large-scale capital assistance fund. Resolution 1219 (XII), as already noted, decided that a new "special project fund" would be established. In view of the resources prospectively available, which were not expected to exceed 100 million dollars annually, the operations of the Special Fund would be directed towards enlarging the scope of the United Nations programme of assistance so as to include special projects in certain basic fields, for example, intensive surveys of water, mineral and potential power resources, and the establishment of training institutes in public administration, statistics and technology and of agricultural and industrial research and productivity centres. It was agreed that while the fullest possible use should be made of the existing machinery of the United Nations, the Special Fund would require some new administrative and operational machinery.

A preparatory committee, of which Canada was subsequently made a member, was established to define the fields of assistance and types of projects to be covered by the Special Fund, to set out the administrative and operational machinery which the new fund would need and to ascertain the extent to which governments would be willing to contribute to the Special Fund. This preparatory committee is scheduled to meet on March 11, 1958 and to report to the 26th Session of ECOSOC which will be held in Geneva in July-August. The General Assembly will have reports from the Preparatory Committee and ECOSOC before it at its 13th Session. Resolution 1219 (XI) looked to the establishment of the Special Fund as of January 1, 1959 and



UN AID TO CEYLON

Collecting the harvest at the Elephant Pass Salt Works in Ceylon, where experts of the UN Technical Assistance Administration advised on modern production methods.

appealed to all states members of the United Nations to give the fund the greatest possible assistance.

The resolution concluded, in relation to earlier discussions of a large scale United Nations capital aid fund such as SUNFED, that "as and when the resources prospectively available are considered by the General Assembly to be sufficient to enter into the field of capital development, principally the development of the economic and social infra-structure of the less developed countries, the Assembly shall review the scope and future activities of the Special Fund and take such action as it may deem appropriate."

In this period 1952 to 1957 the United Nations took, of course, a number of decisions related to the provision of assistance to the less developed countries. The International Finance Corporation was established in July 1956 as an affiliate of the I.B.R.D. to stimulate and assist private capital investment particularly in the less developed areas of Latin America, Africa, the Middle East and South and South-East Asia. In addition, the United Nations programmes of technical assistance (mainly the provision of the services of experts, the arrangement of fellowships and scholarships for study abroad and a small amount of related equipment) continued to grow and at present involve expenditures of over 30 million dollars a year. Other United Nations programmes such as those of UNICEF, UNKRA, UNRWA and of the specialized agencies have likewise developed in this same period.

Position of Canadian Delegations

The Canadian authorities have consistently maintained that it would not be desirable or practicable for the United Nations to establish a large-scale capital assistance programme to which the major potential donors were not contributors. For example, it was difficult to see how an annually renewable fund of 250 million dollars could be established without the support of the United Kingdom and the United States of America. Some delegations have argued that the availability of resources of this magnitude would depend on, among other factors, the achievement of an international political climate in which world-wide disarmament would be possible or would involve the diversion of funds now being spent under bilateral economic development programmes. As the Canadian representative to the Ninth General Assembly argued in a statement on October 12, 1954, "in considering its approach to proposals for new international development funds Canada in common with other countries has had to balance its real sympathy with the needs and aspirations of the less developed countries against the requirements of its own economy and defence and the conviction that more harm than good can result from premature implementation of ambitious plans."

Co-operation Between Aid Programmes

Canadian Delegations have also suggested that it is unnecessary to maintain a rigid distinction between multilateral assistance through the United Nations and bilateral or other assistance outside the United Nations. As the Canadian representative on the *ad hoc* committee on SUNFED noted, this problem should not be considered as a matter of "black and white." There was a substantial area of "grey" implying useful co-operation of various types between United Nations programmes of economic assistance and bilateral or non-United Nations programmes of aid.



ASSISTANCE TO INDONESIA

A United Nations expert has been of aid to Indonesia through a survey of small industries with a view to establishing central production units. Here the owner of a village carpenter shop and an Indonesian Government official discuss plans for a central production unit in Djatinegara.

In this connection the Canadian Delegation, with the Delegations of Norway, the Philippines and Argentina, co-sponsored a resolution which was eventually adopted by the Eleventh General Assembly (1034 (XI)) providing for the collection of information concerning international economic assistance to the less developed countries. A preliminary paper containing the details which could be obtained by the Secretary-General concerning economic aid given and received during the three-year period ended December 31, 1956, (Doc.E/3047) was endorsed by the Twenty-Fourth Session of the Economic and Social Council in July 1957. As Mr. Theogene Ricard, M.P., Canadian representative on the Second Committee, stated on October 9, 1957, "for the first time members of the United Nations have a clear picture of all the various types of assistance." One result of this survey, initiated originally by the Canadian Delegation, was that debates in the United Nations on SUNFED took place on the basis of fuller information than in the past, a situation which assisted in the formulation of more generally acceptable conclusions.

Co-ordination Necessary

A related point on which Canadian Delegations have laid considerable emphasis is that of insuring adequate co-ordination between the various United Nations programmes and other programmes of economic aid so that scarce financial resources would be used to the best advantage. In addition as Mr. David Owen, Executive Chairman of the Technical Assistance Board, has remarked, the emphasis in United Nations work has "shifted from the negative aspect of eliminating overlapping or duplication of effort, to the positive form of enhancing the value of projects through concerted effort to ensure the best timing of each action and the most effective combination of resources."

Canadian Delegations have also endeavoured to work towards a situation in which any new or additional United Nations activities in the field of economic aid would be established under appropriate administration and financial conditions. In its reply to the United Nations questionnaire the Canadian Government stated that its final decision regarding a fund of the SUNFED type "would depend in large measure on whether it was satisfied that the organizational and administrative arrangements were such as to lead to efficient operation and that the fund would command sufficient support to enable it to operate effectively." In connection with the decision to establish the Special Fund which was taken at the Twelfth General Assembly, Mrs. Ellen L. Fairclough, Secretary of State, in her statement to the Second Committee on December 3, re-emphasized this same general point, stating that "in the operation of the proposed Special Projects Programme the assistance of the International Bank for Reconstruction and Development should be sought" because of the Bank's special experience in the promotion of the economic development of the less developed countries. Canadian delegations have also strongly supported the principle that contributions for United Nations economic and programmes should be made, as far as possible, in convertible currencies freely usable in accordance with the requirements of the respective programmes.

General Agreement Essential

Another major determining factor for Canadian Delegations has been the importance which Canadian authorities attach to the avoidance of any sharp division of opinion on this subject between the less developed countries and the countries who could be described as potential donors or even among the Western community of nations. The initiatives which Canadian delegations were able to take during the sessions of ECOSOC and of the General Assembly were prompted by the hope of avoiding a breakdown in consultations on this important subject between the countries most concerned. Sometimes such a breakdown seemed imminent, for example at the Twenty-Fourth Session of ECOSOC. As Mrs. Fairclough stated at the conclusion of her address of December 3, the provision of economic assistance through the United Nations to the less developed countries is a question on which "there can be general agreement and on which there must be general agreement if United Nations programmes are to be successful."

After the difficulties which occurred at the Twenty-Fourth Session of ECOSOC the Canadian authorities, in conjunction with other governments, participated in discussions designed to avoid a similar situation at the Twelfth General Assembly. When the United States Delegation announced its proposal for an enlargement and extension of the Expanded Programme of Technical

Assistance the Canadian Delegation worked with others, as Mrs. Fairclough put it in her statement of December 3, "to shape the United States of America's initiative into a generally acceptable proposal." Mrs. Fairclough went on: "in this connection the most important aspect of the United States suggestion is the proposed special projects programme which would significantly broaden the base of present United Nations economic aid programmes. The Canadian Government believes that this course offers a basis for providing more economic assistance through the United Nations than is now being given to the less developed countries. Mr. Chairman, I have been authorized to inform this Committee that if there should be general agreement on such a course, and if suitable organizational arrangements are eventually made, the Canadian Government would give sympathetic consideration to seeking parliamentary approval of an appropriate contribution."

In her statement of December 3 Mrs. Fairclough reiterated the moral, political and economic considerations which have guided Canadian Delegations during discussions of economic assistance:

When I speak of moral considerations I have in mind a belief that we have a responsibility to help nations less fortunate than ourselves. When I speak of political considerations I have in mind a belief that by helping to bring about improvement of the economic conditions of peoples in other parts of the world we are thereby assisting in the reduction of tension and in the safeguarding of peace. When I speak of economic considerations I have in mind a belief that world prosperity, including our own, will increase as that of the less developed countries increases.

Firm Support of UN

Canadian positions in discussions of economic development, as in other United Nations discussions, have also been based on support of the United Nations as an agency for the promotion of international co-operation. As the Prime Minister stated in the Plenary Meeting of the General Assembly on September 23, 1957, "we stand on this question where Canada has always stood since April 1945 . . . Support of the United Nations is the cornerstone of Canada's foreign policy." In his United Nations Day message on October 30, 1957, Mr. Diefenbaker referred to United Nations programmes as follows:

The very important but often unheralded economic and humanitarian aspects of United Nations work are an excellent example of the forward strides which can and have been made. Outstanding in this field is the aid to under-developed countries which has been given through United Nations programmes of technical assistance and the advances in social and physical well-being which have been achieved throughout the world by the Specialized Agencies.

In pursuit of this policy during the detailed consideration of economic programmes in the Second Committee, Mr. Ricard, after analyzing some of the limitations of the United Nations organization and some of its possibilities, commented in his statement of October 9, that "the records of this Committee and of ECOSOC show that the United Nations can certainly achieve useful results, if earnest efforts are made to work out decisions which are practicable, which are generally acceptable among member governments, and which are likely to be widely supported by public opinion."

The discussion of economic assistance for the less developed countries in the United Nations is a continuous process. At the Twelfth General Assembly, United Nations activity received a considerable impetus by the decision to establish the new Special Fund. During 1958 there will be a series of important questions in this field on the Agenda of the Economic and Social Council and the General Assembly, and in them Canada can be expected to play an important part.

United Nations High Commissioner For Refugees

IN MAY 1957, delegates representing more than 80 voluntary agencies which take an active part in the work for refugees, together with observers from 30 governments and inter-governmental organizations which support refugee work, met in Geneva to attend a Conference on the Refugee Problem. There is space to mention only a few of the voluntary agencies which sent delegates to this Conference—the Salvation Army, the Lutheran World Federation, the Unitarian Service Committee, the World Jewish Congress, the International Conference of Catholic Charities, the International Federation of University Women, the World Alliance of YMCA's and the World YWCA's, the World Council of Churches, and the League of Red Cross Societies.

The purpose of this Conference on the Refugee Problem was to set forth "the needs of thousands of refugees in Asia, the Middle East and in Europe who must not be forgotten because the needs of the recent Hungarian refugees are so urgent and immediate." All speakers at the Conference stressed the importance of mobilizing a large body of informed opinion in support of bold action which would spur peoples and governments all over the world "to help the refugees—the world's uprooted people."

The problem dealt with by this Conference is one of considerable dimensions. The United Nations defines a refugee as a person who has left his normal place of residence because of fear of persecution. As of December 1956 there were approximately one million refugees in Europe, Asia and Africa under the mandate of the United Nations High Commissioner for Refugees (UNHCR)(*) which provides them with a certain degree of international legal protection since they do not possess the full rights of citizenship of any country. Most of these have re-established themselves either by emigration or integration in the country where they are at present domiciled and are no longer in need of any material assistance from the High Commissioner for Refugees. However the High Commissioner has estimated that by the end of 1958, when the special programmes being undertaken under the United Nations Refugee Fund are due to be completed, there will still be about 120,000 out of the total of one million "legal" refugees still in need of some direct material assistance before they can be considered as fully re-established in a normal way of life. He has forecast that about 23,000 of these will be living in refugee camps in Austria and Germany. These estimated figures do not take into account the remaining 10,000 Hungarian refugees in Austria and Yugoslavia who have been unable as yet to find permanent homes either in Europe or abroad. The problem confronting the High Commissioner is made more difficult of solution because many of the refugees now in camps are in the category known as "hard core" cases—the infirm, the old, or the sick, who require medical, nursing or institutional care.

(*) The UNHCR is not responsible for the nearly one million Arab refugees left homeless as a result of the 1948 hostilities in Palestine. These Arab refugees are the concern of the United Nations Relief and Works Agency for Palestine Refugees (UNRWA).

Establishment of UNREF

In 1954, the United Nations General Assembly recognized that a comprehensive programme was needed if permanent solutions were to be found for the refugee problem within a reasonable length of time. The General Assembly therefore established(*) on October 21, 1954 the United Nations Refugee Fund (UNREF). The purposes of UNREF were set out as follows: to solve the problems of refugees on a permanent basis by promoting resettlement for those who could not emigrate; to enable the UNHCR to initiate integration programmes for those who remained in their countries of first asylum; to place in institutions, homes and sanatoria the old, infirm and chronically ill refugees; and to provide emergency assistance to those in the greatest need. The target budget for UNREF's four-year (1955-58) programme was \$16 million broken down as follows: \$4.2 million in 1955; \$4.4 million in 1956; \$4.4 million in 1957; and \$3 million in 1958.

The UNREF programme is now entering on its fourth and final year of operation and its accomplishments have been great. In the three years of 1955, 1956 and 1957, UNREF projects have reduced the number of unsettled refugees from about 350,000 in 1955 to under 150,000 at the end of 1957 and the refugee camp population has been reduced from 85,000 in 1955 to less than 40,000 near the end of 1957. These results have been achieved in the face of difficulties arising from insufficient contributions from governments to meet the UNREF target budget, (the present deficit in contributions amounts to \$2.4 million) and the problems created by the influx into Austria and Yugoslavia in 1956-57 of 200,000 new refugees from Hungary.

Recommendations to UN

At the beginning of November, 1957, the twelfth session of the United Nations General Assembly discussed the problem of refugees and heard the High Commissioner for Refugees, Mr. Auguste R. Lindt, make his recommendations for the solving of the remaining refugee problem. The High Commissioner said that he had recently reappraised the situation because of the exodus of 200,000 Hungarian refugees, and he estimated that he would need \$20.8 million, that is \$4.8 million more than the original target of \$16 million for UNREF, if he were to succeed in closing down all refugee camps by 1960. Furthermore, the High Commissioner said that he would have to know before the end of 1958 if the additional funds for closing down the refugee camps would be forthcoming so that he could intensify his programme during 1958. Three resolutions dealing with refugee matters were passed by the twelfth session of the United Nations General Assembly; the first one provided for the continuation of the Office of the UNHCR for a further five-year period, that is up to the end of 1963; the second resolution, which was co-sponsored by Canada and twelve other states, authorized the High Commissioner to renew his appeal to states for financial help so that an intensified programme could be begun in 1958 for the closing down of all refugee camps by December 1958, when UNREF is due to be completed (although any UNREF projects started but not completed by December 1958 are to be carried to completion); the third resolution appealed to all governments and organizations for assistance in alleviating the distress of Chinese refugees in Hong Kong. As well as being a co-sponsor of one of these resolutions, the Canadian Delegation voted in favour of the other two.

(*) United Nations resolution 832 (IX) of October 21, 1954.

Formidable Task

The task before the High Commissioner for Refugees in the fourth and final year of his programme is a formidable one. In order to finish the job of finding permanent solutions for the refugee problem, he needs assurances that he will receive from governments and from private sources the sum of \$10.2 million, that is the amount of \$3 million set as the original target for 1958, plus the \$2.4 million which was the Fund's deficit for the first three years of operation, plus the \$4.8 million needed for the intensification of the programme.

As the delegates of the 80 voluntary agencies pointed out at the May 1957 Conference on the Refugee Problem, the task will require the mobilizing of a large body of informed opinion to support bold action and spur peoples and governments all over the world "to help the refugees—the world's uprooted peoples."

CONTRIBUTION TO UNRWA

Mr. Sidney E. Smith, Secretary of State for External Affairs, last month announced in the House of Commons a special contribution of Canadian flour to UNRWA. Mr. Smith said:

"Mr. Speaker, I propose to make an announcement which I am sure will interest members of the House. For some years now Canada has been one of the largest contributors to the United Nations Relief and Works Agency for Palestine Refugees. As you know, Mr. Speaker, this is a body established by the United Nations, and it has had the task of providing food, shelter and medical care as well as educational and rehabilitation facilities to the 930,000 Arab refugees who left their homes as a result of the hostilities which accompanied the establishment of the State of Israel in 1948 and 1949.

"Opinions differ about the way in which the problem of these refugees should be settled, but there is general agreement on the need to assist them in the tragic plight in which they find themselves. UNRWA supplies its relief services to these unfortunate people at the amazingly small cost of \$30 per refugee per year, but for some time the financial difficulties of the Agency have been growing more and more desperate, despite very generous contributions by several countries, particularly the United States and the United Kingdom. Relief services, as I have already informed the House on an earlier occasion, are at subsistence level and recently have had to be cut, and the whole rehabilitation and educational programme will have to be abandoned unless more funds are forthcoming.

"I need hardly say that maintenance of this rehabilitation programme is essential if there is ever to be a solution of the refugee problem. We informed the United Nations some weeks ago that our regular annual cash contribution of \$500,000 would be made as usual for 1958-1959, subject to Parliamentary approval, but the Secretary-General of the United Nations is still appealing to all members of the United Nations to increase their contributions if they possibly can.

"The Government has accordingly decided to seek Parliamentary approval in supplementary estimates to be presented to the House in due course, for a special additional contribution to UNRWA for this year and that contribution.

subject to Parliamentary approval, will be 1,500,000 dollars worth of Canadian flour for the refugees. This represents about 20,000 tons of flour or approximately one million bushels of Canadian wheat. We hope that this substantial contribution of flour will encourage other countries to increase their contributions to UNRWA. Indeed, some have already announced such increases in response to the appeal of the Secretary-General of the United Nations. I am sure that the House will approve of this proposal. UNRWA and UNEF, the United Nations Emergency Force, in both of which we are interested, are important aspects of the efforts of the United Nations to establish conditions of peace and security in the middle East."

CANADA IN THE WORLD

Excerpts from an address by the Secretary of State for External Affairs, Mr. Sidney E. Smith, to the Hamilton Chamber of Commerce, Hamilton, Ontario, February 4, 1958.

... Six weeks ago I had the privilege of attending the meeting of NATO heads of government in Paris. It was—and this is generally admitted—a testing moment for NATO, coming as it did so soon after the world had witnessed striking demonstrations of the advances of Soviet science and technology. It was a time when, on the military side, it seemed clearly necessary to consolidate and improve our defence against possible aggression, and when on the other hand, in terms of political psychology, the moment seemed to have arrived—at least in the opinion of many—for a somewhat more flexible approach to the problem of how to negotiate with the Soviet world.

These parallel aims were not easy to reconcile. The concept of the defensive deterrent is not readily harmonized with the idea of probing for peaceful settlements. Some voices of gloom were raised before the conference met. How could NATO overcome the inferiority complex it was supposed to have inherited from Sputnik I and II? Could the posture of holding up one's guard in defence be combined simultaneously with holding out one's hand in a gesture of negotiation?

Firmness and Flexibility

I believe it is a measure of the success of that conference that unanimous agreement was reached on a communiqué and a declaration which reflect both our determination to preserve our security and our readiness at the same time to talk with the Russians on disarmament. In other words the NATO Governments mixed firmness with flexibility, which I submit is the only combination that makes sense at this time.

There has been much discussion in the Western world in recent weeks about the attitude that we should adopt towards negotiations with the Soviet Union. I desire to say a few words about this. In the first place, let me make it clear beyond a doubt that we, as a democratic and loyal member of the North Atlantic Treaty Organization, are as staunchly determined as anyone in the world to resist the Soviet challenge to our free

institutions and way of life. Our stand on this is clear. We are conscious of the threat which faces us and, as our defence programme shows, we are prepared to make, and to keep making, a very substantial national sacrifice as defence insurance. It is only in a free country like Canada that we can make that kind of sacrifice. When I say this I am thinking of men and women in the Baltic States and in Eastern Europe, countries such as Eastern Germany, Poland, Hungary, and Czechoslovakia, which live under a pall of uneasiness, frustrated hope, and fear. For these countries there is no question of defence against the Soviet threat; there is only hope that one day justice will be done. . .

But indignation and concern, however spontaneous and sincere, are not enough. Our task in 1958 is to evaluate the nature of the Soviet challenge, to assess it as it applies to different regions of the world, to note its changing forms, and to devise new and imaginative means of dealing with it.

It is this many-sided task on which we of the Western world are now engaged. For us, if you will, it is a time for closed ranks and open minds. To refer again to the agreed conclusion of the NATO conference, the members of NATO stated that they would be "prepared to examine any proposal from whatever source, for general or partial disarmament."

One such proposal has been put forward by Poland with support from the Soviet Union. It suggests a nuclear-free zone in Central Europe. In our Prime Minister's recent letter to Mr. Bulganin, he stated that the Canadian Government was studying Mr. Bulganin's comments on the Polish plan, and that Canada intended to join with its allies in looking into the implications of this type of proposal. The Prime Minister also made it clear that one factor of importance in considering such proposals would be the readiness of the participants to undertake an adequate system of inspection and control. This is only common sense. We must always be certain that such undertakings are being faithfully fulfilled.

The question of possible regional disarmament is now receiving careful study in the NATO Council. The Polish plan cannot, of course, be accepted as it stands, but it has given us something to work on. The care with which NATO countries are examining the Polish plan is as eloquent an illustration as anyone could want that NATO is more than a political vehicle devised to serve merely a military and defensive purpose.

Our attitude towards the discussion of this question is an attitude of constructive purpose. A proposal has been made and, whatever the source, we think it should be studied. Moreover we hope that out of our study will come ideas and policies which will require and which will receive equally careful examination by the other side. It is only by such cautious and thoughtful exchanges of views that progress can be made. This is just one example of the kind of preparatory work, the probing and sounding, through diplomatic channels, of which I was speaking earlier.

Summit Conference

We hear and read a great deal these days about the advantages or disadvantages of a summit conference. I know from the many letters which I have myself received that high hopes are entertained for such a meeting.

I think that there is a prospect that some kind of a meeting at the summit is going to take place in 1958. The question therefore would be not whether, but when and where and how it should take place. The Prime Minister has made it clear, in his letter to Mr. Bulganin, that if the participating governments (and we still do not know which these will be) desire to meet in Canada, they will be welcome to do so.

But more important than when and where such a conference will be held and who will attend, is the question of how the preparations are made. The essential consideration is that the success of such a meeting must be assured in advance. A meeting that affords only sounding boards for propaganda will not only be useless but also dangerous to the degree that it deepens tensions and widens fears. In preparing the agenda, for instance, it might be wise to restrict it to questions on which there seems to be some hope of progress. This preparatory work, in my opinion, can best be done by patient and painstaking negotiations carried on with the minimum of publicity through ordinary diplomatic channels. It is a time for the pick and shovel work of diplomacy, and this is always best done behind the scenes.

Disarmament

In these treacherous times we are, as I have already said, bound to maintain our defences. But to regard this as an end in itself would be futile and possibly fatal. We shall never find peace and security by merely continuing the ever more expensive and perilous contest of arms. The mounting costs of nuclear armament could put the wealthiest nations into bankruptcy, and thus provide a bed for the seeds of communism. No fair-minded person could say that we are guilty of such a hopeless and sterile strategy. Honestly and steadfastly we have worked for peace through a workable system of disarmament in which the security of all the participants is not jeopardized. In spite of the discouragement that we have suffered from the Soviet decision to boycott the new Disarmament Commission of twenty-five nations established last autumn by the United Nations, we have no intention of giving up that endeavour. We shall knock on every door that could conceivably lead the world safely away from international tension and stalemate. The stake is the very survival of our civilization—indeed it could be the survival of mankind.

We are earnestly seeking discussions with other nations to find ways and means of resuming serious and constructive negotiations on disarmament between East and West. We seek to set an example to others in this endeavour by not allowing our efforts to be hampered by narrowness, stubbornness, or consideration of mere national prestige. In Mr. Diefenbaker's letter to Premier Bulganin, our Prime Minister reiterated an offer which he had made on behalf of the Canadian Government last summer—that in the context of a disarmament agreement we would be willing to open all or part of Canada to aerial and ground inspection on a basis of reciprocity. The Western disarmament proposals of last August included a reference to the possibility of a system of inspection in the Arctic regions which lie between us and our Russian neighbours to the north.

In this field of disarmament, it would be wrong and dangerous to pretend that there are not enormous difficulties in the way. On the other hand, there are grounds for hope that mutual interest in survival can provide a basis for an agreement with the Russians which does not depend on faith alone but on the self-interest of both sides to maintain it. This is the role of a young, vigorous and peace-loving country like our own—to sound a note of confidence and hope in times which breed pessimism and fear, ill-will and enmity in the international sphere.

APPOINTMENTS, TRANSFERS AND RETIREMENTS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. C. N. Senior, Canadian Consul General at Seattle, retired from the Canadian Diplomatic Service, effective January 3, 1958.
- Mr. P. Reading, Charge d'Affaires a.i. in Helsinki, retired from the Canadian Diplomatic Service, effective January 3, 1958.
- Mr. W. F. Hoogendyke posted from the Office of the High Commissioner for Canada, Pretoria, to Ottawa, effective January 8, 1958.
- Mr. E. M. Reid appointed Canadian Ambassador to Germany. Proceeded to Bonn January 9, 1958.
- Mr. R. A. MacKay, Permanent Representative of Canada to the United Nations, New York, appointed Canadian Ambassador to Norway. Proceeded to Oslo January 9, 1958.
- Mr. C. S. A. Ritchie, Canadian Ambassador to Bonn, appointed Permanent Representative of Canada to the United Nations, New York. Proceeded to New York January 9, 1958.
- Mr. J. A. Donald posted from Ottawa to the Office of the High Commissioner for Canada, Kuala Lumpur, effective January 16, 1958.
- Mr. E. D. Wilgress posted from Ottawa to the Canadian Embassy, Lisbon, effective January 17, 1958.
- Miss M. A. MacPherson posted from Ottawa to the Office of the High Commissioner for Canada, Accra, effective January 21, 1958.
- Mr. J. E. Hyndman posted from the Delegation of Canada to the North Atlantic Council, Paris, to Ottawa, effective January 22, 1958.
- Mr. M. A. Crowe posted from the Permanent Mission of Canada to the United Nations, New York, to the Canadian Embassy, Moscow, effective January 22, 1958.
- Mr. M. G. M. Gauvin, DSO, posted from Ottawa to the Canadian Embassy, Caracas, effective January 24, 1958.
- Mr. T. C. Davis, QC, Canadian Ambassador to Tokyo, retired from the Canadian Diplomatic Service, effective January 24, 1958.
- Mr. D. C. Reece posted from Ottawa to the Office of the High Commissioner for Canada, Kuala Lumpur, effective January 25, 1958.

TREATY INFORMATION

Current Action

Bilateral

Federal Republic of Germany

Agreement for co-operation in the peaceful uses of atomic energy.
Signed at Ottawa December 11, 1957.

Exchange of Notes bringing into force the agreement signed at Ottawa on December 11, 1957 for co-operation in the peaceful uses of atomic energy.
Signed at Ottawa December 18, 1957.
Entered into force December 18, 1957.

Netherlands

Convention and Protocol for the avoidance of double taxation and the prevention of fiscal evasion in respect of taxes on income.
Signed at Ottawa April 2, 1957.
Instruments of Ratification exchanged at The Hague December 19, 1957.
Entered into force December 19, 1957.

Pakistan

Convention for the reciprocal protection of the priority of filing dates of applications for patents of invention.
Signed at Karachi January 15, 1958.

Portugal

Exchange of Notes concerning non-immigrant visa arrangements between Canada and Portugal.
Signed at Lisbon January 24, 1958.

Switzerland

Agreement between Canada and Switzerland for air services between and beyond the two countries; with exchange of notes.

Signed at Berne January 10, 1958.

Entered into force provisionally January 10, 1958.

Union of South Africa

Agreement for the prevention of fiscal evasion and the avoidance of double taxation with respect to Income Tax.

Signed at Ottawa September 28, 1956.

Instruments of Ratification exchanged at Pretoria October 11, 1957.

Entered into force January 1, 1958.

Agreement for the prevention of fiscal evasion and the avoidance of double taxation with respect to succession duties.

Signed at Ottawa September 28, 1956.

Instruments of Ratification exchanged at Pretoria October 11, 1957.

Entered into force January 1, 1958.

Multilateral

Customs convention on the temporary importation of private road vehicles.

Canada's Instrument of Accession deposited June 1, 1955.

Entered into force December 15, 1957.

International Convention relating to the limitation of the liability of owners of sea-going ships signed at Brussels on October 10 1957.

Signed by Canada, October 10, 1957.

PUBLICATION

Canada Treaty Series 1951 No. 33. Protocol to amend the Convention for the Suppression of the Circulation of and Traffic in Obscene Publications, concluded at Geneva on September 12, 1923.

Canada Treaty Series 1951 No. 34. Protocol amending the Agreement for the Suppression of the Circulation of Obscene Publications, signed at Paris, on May 4, 1910.

Canada Treaty Series 1952 No. 20. International Convention for the Safety of Life at Sea, 1943.

Canada Treaty Series 1952 No. 26. Exchange of Notes (February 7 and March 1, 1952) between Canada and the United States of America relating to scientific investigations of the Fur Seals in the North Pacific Ocean.

Canada Treaty Series 1954 No. 10. International Regulations for preventing Collisions at Sea, 1948.

Canada Treaty Series 1956 No. 16. Articles of Agreement of the International Finance Corporation.

Canada Treaty Series 1951 No. 35.

Exchange of Notes (November 17, 1949 and January 24, 1950) between Canada and the United States of America supplementing the Convention of 15 April 1935 relating to claims on account of damages caused by fumes emitted from the smelter at Trail, British Columbia.

Canada Treaty Series 1952 No. 29.

Certification of Able Seamen Convention, 1946.

Canada Treaty Series 1953 No. 24.

Certification of Ships' Cooks Convention, 1946.

Canada Treaty Series 1954 No. 14.

Exchange of Notes (August 17, 1954) between Canada and the United States of America, modifying the Exchange of Notes of June 30, 1952 concerning the construction of the St. Lawrence Seaway.

Canada Treaty Series 1955 No. 22.

Agreement between the Government of Canada and the Government of Ireland for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income.

Canada Treaty Series 1955 No. 23.

Agreement between the Government of Canada and the Government of Ireland for the avoidance of double taxation and the prevention of fiscal evasion with respect to duties on the estates of deceased persons.

Canada Treaty Series 1955 No. 24.

Exchange of Notes (July 30, 1954 and October 29, 1955) between Canada and France modifying the air agreement signed at Ottawa August 1, 1950.

Canada Treaty Series 1955 No. 25.

Exchange of Notes (December 20, 1955) between Canada and Norway concerning the loan to Norway of three Prestonian Class frigates.

Canada Treaty Series 1955 No. 28.

Exchange of Notes (November 22 and December 20, 1955) between Canada and the United States of America relating to the Exchange of Routes under the Air Transport Agreement signed at Ottawa June 4, 1949.

Canada Treaty Series 1955 No. 29.

Exchange of Notes (June 13, 1955) between Canada and the United States of America for the establishment of certain radar stations in the Newfoundland-Labrador area.

Canada Treaty Series 1955 No. 30.

Exchange of Notes (June 15, 1955) between Canada and the United States of America for the establishment of certain radar stations in British Columbia, Ontario and Nova Scotia.

Canada Treaty Series 1955 No. 31.

Agreement replacing the Convention of June 21, 1920 as modified on May 31, 1937, concerning the International Institute of Refrigeration.

Canada Treaty Series 1956 No. 11.

Exchange of Notes (May 25 and July 20, 1956) between Canada and Belgium amending paragraph 4 of the Annex to the Agreement for Air Services signed at Ottawa, August 30, 1949.

CURRENT UNITED NATIONS DOCUMENTS

A Selected List

a) Printed Documents:

Economic Commission for Asia and the Far East. Annual report (15 February 1956 - 28 March 1957). E/2959, E/CN.11/454. ECOSOC Official Records: Twenty-fourth session, Supplement No. 2. N.Y., 8 May 1957. 68 p.

Credit problems of small farmers in Asia and the Far East. Study prepared by the ECAFE/FAO Agriculture Division. E/CN.11/455. Bangkok 1957. 33 p. (booklet). Sales No.: 1957.II.F.2.

1957 Seminar on the Civil Responsibilities and Increased Participation of Asian Women in Public Life. (Bangkok, 5 to 16 August 1957). ST/TAA/HR/1. N.Y. 9 October 1957. 54 p. Sales No.: 1957.IV.10.

Reports of International Arbitral Awards. Volume VII. Part One: Decisions of mixed claims commission. U.S.-Germany. N.Y., 1956. 404 p. (bil.) \$4.50. Sales No.: 1956.V.5.

Yearbook of the United Nations 1956. N.Y., 1957. 586 p. \$12.50. Sales No.: 1957.I.1.

Yearbook of International Trade Statistics, 1956. Volume II. N.Y., 1957. 155 p. \$1.50. Sales No.: 1957.XVII.6. Vol.II.

Year Book of Labour Statistics, 1957. Geneva, 1957. 535 p. \$5.00.

Annual Report of the Director of the United Nations Relief and Works Agency for Palestine Refugees in the Near East covering the period 1 July 1956 to 30 June 1957. A/3686. N.Y., 1957. 50 p. GAOR: Twelfth Session, Supplement No. 14.

Report of the Committee on Contributions. A/3714. N.Y., 1957. 5 p. GAOR: Twelfth Session, Supplement No. 10.

Railways and Steel (prepared by the Steel, Engineering and Housing Section of the Economic Commission for Europe, Geneva, 1957). E/ECE/296, E/ECE/STEEL/115. Geneva, 21.VIII.1957. 63 p. Sales No.: 1957.II.E.5.

Yearbook of International Trade Statistics 1956. Volume I. ST/STAT/SER.G/7. N.Y., 18 July 1957. 629 p. \$7.00. Sales No.: 1957.XVII.6. Vol.I.

Non-Self-Governing Territories. Summaries of information transmitted to the Secretary-General during 1956:

- a) Indian Ocean Territories: Comoro Archipelago, Madagascar, Mauritius, Seychelles. ST/TRI/B.1956/4. N.Y., 31 July 1957. 49 p.
- b) West African Territories: French West Africa, Gambia, Gold Coast, Nigeria, Sierra Leone. ST/TRI/B.1956/5. N.Y., 15 April 1957. 79 p.

ICJ

Case concerning right of passage over Indian territory (Portugal v. India) Preliminary objections. Judgment of November 26th, 1957. 59 p. (bil.) Sales No.: 171.

ILO

The Landless Farmer in Latin America. Conditions of tenants, share-farmers and similar categories of semi-independent and independent agricultural workers in Latin America. Geneva, 1957. 117 p. (Studies and Reports, New Series No. 47).

UNESCO

Study Abroad 1957-58. (Volume IX). Paris, 1957. 836 p. (English-French-Spanish). \$2.50.
Political Sociology. An essay and bibliography. (Current Sociology, No. 2). Paris 1957. 168 p. (bil.).

Climatology. Reviews of Research. (Arid Zone Research - X). Paris, 1958. 190 p. \$5.00.

International Bibliography of Social and Cultural Anthropology, Vol. 1. (Documentation in the Social Sciences). Paris, 1958. 258 p. (bil.) \$5.50.

Problems of Humid Tropical Regions. (Humid Tropics Research). Paris, 1958. 102 p. (bil.) \$3.50.

Study of Tropical Vegetation. Proceedings of the Kandy symposium. (Humid Tropics Research). Jointly organized by the Government of Ceylon and Unesco, Ceylon, 19-21 March 1956. Paris, 1958. 226 p.

WHO

Proposed programme and budget estimates for the financial year 1 January - 31 December 1959. Geneva, December 1957. 395 p. \$3.25. Official Records of the WHO, No. 81.

EXTERNAL AFFAIRS



CANADA

March 1958
Vol. 10 No. 3

• **EXTERNAL AFFAIRS** is issued monthly in English and French by the Department of External Affairs, Ottawa. It provides reference material on Canada's external relations and reports on the current work and activities of the Department. Any material in this publication may be reproduced. Citation of **EXTERNAL AFFAIRS** as the source would be appreciated. Subscription rates: **ONE DOLLAR** per year (Students, **FIFTY CENTS**) post free. Remittances, payable to the Receiver General of Canada, should be sent to the Queen's Printer, Ottawa, Canada.

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Department of External Affairs
Ottawa, Canada

Authorized as Second Class Mail, Post Office Department, Ottawa.

The West Indies

THE remarkable ability of the Commonwealth to adapt itself to changing conditions has again been illustrated by the creation of a new nation in the Caribbean — The West Indies — which, it is anticipated, will take its place as an independent member of the Commonwealth within a few years. Canada has a close interest in the new Federation because of the ties of friendship and commerce which have existed between the different islands of The West Indies and Canada, particularly the Atlantic Provinces, since the early eighteenth century, and which are continuing to grow in strength and importance at the present time.

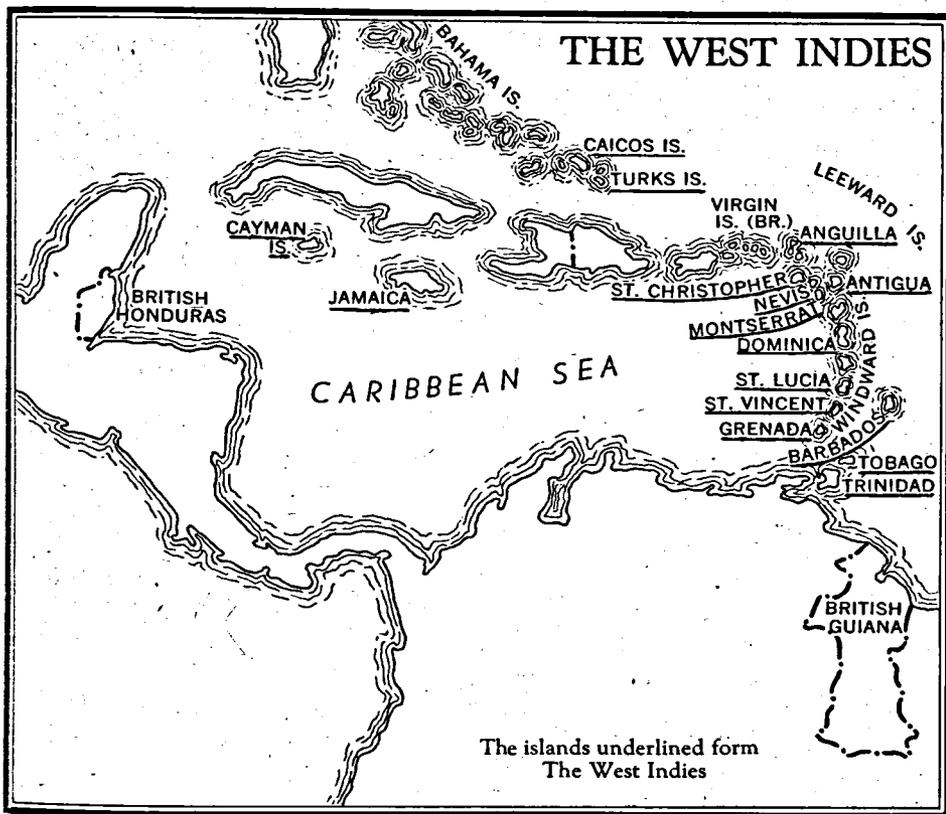
The idea of federating the British territories in The West Indies had been discussed from time to time for generations, but it became a practical possibility only after the Second World War. In 1945 the Secretary of State for the Colonies again advanced a proposal for a federation, stating that "the ultimate aim of The West Indian Federation will be internal self-government within the British Commonwealth".

In September 1947 the Secretary of State for the Colonies first met the West Indian representatives at Montego Bay in Jamaica to consider a federal plan. The conclusive conference was held in London in February 1956, when the representatives of the United Kingdom Government and of the West Indian Governments concerned reached final decisions on major outstanding issues and agreed on the procedure for settling any remaining matters prior to the establishment of the Federation. The discussions at this conference were based principally upon the plan for a British-Caribbean Federation drawn up in 1953 at the previous London Conference, and subsequently adopted by all the West Indian Governments concerned, upon the report of the Conference on freedom of movement held in Trinidad in March 1955, and on the reports published in January 1956 of the three commissions appointed to consider the judicial, fiscal and civil service aspects of federation.

On June 28, 1956 a bill was introduced in the United Kingdom House of Commons giving the Queen-in-Council the power to establish a British Caribbean Federation. This bill was given Royal assent on August 2, 1956 and a Constitution was proclaimed by Order-in-Council on July 31, 1957.

This Constitution began to come into effect on January 3, 1958 with the arrival at Port-of-Spain, Trinidad, of the Governor-General and Commander-in-Chief, Lord Hailes. During the first few months the Governor-General was advised by an advisory council. On March 25 the first federal election was held, and on April 22 Her Royal Highness Princess Margaret will inaugurate the federal legislature and a central government will be appointed, bringing the Constitution into full effect.

The name chosen by the Standing Federation Committee for the new Federation is "The West Indies". At the outset it will consist of 10 colonies: Barbados, Jamaica and dependencies (Cayman, Turks and Caicos Islands), Antigua, St. Christopher-Nevis-Anguilla, Montserrat, Trinidad and Tobago, Dominica, Grenada, St. Lucia and St. Vincent.



The Islands

The British Caribbean Islands stretch from Grand Cayman, a Jamaican dependency in the eastern part of the Caribbean Sea, through Jamaica to the Leeward Islands, south from the Leewards past Barbados, and through the Windward Islands to Trinidad and Tobago, a total distance of about 1,800 miles.

Jamaica is the largest of the British West Indian Islands with an area of 4,411.21 square miles. The island is mountainous and rises in the centre to 7,402 feet. Its dependencies are the Cayman Islands, and the Turks and Caicos Islands. The estimate of Jamaica's population in 1955 was 1,537,063. Its main export products are sugar, salt cod, bananas, oil, bauxite and alumina, rum, pimento, coffee, tobacco and cocoa. Its chief imports are fruit, beverages, wheat and flour, textiles, motor cars, cement and fertilizer. The value of tourist trade in Jamaica, which has been described as the "pleasure island of the Caribbean", increases each year.

Trinidad and Tobago are the most southerly in the chain of islands. Trinidad is part of the South American Continent, from which it is separated by the shallow Gulf of Parin. Three ranges of mountains traverse this island from east to west. The total area of the colony is 1,980 square miles (Trinidad 1,864 and Tobago 116). The population was estimated to number 720,450 at the end of 1955. These islands export oil, sugar, cocoa, rum and asphalt, and import

fruit, beverages, tobacco, mineral oil (for refining), lubricants, chemicals, manufactured goods, machinery and transport equipment. In addition to the main industries of oil and sugar, Trinidad is the world's only supplier of angostura bitters.

Barbados is comparatively flat, rising in a series of table lands marked by well-defined terraces to the highest point. This island is the most easterly of the Caribbean Islands. Its total area is 166 square miles. At the end of 1955, the population was estimated at 229,113. The export products are sugar, molasses, rum, soap, margarine, edible oil and cotton lint, and the imports are animal foods, rice, flour, milk, lumber, cotton, artificial silk, machinery, motor vehicles, iron and steel. The main industries are those producing sugar and rum.

The Leeward Islands comprise the four colonies of Antigua, St. Christopher-Nevis-Anguilla, Montserrat, and another group, the Virgin Islands, which have not yet decided to join the Federation. These islands belong to the chain of the Lesser Antilles, although some of the Virgin Islands belong to the eastern extreme of the Greater Antilles. The islands have a total area of 423 square miles, and the total population was estimated in 1955 at 128,977. The chief imports of these islands are fruit, apparel, piece-goods, timber and non-edible oils, and the main export products are sugar, molasses, lime products and salt.

The Windward Islands comprise Dominica, Grenada, St. Lucia and St. Vincent, the four colonies also forming part of the chain of islands known as the Lesser Antilles. These islands are of volcanic origin. The total area is 826 square miles, and the population is about 316,229. The main export products of these islands are bananas, cocoa, sugar, lime and cotton.

Federal Capital

It was agreed at the final London Conference that the site of the capital should be in Trinidad. Negotiations are proceeding with the United States Government seeking relinquishment of the naval base at Chaguaramas, seven miles from Port-of-Spain, which West Indian leaders feel would be the most suitable site for a federal capital. In the meantime the Federal Government has set up temporary headquarters in Port-of-Spain.

The Constitution

The Federation will have full self-government in all matters except questions related to defence, external relations, and the maintenance of financial stability, for which the United Kingdom Government retains the right to make such laws as appear to be necessary. It had been agreed in the discussions on the Constitution that so long as the Federation was dependent on the United Kingdom Government for direct financial subsidies, such reservations were desirable. The federal legislature will have sole authority to make laws concerning matters contained in "The Exclusive Legislative List", including federal finance, federal research projects, defence, libraries and museums, immigration into the federation, federal law and the federal public service and the University College of The West Indies, and authority shared with the territories to make laws covering a wide range of subjects contained in "The Concurrent Legislative List". The Constitution is to be reviewed in five years' time, when it is hoped that the Federation will have sufficient financial and economic strength to assume full independence within the Commonwealth.

The federal legislature will consist of Her Majesty the Queen and two chambers—a senate and a house of representatives. The senate will consist of nineteen members who will be appointed by the Governor-General for five years. There will be two senators representing each territory, except Montserrat, which will have one. The house of representatives will consist of 45 members, of whom 5 will be elected in Barbados, 17 in Jamaica, 10 in Trinidad and Tobago, one in Montserrat, and 2 in each of the other territories. These will be elected by adult suffrage. No member of either federal house will be allowed to serve in the legislative or executive council of any of the territories.

The executive authority of the federation will be exercised by a council of state, which will be the principal instrument of policy for the federation and will advise the Governor-General in the exercise of his functions. The council will consist of a prime minister elected by the house of representatives and subsequently appointed by the Governor-General, and ten other ministers. These ministers will be chosen by the Governor-General on the recommendation of the prime minister, and not less than three are to be members of the senate. The Governor-General may also nominate three persons holding office in the public service in the federation to have the right to attend the meetings of the council and to take part in discussions. So far as is practicable the Governor-General will attend and preside at meetings of the council of state.

A federal supreme court will be established, having jurisdiction in proceedings concerning the federation as a whole or involving more than one territory. It will also be the final court of appeal, there being no right of appeal to the Privy Council. There will be a chief justice with three or more federal justices appointed by the Governor-General in consultation with the prime minister.

Financial Aid from the United Kingdom

Since 1946 the United Kingdom Government has provided The West Indies with grants in aid of administration and grants for special purposes, such as hurricane relief, amounting in all to nearly £8.5 million. In addition, assistance already made available or promised to The West Indies under the United Kingdom Colonial Development and Welfare Acts in the period 1946-60 amounts to some £37.5 million, of which it is estimated that some £14 million was still available in April 1957 for issue up to March 1960. Furthermore, facilities have been available to enable colonial governments to raise loans on the London market; and the Caribbean colonies have already raised some £25,000,000 since the Second World War. There has also been substantial United Kingdom investment in the private sector of British Caribbean economies.

Apart from these measures of direct financial assistance, the United Kingdom Government has adopted measures such as the Commonwealth Sugar Agreement and the price support schemes based on substantial United Kingdom guarantees for banana and citrus industries. These measures are taken to assist the region by insuring continuing stability in the marketing of these products.

The West Indies will continue to share in such financial assistance towards development and welfare as the United Kingdom Government may be able to make available to colonial territories.

Trade with The West Indies

Trade relations between Canada and The West Indies have existed for more than two hundred years. Trade was founded upon Canadian exports of fish, flour and other foodstuffs, and West Indies exports of sugar, rum, molasses, spices, and tropical fruits. At the turn of the 19th Century the British West Indies lost their market for sugar in the United States and became interested in the possibility of selling their sugar in Canada. This interest, plus the desire for Empire solidarity within the Imperial Preferential Tariff system, paved the way for the first Canada-West Indies Trade Agreement of 1912. Canada was granted preferential rates of duty on four-fifths of the general tariff on specified goods, and certain British West Indian products, notably sugar, were granted corresponding preferential tariff treatment in Canada. In 1920 this Agreement was replaced by a broader one under which preferences applied to most dutiable articles on both sides. Canada also undertook to provide specified shipping services to the area.

A third and more extensive Trade Agreement was signed on July 6, 1925 and came into operation on April 30, 1927. This Agreement, which has continued in force ever since, extended the scope of preference still further with special provisions referring to products and areas. This Agreement has undoubtedly encouraged the growth of trade.

A number of Canadian firms have already important interests in The West Indies. A new element in trade is the export of bauxite or alumina to Canada which has been of the greatest benefit to the economy of Jamaica, where a Canadian firm has established a large bauxite processing plant.

The tourist trade is also increasing, and there is a steady flow of Canadian visitors to the islands each year. In 1956, for example, an estimated 7,000 Canadians visited The West Indies. This tourist traffic is due in part to direct air and sea communications, and in part to improved facilities. The population of university students from the British West Indies in Canada has also increased, and nearly one thousand students from The West Indies are enrolled each year at Canadian universities.

The establishment of a customs union for the colonies in the federation would in due course require the drawing up of a new Canada-West Indies trade agreement. A Commission of Trade and Tariffs was formed to study the fiscal, economic and technical problems involved in the creation of a customs union, bearing in mind the possible accession to the federation of British Guinea and British Honduras. The Commission is to report its findings not later than two years after the establishment of the federal government.

Canadian Aid to The West Indies

Meetings have taken place between Canadian officials and federal officials from The West Indies as to ways in which Canada could be of assistance to this new country. Although a number of decisions as to the amount and kind of aid which it would be appropriate and useful for Canada to offer to The West Indies have yet to be made, one point has emerged very clearly, and that is that in this early stage of federation expert personnel from outside the area are urgently required. These views have been accepted, and on January 27, a measure to supply Canadian technical experts was approved by the Federal Government. On February 2 Mr. Eric Gold, housing expert from Canada,

arrived in Trinidad to give planning advice and administrative direction to The West Indies on housing. He is the first of a number of technical experts that Canada will be sending. Others who have been recruited, or are expected to be shortly, are advisers on statistics, on forestry, on fisheries, and on technical education. They will also train West Indian personnel to take over responsibility as soon as possible.

A long-term programme for economic assistance to The West Indies is also being worked out and, on March 10, Prime Minister Diefenbaker sent the following message to Lord Hailes, the Governor-General of The West Indies, and the Advisory Council:

"Following discussions between representatives of The West Indies and of the Canadian Government, my colleagues and I have had an opportunity to consider the needs of The West Indies for assistance in carrying out the economic development plans of the federation and how Canada could help most effectively. A few weeks ago interim arrangements were made to provide The West Indies with the services of some Canadian experts. We now have had an opportunity to consider further the Canadian aid programme for The West Indies. We recognize that an inter-island shipping service, to move goods and people between the various islands, is one of the most acute needs of your new federation. This is a need which Canada is able and willing to meet and I am happy to be able to inform you that the Government has decided to recommend to Parliament that it authorize the Government to provide The West Indies with a ship to be used in your inter-island Service.

"Over the next few months there will be opportunities for consideration to be given to the design and other matters respecting this vessel. Further discussion regarding capital aid and technical assistance from Canada could best take place, I suggest, at the Commonwealth Trade and Economic Conference, to be held in Montreal in September.

"With this message I send my warm personal greetings to you and the Advisory Council and I assure you that the emergence of a new Commonwealth nation in the Western Hemisphere has the warm sympathy, and the support of the people of Canada. We are looking forward to increasing and strengthening the traditional ties between the Canadian people and the people of the West Indies."

The West Indies' Aims

The purposes of West Indian leaders in setting up the federation were most eloquently outlined by The Honourable Norman Manley, Chief Minister of Jamaica, when he spoke at the first session of the Mount Allison University Summer Institute on "Canada and the West Indies Federation" which was held at the University College of The West Indies in Jamaica, August 2-4, 1957. Mr. Manley said:

"But what do we really aim to achieve? Many things. To begin with, I think we are all satisfied that federation is the greatest and for many of the small territories the only goal to national independence and freedom. The only hope of achieving dominion status for most of the islands is through federation, and many of us believe that the ambition

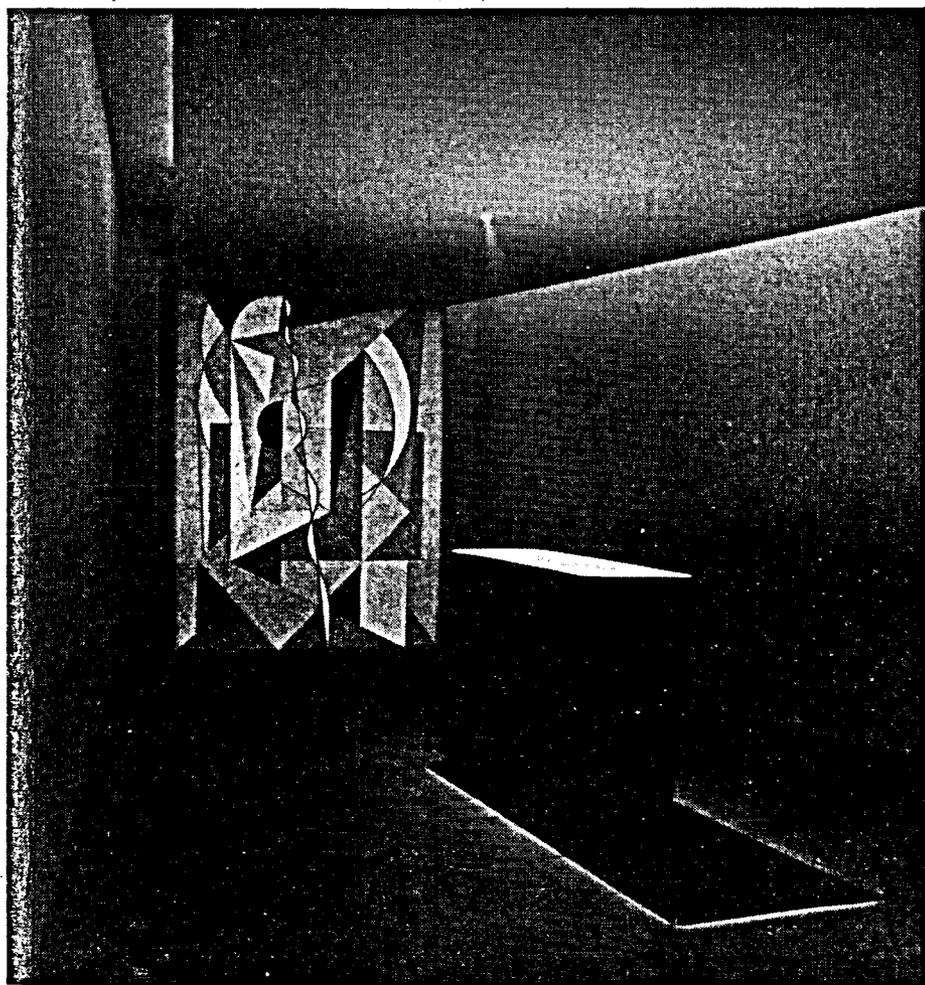
to become members of the Commonwealth of Nations is a great and worthy ambition.

"Many of us believe that the Commonwealth of Nations is one of the powerful political and economic forces for good in the world today. Some of us believe it would be tragic if it were to break down by differences and hope that now that it enlarges itself and that the membership grows and the basic concept of necessity changes—for it is changing—that it will survive the stresses and strains of its own growth and its own changes and evolve into a worthy force of peoples united by this strange—I might almost say this spiritual bond, notwithstanding the differences of race, of history, of outlook, of origin which are to be found in all the members that make up the Commonwealth.

"And it will be a great thing for our people when The West Indies becomes a Dominion—great for us, great for the people of Africa, of particular significance to the hundreds of thousands of Negroes that live in the United States of America who take a tremendous interest in the possibilities of the West Indies evolving a federation of their own and who know only too well that the status of minority groups in any country is greatly enhanced by the progress and development of their own blood brothers wherever it takes place in the world. That is why for them it is a matter sometimes of more moment than it is for our own unthinking citizens in Jamaica.

"And then again we aim, hard as the task is, to attempt to create civilized, modern conditions for our people. We have to break out of the limitations of the old colonial economy. We have to modernize our economy. We have to learn new methods in this world of industry. We have to so build upon the larger opportunity of our unity that we can create a society that can provide for its people the basic elements of a decent life."

Canada and the United Nations



UNITED NATIONS MEDITATION ROOM

A fresco painting by the Swedish artist Bo Beskow is part of the continuing programme of redecoration of the Meditation Room at United Nations Headquarters in New York.

THE ISSUE before the 12th session of the General Assembly which overshadowed in importance all others was undoubtedly that of disarmament. This session also had before it a complaint about threats to the security of Syria and to international peace,⁽¹⁾ the questions of Cyprus, Algeria,⁽²⁾ West Irian (West New Guinea), economic development of under-developed countries⁽³⁾ and refugees,⁽³⁾ matters in the economic, social and cultural fields and questions relating to dependent peoples.

(1) See article in the Bulletin of November 1957.

(2) See article in the Bulletin of January 1958.

(3) See articles in the Bulletin of February 1958.

The question of disarmament was debated at length in the First (Political and Security) Committee and in plenary where a resolution was adopted which urged that an agreement be reached to provide *inter alia* for the suspension of nuclear weapons tests with effective international control; the cessation of the production of fissionable materials for weapons purposes under effective control; the transfer under international supervision of stocks of fissionable material to non-weapon uses; the reduction of armed forces and armaments through adequate, safeguarded arrangements; the progressive establishment of ground and air inspection; and the study of an inspection system to ensure that the sending of objects through outer space should be exclusively for peaceful and scientific purposes. This was the 24-power resolution of which Canada was a co-sponsor and which largely embodied the proposals made by the United States, the United Kingdom, France and Canada during the Disarmament Sub-Committee talks in London last summer. It was approved by 56 nations in favour, 9 against (the Soviet bloc), and 15 abstentions.

A resolution to enlarge the membership of the Disarmament Commission from eleven to twenty-five members was approved by 60 nations, only the Soviet bloc voting against it. Canada played an active role in the negotiations leading up to this resolution as it had on the 24-power resolution. The Canadian position was stated to be that we did not consider that the disarmament proposals with which we were associated were "the only means by which at least some progress can be made towards disarmament" and that "we do not believe that a matter of some alteration in the United Nations disarmament bodies need inevitably be allowed to stand in the way of at least the opportunity for further negotiation." Canada did, however, oppose the Soviet resolution for an 82-member commission which was supported only by the Soviet bloc, because in common with other members of the United Nations it was thought it would serve no constructive end. The other resolution which Canada supported was that on collective action to inform and enlighten the peoples of the world as to the dangers of the armaments race and particularly as to the destructive effects of modern weapons. The Assembly discussion established that there was a wide measure of support for resuming negotiations on the basis of the proposals of the Western Powers but the end result of the debate was discouraging. The refusal of the Soviet Union to consider these proposals or even to participate in the expanded Disarmament Commission meant that the Assembly terminated its work in an atmosphere in which the prospects of an early resumption of negotiations did not appear promising.

Cyprus

The debate on the Cyprus question took place from December 9 to 12 and was largely dominated by statements from the United Kingdom, Greece and Turkey and included frequent charges and counter-charges concerning alleged atrocities. While Greece stood for the self-determination of the Cypriot people as a whole and contended that the question was clearly one between the United Kingdom and the people of Cyprus in which Turkey had only secondary interests, Turkey stressed that her interest was valid because Cyprus was an off-shore island of the Turkish mainland, and laid great emphasis on the rights of all peoples of the island. The United Kingdom considered that the resolution unanimously adopted by the Assembly on February 26, 1957 still applied. This resolution expressed the hope that negotiations would be

undertaken with a view to finding a peaceful, democratic and just solution in accord with the purposes and principles of the Charter.

Egypt and Syria underlined that British occupation of the island threatened the security of the Arab states while the Soviet bloc laid emphasis on the role of Cyprus as a NATO base for missiles and atomic weapons. Latin-American speakers strongly supported the principle of self-determination. Most of the Asian countries however, while supporting this principle, generally expressed their trust in the ability of the United Kingdom to negotiate a successful compromise through peaceful and democratic means. The United States stressed that the best solution could be reached through the use of quiet diplomatic channels by the parties concerned.

Greece introduced a draft resolution expressing the Assembly's concern that no progress had been made towards a solution and the wish that the people of Cyprus would be given the opportunity to determine their own future by their right to the principle of self-determination. Canada, Chile, Denmark and Norway jointly submitted amendments to the Greek resolution to reaffirm the resolution adopted at the previous session and to express the Assembly's hope "that further negotiations and discussions between those concerned be promptly undertaken with a view to finding a peaceful, democratic and just solution in conformity with the purposes and principles of the Charter of the United Nations". In explaining the four-power amendments the Canadian Representative stated that as representatives of all points of view had referred to last year's resolution as one laying down a proper direction for progress in the dispute it was thought that this common ground should be re-emphasized in this year's resolution. He also pointed out that the operative amendments expressed the desire for a solution in conformity with the principles and purposes of the Charter rather than specifically and uniquely with the right of self-determination. While not denying the relevance of the principle of self-determination, he pointed out that it was only by seeing all the principles of the Charter in their organic and inter-related context that a fully equitable, and, in the best sense, democratic solution could be found. He considered it would be appropriate for the resolution to be adopted by the Committee to point to the principles involved without prejudging the many aspects of this difficult question and to express our heartfelt wish that the parties most concerned would be able to give these principles some lasting and meaningful application.

Greece accepted the amendments to the preamble of the resolution but submitted a sub-amendment to the operative paragraph proposed by the four powers. This sub-amendment expressed the Assembly's earnest hope "that further negotiations and discussions will be undertaken in a spirit of cooperation with a view to having the right of self-determination applied in the case of the people of Cyprus".

The provision sponsored by Greece in its sub-amendment was adopted by a roll-call vote of 33 to 18, Canada voting against, with 27 abstentions. The Greek draft resolution as amended was then adopted as a whole by a roll-call vote of 33 to 20, Canada voting against, with 25 abstentions.

When the draft resolution thus recommended by the First Committee was voted on by the Assembly itself in plenary meeting on December 14, the vote was 31 in favour, 23 against (including Canada), with 24 abstentions.

The proposal thus failed to carry, as a two-thirds majority was required for the adoption of the resolution.

West New Guinea

The future status of West New Guinea, after sovereignty over The Netherlands East Indies was transferred to Indonesia, was not settled in the 1949 Round-Table Agreements. This dispute was discussed in the United Nations General Assembly for the fourth successive year at the twelfth session. At the ninth⁽¹⁾ and eleventh sessions, resolutions calling for renewed negotiations between The Netherlands and Indonesia failed to obtain the necessary two-thirds majority in plenary session. The tenth session passed a mild resolution expressing the hope—which later proved to be vain—that the negotiations, then scheduled to be held in Geneva early in 1955, between Indonesia and The Netherlands, would be fruitful.

At the twelfth session, the West New Guinea item was inscribed on the agenda by a vote of 49 in favour, 21 against and 11 abstentions (including Canada). The Canadian Representative abstained because, although the Canadian Government recognized that the General Assembly could discuss the subject, there did not appear to be any likelihood that the Assembly could contribute to a solution in practice. In the First Committee, a 19-power resolution, requesting both parties to find a solution to this "political dispute", the assistance of the Secretary-General and a progress report at the thirteenth session, was tabled. During the debate, the Indonesian Representative warned that, if the Assembly refused to take any mediatory action, Indonesia might resort to other "actions short of war". The Netherlands and Australian Representatives emphasized the "ethnological and geographical affinity" of the New Guinea territories under their administration.

The resolution was approved in Committee on November 26 by a vote of 42 in favour, 28 against (including Canada) and 11 abstentions. On December 1, in plenary session, one additional negative vote was cast; thus the resolution failed to secure the requisite two-thirds majority. This adverse vote in the General Assembly was followed, in December, 1957, by anti-Dutch measures in Indonesia.

Other Matters

The Second (Economic and Financial) Committee and subsequently the plenary adopted resolutions either unanimously or without opposition that recommended for favourable consideration the establishment of a Special Projects Fund,⁽²⁾ and an Economic Commission for Africa and dealt with matters pertaining to the expansion of international trade, the financing of programmes of technical assistance and economic development.

The Third (Social, Humanitarian and Cultural) Committee reviewed the work of UNICEF and in a resolution later adopted unanimously by plenary expressed the hope that governments, organizations and individuals would give increased support to the Fund. In other resolutions the Committee and plenary decided to continue for five years the office of the United Nations High Commissioner for Refugees and requested him to intensify the UNREF programme to achieve permanent solutions for refugees. The Committee also

(1) See *External Affairs*, January, 1955, page 20.

(2) See article in the Bulletin of February 1958.

continued its work on the Draft International Covenants of Human Rights and dealt with matters concerning the status of women and their participation in programmes of community development, the right of peoples and nations to self-determination, and freedom of information.

To the Fourth (Trusteeship) Committee was assigned the agenda items concerning dependent peoples and trust territories. As a result of its deliberations, resolutions were adopted concerning the status of the territory of South West Africa, the obligations of the Union of South Africa towards that territory and a Good Offices Committee to discuss with South Africa the basis for an agreement on the international status of the territory. In order to enable it to reach a decision concerning the termination of the Trusteeship Agreement for Togoland (under French Administration) at its thirteenth session, if the Governments of France and Togoland should ask for this, the Assembly adopted a resolution which requested the Administering Authority to report to the Trusteeship Council on elections and the convening of a new Togolese Legislative Assembly and on any wishes which it might express in this connection. On the invitation of the Togolese Government it also appointed a UN Commissioner to supervise and report to it on the elections. Resolutions were approved concerning economic conditions in and economic development of Trust and non-self-governing territories and the availability of scholarships for students from those territories. Other problems before the Committee were the attainment of self-government or independence of Trust Territories, the situation in the French and British Administered Cameroons and the question of the frontier between Italian Administered Somaliland and Ethiopia.

In this brief summary of the twelfth session mention must also be made of the work of the Fifth (Financial and Administrative) Committee and of the Sixth (Legal) Committee. The Fifth Committee has the responsibility of reviewing United Nations expenditures for the past year and the budget for the coming year, of investigating the financial implications of Assembly decisions and of examining the administration of the organization. By a resolution adopted unanimously the scale of assessments was determined for members contributions to the United Nations budget for 1958. Canada's contribution is 3.09 per cent of the total or \$1.60 million.

The Sixth Committee considered the report of the International Law Commission on the work of its ninth session, the question of deferring aggression, the draft Code of Offences against the Peace and Security of Mankind and international criminal jurisdiction. The Committee was also asked for an opinion on the majority required by the General Assembly on resolutions relating to matters referred to in Chapter XI of the Charter (Declaration Regarding Non-Self-Governing Territories).

During the twelfth session members voluntarily pledged approximately \$30 million towards the financing of the Expanded Programme of Technical Assistance to Under-Developed Countries. Of this amount Canada has, subject to Parliamentary approval, pledged \$2,000,000 for 1958 in addition to its assessed contributions to the regular technical assistance programmes of the United Nations and Specialized Agencies. Canada has also announced that, subject to Parliamentary approval, it would contribute \$650,000 and a large quantity of dry skimmed milk to the United Nations Children's Fund (UNICEF), \$200,000 to the United Nations Refugee Fund, and \$500,000 and

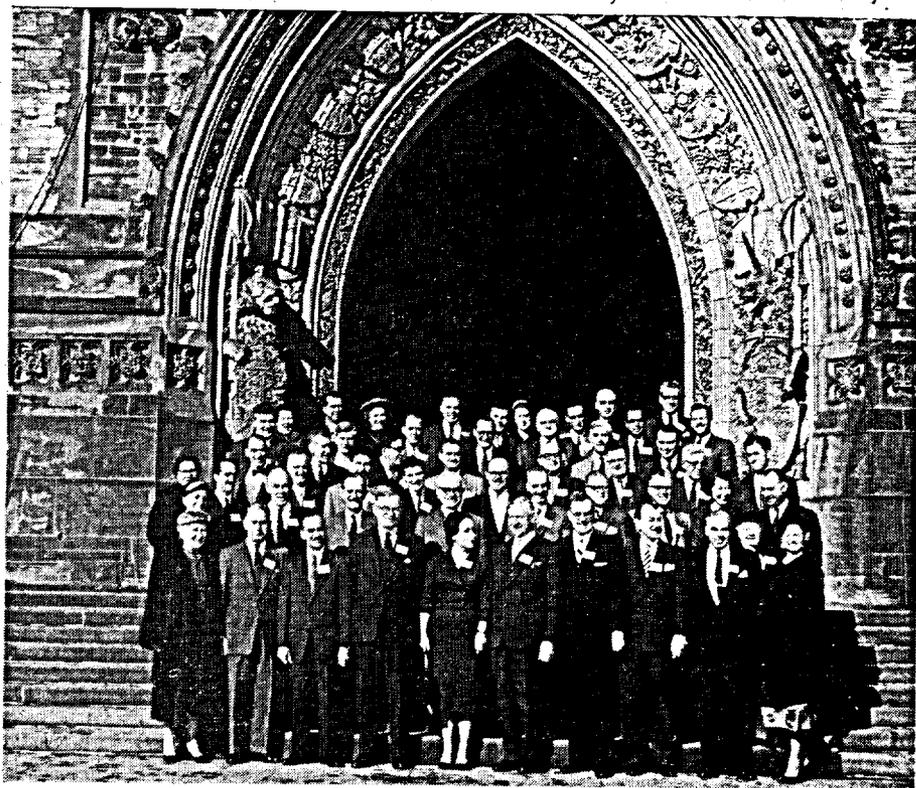
(Continued on Page 83)

Canadian National Commission For UNESCO

By E. L. Fowlie*

MARKING an important occasion in Canada's relations with the United Nations Educational, Scientific and Cultural Organization (UNESCO), the first meeting of the Canadian National Commission for UNESCO was held in Ottawa February 5 and 6, 1958.

The newly formed Commission for UNESCO was organized under the sponsorship of the Canada Council in accordance with the Canada Council Act and an Order-in-Council of June 1957. Its President is Dr. N. A. M. MacKenzie, President of the University of British Columbia and a member of the Canada Council. The Vice-President, Dr. J. F. Leddy, is also a member of the Council and the Secretary, Mr. Eugène Bussière, is the Associate Director of the Council.



UNESCO NATIONAL COMMISSION

Delegates and observers attending the first meeting of the Canadian National Commission for UNESCO, held in Ottawa on February 5 and 6, 1958, gathered on the steps of the Parliament Building for a group photograph. In the first row from left to right are Mrs. Rex Eaton; Dr. O. E. Ault; Mr. E. Bussière, Secretary of the Commission; Mr. Brooke Claxton, Chairman of The Canada Council; Mrs. A. Paradis; Dr. N. A. M. MacKenzie, President of the Commission; Dr. J. F. Leddy, Vice-President; Dr. G. E. Hall, Senator Donald Cameron, and Mrs. W. D. Tucker.

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At the meeting the constitution of the Commission was adopted and reports of a recently formed committee on the UNESCO programme and budget were heard and discussed. A committee was established to explore the possibility of participating in UNESCO's major project on the mutual appreciation of Eastern and Western cultural values; biennial general meetings of the Commission were decided upon with the first general meeting tentatively scheduled for early in 1959; and membership of the Executive Committee of the Commission was completed.

The Constitution

The Constitution as adopted by the meeting provides for a membership of twenty-six members, some on a permanent and some on a rotating basis. All members are representatives of organizations concerned with or active in the fields of education, science, cultural affairs and mass communications. Among the permanent members are representatives of the Canada Council, the Department of External Affairs, the Canadian Education Association, the Canadian Broadcasting Corporation, the Canadian Association for Adult Education, the National Research Council and the Canadian Arts Council. The Constitution also provides for a system of rotating membership for those organizations which have co-operating status with the Commission. To qualify for such status, organizations must be national in scope, maintain objectives in harmony with those of UNESCO and be able to make a useful contribution to UNESCO's programme. Members chosen from this category are l'Institut canadien d'éducation des adultes, the National Council of Women, Jeunesses musicales du Canada and the United Nations Association.

Reporting for the various panels which studied the UNESCO programme and budget were Dr. E. Sheffield, of the Dominion Bureau of Statistics, on education; Mr. Marcel Ouimet, of the CBC, on mass communications; Dr. Kaye Lamb, of the National Library, on cultural activities; Dr. J. D. Babbitt, of the National Research Council, on the natural sciences; Dr. John Robbins, of the Humanities Research Council, on the social sciences, and Mr. D. Bartlett, of the Technical Co-operation Service, on the exchange of persons, participation and technical assistance programme.

Because of the close relationship between the Department of External Affairs and the National Commission, the Department is represented both on the Commission permanent membership and its Executive. Mr. Marcel Cadieux, Assistant Under-Secretary of State for External Affairs, represents the Department on the Executive Committee. Other members of the Executive are Dr. L. W. Shaw, Deputy Minister of Education for Prince Edward Island, representing the Canadian Education Association; Mr. Guy Roberge, Commissioner of the National Film Board, and Mr. Harry C. Campbell, of the United Nations Association.

Functions of Commission

Mr. René Maheu, Permanent Representative of UNESCO to the United Nations in New York, in an address to the meeting, said that "there are three main functions which are expected to be performed by a National Commission . . . the first and main task is that you are to advise your Government on the problems relating to participation in the work of UNESCO." Mr. Maheu said

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The Asian Village in the Twentieth Century

By Nathan Keyfitz*

DURING most of the past two years I was associated with the Colombo Plan Bureau, a small office in Ceylon whose job is the promotion and co-ordination of technical assistance, and I worked for the Colombo Plan Council for Technical Assistance. Technical assistance includes the training of Asians in Canada, Britain, Australia and New Zealand, and the sending of experts to Asia to advise the countries there on the many problems that come up as they struggle towards economic development. The Canadian contribution to this international work is administered from Ottawa on agreements made separately with the several receiving countries. I saw many examples of effective help by Canada as I travelled around Asia under the instructions of the Council.

Of course I saw many things in addition to what the Council sent me out to see, and it is about these that I shall talk to you this evening. My first observation is that life in Asia is in many ways different from life in Canada, and has endless variety and colour to the eyes of a Canadian visitor. For at least half of the year in most parts the skies are clear and blue, in many parts the earth is red-brown, the warmth and the fairly regular monsoon rains of half the year make a rich vegetation. Men and women wear clothing which is very different from ours—usually not tailored but rather consisting of several yards of bright cotton or silk draped around the person. The colours are brightest in places like Burma, where there is not too much crowding and people have the surplus land and the surplus energy to wear fine clothes and engage in rich ceremonies. More food must be grown if the increasing population is to maintain its old culture and secure the amenities of the modern world.

People Work Together

By and large Asians live in villages. A typical village consists of a hundred families, living in a cluster of houses, and surrounded by their fields, which for the whole village may be the size of one Canadian farm. In most parts there is private ownership of the fields though traditions of common ownership are spoken of, and there is a much more intimate relation among the villagers in the provision of services than we would find among a group of Canadian farmers. People are more in the custom of working together, looking after one another's children, engaging in house-building bees.

In one of the villages of Java where I lived for a few days a man was building his house. There was no possibility of his getting a mortgage on the sort of terms which are available in this part of the world. He found a source of clay, and for about a year shaped bricks out of the clay, with the help of his family, and he stacked the bricks, and then he baked them. After he had enough bricks he bought some lumber, cut other lumber from public forests

*Mr. Keyfitz, Senior Research Statistician, Dominion Bureau of Statistics, kindly gave permission for this reproduction of a talk given by him on the CBC on February 25, 1958.

near his home, and shaped the main structural members of his future house. After he had thus arranged for his building materials he issued a call to his neighbours. Even the busiest took a few days off from work, which it was possible for them to do since it was the dry season of the year when there is not much to do in the fields. Other neighbours who had less of their own work to occupy them took a month off to help him. The setting in place of the main roof beam was the crucial element in the construction of the house, both architecturally and ceremonially—it corresponds to laying a cornerstone in Western countries. (When the President of Indonesia is called out to initiate a new hospital the ceremony consists of his setting the roof beam in place.) And in due course another house was added to the village with little or no payment for labour except a bowl of rice for each of the helpers, cooked by the wife of my peasant friend and served about noon each day.

And it is the same with the construction of village public works such as irrigation canals, roads, and community centres or schools. Taxes are collected which pay for the materials, but the villagers turn out to do the work. There may be a rough assessment of so many days for each villager, but generally there is no quibbling about the amount of work and everyone joins in on an activity from which they will all get benefit. The decisions to undertake the work are made in democratic fashion, for village democracy is widespread in Asia.

Working The Land

Thus the Asian village is a warm friendly sort of place in which however tight the crowding on the land there are social devices to make room for everybody. If you own ten acres in a crowded place like Java you are a rather rich person, and accordingly you have responsibilities. You may be physically able to work that land yourself and to sell the rice which is surplus to the needs of your family. But if you are an Asian farmer you do not like to work alone. At the beginning of the rainy season, when the first showers have made the earth soft enough to be ploughed, four or five of your fellow villagers come over with their teams of bullocks. All of you go round and round the field together, and not only work the earth until it is good and soft and puddled through and through, but you get it level so that later when the rice is growing, and the water is dammed up to give the rice the moisture that it needs, it will be possible to have exactly the same depth of water in all parts of the field. After two or three days you go on to the fields of one of the other members of the plowing team, and then on to the next.

Meanwhile various poorer families have each taken over an acre or two of your ten acres. A cousin of yours for instance may have been doing the planting in one of your fields for the last fifteen years, and both you and he feel that he has a right of a certain kind to do that planting. His women folk get out in the early morning, and they transplant the bright green rice shoots from a nearby nursery which has been given water and loving care before the rains started, and set each shoot firmly in place. For this work and for keeping the field clear of weeds your cousin can take a certain fraction, say one-third, of the crop. After three or four or five months of careful weeding the rice is waist high and is ready to be harvested. You could get out with a scythe and harvest those acres yourself, as grain is harvested in Europe. But once again your social responsibility enters, this time bringing in a wider circle of people than ever. When you decide that the grain is ripe you declare that reaping will begin at dawn the next day, and the word goes around, and by six o'clock



INDONESIAN SCENE

Rice farming near Bandung, Indonesia

there may be as many as a hundred people, mostly women, cutting away at the rice. Though the tools are simple, the field may be reaped in two or three hours, and each of the reapers is entitled to take away a part, perhaps one-tenth, of the amount he has reaped.

After all this is over you set aside what your family will need until the next harvest and then you sell the remainder. Generally you do not take it to the market in a cart, but rather sell it at the door to bearers who carry it to the market, perhaps five miles away, and there make a profit which is sufficient that they can eat for a day or so. At the market it is usually not bought by the final consumer, but by some other small trader who takes it to a further market. The sight of the men and women who line the roads of Java with baskets of rice and other provisions on their heads strikes a stranger as soon as he takes his first ride through the countryside. When the stranger gets closer to village life he sees these people not as a picturesque frame for the road but as a part of the means by which food gets divided up so that everybody has a little to eat. The system as a whole performs the functions of our wage labour, income tax, old age pension, and family allowances; these are all embraced in village co-operation, share cropping, and petty trade.

Changes Wanted

When you see this system of Asian production and trade from the outside, people look happy enough in it, but after you have talked to the people you see that they are restless and want some changes just as you would if you were embedded in this centuries-old matrix. They now have some idea of the way in which people live elsewhere. Even if they feel that their village is well and democratically run, they want better protection against the sickness that is

always so close. They want some relief from the back-breaking work of carrying sixty pounds of rice or corn five miles to market every day if that happens to be the way they earn their living in the village scheme of co-operation. They want their children to go to school so that they may be more productive and so that they may participate in the modern world. Those who are walking want a bicycle, those who already have a bicycle want a motor scooter. They all want to be part not only of a village, but of a nation, one which can be an effective force in a world of nations. They want to see a strong and dignified central government operating according to the democratic procedures which have been traditional in the village in one form or another, but which require modification if they are to be transferred to the national stage. This magnification of village democracy to a national scale is only going to be possible if production can be increased.

Canadian Aid Welcome

Essentially the process of development must depend on local effort, but outside help is welcome, and is being given along lines that will ultimately affect the life of millions of Asian villagers. Canada is contributing to the building of dams that will enable a second crop to be harvested each year on land that now produces only one, for water rather than land is often the limiting factor in Asian agricultural output. She is providing engineering services and electric generating and transmitting equipment so that pumps can bring up underground water and so that sawmills and oil extraction and textile plants can operate more effectively. She is carrying on aerial surveys so that agricultural, forest and mineral resources can be effectively exploited.

In these and many other forms Canadian aid is today appearing on the Asian landscape and is helping the villager to make a better life for himself by combining his ancient culture with some of what the twentieth century offers.

Canada and the United Nations

(Continued from page 77)

a quantity of Canadian flour valued at \$1,500,000 to the United Nations Relief and Works Agency for Palestine Refugees. Under the various programmes within the scope of the organizations and agencies financed by the contributions of member states hundreds of experts and advisers have worked in some 100 countries and territories on projects of, for example, technical assistance, disease control, nutrition, health, agriculture, education. In UNICEF alone it was hoped that 45 million children and nursing and pregnant mothers would be benefitted during 1957.

APPOINTMENTS, TRANSFERS AND RETIREMENTS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. D. V. LePan posted from duty with the Royal Commission on Canada's Economic Prospects to Ottawa, effective February 3, 1958.
- Mr. H. B. Singleton posted from the International Supervisory Commissions, Indochina, to Ottawa, effective February 3, 1958.
- Mr. E. B. Rogers, Canadian Ambassador to Peru, appointed Canadian Ambassador to Turkey. Proceeded to Ankara February 8, 1958.
- Mr. G. L. Seens posted from the International Supervisory Commissions, Indochina, to Ottawa, effective February 8, 1958.
- Mr. A. R. Menzies appointed High Commissioner for Canada in Malaya. Proceeded to Kuala Lumpur February 11, 1958.
- Mr. R. G. (Nik) Cavell appointed to the Department of External Affairs as High Commissioner for Canada in Ceylon, effective January 31, 1958. Proceeded to Colombo February 12, 1958.
- Mr. J. J. Hurley, OBE, appointed High Commissioner for Canada in South Africa. Proceeded to Pretoria effective February 17, 1958.
- Mr. R. H. Tait retired from the Canadian Diplomatic Service, effective February 28, 1958.

Canadian National Commission for UNESCO

(Continued from page 79)

that the second vital function of a National Commission would be to serve as an agency of liaison and information between the UNESCO Secretariat and the many voluntary and non-governmental organizations which are concerned with UNESCO's areas of activity.

Finally, as is stated in the Commission's Constitution, Mr. Maheu said that a third function is: "To promote an understanding of the general objectives of UNESCO on the part of the people of Canada and facilitate Canadian participation in UNESCO affairs . . .". Referring to this third function, the President stated: "Our job is not to promote UNESCO but to promote the objectives of UNESCO". Among these objectives are the encouragement of understanding among the nations of the world, the promotion of the free flow of ideas and the wide diffusion of culture.

Among those attending the opening ceremonies were the Prime Minister, Mr. John G. Diefenbaker, and Mr. Sidney E. Smith, Secretary of State for External Affairs. Mr. Brooke Claxton, in his capacity as Chairman of the Canada Council, explained the relationship between the Council and the Commission and brought assurances of support and good wishes to the Commission.

Special guests attending the meeting included Mrs. Elizabeth Heffelfinger and Mr. W. S. Dix, Vice-Presidents of United States National Commission, and an observer from the French National Commission.

EXTERNAL AFFAIRS



CANADA

April-May 1958
Vol. 10 Nos. 4-5

• **EXTERNAL AFFAIRS** is issued monthly in English and French by the Department of External Affairs, Ottawa. It provides reference material on Canada's external relations and reports on the current work and activities of the Department. Any material in this publication may be reproduced. Citation of **EXTERNAL AFFAIRS** as the source would be appreciated. Subscription rates: **ONE DOLLAR** per year (Students, **FIFTY CENTS**) post free. Remittances, payable to the Receiver General of Canada, should be sent to the Queen's Printer, Ottawa, Canada.

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Department of External Affairs
Ottawa, Canada

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International Conference on the Law of the Sea

IN THE small hours of Monday morning April 28, the International Conference on the Law of the Sea concluded its deliberations. The next evening, in a formal ceremony at Geneva's Palais des Nations, the Hon. George Drew signed on behalf of Canada the Final Act of the Conference, four new conventions relating to various aspects of maritime law and a protocol regarding the settlement of disputes arising from the application of certain articles of the conventions. This was the culmination of more than nine weeks' intensive activity during which representatives of 86 nations considered the 73-article Report of the International Law Commission.

Nearly thirty years earlier, 42 nations had met together at The Hague in an effort to reach agreement on the codification of the law of the sea. Failure to find a common meeting ground on the important question of the breadth of the territorial sea led to the breakdown of the Conference. At Geneva, this issue was once again the focal point of the Conference's deliberations. Although this question remained unsettled it did not prevent the Conference from reaching agreement on every other major issue dealt with in the International Law Commission's report.

The Conference adopted 75 articles and produced international conventions on the continental shelf; the territorial sea and contiguous zone; the high seas; and fishing and conservation of the living resources of the high seas. By any standard, the Conference can be judged to have been an outstanding success.

The Conference had been called by resolution of the General Assembly (Resolution 1105(XI)-February 21, 1957) in order to examine the law of the sea, taking account not only of the legal but also of the technical, biological, economic and political aspects of the problem. The Assembly recommended that the Conference use the report of the International Law Commission as its basic document but that, in addition, consideration be given to a special problem not included within the compass of the International Law Commission's report—the question of free access to the sea of landlocked countries.

The International Law Commission's recommendations had two different aspects. On the one hand they sought to codify international law in fields where there already was extensive practice, precedent and doctrine. In some cases this involved little more than a clear statement of what was generally recognized international law. In others it required an attempt to reconcile conflicting or differing interpretations or practices, or to state a definite position in the hope that agreement might be possible.

On the other hand, the recommendations were concerned in some cases with the progressive development of the law. This applied particularly to such matters as the continental shelf where there was as yet no body of existing and recognized practice. It also applied, however, to a number of fields in which the body of law was either incomplete or not fully applicable to the conditions of the mid-twentieth century. In much of the Commission's work,

of course, it was not possible to make a categorical distinction between codification and development.

As the date for the Conference drew near, it appeared to Canadian observers that two of the major problems would be:

- (a) how to reconcile the growing desire on the part of States which do not have well-developed fisheries to stake a claim in the fishery resources of the seas with the desire of States which have long engaged in fishing to protect their established interests in these fisheries; and
- (b) how to reconcile the conflict between fishing States which fish largely off their own shores and those which fish off foreign shores—a conflict that has arisen largely as a result of the tendency of coastal States to attempt to exclude foreign fishermen from adjacent high seas.

The proceedings and results of the Conference amply bore out the accuracy of this forecast.

The Conference comprised four stages. First, there was a one-week plenary session, with no general debate, which approved the agenda and the rules of procedure and elected a president, thirteen vice-presidents and committee chairmen. This group of officers comprised the Conference's General Committee to which broad questions relating to the work of more than one committee were referred from time to time. A Drafting Committee was also selected.

The following five committees, each with a chairman, vice-chairman and rapporteur, were set up:

Committee I —Territorial Sea and Contiguous Zone (Articles 1-25 and 66)

Committee II —High Seas—General Regime (Articles 26-48 and 61-65)

Committee III—High Seas—Fishing (Articles 49-60)

Committee IV—Continental Shelf (Articles 67-73)

Committee V Landlocked Countries (not dealt with by International Law Commission)

All committees were committees of the whole on which each of the eighty-six states participating in the Conference was entitled to be represented.

The second and third stages of the Conference took place in committee. Each committee had a general debate lasting approximately two weeks during which each delegation expressed its views generally on the articles assigned to the committee and put forward specific proposals or amendments for subsequent consideration. The general debate was followed by detailed discussion and voting on the articles seriatim. It was during this stage, which lasted approximately six weeks, that the major work of the Conference was accomplished.

The final stage was a further plenary session of one full week (including day and evening sittings Saturday and Sunday) for the purpose of approving the texts of the articles as adopted by each committee, together with the committees' recommendations as to the nature, form and content of the conventions or other instruments that should result from the Conference.

Any sober assessment of events and of the forces at work during the Conference would seem to lead to the inescapable conclusion that the stalemate on the territorial sea question was inevitable. Canada played a major role in the discussions and negotiations on this matter and it was not for lack of

initiative or goodwill that the efforts of its delegations to achieve a satisfactory solution did not produce the desired results.

Canada's Main Contribution

Canada's main contribution at the Conference toward the development of a code of international law that would meet the requirements of nations today was a concept that came to be known as "the Canadian proposal". Basically, this concept was to the effect that there should be a coastal zone of twelve miles, in which a state would have the same rights with regard to fishing as it had in its territorial sea. Thus, under the final Canadian plan, a state would be allowed, in addition to a territorial sea of up to six miles, six further miles in which it would have control over fishing. As this proposal introduced an entirely new procedure for extending fishing rights, it affected profoundly the whole course of discussion from the time it was first put forward. In fact it became accepted, in one guise or another, as a feature of all the plans for a solution of the problems of the breadth of the territorial sea. Near the end of the Conference the concept was incorporated in a much revised form in the final United States proposal, which differed from the Canadian in that it recognized the right of states fishing over a certain length of time in areas outside the territorial sea (extending under this resolution up to six miles) but within the twelve-mile contiguous zone, to continue to do so in future.

By the end of the Conference it had become quite apparent that, without the concept of a contiguous fishing zone, there would have been no hope whatever of reaching agreement on territorial limits. As long as coastal rights with regard to fisheries were considered to be coterminus with the territorial sea, the conflict between states interested in such coastal rights and those interested in freedom of the seas was much too great to allow the possibility of agreement. Thus, the Canadian formula for a twelve-mile contiguous fishing zone was the only proposal on this matter to be approved in committee. However it failed in plenary session to obtain the two-thirds majority necessary for its adoption (it received 35 votes in favour, 30 against with 20 abstentions). Under these circumstances, the Conference decided, by a vote of 48 in favour, 2 against with 26 abstentions, to request the United Nations General Assembly, at its forthcoming session this fall, to study "the advisability of convening a second International Conference of Plenipotentiaries for further consideration of the questions left unsettled by the present Conference." While no agreement thus proved possible on the breadth of the territorial sea or on the characteristics of the fishing zone that should be established, it seems safe to assume that any solution ultimately arrived at will incorporate the Canadian concept of a fishing zone in some form.

Significant Results

Turning to other questions, the success of the Conference's work is evident in the results of every committee. From the standpoint of Canadian interest, significant results were achieved in a number of areas.

The Continental Shelf—A separate convention has emerged from the Conference covering this new and previously unregulated concept in international law. The convention defines the extent of the continental shelf and the nature of the coastal states rights over it. It was a Canadian proposal in Committee IV that led to the decision to adopt a separate instrument and in the plenary session

a further Canadian proposal resulted in the prohibition against reservations to the three most important substantive articles.

While the more contentious questions of the territorial sea and of fishing attracted more attention and occupied more of the time of the Conference, the Canadian Delegation was well aware of the fact that, in the long term, the achievement of a satisfactory regime for the continental shelf might be of considerably greater importance to Canada. While the final articles did not incorporate all the features that Canada had sought, damaging proposals were avoided and the result is highly satisfactory on the whole.

High Seas Fishing—Three points, in particular, should be mentioned. New articles provide that when conservation measures have been adopted in the high seas by any coastal state, these measures must be observed by fishermen from other countries. Another article provides that in emergency situations a coastal state may unilaterally enact necessary conservation measures on the high seas. Finally, the "abstention principle" was prominently mentioned during the debates and a declaration recommending its application received the support of the majority of nations but failed to gain the required two-thirds in plenary. Although defeated, the attention given to this principle has enhanced its status very considerably. Briefly, the abstention principle provides that if in any area of the high seas the maximum sustainable yield of any particular stock of fish is being obtained as a result of conservation and regulation by the states engaged in the fishery, then other states not including the coastal state would agree to abstain from that particular fishery.

Straight Baselines and Bays—As a starting point for measuring the breadth of the territorial sea, the principle of drawing straight baselines from headland to headland in the case of deeply indented coastlines rather than following the sinuosities of the coast was recognized in the decision of the International Court of Justice in the Anglo-Norwegian Fisheries Case. The adoption of an article which gives universal recognition to this principle is of particular interest to Canada since a great deal of its coastline would seem to qualify for the application of the straight baseline system. The principle has gained acceptance and will apply to any future agreement on either the territorial sea or contiguous zones for fishing or other purposes.

Wide Measure of Agreement

The most striking feature of the Conference, as already observed, was the wide measure of agreement achieved on every important question except the measurement of the territorial sea. Another significant trend that was very much in evidence was the tendency for states to drift away from traditional political alignments or power groupings. The basic conflict appeared to be between those states having long-established coastal fishing interests and those which wished to see the widest measure of freedom to secure or maintain fishing rights in distant waters. As a result, some rather unusual alignments developed from time to time.

Of special importance to the outcome of the Conference was the position taken by the newer states. In this connection, Canada's role was not so much that of an important middle power, or even a senior member of the Commonwealth, as it was that of a coastal state seeking to obtain recognition of fishing rights in off-shore waters which would exclude so-called traditional rights of

(Continued on Page 111)

Canada and the United Nations

U.S.S.R. Complaint Considered

Mr. Gromyko, the Foreign Minister of the U.S.S.R., charged in a press conference at Moscow April 18 that the United States was endangering peace by despatching military aircraft, carrying atomic and hydrogen bombs, in the direction of the frontiers of the U.S.S.R. This charge was followed the same day by a request by the Soviet Representative in New York for an urgent meeting of the Security Council to consider the question of "Urgent measures to put an end to flights by United States military aircraft armed with atomic and hydrogen bombs in the direction of the frontiers of the Soviet Union".

The Soviet Complaint

The Security Council met on April 21 to consider the Soviet complaint. The United States Representative, Mr. Cabot Lodge, was in the chair as President of the Security Council for the month of April. The Representative of the U.S.S.R., Mr. Sobolev, opened the debate repeating in detail the charges which had been made by Mr. Gromyko at his press conference in Moscow. He said that for some time aircraft of the United States Air Force had been flown repeatedly through the Arctic regions in the direction of the territory of the U.S.S.R. with atomic and hydrogen bombs on board. He said that reports indicated that these flights were made whenever unidentified objects appeared on the radar screens of the United States Distant Early Warning system, but that on closer examination it had always proved to be the case that the blips on the radar screens were caused by electronic interference or by a shower of meteorites and not by guided missiles, ballistic rockets or similar objects. The aircraft therefore always returned to base.

What would happen, Mr. Sobolev asked, if American servicemen were unable to ascertain the truth in time and continued in their flight towards the borders of the Soviet Union? The Soviet Union would of course find it necessary to take immediate measures to meet the impending threat. Furthermore, if the Soviet Air Force were to act in the same way as the United States Air Force was doing, it too might take off in the direction of the United States, and United States bases elsewhere, to investigate unidentified objects which appeared on its radar screens. In such circumstances the air forces of the two countries might meet over the icy wastes of the Arctic and each come to the conclusion that an attack by the enemy was taking place and then the world would find itself caught in the "hurricane of atomic war". The Soviet Representative said that mankind had several times been "within a hair's breadth of catastrophe" and that by its "provocative action" the United States was holding the world "on the brink of war". Atomic war could, he said, break out at any moment" as the result of some slight error in judgment by an American technician, some lapse of attention, some miscalculation or some incorrect inference on the part of some American officer".

Mr. Sobolev elaborated on this thesis at some length, alluding to a feeling of "alarm and outrage" which he alleged was gripping European peoples who, he said, considered these acts of the American Air Force as "manifestations of progressive insanity". He said that the flights of American bombers were

bringing the "dreadful threat of atomic war" on the allies of the United States, referring particularly to the NATO allies, and that any hope that the "holocaust of atomic warfare" might by-pass the North American Continent was "a snare and a delusion". Maintaining that the Soviet people could not fail to experience "a profound feeling of indignation at these actions of the enemies of peace", he argued that these actions were inconsistent with the obligations of membership in the United Nations and in particular were inconsistent with a resolution adopted unanimously by the General Assembly at its last session, which called upon member states to exert every effort to strengthen international peace and develop friendly relations and co-operation. The Representative of the Soviet Union concluded his remarks by presenting a draft resolution by which the Security Council would call upon the United States "... to refrain from sending its military aircraft carrying atomic and hydrogen bombs in the direction of the frontiers of other States for the purpose of threatening their security or staging military demonstrations".

The United States Reply

In his reply to the Soviet statement the United States Representative, Mr. Cabot Lodge, said that his government had done nothing that was in any way dangerous to peace and which was not demanded by the inescapable requirements of legitimate self-defence. He said that his government had tried many times without success to discover any willingness on the part of the Soviet Union to take positive steps towards easing tension and freeing resources for peaceful purposes. He recalled that in recent months the Soviet Union, turning its back on the United Nations, on the Disarmament Commission, on the Security Council, on the decision of the General Assembly, on the normal uses of diplomacy, on all the machinery available for consultation and negotiation, had demanded that there be a meeting of heads of governments for the professed purpose of easing tension and solving problems that divided them. He found it perplexing and regrettable that the Soviet Union, at a moment its leaders were proclaiming their desire for a meeting of Heads of Governments, should have made these charges of an alleged United States threat to peace.

It was against this background that Mr. Lodge asked the Council to view the issue presented by the Soviet complaint. He said that until fears of surprise attack were banished by collective international agreement the United States was compelled to take all steps necessary to protect itself from being overwhelmed. When a totalitarian state had the capacity to strike without warning it was mandatory for the United States to maintain its Strategic Air Command in a state of efficiency through constant practice, Mr. Lodge said, but all of its training exercises were designed to maintain the flights within areas which could not be considered provocative to the Soviet Union. Aircraft of the Strategic Air Command were launched only in a carefully planned and controlled way and procedures were followed which ensured that they could not pass beyond proper bounds, which were far from the Soviet Union or its satellites, without specific orders given personally by the President of the United States. These activities could not possibly be the accidental cause of war.

He went on to recall that the system of defence of the United States was erected at tremendous expense only because of the aggressive policies of the

Soviet Union. The United States had no aggressive intentions against any country. Mr. Lodge then went on to list the various proposals which had been made by the United States which were designed to guard against surprise attack: the proposal made at Geneva in 1955 by President Eisenhower that the Soviet Union should agree with the United States to mutual aerial inspection of each other's territory; the proposal for an inspection system covering all the continental United States, Alaska, Canada and the Soviet Union; and a further alternative that the open sky system should start in the Arctic region. The last mentioned proposal concerning the Arctic, which one might have thought the Soviet Union would welcome, was treated with scorn. Other proposals had also been rejected by the Soviet Union—a proposal for technical disarmament studies, the five-point disarmament plan which was overwhelmingly endorsed by the twelfth session of the General Assembly, suggestions for a meeting of the Disarmament Commission which was enlarged for the express purpose of meeting the Soviet Union's views, and many others. He concluded by saying that the presentation of the charges against the United States in the Security Council was not the action of some one who wanted a Summit Conference to succeed or of someone who wanted peace.

The Canadian Position

The Canadian Representative, Mr. Charles Ritchie, following Mr. Lodge, opened his remarks by questioning the nature of the Soviet complaint. He considered that insufficient reason had been given for calling the Security Council into urgent session on the pretext that there was a "threat to the cause of peace", and that the Soviet complaint was insubstantial and unfounded. Stating that, while the Security Council had a primary responsibility for the maintenance of international peace and security, this did not mean that the Council should be used to foster unrest and suspicion in international affairs, Mr. Ritchie went on:

In suggesting that the U.S.R.R. charges are unworthy of serious Council discussion, I should like to make some comment on the situation which the U.S.S.R. Government seeks to exploit, and that is the worldwide anxiety about the possibility of an outbreak of nuclear warfare. Weapons other than the bombers, which the U.S.S.R. statement complains about, are already within the grasp of the principal powers. The U.S.S.R. Government has demonstrated in a spectacular way its achievements in the field of ballistic missiles. These advances in science, with the terrible potential of war which they imply, are producing a profound anxiety in the minds of men. They have produced too an inherent danger of surprise attack which only adds to the apprehension abroad. It is this situation, this danger of surprise attack, which the nations of the world, and particularly the nuclear powers, should be discussing seriously, and not baseless and unwarranted charges raised for purposes we have reason to question.

Referring to the fact that positive proposals to deal with the fear of surprise attack—proposals with which Canada was closely associated—had been presented to the U.S.S.R. in some detail and had been dismissed with ridicule, Mr. Ritchie said:

If the allegations now put forward by the U.S.S.R. Government were at all serious, we should have expected them to be related to measures

designed to reduce the danger of surprise attack. We could have hoped that there would be some U.S.S.R. response to the earlier proposals leading to new negotiations for a practical system of safeguards against surprise attack. Instead we have been treated to a recitation of angry allegations which really have very little to do either with reducing international tension or meeting the grave problems implicit in the development of nuclear arms.

Mr. Ritchie then went on to say that in the present international situation it had been necessary for Canada and its allies to maintain their defences. Referring to the fact that Canada was associated with its allies and in particular on this continent with the United States in certain defence arrangements which it considered essential and which it intended to continue in whatever form was required, Mr. Ritchie said that the Canadian Government must, however, "categorically deny that there is any aggressive or provocative intent in any of the defence efforts with which the Canadian Government is associated". He referred to a letter which the Prime Minister had received from the Head of the Soviet Government in January of this year, in connection with a proposal for a high-level meeting, which had contained suggestions of aggressive intent which the Canadian Government regarded as most objectionable. In his letter to the Prime Minister, the Head of the Soviet Government had referred to the existence of United States bases on Canadian soil. In his statement to the Council Mr. Ritchie quoted from the Prime Minister's reply to that letter in which he had said that Canada had every right to take measures of self-defence and that any actions it took in this regard resulted from a conviction that such measures were necessary. The Prime Minister had reminded the Head of the Soviet Government that he had last summer given assurance that in the context of a disarmament agreement the Canadian Government would be willing to open all or part of Canada to aerial and ground inspection on a basis of reciprocity and suggested that this was a type of proposal which should prove attractive to both the U.S.S.R. and Canada since they were neighbours across the Arctic. Stating that the situation had not changed since the Prime Minister had given these assurances, Mr. Ritchie continued:

As an Arctic neighbour of the U.S.S.R. Canada is still ready to cooperate in measures of inspection and control involving Canadian territory as a part of a mutually satisfactory disarmament agreement. It is regrettable that the U.S.S.R. dismissed proposals involving the Arctic region to guard against surprise attack as being of no interest to the U.S.S.R. If they could see no reason to consider these proposals, which were put forward in a serious desire to allay any concern which the U.S.S.R. might legitimately feel, and which could have helped to allay our own concern, what justification can there now be for the present charge? It is open to the U.S.S.R. to bring about an improvement in the international situation towards which it professes to be working by concerning itself with cooperation in the Arctic region on a system of control and inspection.

Recognizing that there were grave difficulties to be overcome in establishing such a system Mr. Ritchie said that it was for the purpose of establishing the kind and degree of inspection that would be necessary that the Western members of the sub-committee of the Disarmament Commission had proposed the creation of technical committees to study the details of an inspection scheme, but the U.S.S.R. Government had refused to participate in such a study. Mr. Ritchie concluded his remarks in the following words:

It is all the more strange that the U.S.S.R. Government should take this action before the Council today at a time when it asserts that it is anxious to arrange a summit meeting and in a period when diplomatic efforts are being made for the purpose of examining the possibilities that lie in this direction. Ever since the end of the twelfth session of the General Assembly the Western Powers have been seeking to persuade the U.S.S.R. to resume disarmament negotiations within the framework of the United Nations. We therefore ask the U.S.S.R. bloc once more to work toward adoption of methods of international inspection and control which would make broad agreement on disarmament measures possible and to work through the United Nations towards the attainment of conditions of trust and understanding which would greatly reduce the need of defence measures in all countries.

The Position of Other Delegations

Following the statements of the U.S.S.R., the United States and Canada, all of the other members of the Council who spoke—China, France, United Kingdom, Japan, Iraq, Colombia and Panama—made short statements opposing the Soviet draft resolution. The Representative of Sweden did not intervene in the debate. The majority of the members of the Council expressed support for the Western proposals for dealing with the fear of surprise attack as well as recognition of the necessity of maintaining vigilance against surprise attack and of being prepared to meet it if it came. They also regretted the failure of the Soviet Union to respond to various disarmament proposals which had been put forward by the West or to participate in renewed disarmament discussions on the basis of a resolution which had been adopted by the General Assembly at its last session. Some representatives accused the Soviet Union of engaging in a propaganda exercise and questioned in particular the timing of the Soviet complaint. The Representative of the United Kingdom said "It seems, to say the least, strange that the Soviet Union should make this attack upon the United States at the United Nations just when the Governments of France, the United Kingdom and the United States are trying to arrange talks with Mr. Gromyko in Moscow about a meeting of Heads of Governments."

At the conclusion of the debate the Chairman proposed that the Soviet draft resolution be put to the vote. However, the Soviet Representative proposed an adjournment until the following afternoon and, when this was rejected by the Council, an adjournment until the following morning. When this too was rejected, after some procedural discussion, the Soviet Representative replied to the statements made by the members with a repetition of the charges he had made earlier, drawing on newspaper reports and United States Government sources for support for his claim that the Soviet complaint was well-founded. Protesting against the Council's decision not to adjourn until the next day to discuss the matter further the Representative of the U.S.S.R. withdrew his draft resolution and the meeting adjourned.

Subsequently, at the request of the United States, the Security Council reconvened on April 29 to consider the establishment of an international inspection system in the Arctic Zone. An account of the Security Council's consideration of this proposal at meetings held on April 29 and May 2 will appear in the next issue of "External Affairs".

Status of Women

The twelfth annual session of the Commission on the Status of Women was held in Geneva from March 17 to April 3, 1958. Canada was participating in the work of the Commission for the first time and was represented by Mrs. Harry Quart, M.B.E., of Quebec City. Miss Marion Royce, Director of the Women's Bureau, Department of Labour, and Mr. Neill Currie, Department of External Affairs, accompanied Mrs. Quart to Geneva as advisers.

The function of the Commission, which is a subsidiary organ of the Economic and Social Council, is to prepare studies and make recommendations on all aspects of women's status in the political, economic, social, and educational fields. Member states are elected to the Commission for three-year terms and Canada will therefore be represented on the Commission until the end of 1960. Other newly elected countries which were serving on the Commission this year for the first time were Japan and Czechoslovakia. At present the other members of the 18-member body are Argentina, Belgium, China, Cuba, Dominican Republic, France, Israel, Mexico, Pakistan, Poland, Sweden, U.S.S.R., United Kingdom, United States, and Venezuela. In accordance with established custom all of the representatives on the Commission at present are women, including some of the world's outstanding authorities on the status of women and their activities.

After electing officers—Begum Anwar Ahmed, of Pakistan, as Chairman, Miss Uldarica Manas, of Cuba, and Mrs. Zofia Dembinska, of Poland, as first and second Vice-Chairmen respectively and Mrs. Mina Ben-Zvi, of Israel, as Rapporteur—the Commission immediately began consideration of its heavy agenda. The principal subjects considered during the three weeks of discussion were: political rights of women; access of women to education; the status of women in private law; economic opportunities for women; the nationality of married women; equal pay for equal work; technical assistance and advisory services programmes in relation to the status of women; and the question of the frequency of the sessions of the Commission.

Political Rights of Women

The Commission adopted a resolution designed to elicit from governments information about women's access to, and exercise of, public services and functions in their respective countries. The Commission decided to bring its study of these matters up to date in connection with its concern with the fact that while women had the right to vote and to be elected to legislative bodies in some 70 countries, only 41 countries had signed and only 29 had ratified or acceded to the United Nations Convention on the Political Rights of Women since it was opened for signature in March 1953. That Convention, which was drafted by the Commission at an earlier stage, contains three principal provisions, one dealing with the right of women to vote, another with their right to be elected to legislative bodies, and the other with the right to hold public office and exercise public functions. Canada acceded to the Convention in January 1957.

Status of Women in Private Law

The discussion of the item entitled "Status of Women in Private Law" revolved mainly on the questions of minimum age for marriage, registration of marriage and free consent to marriage. The Commission adopted a resolution inviting the Secretary-General to prepare, for the Commission's consideration

at its session in 1960, a draft convention prescribing a minimum age for marriage, preferably of not less than 16 years, the requirement of free consent of both parties to the marriage and compulsory registration of marriages. Although all representatives were agreed that young girls should be protected against too early marriages and against marriages without their consent, there was considerable divergence of opinion in the Commission about the method of approach. The majority thought that legislation, at both the international and the national level, would help to alter undesirable customs while others thought that hasty or premature action which would interfere with traditions and customs might expose young girls to even greater dangers, and therefore placed emphasis on education as the more efficacious approach at this stage. The Canadian Representative abstained from voting on the resolution largely because of the constitutional difficulties for Canada, where there is a wide variety of legislation on these questions among the several legislative jurisdictions.

During the consideration of this item the Commission also adopted a resolution asking the Economic and Social Council to request the World Health Organization to undertake an enquiry into the persistence of customs consisting in subjecting girls to ritual operations, and into the measures adopted or planned for putting a stop to such practices.

Economic Opportunities for Women

The Commission considered the problems of working women, including working mothers, with family responsibilities. The background for its discussions consisted of reports by the Secretary-General, based on information presented by non-governmental organizations in consultative status with the Council and by the International Labour Office. In her intervention in the debate on this subject, Mrs. Quart brought to the attention of the Commission a pamphlet entitled "Married Women Working for Pay in Eight Canadian Cities" which had been published recently by the Federal Department of Labour. The enquiry which had formed the basis of that report showed that most of the women interviewed were full time workers, that they felt that their work was for the benefit of their families and that their primary interest was in the home and family rather than a career. The enquiry had shown that the greatest problem for working women was the care of children. The majority tried to make arrangements to avoid removal of the child from the home, especially where young children were involved, but most of the mothers had children of school age and their principal concern was about what happened to the children between the time they arrived home from school and the time when the mother returned home from work.

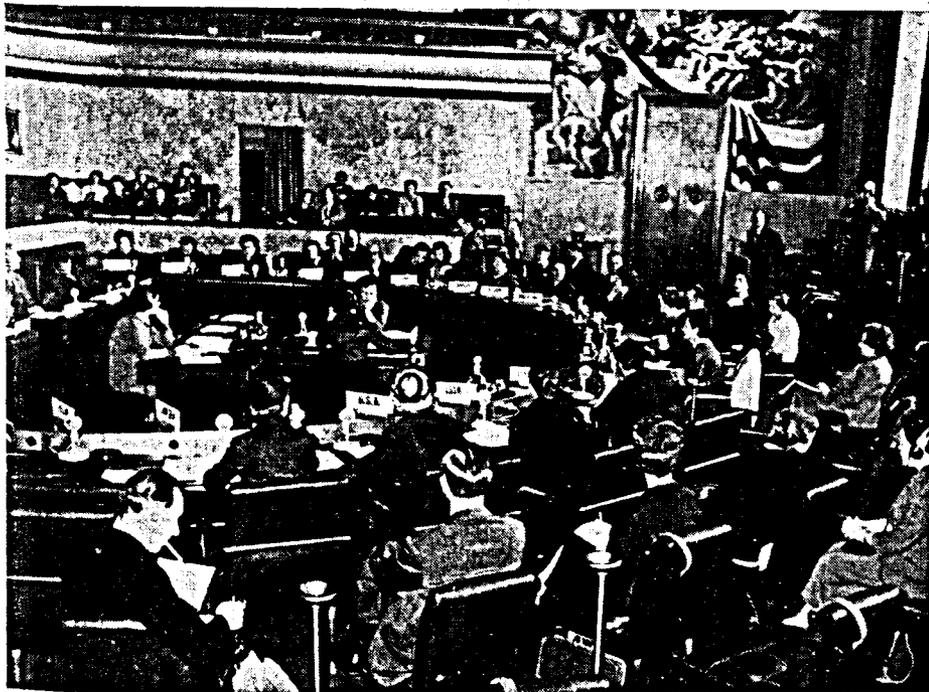
Concluding its debate on this subject the Commission adopted a resolution which besides taking note of the information contained in the reports which had been submitted and thanking the various non-governmental organizations for their co-operation, drew attention to the assistance which the specialized agencies might be able to provide to member states in dealing with problems in this field.

The Commission also considered the question of the right of working women to rest and material security for old age and loss of capacity to work. The Commission heard a statement by the Representative of the International Labour Office who said that in addition to general legislation in which there

was a tendency to reduce the working day or week, a tendency from which women benefited, most countries had some special regulations applicable to women only. The Representative of the ILO stressed that there were two essential requirements for such regulations. First, they must be adapted to the actual and specific requirements of women workers and, second, they must enable the women to take their place in the labour market on an equal footing with men. Striking a balance between these two requirements constituted the basic problems in devising any regulations specifically concerned with women workers. Mrs. Quart endorsed this opinion and expressed agreement with the ILO Representative's remark that an excessive number of ill-directed measures would have harmful effects on women's chances of finding employment. Mrs. Quart added that although the need for regulations to safeguard the position of women workers was recognized, the trend in labour legislation in all provinces of Canada and in the federal field of jurisdiction was in the direction of laws that benefited all workers, men and women alike.

Retirement and Pension

In connection with the discussion of the reports by the Secretary-General and by the ILO on the age of retirement and the right to pension, Mrs. Quart gave the Commission an account of the results of a recent study made in Canada under the auspices of the Interdepartmental Committee on Older Workers. In its report, which was published under the title "Pension Plans and the Employment of Older Workers", the Canadian committee had recommended that as a general rule the normal retirement age for women should be the same as for men and that in other aspects of pension plans women should be



GENEVA MEETING

The opening session of the Commission on the Status of Women, held in the Economic and Social Council Chamber, Palais des Nations, Geneva, on March 17.

treated in the same way as men. In this connection the Canadian Representative on the Commission co-sponsored, together with the Representatives of the Dominican Republic, France and Sweden, a draft resolution by which the Economic and Social Council would recommend "that all States Members of the United Nations and the specialized agencies facilitate, by all appropriate means, the equal treatment of men and women workers with respect to pension plans, and the implementation of the principle that the normal retirement age should be the same for men and women". This resolution was adopted by a vote of 10 in favour, 0 against, with 8 abstentions. The reasons for the abstentions were largely related to the existence in the countries concerned of legislation and practices which were at variance with the principles set out in the resolution.

Nationality of Married Women

The discussion of nationality of married women consisted for the most part of expressions of hope that the Convention on this subject, which was opened for signature in February 1957, would soon come into force. At the time of the meeting of the Commission there had been five ratifications and several representatives expressed the hope that their respective countries would be the sixth to ratify and thus bring the Convention into force. Canada was one of the original signatories of the Convention and action with a view to early ratification is under consideration.

Equal Pay for Equal Work

A draft pamphlet on equal pay for equal work which had been prepared by the Secretary-General in consultation with the International Labour Office was the main topic of discussion. The purpose of that pamphlet is to provide general information on the question for the use of interested individuals and organizations. Mrs. Quart made a detailed statement on the draft pamphlet suggesting that material be organized in such a way as to make a clear distinction between the problem of equal pay for men and women doing the same work in the same occupation and the wider question of lifting the low level of women's wages in general. She also suggested that the pamphlet include descriptions of positive attempts to eliminate differentials in the remuneration of men and women through both legislation and collective agreements. In this connection she tabled descriptions of two types of approach through collective bargaining that are proving effective in Canada.

The Commission did not adopt a resolution dealing with the substance of this subject but decided that it would be desirable for every member of the Commission to forward general comments on the draft pamphlet to the United Nations Secretariat and to the International Labour Office by the end of the current year, to assist the Secretariats concerned in preparing a further draft for the Commission's consideration at its next session.

Technical Assistance and Advisory Services

The discussion of the item entitled "Technical Assistance and Advisory Services Programmes in Relation to the Status of Women" was concerned mainly with the organization of seminars on the status of women under the United Nations Programme of Advisory Services in the Field of Human Rights. One such regional seminar had been held in Bangkok, Thailand, in August 1957 on the subject "Civic Responsibilities and increased participation of Asian Women in public life". The Commission adopted unanimously a

resolution expressing the hope that it would be possible to organize a regional seminar on the same subject in either Africa or Latin America in 1959, that a regional seminar on the legal status of women in the family and on property rights of women be organized in Asia in 1960, that a regional seminar be held in 1961 in either Africa or Latin America depending upon where a seminar is held in 1959, and that a seminar be organized in Europe at a later date.

Will Meet Annually

The Commission considered whether its meetings should be held annually or every two years. At a meeting of the Economic and Social Council last year there had been discussion of the possibility of establishing the principle that the Commission on the Status of Women, as well as the Commission on Human Rights, should in future hold their sessions every two years in line with the practice of some of the other functional commissions of the Economic and Social Council. No decision was taken in this connection and the Commissions concerned were asked to express their views. After lengthy and careful consideration the members of the Commission on the Status of Women adopted unanimously a resolution in which they expressed the belief that the work of the Commission could not at present be handled effectively in sessions less frequent than once a year and recommended to the Council that the Commission continue to meet annually.



DISTINGUISHED VISITOR

HRH Prince Bernhard, of The Netherlands, who visited Canada May 3-11, inspects an RCAF guard of honour following his arrival at Uplands Airport.

In Ottawa Prince Bernhard participated in the observance of the 15th anniversary of the Battle of the Atlantic, placing a floral remembrance at the National War Memorial to the memory of Canadians who fought and died in the Allied cause during the Second World War.

He received honorary degrees from the University of Montreal and the University of British Columbia, made a tour of St. Lawrence Seaway installations, presented wings to six student pilots of the Royal Netherlands Air Force in training at Gimli, Man., and was guest speaker at a luncheon given by the Canadian Club of Vancouver.

Tenth Anniversary of OEEC

THE Organization for European Cooperation (OEEC) celebrated its tenth anniversary in Paris April 25.

The conclusion of a decade of OEEC activity coincides with the coming into force of a revolutionary scheme of European economic co-operation among six OEEC countries, the European Economic Community (EEC), and with what may be the decisive phase of negotiations concerning the establishment of a broad European Free Trade Area, embracing the EEC. It may, therefore, be of particular interest at this time to review the nature and the achievements of OEEC in the ten years which have elapsed since the offer of Marshall aid brought it into being.

Origins of OEEC: The Marshall Plan

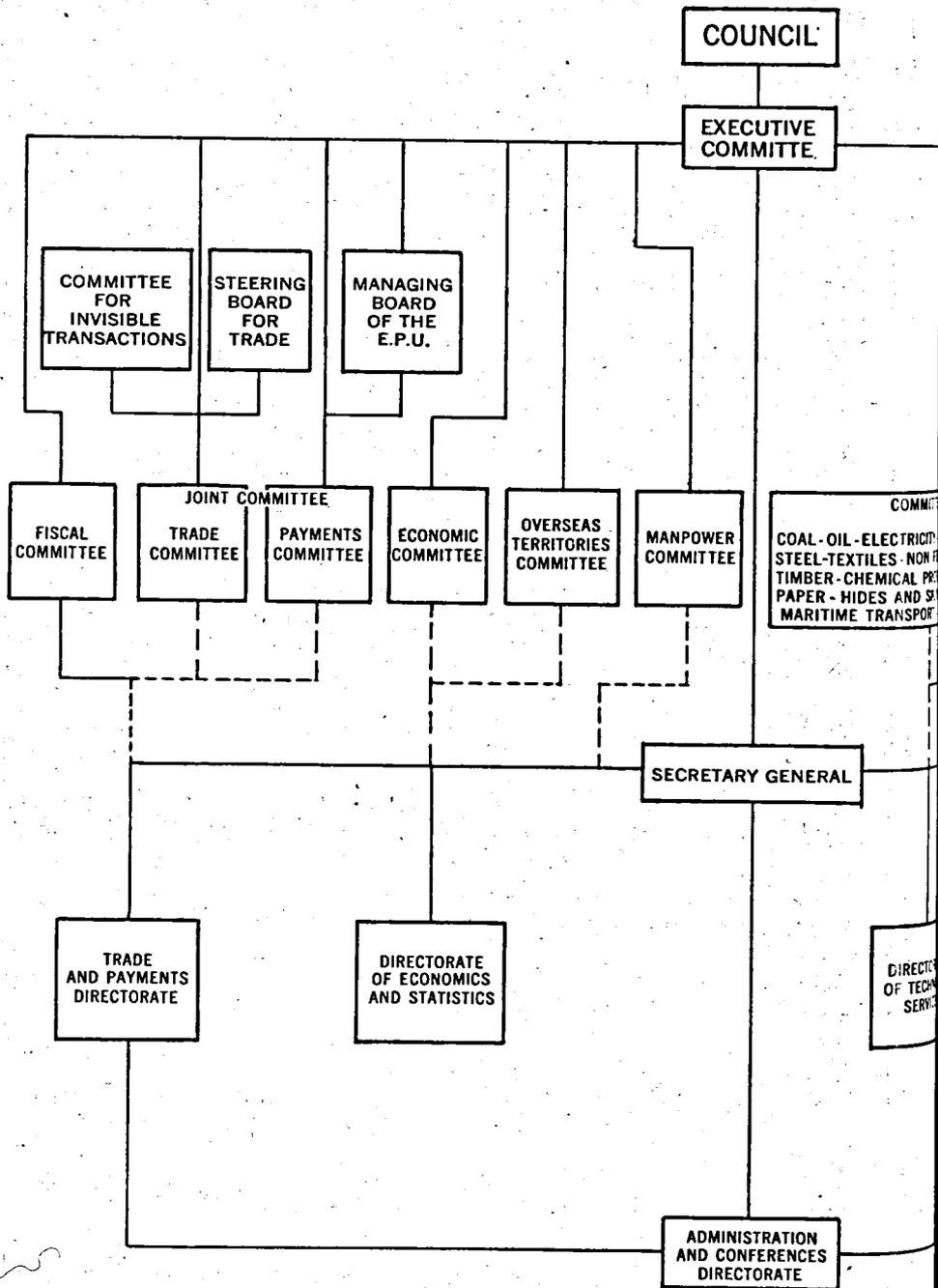
The OEEC was conceived in 1947 in response to the generous and far-sighted offer of the United States to provide assistance for a joint European economic recovery programme.

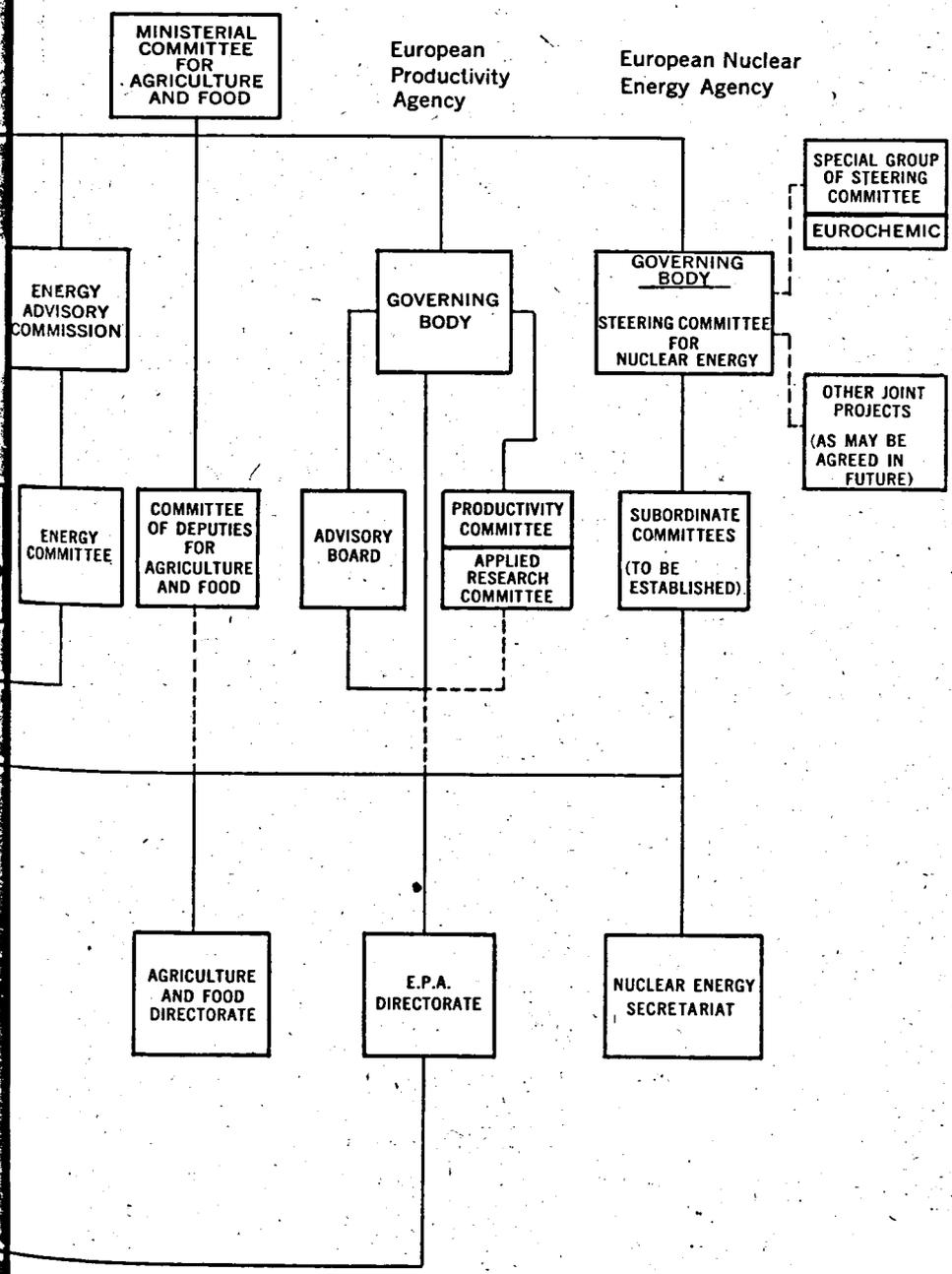
In the immediate post-war period, a new fabric of international co-operation had hopefully been constructed with a view to preserving peace. In the economic field the new spirit of co-operation, born not only of the war, but also of the painful memories of the great depression, found its expression in the establishment of a number of new international institutions, in particular the International Monetary Fund, the International Bank for Reconstruction and Development, the General Agreement on Tariffs and Trade. But these institutions were designed primarily for a world in which a measure of good order had been restored. They were not constructed to meet the problem of survival which still confronted Europe in 1947.

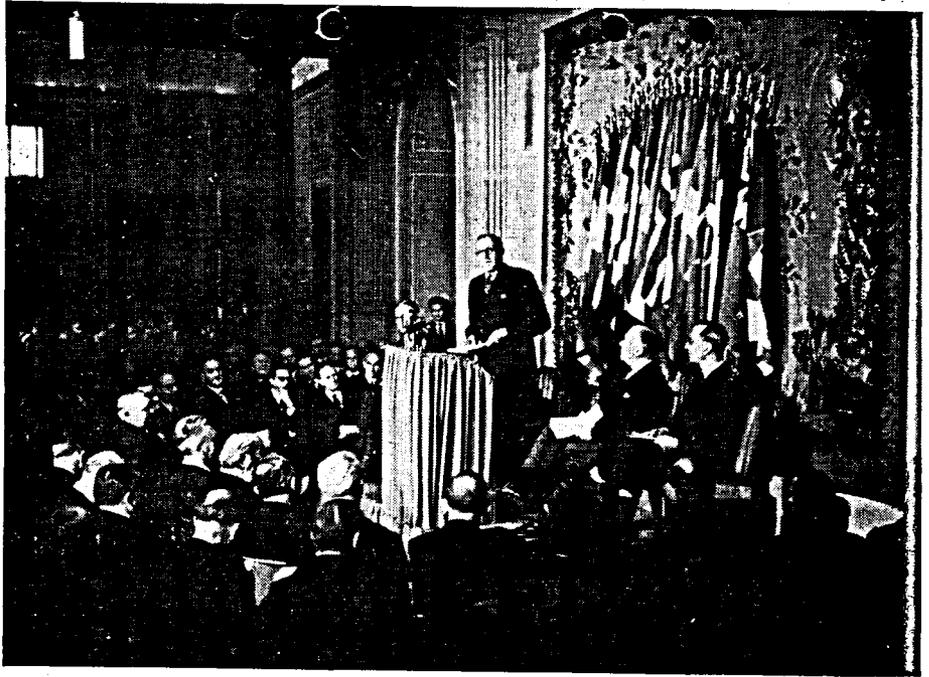
Europe in that year was facing a grave crisis. The generous economic aid which had been provided by the United States and Canada was exhausted and dollars were lacking to buy urgently required food and machinery. The drain on European gold and dollar reserves was continuing at the rate of 7 billion dollars per annum.

The American offer of assistance was made at this critical juncture, in the historic speech which General George C. Marshall, US Secretary of State, delivered at Harvard on June 5, 1947. General Marshall made it known that the United States would be prepared to assist to the best of their ability in preparing and carrying out a joint European recovery programme. "The initiative", he added, "must, I think, come from Europe." "The Programme should be a joint one, agreed to by a number of, if not all, the European nations."

The US offer met an immediate response in Europe. A meeting between Messrs. Molotov, Bideault and Bevin was convened in Paris on June 27, 1947 at Mr. Bevin's suggestion. The U.S.S.R., however, refused to discuss a co-operative recovery programme and, as an important result of this decision, the Conference on European Economic Cooperation which began in Paris on July 12, 1947 was attended only by the Western European countries, i.e. the countries to the west of what was soon to become known as the Iron Curtain.







ANNIVERSARY CELEBRATIONS

Mr. Derick Heathcoat Amory, Chancellor of the Exchequer of the United Kingdom and Chairman of the Ministerial Council of the OEEC, addressing Ministerial representatives April 25 during Tenth Anniversary Celebrations at Paris.

A preliminary programme of recovery was drawn up and the first US aid allocation of 5,055 million US dollars was made as from April 1, 1948. The "Convention for European Economic Cooperation", which established the OEEC and defined the goals of European economic co-operation, was signed on April 16, 1948.

Nature of the Organization

The preamble of the Convention gives some idea of the motive of the signatories: It expressed the view that a strong and prosperous European economy was essential for the attainment of the purpose of the United Nations, the preservation of individual liberty and the increase of general well-being, and that it would contribute to the maintenance of peace; it recognized that the economic systems of the signatories were inter-related and that only by close and lasting co-operation between the contracting parties could the prosperity of Europe be restored and maintained.

The first eight articles of the Convention laid down general obligations; member countries undertook, for instance, to promote production, through efficient use of their resources; to expand trade among themselves and to this end to achieve a multilateral system of payments and relax restrictions on trade; to achieve or maintain internal financial stability and a stable currency; to achieve and maintain full employment. In Article 6, the contracting parties committed themselves to co-operate with one another and with other countries to reduce tariffs and other barriers to trade, "with a view to achieving a sound and balanced multilateral trading system such as will accord with the prin-

principles of the Havana Charter." (The Charter was the basis of GATT.) Article 5, in retrospect seems prophetic: Member countries undertook to study the possibility of "customs unions or analogous arrangements such as free trade areas".

The other articles of the Convention established the Organization and defined its institutions and their responsibilities.

Membership and Institutions

There are seventeen member governments: Austria, Belgium, Denmark, France, Germany, Greece, Iceland, Ireland, Italy, Luxembourg, Netherlands, Norway, Portugal, Sweden, Switzerland, Turkey and the United Kingdom.

Since June 3, 1950 the United States and Canada have taken part in the deliberations of the Organization and have participated in some of its activities as Associate Member Governments. US and Canadian representatives can attend all meetings and make their views known; but they do not take part in decisions of the Council; in some exercises which they join voluntarily their affairs are examined and recommendations are addressed to them, but they are under no obligation to accept them. As do the member governments, Canada and the United States maintain permanent delegations to the OEEC in Paris, headed by Ambassadors or Ministers accredited to the Organization.

Spain has participated fully in the work of the Organization on agriculture and food since January 14, 1955. By virtue of an Agreement signed on January 10, 1958 Spain is now a full member for all questions relating to agriculture, and for the rest can act as an associated member in all bodies where membership is not restricted.

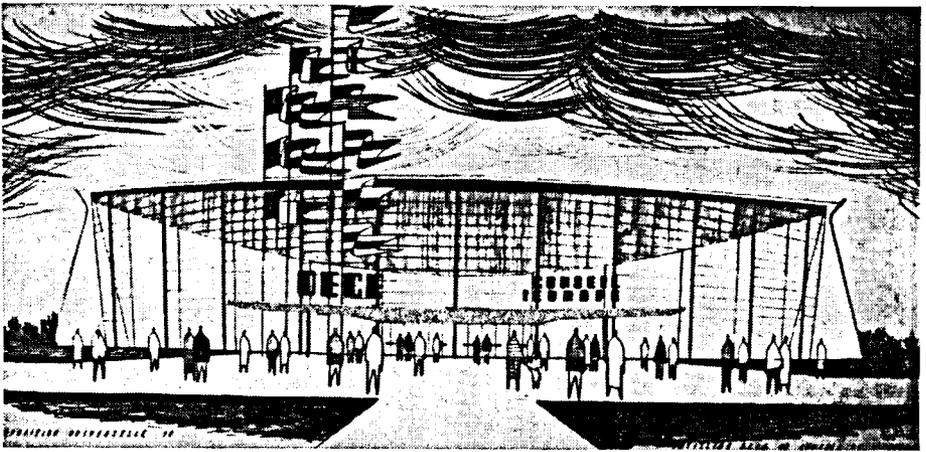
Yugoslavia also maintains a mission to the OEEC, since February 25, 1955 with the status of Observer, and under an Agreement signed on October 9, 1957 takes full part in the work of the European Productivity Agency.

The OEEC Council is the supreme body and takes all decisions of policy. It consists of the Permanent Delegates of the seventeen member countries. The Permanent Delegates of Canada and the United States participate in its deliberations. The Council meets on the average once a week, but, in addition, it meets periodically at Ministerial level. Decisions must be unanimous, although a member may declare no interest and abstain. Council is assisted by an executive committee and by a large number of standing committees and working parties.

Activities and Achievements

The most important activities of OEEC, from the point of view of their economic effects on OEEC countries, and also perhaps on the growth of European co-operation, have probably been those relating to the liberalization of trade and payments in Europe. The early years of recovery under Marshall aid were, of course, of decisive importance as well.

The first task was to provide a basis for United States aid, by drawing up a joint long-term recovery programme for the period 1948-1952. This was a formidable job; and it brought about a new technique in international co-operation. The plans of individual countries covering the whole of their economic life had to be submitted and compared, inconsistencies and conflicts removed, and what remained moulded into one programme which had some



AT BRUSSELS FAIR
The OEEC Pavilion at the Brussels world fair.

chance of success. Objectives, statistical methods, and policies differed. Each programme was closely examined by the other members, and defended by those responsible for drawing it up.

The primary objective of the joint long-term recovery programme was to increase production and, as recovery progressed, efforts were made to tackle the problems of internal financial stability and the expansion of trade.

The results achieved were impressive. Production, which in 1947 was 12 per cent lower than in 1938, increased by 65 per cent between 1947 and 1952, and the targets set were surpassed in all the main sectors except coal. An equally remarkable result was the fact that after 1952 Europe was no longer in current deficit with the outside world.

During that period, United States assistance under the Marshall Plan amounted to 13.6* billion US dollars. Its economic importance can be seen from the fact that it sufficed to pay for one-fourth of Europe's total imports of goods and services in the period 1947-1950. The expansion of production has continued at a high rate since 1952. By 1957, industrial production had risen by 120 per cent over 1947, agricultural output by 50 per cent, the volume of exports to the rest of the world by 180 per cent and gross national product per head by 55 per cent.

The expansion of intra-European trade was considered essential for the success of the recovery programme, not only as a requirement for the expansion of production and thus of exports, but also because it would tend to reduce Europe's dependence on dollar imports and facilitate the achievement of an equilibrium in Europe's balance of payments. A first task in this direction was to make European currencies convertible among themselves, at least to some degree, so as to permit a return to a multilateral system of trading.

*This figure includes 1.022 billion dollars appropriated under the mutual security programme for the year 1951-52, which was allocated to the ERP; and also the sum of 478 million dollars which was made available to ERP for the year 1951-52 under congressional authority from funds appropriated for military assistance.

European Payments Union

An early attempt at restoring multilateralism through the convertibility of sterling failed in 1947. This was followed by cautious attempts to provide additional finance for intra-European trade through compensation agreements. Finally, after many months of intensive negotiation, a new and much more ambitious scheme was devised which led to the setting up of the European Payments Union in September 1950. This arrangement provided real transferability among European currencies and a multilateralisation of credit. Under this scheme, each country's credits and debits with every other country are cancelled out at the end of each month, leaving a single credit or debit with the Union, and there is provision of automatic credit to cover a certain portion of any country's debt to the Union, the balance being paid in gold or dollars.

As the economic situation in Member countries improved, stricter policies were followed, and the credit element in the scheme was progressively reduced from an average of 60 per cent of monthly debts, where it stood initially, down to a flat 25 per cent, where it has remained since 1955. These moves in the direction of a "harder" payments system have tended to reduce the temptation to discriminate against the rest of the world. In 1955 also, a European Monetary Agreement was signed which is designed to replace the Union and preserve desirable forms of monetary co-operation, when world-wide convertibility is restored.

Though not designed to provide long-term financial assistance, the EPU has on a number of occasions granted special credits to countries in acute payments difficulties. In January 1958 for instance, France obtained a special credit of 250 million dollars to assist her in carrying out a programme of economic redressment.

OEEC Code of Liberalization

Under GATT, the only form of trade restriction which is recognized as legitimate under normal conditions is the tariff. GATT rules provide for the exchange of most-favoured nation treatment and for non-discrimination in trade. Quota restrictions are only permitted if their use can be justified by balance of payments difficulties, and then only under carefully defined conditions. Existing restrictions are examined periodically by GATT. Until recently, all member countries were deemed by the International Monetary Fund to be in balance of payment difficulties.

The EPU system made it possible for member countries to relax quota restrictions within Europe without undue risks. To ensure the gradual removal of these restrictions, an elaborate "code of liberalization" was adopted on August 18, 1950. Under the code, the proportion of the imports of a member country from all other member countries which are free of quota restrictions is expressed as a percentage of the value of imports in a reference year for each of the following three categories: (1) Agriculture; (2) Raw materials; (3) Manufactured goods. The code made it an obligation for member countries to remove quantitative restrictions up to a minimum percentage in each of the three categories, and overall, by specific dates. The minimum percentages have been steadily raised and now stand at 90 per cent for total private imports and 75 per cent for each of the three categories. These goals have been met and surpassed by most member countries. Escape clauses are provided against the possibility of a severe balance of payment crisis in a member

country. These ensure that the reintroduction of quotas, if necessary, does not involve discrimination against member countries; that it is limited in duration to a minimum, and that no retaliatory action takes place so long as the recommendations and regulations of the OEEC are respected.

A Steering Board for Trade is responsible for seeing that the obligations of the code are respected, dealing with complaints and advising Council on problems in the field of trade.

The precise effects of the liberalization of trade within Europe are difficult to determine. It is significant, however, that the volume of intra-European trade by 1957 was four times larger than in 1947 and more than twice that of 1937-38. This increase is quite substantially larger, proportionally, than the increase achieved in OEEC imports from the outside world in the same period.

Some important measures of dollar liberalization have been taken by most member countries, as their economic situation improved. The extent of discrimination against the dollar area in the field of quantitative restrictions, nevertheless, remains important. The progress in dollar liberalization is examined periodically by the OEEC.

Larger Programme of OEEC

OEEC co-operation has extended to many other activities. The following are some of the more important ones:

Economic Policy—Each year a comprehensive review and analysis of the economic developments in each member and associated country is conducted. Each government submits a memorandum expressing views on the economic situation and describing how it is being handled. Later, each government sends experts to Paris to defend its submission. The proceedings are formal and the reports published.

Twice a year, the principle economic advisers of member governments meet informally in OEEC to compare experiences and express views about future developments.

In addition to this, the situation in each member country is kept under constant review in the Managing Board of EPU, the Steering Board of Trade and the economic committee, and whenever problems arise, special reports and recommendations are submitted to Council.

Agriculture—The situation of agriculture in member and associated countries and governmental policies in this field are reviewed and appraised by a special group of countries headed by a committee of ministers of agriculture. Nevertheless, decisions are taken by Council which may, for these questions, be composed of the respective ministers of agriculture.

Energy—The OEEC, through its vertical committees, follows closely developments in production, prices and trade in a number of key economic sectors. This work is of special importance in the field of energy, where major developments in production are needed to permit the continued expansion of the European economy.

Nuclear Energy—Since February 1, a European Nuclear Energy Agency has been in existence. Its task will be to promote and advise on the development of the peaceful uses of nuclear energy in Europe. Joint projects grouping inter-

ested countries are envisaged for nuclear research and for the processing of nuclear fuels.

European Productivity Agency—Since the early days of the Marshall Plan, the OEEC has been concerned with the problem of promoting the use in Europe of the most modern production techniques and methods of organization. Through the dissemination of information, seminars, tours by businessmen, technicians, trade unionists, etc., and other methods, the EPA has worked to improve productivity. The US have made considerable contributions to this activity. Canada has participated in many EPA seminars and studies involving exchanges of experts, and since 1957 contributes annually a sum of 20,000 dollars for particular projects.

Scientific and Technical Co-operation—The OEEC has been concerned for some years with the very serious problem of increasing the number of scientists and technicians in member and associated countries to meet the challenge of modern technology and permit a continuation of the rapid rate of scientific development. The OEEC has also been active in developing co-operation in applied research among member and associated countries.

The Future of OEEC

The challenge facing OEEC in its eleventh year is whether a way can be found to reconcile the broad pattern of European co-operation which has been developed in the past decade with the bold scheme of economic integration to which six of its members have committed themselves under the treaty establishing the European Economic Community. With a view to preserving and extending European co-operation, a proposal to establish a European Free Trade Area associating the other OEEC countries with the EEC has been under active negotiation for some months in Paris. If these negotiations reach a successful conclusion, it may be that the name "OEEC" will go out of existence, and that a new name or set of initials will have to be added to the imposing and somewhat bewildering list of international bodies which have come into being since the end of the war. Should this take place, it appears to be widely accepted that the institutions of the OEEC and its experienced secretariat would serve as the instruments of the new free trade arrangements.

The International Situation

Excerpt from an Address by Prime Minister John G. Diefenbaker to The Canadian Press, Toronto, April 16, 1958.

"I want now to refer, for a few minutes, to the international situation.

"We can put too much importance on intercontinental missiles without realizing at the same time the impact of those intercontinental missives which are today being received from the U.S.S.R. by leaders of the free world.

"We have not discharged our responsibilities. We have allowed the U.S.S.R. in recent months and years to achieve an authority over the hearts and souls of men by our failure to meet in an imaginative way the challenge of those "missives" sent by the U.S.S.R. And I know we all say that it is hypocritical for Mr. Khrushchev to quote the opinion of more than 9,200 scientists of 44 nations, to make his appeal to the conscience of humanity, emphasizing the hazards of 'fall-out' as a result of the testing of nuclear weapons. But it is no answer to those suggestions to label everything that is advanced by the U.S.S.R. as simple propaganda.

"The free world must, while maintaining its strength and unity, meet with imaginative statements this challenge. My hope is that the nations of the free world will announce in the immediate future their desire and willingness to discontinue nuclear tests, except for the application of known explosive techniques to peaceful purposes, provided that there is suitable international supervision.

"Dr. Willard Libby, one of the Commissioners of the U.S.A.E.C., stated before a Congressional Committee last month that there were a number of possible peaceful uses of nuclear explosions which should not be overlooked. He cited in particular the possibility, based upon a subterranean explosion staged by the U.S., that nuclear explosions could be used to restore the pressure in depleted oil fields. Other sources have referred to the earth-moving potential of nuclear explosions on projects similar to the construction of the Panama Canal. Although the practical potentialities of nuclear explosions for such purposes have yet to be assessed, it is apparent that there may be a case for international arrangements to supervise or even to organize nuclear explosions for peaceful purposes. It is considered that such supervisory or organizational functions would not be incompatible with the functions of the International Atomic Energy Agency as defined in its statute and that the Agency might be the appropriate body to take such explosions within its jurisdiction.

"When there is a summit meeting, as I hope there will be if the U.S.S.R. through the preliminary diplomatic discussions shows that it intends to advance or to consider bona fide problems, then I would hope that the Secretary-General of the United Nations would be invited to participate as representative of the interests of the United Nations during any discussions on disarmament.

"The preliminary diplomatic discussions which the three Western powers have now agreed to initiate by way of diplomatic discussions with the Russians, April 17, should provide a test of whether or not the Soviet attitude towards a summit meeting is a genuine desire to achieve results, or is largely designed

for propaganda advantage. If the discussions indicate a desire on the part of the U.S.S.R. to achieve results, then Canada is prepared and is willing to take any step short of appeasement which would be conducive to a reduction of world tension, or would in any way facilitate East-West negotiations. Canada, being the nearest neighbour of the U.S.A. and U.S.S.R., is prepared to take its full part to facilitate the preparations for an effective summit meeting, or to contribute to the success of the meeting itself. Indeed, Canada would have no objection, in fact would welcome, the holding of that summit meeting here."

International Conference on the Law of the Sea

(Continued from Page 89)

nations fishing in distant waters. Canada was thus closely aligned with new nations which have neither traditional claims to established fishing rights or privileges in distant waters nor well-developed fisheries in their own off-shore waters but which are looking more and more to this important source of food and income and regarding it as their national birthright.

When one considers the complexity of the problems and the wide range of conflicting interests involved, it must be acknowledged that agreement on so many aspects of the law of the sea is a very substantial achievement and marks this Conference as one of the most successful ever held under the auspices of the United Nations. The results of its work are bound to have far-reaching consequences, not only for Canada but for all states participating in its deliberations. In a very real sense, it has contributed towards the advancement of international understanding and goodwill in an important area of interest to all nations.

Prospects for a Summit Meeting

*Statement by the Secretary of State for External Affairs, Mr. Sidney E. Smith,
over the CBC Radio Network Sunday, April 20, 1958.*

"As Secretary of State for External Affairs, I daily deal with the broad range of external relations with which Canada is concerned in this complex age. Among these, the need to find some means of working out peaceful solutions for issues which divide the Western world and the Soviet Union is at the present time uppermost in my mind. The prospect of another world conflagration that could let loose modern weapons of horrifying destructive force and risk the extinction of our civilization is not one which any responsible government can contemplate today. The course of both reason and self-interest for East and West alike lies in the search for a durable peace. The pressing need is, therefore, to explore ways in which existing tensions can be reduced and then to lay a firm foundation for mutual understanding on which the ultimate settlement of outstanding differences can be built.

"During recent months, there has been much discussion in the press, on radio and on television as to the value of convening a high level conference at which the world's leaders might discuss some of the major problems in a spirit of compromise. This matter has gained prominence through the extensive exchange of correspondence between heads of government on the question of a summit conference. I propose this evening to give you some indication of Canadian thinking on such a meeting.

"Canada's general approach to the concept of a summit conference has been developed in concert with our NATO allies. At the conclusion of the meeting of heads of government held in Paris last December, it was stated that "We are always ready to settle international problems by negotiation taking into account the legitimate interests of all . . . and we seek an end to world tension". In particular, we again stressed our willingness "to examine any proposal, from whatever source, for general or partial disarmament". This is perhaps the key question in any negotiations with the Soviet Union. Canadian representatives shared in many months of negotiations on this issue with the Russians and helped to prepare a comprehensive set of proposals which unfortunately the Soviet Union rejected in the United Nations.

"Against this background, the tentative suggestion for a summit meeting put forward by the Russians in December and expanded in mid-January was and continues to be under consideration. The Prime Minister, in his reply to Mr. Bulganin's letter, emphasized that the value of such a meeting would depend on the expectation of beneficial results, and that accordingly it should be carefully prepared. He told Mr. Bulganin, and I quote—

'I am sure that you will agree that a meeting of this kind which did not lead to positive agreement on at least some of the basic issues with which we are confronted might result in a public reaction more likely to heighten than lessen world tension. In order not to disappoint public opinion in our respective countries, we must, therefore, I submit, make sure that such a meeting be prepared in advance with the utmost care'.

"Following consultation, the NATO governments placed great emphasis on this need for careful preparations in order to provide a framework for fruitful discussions at the summit. The Soviet Union, however, repeatedly insisted that preliminary talks to determine the nature and scope of the meeting were unnecessary and that such matters could be dealt with at the meeting itself. This Soviet unwillingness to agree to adequate preparation—the pick and shovel work of diplomacy—made it difficult to determine exactly what the U.S.S.R. had in mind. Moreover, the successive waves of letters emanating from Moscow and proposing agenda items in the form of preconceived Soviet solutions did not create the proper kind of climate in which conference preliminaries could be worked out.

"In these circumstances, what seemed to be required was a new initiative from NATO that would be both flexible and forthcoming. It was desirable to try to remove the question of a summit meeting from the arena of world propaganda. We in the West considered it necessary to ascertain whether the U.S.S.R. is genuinely prepared to participate in a meeting designed to achieve some definite results. We decided that this would best be achieved by narrowing down through private diplomatic discussions with the Russians the arena in which we might reasonably expect to make headway in eliminating East-West differences.

"This important problem was discussed in NATO late last month. On March 31, it was agreed that the United States, United Kingdom and French Ambassadors in Moscow should deliver a Western statement on the summit meeting to the Soviet Union. In this statement, the members of the Alliance referred to the necessity of making "a serious attempt to reach agreement on the main problems affecting the attainment of peace and stability in the world" and pointed to the desirability of a summit meeting "if it would provide opportunity for conducting serious discussions on major problems and would be an effective means of reaching agreement on significant subjects". At the same time, the statement called for preparatory work on the summit meeting to begin through diplomatic exchanges in Moscow in the second half of April leading to a meeting between foreign ministers. The main purpose of this preparatory work should, it was pointed out, be to examine the major questions at issue and so draw up a suitable agenda.

"The Russian reply of April 11 was disappointing in that it still insisted that preparations should be confined largely to procedural arrangements and contended that a summit meeting should be held whether or not preparatory work gave promise of success. Nevertheless, in a spirit of accommodation, the Western powers, with the approval of NATO, decided that the qualified Soviet acceptance of diplomatic discussions should be followed up. They have told the Russians that differences on preparation should be the first subject of the diplomatic talks, and that opposing positions on major issues must be examined to determine whether possibilities of agreement exist. The results of this examination must be satisfactory before a worthwhile summit meeting can be held. The present talks in Moscow should demonstrate whether the Soviet Union wants an effective conference or is chiefly interested in propaganda gains. And I may add in this regard that the recent Soviet accusations against the United States are hardly encouraging.

"In the event that agreement can subsequently be reached on satisfactory preparatory work, the selection of the agenda will still not be an easy task. A

number of items, most of them dealing with various aspects of disarmament, have already been suggested in the correspondence between the leaders of the Soviet Union and the West. The gap between the proposals made by either side is considerable and unfortunately there has been a tendency, as I mentioned earlier, for some of the agenda items to be submitted in the form of prejudged proposals. If we are to approach the summit with an open mind and a desire to reach agreement, we will have to settle on objectively formulated topics. I believe that agreement on this delicate question will be facilitated if the diplomatic negotiations consider the agenda in somewhat more general terms. Such broad subjects as disarmament or European security could surely first be accepted, and then the range of sub-topics under these headings, which both sides could agree to discuss, could be explored.

"I conclude with a word of caution. A summit meeting will not, I feel sure, produce any magic solution for all the problems that beset our troubled world, but I believe that a start can be made in decreasing tension and settling some problems or at the very minimum in setting up the machinery for this active and positive consideration. You will recall that on the initiative of the West we had one of these summit meetings in 1955 when the leaders of the United States, United Kingdom, France and the Soviet Union met in Geneva. Although this meeting did not produce all the concrete results some of us hoped it would, it was by no means entirely barren. We must now continue from where Geneva left off. This may well mean that we should hold a series of meetings at various levels. Indeed, it is my view that we would be well advised not to entertain too great expectations for any single meeting. Rather, we should look into the future and envisage gradual progress through a number of meetings. With advantage we might also provide for the systematic maintenance of consultation between meetings in order that unsolved issues could be kept under continuous review. As the Greek historian Plutarch once wrote, 'Perseverance is more prevailing than violence; and many things which cannot be overcome when they are together, yield themselves up when taken little by little.'"

APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. P. L. G. Asselin appointed to the Department of External Affairs as External Affairs Officer 6, effective March 1, 1958.
- Mr. H. T. W. Blockley resigned from the Department of External Affairs, effective March 1, 1958.
- Miss M. L. S. Barrière resigned from the Department of External Affairs, effective March 1, 1958.
- Mr. T. H. W. Read posted from the Canadian Embassy, Havana, to the Office of the Canadian Commissioner, Port-of-Spain, effective March 5, 1958.
- Mr. G. R. Heasman appointed High Commissioner for Canada in New Zealand. Proceeded to Wellington March 7, 1958.
- Mr. H. B. Singleton posted from Ottawa to the Canadian Legation, Helsinki, effective March 10, 1958.
- Mr. M. H. Coleman posted from Ottawa to the Office of the High Commissioner for Canada, Karachi, effective March 11, 1958.
- Mr. R. W. Clark posted from Ottawa to the Canadian Embassy, Havana, effective March 15, 1958.
- Mr. H. W. Walker resigned from the Department of External Affairs, effective March 15, 1958.
- Mr. M. F. Yalden posted from Ottawa to Russian Language Training, Cambridge, effective March 18, 1958.
- Mr. L. V. J. Roy posted from the Canadian Legation, Beirut, to Ottawa, effective March 20, 1958.
- Mr. J. O. Parry posted from the Canadian Legation, Helsinki, to Ottawa, effective March 21, 1958.
- Mr. P. A. Beaulieu posted from the Office of the High Commissioner for Canada, London, to the Canadian Legation, Beirut, effective March 24, 1958.
- Mr. A. F. Hart posted from the Canadian Embassy, Belgrade, to Ottawa, effective March 26, 1958.
- Miss S. Routier resigned from the Department of External Affairs effective April 1, 1958.
- Mr. d'I. G. Fortier posted from the International Supervisory Commissions, Indochina, to Ottawa, effective April 3, 1958.
- Mr. A. B. Bonnezen posted from Ottawa to the Canadian Consulate General, New York, effective April 8, 1958.
- Mr. G. G. Crean posted from Ottawa to the Canadian Embassy, Paris, effective April 10, 1958.
- Mr. J. P. Sigvaldason posted from the Office of the High Commissioner for Canada, Karachi, to Ottawa, effective April 10, 1958.
- Mr. S. H. Nutting, DFM, posted from Ottawa to the Office of the High Commissioner for Canada, Colombo, effective April 12, 1958.
- Mr. G. L. Seens posted from Ottawa to the Canadian Consulate General, New York, effective April 15, 1958.
- Mr. G. E. Hardy posted from the Canadian Consulate General, New York, to Ottawa, effective April 19, 1958.
- Miss E. L. Hill posted from the International Supervisory Commissions, Indochina, to Ottawa, effective April 19, 1958.
- Mr. E. P. Black posted from Ottawa to the Office of the High Commissioner for Canada, London, effective April 23, 1958.
- Mr. H. F. Davis posted from the Canadian Embassy, Paris, to Ottawa, effective April 26, 1958.

TREATY INFORMATION

Current Action

Bilateral

India

Financial Agreement between the Government of Canada and the Government of India.
Signed at Ottawa February 20, 1958.
Entered into force February 20, 1958.

Federation of Rhodesia and Nyasaland

Trade Agreement between Canada and the Federation of Rhodesia and Nyasaland.
Signed at Salisbury February 6, 1958.
Entered into force February 7, 1958.

Portugal

Exchange of Notes between Canada and Portugal concerning non-immigrant visa arrangements between the two countries.
Signed at Lisbon January 24, 1958.
Entered into force February 15, 1958.

Switzerland

Agreement between the Government of Canada and the Government of the Confederation of Switzerland to provide for co-operation in the peaceful uses of atomic energy.
Signed at Ottawa March 6, 1958.

Multilateral

Convention on damage caused by foreign aircraft to third parties on the surface.
Done at Rome October 7, 1952.
Signed by Canada May 26, 1954.
Canada's Instrument of Ratification deposited January 16, 1956.
Entered into force February 4, 1958.

Publication

Canada Treaty Series 1956 No. 1.

"Trade Agreement between Canada and the Union of Soviet Socialist Republics".
Signed at Ottawa February 29, 1956.

Canada Treaty Series 1956 No. 2.

"Exchange of Notes (March 8, 1956) between Canada and Hungary concerning the sale of wheat to Hungary".
Signed at London March 8, 1956.

Canada Treaty Series 1956 No. 3. Exchange of Notes (December 19, 1955 and January 9, 1956) between Canada and Finland providing for the waiving of non-immigrant visa fees.
Signed at Ottawa December 19, 1955 and January 9, 1956.

Canada Treaty Series 1956 No. 4. Agreement between the parties to the North Atlantic Treaty for co-operation regarding atomic information. Signed at Paris June 22, 1955.

Canada Treaty Series 1956 No. 5. International Wheat Agreement, 1956. Done at Washington in May 1956.

Canada Treaty Series 1956 No. 7. Agreement between Canada and Denmark for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income.
Signed at Ottawa September 30, 1955.

Canada Treaty Series 1956 No. 8. Agreement relative to the British Commonwealth War Cemetery in Japan. Signed at Tokyo September 21, 1955.

UNITED NATIONS DOCUMENTS

Printed documents of the United Nations may be obtained in Canada at the following addresses: Agents: The Ryerson Press, 299 Queen Street, W., Toronto; Sub-Agents: Book Room Ltd., Chronicle Building, Halifax; McGill University Bookstore, Montreal; Magasin des Etudiants de l'Université de Montréal, Montréal; University of Manitoba Bookstore, Winnipeg; University of Toronto Press and Bookstore, Toronto; University of British Columbia Bookstore, Vancouver.

Mimeographed United Nations documents are available to the general public by annual subscription from the United Nations Secretariat, New York; and to university staffs and students, teachers, libraries and non-governmental organizations from the United Nations Department of Public Information, New York.

Complete sets of United Nations documents may also be consulted at the following centres in Canada:

- University of Alberta (English printed documents).
- University of British Columbia (English printed and mimeographed documents).
- Provincial Library of Manitoba (English printed and mimeographed documents).
- University of Toronto (English printed and mimeographed documents).
- Library of Parliament, Ottawa (English and French printed documents; also English and French mimeographed documents).
- McGill University (English printed documents).
- Laval University (French printed documents).
- Dalhousie University (English printed documents).
- University of Montreal (French printed and mimeographed documents).
- University of New Brunswick (English printed documents).
- Canadian Institute of International Affairs, Toronto (English printed and mimeographed documents).

The United Nations Association in Canada, 237 Queen Street, Ottawa, operates an unofficial United Nations information service. Introductory material on the United Nations is sent, free of charge, on request; questions about the United Nations are answered; and pamphlets of general interest are sold. Prices lists enumerating the publications available can be obtained on request.

Current UN Documents include the following:

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United Nations Children's Fund. Report of the Executive Board:

a) 8 - 16 April 1957. E/2977, E/ICEF/344/Rev.1. October 1957. 24 p. ECOSOC Official Records: Twenty-fifth Session, Supplement No. 2

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Laws and Regulations on the Regime of the Territorial Sea. United Nations Legislative Series. ST/LEG.SER.B/6, December 1956. N.Y., 1957. 811 p. \$7.00

Economic and Social Council. Resolutions. E/3048/Add.1. N.Y., Jan. 1958. ECOSOC Official Records: Resumed 24th session, 10-13 Dec. 1957, Supplement No. 1A. 2 p.

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Non-self-governing territories. Summaries of information transmitted to the Secretary-General for 1956 and 1956-57. East African territories: British Somaliland, Kenya, Uganda, Zanzibar. ST/TRI/B.1957/2. N.Y., 1958. 56 p.

Water for Industrial Use. E/3058, ST/ECA/50. New York, 1958. (Department of Economic and Social Affairs). Sales No.: 58.II.B.1. 44 p. 50 cents.

Rules of Procedure of the Economic and Social Council. E/3063. New York, 1958. Sales No.: 58.I.3. 29 p.

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- Statistical Yearbook 1957* (Ninth Issue). New York, 1957. Sales No.: 1957.XVII.1. 674 p.
- Legal Status of Married Women.* (Report submitted by the Secretary-General). ST/SOA/35. Sales No.: 1957.IV.8. 103 p. 75 cents.
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ICAO*

European Civil Aviation Conference—

Records of the Second Session—Madrid, 24 April - 11 May 1957.

Volume I—Report of the Session—Doc 7799, ECAC/2-1—84 p. \$1.00.

Volume II—Working Papers—Doc 7799, ECAC/2-2 477 p. \$4.75.

Volume III—Minutes—Doc 7799, ECAC/2-3—225 p. \$2.25.

Circular 52-AN/47—Flight crew fatigue and flight time limitations. 70 p. \$0.75.

Digest of Statistics No. 63—Fleet Personnel—1955.

Series FP—No. 9. Trilingual. 92 p. \$1.00.

Digest of Statistics No. 65—Traffic—1957-1956—

Series T—No. 14. Trilingual. 364 p. \$3.75.

Digest of Statistics No. 66. Financial Data—1956—

Series F—No. 10. Trilingual. 91 p. \$1.00.

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ILO

The ILO in a changing world. Report of the Director-General to the forty-second session of the International Labour Conference (Geneva, 1958) and twelfth report of the ILO to the United Nations. Geneva, 1958. 127 p.

Financial and Budgetary Questions (including proposed budget for 1959). International Labour Conference, forty-second session (Geneva, 1958). Report II. 93 p.

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Social Factors in Economic Growth. A trend report and bibliography. (Current Sociology, Volume VI, 1957, No. 3). Paris, 1958. Pp. 173 - 237 (bil.) \$1.25

Vacations Abroad, Volume X, 1958. Courses, Study Tours, Work Camps. Paris, 1958. 190 p. (Eng.-Fr.-Sp.). \$1.00

Protection of cultural property in the event of armed conflict; by A. Noblecourt. Museums and Monuments—VIII. Translated from the Author's original French text of August, 1956. Paris, 1958. Price: \$7.50. 346 p. + 60 p. photographic plates.

*ICAO publications are on sale in Canada from the Headquarters of the Organization, 503 International Aviation Building, Montreal.

Report of the Director-General on the activities of the Organization in 1956. Paris, 1958. 269 p. \$4.00.

The Teaching of Modern Languages. Report on the UNESCO Regional Seminar held in Sydney, January-February 1957. Published by the Australian National Advisory Committee for UNESCO. 1957. 72 p.

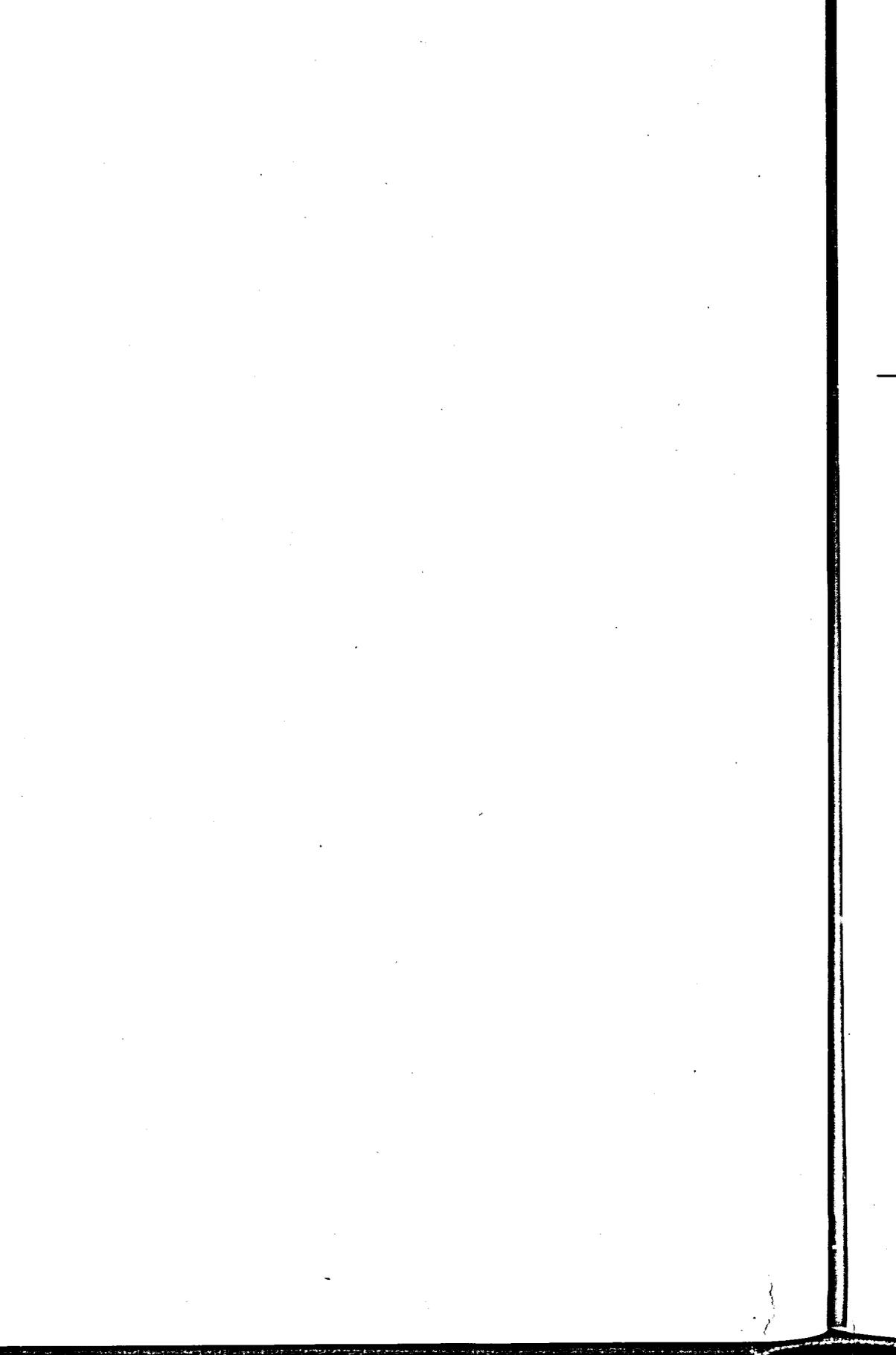
XXth International Conference on Public Education 1957. UNESCO, Paris/IBE, Geneva. Publication No. 188. 164 p. \$1.75.

Social Consequences of Autonomation. (International Social Science Bulletin, Vol. X, No. 1, 1958). Paris, 1958. 166 p.

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The Work of WHO 1957. Annual Report of the Director-General to the World Health Assembly and to the United Nations. Geneva, April 1958. Official Records of the WHO, No. 82. 183 p. \$1.25.

Handbook of resolutions and decisions of the World Health Assembly and the Executive Board. Fourth edition covering the period of 1948-1957. Geneva, December 1957. Price: \$4.00. 358 p.



EXTERNAL AFFAIRS



CANADA

June 1958

Vol. 10 No. 6

• **EXTERNAL AFFAIRS** is issued monthly in English and French by the Department of External Affairs, Ottawa. It provides reference material on Canada's external relations and reports on the current work and activities of the Department. Any material in this publication may be reproduced. Citation of **EXTERNAL AFFAIRS** as the source would be appreciated. Subscription rates: **ONE DOLLAR** per year (Students, **FIFTY CENTS**) post free. Remittances, payable to the Receiver General of Canada, should be sent to the Queen's Printer, Ottawa, Canada.

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Department of External Affairs
Ottawa, Canada

Authorized as Second Class Mail, Post Office Department, Ottawa.

External Affairs in Parliament

Speech from The Throne

Governor General Vincent Massey read the Speech from The Throne to assembled Senators and Members of Parliament May 12, 1958 to open the first session of the 24th Parliament.

The portion of the Speech dealing with Canada's external relations follows:

"It is my pleasure to welcome you to this first session of the Twenty-fourth Parliament of Canada. We all recall with pleasure the historic events of last autumn when Her Gracious Majesty was present to open Parliament herself and to receive the warm welcome and wide acclaim of her Canadian subjects. We look forward to the presence this summer of Her Royal Highness Princess Margaret to take part in the centennial ceremonies of British Columbia and to visit other parts of Canada.

"As further evidence of the expanding sense of mutual interest among the countries of the Commonwealth as well as the growth of the Commonwealth itself, it is pleasing and significant that we will be welcoming to Canada this summer both the Prime Minister of the United Kingdom and the Prime Minister of Ghana.

"My ministers have been glad to note the widely expressed desire of the peoples of many nations that the manifold advances of science shall be devoted to the betterment of mankind rather than to the arts and engines of war. My Government will continue to make unremitting efforts to assist in the peaceful solution of international problems and in the accomplishment by patient negotiation of a substantial measure of disarmament. In the meantime, my advisers will ask your support to maintain, in co-operation with our allies, armed forces adequate to deter any potential aggression.

"My Government believes that the condition of international economic affairs is such as to require major concerted efforts to encourage the expansion of trade. It is accordingly very gratifying that all countries of the Commonwealth have accepted the proposal of Canada that a Commonwealth trade and economic conference be held in September of this year in Montreal.

"We look forward with pleasure to the visits to Canada this summer of the President of the United States and the President of the Federal Republic of Germany. My ministers welcome the opportunities which these visits will afford for useful conversations."

Norad

Mr. Sidney E. Smith, Secretary of State for External Affairs, made the following statement May 19, 1958, in the House of Commons on tabling the Exchange of Notes* concerning NORAD.

*The Notes appear on pp. 125 and 126.

"Members of the House will recall that on August 1, 1957, the two Governments announced their agreement to the setting up of a system of integrated operational control of the air defence forces of Canada and the United States. An integrated headquarters was formed shortly thereafter and the Command has been operating on an interim basis for about nine months. In the light of intensive studies of the problems of continental air defence by expert authorities in the two countries, and the experience gained in the interim operation of NORAD, the Canadian and United States Governments have in this exchange of notes recorded formally their understanding of the need for integration of their air defence activities and their agreement on the principles, both military and political, on which the organization and operation of NORAD are based.

"For the past two decades the co-operation of Canada and the United States in the field of continental defence has grown ever more intimate. Even prior to the formation of NORAD, there was a close co-operation between the air defence forces of Canada and the United States arising out of the recognition that the air defence of the two countries had to be thought of as a single problem. Indeed, since 1954 an integrated system of air defence has been envisaged. Recent technological developments made it obvious to the two Governments that co-ordination of national plans was no longer adequate. It is a truism that our generation has witnessed a shrinking of the globe in our ever-increased ability to reduce the time required to go by air from continent to continent. Normally, we think of these developments as being most desirable. We must not, however, forget their implications for the defences which we must construct against the possibility of a surprise nuclear attack. We must, therefore, have in existence in peacetime an organization which, in the face of surprise attack, could immediately take defensive action over our own territories in accordance with a single air defence plan which had already been approved by the two Governments.

"This integration is the practical application of the principle of interdependence which inspires the activities of the NATO alliance. It will contribute to the effectiveness of the air defences of this continent; it will thereby increase the ability of Canada and the United States to meet the strategic objectives established in NATO for the Canada-United States Region. The effectiveness of such integration has been amply demonstrated in other NATO areas where integrated headquarters exercising operational control over assigned forces exist. Canadian forces, in company with the forces of our NATO allies, already come under the operational control of the Supreme Allied Commander in Europe (SACEUR); Canadians serve as well in the wholly integrated headquarters of the Supreme Allied Commander Atlantic (SACLANT) and in wartime Canadian ships and maritime aircraft earmarked for NATO will come under SACLANT's operational control. There are, of course, many other integrated headquarters in the NATO military structure in which Canada is not represented, e.g., Allied Forces Central Europe and Allied Forces Mediterranean.

"Our joint defence of the continent cannot, of course, be thought of in isolation. This continental effort forms part of our contribution to NATO defences. The Canada-United States Region is an integral part of

the NATO area for which strategic objectives have been established in NATO. The establishment of NORAD will assist our two Governments to meet these strategic objectives more effectively. The arrangements for air defence of Canada and the United States and the allocation of forces to NORAD for that task will be reported to NATO through the Canada-United States Regional Planning Group, which is made up of the Chiefs of Staff of Canada and the United States.

"As the agreement tabled today indicates, the Commander-in-Chief NORAD will be responsible to the Chiefs of Staff Committee of Canada and the Joint Chiefs of Staff of the United States, i.e., he will make his recommendations on air defence to them. They in turn will seek the approval of their political authorities for the implementation of such of these recommendations as are acceptable to them from a military point of view. The Commander-in-Chief NORAD will operate within a single air defence plan which will be approved by the two Governments. The appointment of the Commander-in-Chief NORAD and of his deputy will be approved by the two Governments. Detailed terms of reference for the Commander-in-Chief NORAD have also been approved by the two Governments. These terms of reference flow from, and are therefore consistent with, the principles established in the notes I have tabled today. In the interests of national security, these detailed terms of reference cannot be made public.

"Thus the NORAD exchange of notes makes formal provision for civilian control of the activities of the Command in the manner I have outlined. These provisions in a sense underline the obvious. Never, in the long and earnest consideration of this subject by the Canadian and United States Governments, has there been any doubt of the primacy of civilian authority; nor, I am sure, could there have been any real question on the point when preliminary consideration was given to this matter of integration during the lifetime of a previous administration in Canada.

"The establishment of integrated defence arrangements between Canada and the United States increases the importance of consultation between the two Governments on all matters affecting joint defence. This continuing process of consultation is not new. Once again, however, in the course of our discussions on the exchange of notes which I have tabled today, both countries recognized that their defence co-operation can be worked out on a mutually satisfactory basis only if such consultation is regularly and consistently undertaken. I can assure the House that the determination exists both in Ottawa and in Washington to ensure that such consultation will take place as required.

"I feel certain that the House will agree with me that this further evolution in the essential collaboration of Canada and the United States in continental defence will assist in the maintenance and development of the individual and collective capacity of the two Governments to fulfil their obligations under the Charter of the United Nations and the North Atlantic Treaty for the preservation of international peace and security.

CANADIAN EMBASSY
WASHINGTON, D.C.

No. 263

May 12, 1958.

Sir,

I have the honour to refer to discussions which have taken place between the Canadian and the United States authorities concerning the necessity for integration of operational control of Canadian and United States Air Defences and, in particular, to the study and recommendations of the Canada-United States Military Study Group. These studies led to the joint announcement of August 1, 1957, by the Minister of National Defence of Canada and the Secretary of Defence of the United States, indicating that our two Governments had agreed to the setting up of a system of integrated operational control for the air defences in the continental United States, Canada and Alaska under an integrated command responsible to the Chiefs of Staff of both countries. Pursuant to the announcement of August 1, 1957, an integrated headquarters known as the North American Air Defence Command (NORAD) has been established on an interim basis at Colorado Springs, Colorado.

For some years prior to the establishment of NORAD, it had been recognized that the air defence of Canada and the United States must be considered as a single problem. However, arrangements which existed between Canada and the United States provided only for the co-ordination of separate Canadian and United States air defence plans, but did not provide for the authoritative control of all air defence weapons which must be employed against an attacker.

The advent of nuclear weapons, the great improvements in the means of effecting their delivery, and the requirements of the air defence control systems demand rapid decisions to keep pace with the speed and tempo of technological developments. To counter the threat and to achieve maximum effectiveness of the air defence system, defensive operations must commence as early as possible and enemy forces must be kept constantly engaged. Arrangements for the co-ordination of national plans requiring consultation between national commanders before implementation had become inadequate in the face of a possible sudden attack, with little or no warning. It was essential, therefore, to have in existence in peacetime an organization, including the weapons, facilities and command structure, which could operate at the outset of hostilities in accordance with a single air defence plan approved in advance by national authorities.

Studies made by representatives of our two Governments led to the conclusion that the problem of the air defence of our two countries could best be met by delegating to an integrated headquarters, the task of exercising operational control over combat units of the national forces made available for the air defence of the two countries. Furthermore, the principle of an integrated headquarters exercising operational control over assigned forces has been well established in various parts of the North Atlantic Treaty area. The Canada-United States region is an integral part of the NATO area. In support of the strategic objectives established in NATO for the Canada-United States region and in accordance with the provisions of the North Atlantic Treaty, our two Governments have, by establishing the North American Air Defence Command, recognized the desirability of integrating headquarters exercising operational control over assigned air defence forces. The agreed integration is intended to assist the two Governments to develop and maintain their individual and collective capacity to resist air attack on their territories in North America in mutual self-defence.

The two Governments consider that the establishment of integrated air defence arrangements of the nature described increases the importance of the fullest possible consultation between the two Governments on all matters affecting the joint defence of North America, and that defence co-operation between them can be worked out on a mutually satisfactory basis only if such consultation is regularly and consistently undertaken.

In view of the foregoing considerations and on the basis of the experience gained in the operation on an interim basis of the North American Air Defence Command, my Government proposes that the following principles should govern the future organization and operations of the North American Air Defence Command.

- 1) The Commander-in-Chief NORAD (CINC NORAD) will be responsible to the Chiefs of Staff Committee of Canada and the Joint Chiefs of Staff of the United States, who in turn are responsible to their respective Governments. He will operate within a concept of air defence approved by the appropriate authorities of our two Governments, who will bear in mind their objectives in the defence of the Canada-United States region of the NATO area.
- 2) The North American Air Defence Command will include such combat units and individuals as are specifically allocated to it by the two Governments. The jurisdiction of the Commander-in-Chief, NORAD, over those units and individuals is limited to operational control as hereinafter defined.
- 3) "Operational Control" is the power to direct, co-ordinate, and control the operational activities of forces assigned, attached or otherwise made available. No permanent changes

of station would be made without approval of the higher national authority concerned. Temporary reinforcement from one area to another, including the crossing of the International Boundary, to meet operational requirements will be within the authority of commanders having operational control. The basic command organization for the air defence forces of the two countries, including administration, discipline, internal organization and unit training, shall be exercised by national commanders responsible to their national authorities.

4) The appointment of CINCNORAD and his Deputy must be approved by the Canadian and United States Governments. They will not be from the same country, and CINC-NORAD staff shall be an integrated joint staff composed of officers of both countries. During the absence of CINCNORAD, command will pass to the Deputy Commander.

5) The North Atlantic Treaty Organization will continue to be kept informed through the Canada-United States Regional Planning Group of arrangements for the air defence of North America.

6) The plans and procedures to be followed by NORAD in wartime shall be formulated and approved in peacetime by appropriate national authorities and shall be capable of rapid implementation in an emergency. Any plans or procedures recommended by NORAD which bear on the responsibilities of civilian departments or agencies of the two Governments shall be referred for decision by the appropriate military authorities to those agencies and departments and may be the subject of inter-governmental co-ordination.

7) Terms of reference for CINCNORAD and his Deputy will be consistent with the foregoing principles. Changes in these terms of reference may be made by agreement between the Canadian Chiefs of Staff Committee and the United States Joint Chiefs of Staff, with approval of higher authority as appropriate, provided that these changes are in consonance with the principles set out in this Note.

8) The question of the financing of expenditures connected with the operation of the integrated headquarters of the North American Air Defence Command will be settled by mutual agreement between appropriate agencies of the two Governments.

9) The North American Air Defence Command shall be maintained in operation for a period of ten years or such shorter period as shall be agreed by both countries in the light of their mutual defence interests, and their objectives under the terms of the North Atlantic Treaty. The terms of this Agreement may be reviewed upon request of either country at any time.

10) The Agreement between parties to the North Atlantic Treaty regarding the status of their forces signed in London on June 19, 1951, shall apply.

11) The release to the public of information by CINCNORAD on matters of interest to Canada and the United States of America will in all cases be the subject of prior consultation and agreement between appropriate agencies of the two Governments.

If the United States Government concurs in the principles set out above, I propose that this Note and your reply should constitute an Agreement between our two Governments effective from the date of your reply.

Accept, Sir, the renewed assurances of my highest consideration.

"N. A. Robertson"
Ambassador of Canada.

The Honourable John Foster Dulles,
Secretary of State of the United States,
Washington, D.C.

DEPARTMENT OF STATE
WASHINGTON, D.C.

May 12, 1958.

Excellency,

I have the honour to refer to Your Excellency's Note No. 263 of May 12, 1958 proposing on behalf of the Canadian Government certain principles to govern the future organization and operation of the North American Air Defence Command (NORAD).

I am pleased to inform you that my Government concurs in the principles set forth in your Note. My Government further agrees with your proposal that your Note and this reply shall constitute an agreement between the two Governments, effective today.

Accept, Excellency, the renewed assurances of my highest consideration.

"Christian A. Herter"
for the Secretary of State.

His Excellency Norman Robertson,
Ambassador of Canada.

Exchange of Letters

The following statement was made in the House of Commons June 2 by Prime Minister Diefenbaker on the latest letter from Mr. Khrushchev of the U.S.S.R.:

"Mr. Speaker, I should like to make a short statement respecting the letter from Mr. Khrushchev which was handed to me on Saturday by the Soviet Ambassador. This letter was in reply to my letter to Mr. Khrushchev of May 9. The contents of the letter received have been carefully studied in the hope that it might contain promise of progress toward a settlement of some at least of the differences between our countries, and in particular the question of disarmament.

"The letter, unfortunately, reveals the continuing refusal of Mr. Khrushchev to understand the intentions of the Canadian Government in supporting the proposal made recently in the United Nations Security Council for a system of control in the Arctic regions. This proposal was an honest endeavour on the part of Canada and its allies to work out measures of control over military activities on this important frontier which would give security to all countries participating, including the Soviet Union. We have not had, nor do we have, any intention, as suggested in the letter to us, of imposing a system of inspection on the Russians. We are, however, seeking to work out in collaboration with them and our other Arctic neighbours a system which will satisfy the needs of all and remove the fears, from whichever side they may arise, of air attack launched without warning. For our part we are continuing to study the possibilities of such a system of control in the hope that the Soviet Union will come to recognize that this system would play an essential part in any effective scheme of security and disarmament.

"Mr. Khrushchev's letter is, however, not entirely negative. It does indicate willingness on the part of the Soviet Union to go along with proposals recently made by President Eisenhower for an immediate study of methods for controlling the suspension of nuclear tests. I have made clear our anxiety that progress be made in this important aspect of disarmament, and welcome this promising sign. If this fruitful project is to be carried out, good will and a spirit of forbearance are required on all sides. For this reason, therefore, I will refrain from taking issue with Mr. Khrushchev over the misrepresentations and allegations in his letter and emphasize rather the more hopeful aspect of his message."

Statement on Charge by U.S.S.R.

On June 3, Mr. Diefenbaker made the following statement on charges that Strategic Air Command bombers fly over Canada with nuclear weapons in the direction of the Soviet Union:

"Mr. Speaker the Leader of the Opposition indicated in general terms his intention to ask whether the charges that Strategic Air Command bombers fly over Canada with nuclear weapons in the direction of the Soviet union are true.

"First of all I should state that the letter from Mr. Khrushchev is still being studied, and I would not wish to take a definite position now upon any of its details. May I, however, draw the attention of the Leader of the Opposition to page 3123 of Hansard for January 10, when the matter was before the House, and also page 3188 of Hansard for January 11, where earlier remarks by the Minister of National Defence and myself are to be found. Those replies and the answer given by the Minister of National Defence on November 27, 1957, on page 1566 of Hansard provide much of the answer to the present question. I refer specifically now to the latter question which appears on page 1566, where the hon. member for Burin-Burgeo (Mr. Carter) asked this question:

'May I direct a question to the Minister of National Defence. In view of a reported statement made by the British foreign minister to the effect that United States bombers flying on routine flights over Britain carry live bombs in order to maintain a state of readiness at all times, can the Minister state whether United States planes with such bombs are permitted to fly over Canada.'

"To which the Minister of National Defence replied as follows:

'By agreement with the United States, only with prior permission from Canada.'

"In the passages to which I have referred the House was informed that United States bomber aircraft carry nuclear weapons over Canada only with prior permission from Canada; that each flight is dealt with separately by specific application, and there is no blanket authority; that the weapons are inactivated in order to avoid the possibility of accidents; and that the procedures being followed are unchanged from those which had been instituted by the previous government.

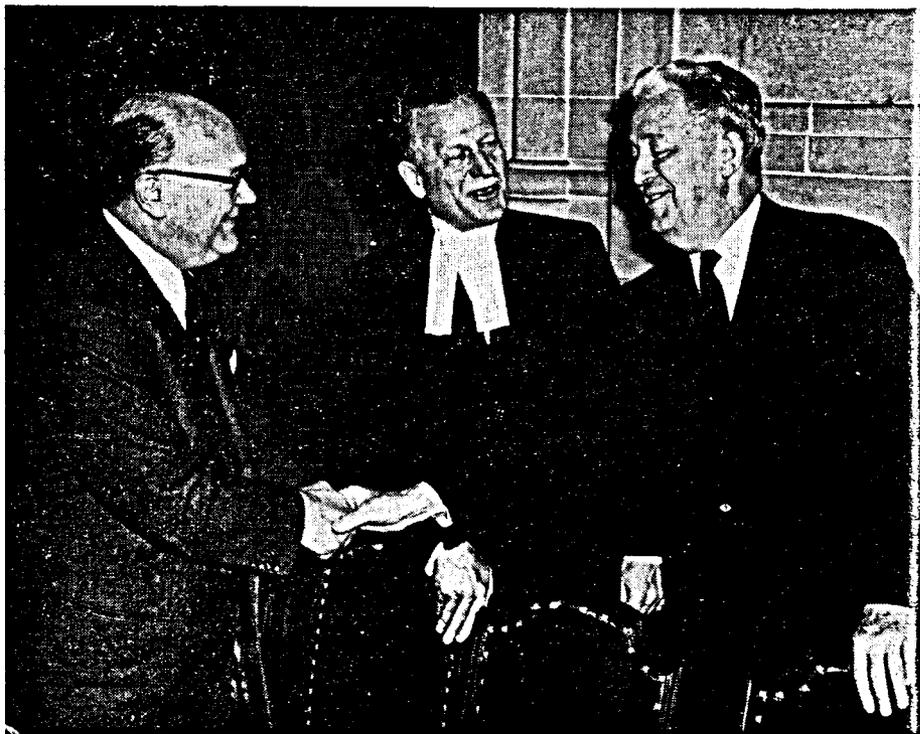
"The earlier questions were more concerned with the nature of the international arrangements and with safety precautions than with the fact that flights by the Strategic Air Command might be taking place over Canada. Nevertheless, the answers to which I have referred did make it plain that such flights do take place. The Leader of the Opposition. I am sure, will at once recognize that it would not be in the public interest for me to give any indication of either the frequency of such flights or the numbers of aircraft involved. However, in order to provide information such as that to those who are of the Privy Council the Government will at all times be prepared to give that information privately. However, I wish to make one thing perfectly clear, that none of those flights to which I have made reference has approached or been to the borders of Canada and the U.S.S.R."

Situation in France

Prime Minister Diefenbaker made the following statement June 3 in the House of Commons on developments in France:

"In recent weeks Canadians have watched the French political scene with concern and sympathy. Considering how closely our history and traditions are interwoven with those of France, the deep interest taken by our people in recent events there is not surprising. We now welcome the solution of the parliamentary crisis in France and express the sincere hope that under the leadership of their wartime hero, General Charles De Gaulle, as Prime Minister, France will enjoy political stability and economic prosperity.

"I know that I speak for all Canadians when I say I am confident that the warm and friendly relations which are inherent as between Canada and France and which have been strengthened in two world wars and in recent years by our common membership in NATO, will continue as before."



VISITS CAPITAL

Mr. Paul-Henri Spaak, Secretary-General of the North Atlantic Treaty Organization, left, a recent visitor to Ottawa, seen with Mr. Roland Michener, Speaker of the House of Commons, and Mr. Sidney E. Smith, Secretary of State for External Affairs.

Letters on Nuclear Weapons Testing

Exchange of Correspondence between Mr. N. Khrushchev, Chairman of the Council of Ministers of the U.S.S.R., and Prime Minister John G. Diefenbaker. (Letters of April 4 and May 9, 1958)

Moscow
April 4, 1958.

Dear Prime Minister:

One of the most urgent questions of the international relations of our day and one which causes an especially profound concern to millions of people in all countries throughout the world is the need for the immediate cessation of tests of atomic and hydrogen weapons of various kinds. It is not difficult to understand the deep anxiety which the continuation of experimental explosions of nuclear weapons arouses among all the strata of population, from political figures, experts and scientists to simple folk, ordinary workers of cities and villages, and mothers of families. It is these tests which accelerate the arms race, which facilitate the development of new destructive and lethal kinds of nuclear weapons, and which thus increase all the more the threat of an atomic war which hangs over mankind.

Moreover, even now, in time of peace, systematic experimental explosions of atomic and hydrogen weapons cause harm to the health of peaceful, unsuspecting, innocent people of different countries. In the petition signed by 9,235 scientists of 44 countries and submitted in January 1958 to the Secretary-General of the United Nations, it states that each test explosion of a nuclear bomb increases the radioactive fall-out, thus causing harm to the health of people all over the world and jeopardizing the normal development of future generations.

Taking all this into account the Soviet Government has come to the conclusion that it is not possible to delay the solution of the problem of ending nuclear weapon tests any longer since irreparable damage to the health of the people cannot be permitted.

As of today only three powers—the U.S.S.R., the United States and Great Britain—possess nuclear weapons and it would therefore be comparatively easy to reach an agreement for ending nuclear weapon tests. Unless tests are ended now other countries can come in time to possess nuclear weapons and in such circumstances it will, of course, be more difficult to reach an agreement on the cessation of tests.

For the past three years the Soviet Government have repeatedly approached the Governments of the United States and Great Britain with the proposal to end atomic and hydrogen weapon tests. Since the Government of the United States as well as the Government of Great Britain did not wish to agree to the cessation of nuclear tests without a time-limit, the Soviet side put forward a proposal, as a beginning, to stop these tests at least for a limited period, for instance two to three years. The proposals of the U.S.S.R. on this question provide for the establishment of necessary international control over the cessation of tests.

In spite of all this an agreement to solve the question of the unconditional and immediate cessation or even of the temporary suspension of nuclear tests has unfortunately not yet been reached.

Motivated by a desire to make a practical start in the cessation everywhere of atomic and hydrogen weapon tests and thus to take the first step toward the complete liberation of mankind from the threat of an atomic war of annihilation, the Supreme Soviet of the Union of Soviet Socialist Republics has resolved to stop the testing of all types of atomic and hydrogen weapons in the Soviet Union.

Implementing this resolution of the Supreme Soviet of the U.S.S.R., the Soviet Government has decided unilaterally to stop the testing of all types of atomic and hydrogen weapons from March 31, 1958.

The Soviet Government has approached the Governments of the United States and Great Britain with a proposal to join in this measure. The Soviet Government calls upon the Government of Canada to support this initiative in the common interest of all mankind.

If the governments of the countries that now possess nuclear weapons support this proposal of the U.S.S.R. and take in their turn, a decision to stop further tests, then the question which causes profound concern to the peoples of the whole world will at last find its solution, and thus a great step will be made towards establishing genuine confidence between states and consolidating peace.

However, if the governments of the countries that are in possession of nuclear weapons do not wish to respond to this decision of the Soviet Government, preferring to leave everything as before, and continue experiments with atomic and hydrogen weapons, then the Soviet Union will, of course, have no other alternative, in the interests of ensuring its security, than to consider itself free of the obligations which it has assumed with regard to the cessation of nuclear tests. The Soviet Government would not like the matter to take this course.

Hope is expressed in the appeal of the Soviet Government to the Governments of the United States and Great Britain that these Governments will join in the initiative of the Soviet Union and thus make possible everywhere and forever the cessation of nuclear weapons tests.

This first practical step toward the protection of people from the calamities with which they are threatened by the modern nuclear weapon will immensely facilitate progress toward the solution of the task—the complete deliverance of the peoples from the threat of an atomic war. One will hardly deny that the cessation of experiments with atomic and hydrogen weapons will without doubt greatly improve the entire international political atmosphere, and will create more favourable conditions for settling other outstanding international problems.

Allow me, Mr. Prime Minister, to express the hope that the above-mentioned proposals of the Soviet Government will meet with a positive reaction on the part of the Government of Canada.

With sincere respect,

N. KHRUSHCHEV

OTTAWA, Ontario
May 9, 1958.

Dear Mr. Chairman,

I have given careful study to your letter of April 4. I can assure you that the subject matter—the question of nuclear weapons testing—is of grave concern to the Canadian Government. It is in this spirit that I reply to your message.

You will, I know, be aware of the public statements already made by the Government of Canada since your Government announced its decision, subject to certain reservations, to stop the testing of atomic and hydrogen weapons. You may have observed that the Canadian reaction to this announcement has been cautious and that a sense of uneasiness has modified the satisfaction we were tempted at first to entertain.

Shortly before your letter was delivered, the Canadian Government issued a statement explaining our reservations about a unilateral gesture of this kind following an intensive series of Soviet nuclear tests. We considered that while the suspension of the Soviet nuclear testing programme was to be welcomed in the context of the radiation hazard, it justified no more than the frailest hope that progress on disarmament was at last near at hand. For it is axiomatic that disarmament, to be significant in these times, must be the product of negotiation and agreement among nations. The world can hardly be expected to repose confidence in the potential results of a decision which could be reversed overnight, and without consultation, by your Government.

It is because of the compelling need to erect, at whatever cost, some tangible and reliable foundation of mutual trust that I feel justified in asking you to clarify your position with regard to the establishment of an international system for the verification of nuclear tests. Assuming that you are willing to exchange views on this problem with other governments, I should be interested to know what type of practical measures you have in mind to ensure that tests of nuclear weapons were not being conducted anywhere in the world. I should further like to know whether you are prepared to negotiate seriously on this issue in the immediate future through the United Nations or diplomatic channels, or whether you insist on delaying discussions on these matters until a summit meeting has been arranged.

These questions spring from a conviction that governments, whether or not they dispose of nuclear weapons, have a right, indeed a duty, to work unceasingly for peace now, for the alternative is the possible obliteration of the human race. This is a matter of such profound significance to mankind that unilateral and conditional decisions to suspend the testing of nuclear arms are not a tolerable substitute for international agreement.

When I first learned of your Government's announcement regarding nuclear tests, I ventured to hope that this step heralded a genuine disposition to move towards agreement on other aspects of the disarmament problem. It has, therefore, been all the more disappointing and disturbing to me to observe the attitude which your Government has adopted in the recent Security Council discussions. Personally, I am at a loss to reconcile the Soviet attitude and argument in these meetings with the conciliatory tone of your message to me.

Canadians have noted with concern the unjust accusations which your Government suddenly levelled against the United States in the Security Council on April 21, at a time when preliminary negotiations towards a summit conference were on the point of beginning in Moscow. I must also tell you frankly that the people of Canada have watched incredulously the negative reaction of the Soviet Union to the proposals advanced on April 29 by the United States for the prevention of surprise attack in the Arctic regions. This is the very area regarding which we as Canadians are especially concerned, and which we have repeatedly offered to open to international scrutiny.

If you are really anxious about developments in the Arctic and if you wish to eliminate the possibility of surprise attack across the polar regions, I find it hard to understand why you should cast aside a proposal designed to increase mutual security in that area. Let me repeat here, Mr. Chairman, that we stand by our offer to make available for international inspection or control any part of our territory, in exchange for a comparable concession on your part. I would hope that you would accept some arrangement along these lines not only as an indication of our good faith, but as part of a first, experimental step in building a system of international safeguards against surprise attack. When there is, by your own admission, a danger of nuclear war breaking out by accident or miscalculation, it is difficult for Canadians to comprehend your refusal to engage even in technical discussions intended to explore the feasibility of an international system of control.

As you know, the Canadian Government has not been opposed to a summit meeting for which adequate preparation has been made in advance. You have yourself stressed the need for preparation, and I am sure that you would agree with me that considerable preliminary work will be required before satisfactory arrangement for a summit meeting can be completed. What I find difficult to understand and to justify is your view, if I have interpreted it correctly, that no progress can be made on such important and complicated questions as the control of nuclear tests and the prevention of surprise attack until the time for a summit meeting arrives.

Yours sincerely,
JOHN G. DIEFENBAKER

State Visit of President of Germany

His Excellency Dr. Theodor Heuss, President of the Federal Republic of Germany, on the official invitation of the Government of Canada, made a visit to Canada from May 28 to June 4, accompanied by the Foreign Minister, Dr. Heinrich von Brentano, and by members of his suite. President Heuss was the first German Head of State ever to visit Canada.

Before starting his official visit to the capital, the President and his party spent three days making an informal tour of parts of the Provinces of Quebec and Ontario. The President and his party arrived at Quebec City direct from Germany on May 28, being welcomed at the airport by representatives of the Federal and Province of Quebec Governments. While in Quebec City, they visited l'Ile d'Orleans and Lac Beauport, and the President was given an honorary doctor's degree by Laval University. A dinner was given in his honour by the Lieutenant-Governor of Quebec at "Bois de Coulonge".

Leaving Quebec City on the morning of May 30 for Montreal, the President and his party toured the Seaway installations south of Montreal and, later that day, left by air for Hamilton, spending that night at Niagara Falls.



—Capital Press

VISIT OF PRESIDENT OF GERMANY

Dr. Theodor Heuss, President of the West German Federal Republic, is welcomed by the Prime Minister, Mr. Diefenbaker, at the Centre Block of the Parliament Buildings in Ottawa, June 2, 1958, during Dr. Heuss' tour of Canada.

The following day, May 31, the party, after a scenic drive including views of the Falls, proceeded to Toronto where the Secretary of State for External Affairs gave a luncheon in honour of Dr. von Brentano, with whom he also had private conversations. That evening, the Lieutenant-Governor of Ontario received the President and his party at a dinner and at a reception, after which the visitors left by private train for Ottawa.

During his stay in Ottawa, President Heuss was the guest of His Excellency the Governor-General at Government House. On his arrival in the capital on Sunday morning, June 1, he was greeted at Union Station by the Governor-General, the Prime Minister and the Chief Justice of Canada, as well as by the Dean and members of the Diplomatic Corps. On June 2, after placing a wreath at the National War Memorial, the President addressed members of both Houses of Parliament in the House of Commons Chamber. In his introduction, the Prime Minister of Canada said:

"We have intensive trade relations with Germany. We are co-operating in the fields of atomic energy, taxation and civil aviation. Believing that the preservation of human freedom—I know that the Members of Parliament have the same view, and that you share the view—transcends all other considerations, Canadians intend to nurture that spirit of good will with all like-minded nations. We reaffirm our belief in and support for the North Atlantic Treaty Organization as a defensive organization dedicated to peace and with no offensive objectives. I wish to make it clear that whatever threats may be made against those nations which believe in the mission of NATO and the necessity for its continuance, Canada will maintain forces in Europe as long as international disquiet and justifiable fears require Canadian participation.

"My hope is that if the Western world will maintain its unity of purpose and will not weary in its pursuit of peace with freedom, however uncertain and hesitant the steps to that objective may appear to be, that peace with justice under law will have been achieved.

"It is in that spirit, sir, that I welcome you to the Parliament of Canada in this Chamber with representatives of the Senate and the House of Commons present. We welcome you for the stands you have taken since assumption of the presidency of Germany in 1949, for that spirit of understanding and co-operation which has characterized your State. It is in that spirit that I welcome President Theodor Heuss, President of the Federal Republic of Germany and now ask him to speak."

After a few remarks in English and French, the President, speaking in German, expressed his appreciation for the opportunity to visit Canada, and extended cordial greetings to the people of Canada from the people of Germany. The President said:

"The days spent here have made me richer in understanding, as I have viewed venerable and historic Quebec; seen the living present of Toronto and Montreal and had the incomparable experience of seeing the St. Lawrence Seaway and Niagara Falls. And I know you will not mind my quiet feeling of pride when I think that 60 years ago, when the Falls were first harnessed to generate power, it was my native province that supplied the first turbines.

Like the Prime Minister, the President also stressed the importance of NATO as a defensive organization for the survival of the free world, stating:

"We in Germany have many reasons to be grateful to the Canadian Government and the people of Canada for their early and unwavering understanding.

"We appreciate what it means for Canada to maintain soldiers on German soil, to afford an opportunity to young German pilots to familiarize themselves with the constantly developing aircraft techniques, and to recognize and support the German people's demand for reunification by peaceful, democratic means.

"The North Atlantic Treaty Organization, of which both our countries and peoples are loyal members, is the political expression of mutual solidarity."

The Speaker of the Senate and the Speaker of the House of Commons thanked the President for his address, after which a reception was given in his honour by members of both Houses.

Later that day, the President had a private talk with the Prime Minister. In the evening, the Governor-General was host to President Heuss at a State dinner, followed by a reception at Government House. Also on June 2, a luncheon was given by the Minister of Justice in honour of Foreign Minister von Brentano, who later had private conversations with the Prime Minister, the Minister of Finance and the Minister of Trade and Commerce, as well as with the Chairman, Canadian Association of NATO Parliamentarians. The members of this Association also received Dr. von Brentano at a reception in his honour.

During their stay in Ottawa, the President and his party visited various sections of the capital and of the City of Hull. On June 3, the Prime Minister gave a State luncheon in honour of President Heuss. In the afternoon, the President was taken for a drive to the Gatineau area, while the Under-Secretary of State for External Affairs called on Foreign Minister von Brentano who, later, held a press conference at the Chateau Laurier. That evening, President Heuss was host to the Governor-General at a dinner at the Country Club, where he also later gave a reception. The official visit of the President ended with his departure, by air, direct for Washington on the morning of June 4.

Canada and the United Nations

US Proposal For Arctic Inspection Zone

At the request of the United States, the Security Council reconvened on April 29 to continue its consideration of the Soviet Union's complaint(*) against the flights of United States aircraft armed with nuclear weapons. The first item of business was a United States draft resolution proposing the establishment of an international inspection system for a zone in the Arctic. The Soviet Representative, Mr. Sobolev, at once asked the president of the Council, Mr. Lodge, whether he intended to invoke rule 20 of the Council's Rules of Procedure which makes provision for the president at his own discretion to vacate the chair temporarily when a matter of direct concern to his country is before the Council. The representatives of the United Kingdom, Panama and France immediately expressed their confidence in Mr. Lodge's impartiality and he replied to Mr. Sobolev's question by announcing his intention to remain in the chair.

The United States Proposal

Mr. Lodge began his presentation of the United States draft resolution by referring to a letter which President Eisenhower had sent to Premier Khrushchev the previous day, urging the Soviet Union to support the United States plan for an Arctic inspection zone as a means of easing tension, increasing confidence among states and reducing fears of a surprise attack. The United States flights which the Soviet Union complained of, Mr. Lodge contended, were "a necessary defensive measure against massive surprise attack and it follows, therefore, that if the danger of such an attack were removed, the need for this defence could be correspondingly lessened. The awesome destructive power of modern armaments," he said, "makes it at least theoretically possible to wipe out the military capacity of a state—even one of the greatest powers—in a single attack, but such an attack must come without warning if it is to succeed. If there is a way to guard against massive surprise attack or to allay fears of such an attack—and the United States believes that there is—we must leave no stone unturned in our efforts to find it". In 1955, Mr. Lodge recalled, President Eisenhower had introduced his "open skies" proposal and since then there had been growing support in many countries, including the U.S.S.R. itself, for the introduction of measures to guard against surprise attack. Mr. Lodge emphasized that the present United States proposal was entirely separate from the general topic of disarmament and was put forward only as a means of allaying Russian fears. The proposed zone, he said, would include all territory north of the Arctic Circle, as well as the Kurile and Aleutian Islands and parts of Alaska and Siberia, north of Latitude 50 and between Longitudes 140 West and 160 East. The necessary technical arrangements could be worked out by the five countries which had taken part in the 1957 disarmament talks, together with Norway and Denmark who had territory lying within the proposed Arctic zone.

"If we can proceed gradually and first experiment with limited measures of aerial and ground inspection" Mr. Lodge concluded, "it should facilitate

*See External Affairs Bulletin, April-May, 1958, pp. 90-94.

the subsequent expansion of inspection. Once this limited inspection system has proved its value and begun to rebuild mutual confidence, any suspicions that ulterior motives underlie proposals for aerial inspection measures should be removed once and for all."

The Swedish Representative, Mr. Jarring, who spoke next, referred to the concern felt throughout the world at the high degree of preparedness maintained by the major powers and expressed his gratification that the question of measures against surprise attack was being considered. His delegation, he said, was prepared to support the United States draft resolution but wished to suggest the addition of a paragraph to the effect that the discussion of an Arctic inspection zone "might serve as a useful basis for the deliberations on the disarmament problem at the Summit Conference, on the convening of which, talks are in progress."

The Soviet Reaction

The Soviet Representative, Mr. Sobolev, began his comments on the United States draft resolution by repeating the Soviet charge that flights of United States nuclear-armed aircraft towards the frontiers of the Soviet Union constituted a threat to peace. The Government of the United States, he said, could free the world from this threat by putting an immediate end to these flights. Instead of this, however, the United States, had undertaken a diversionary manoeuvre in the Security Council by putting forward a proposal which was unrelated to the main problem. The United States motive in proposing the Arctic inspection zone, Mr. Sobolev charged, was to divert attention from the question of the flights of their nuclear-armed aircraft and at the same time to obtain intelligence data about a large area of the Soviet Union. The Soviet Union, he said, was peace-loving and consequently the United States' alleged fear of a surprise attack was groundless. The United States draft resolution, he went on, did nothing to allay the fears of an accidental nuclear war or to advance the cause of disarmament. The group of nations which the United States had suggested should participate in the Arctic inspection scheme was even more one-sided than the United Nations Disarmament Commission and the United States continued to abuse the majority of votes which it could command in the United Nations to try and impose solutions to disarmament problems. Such problems could only be solved, he said, by mutual agreement between the two sides concerned.

Mr. Sobolev concluded his remarks by stating that in the view of the Soviet Union, solutions to international problems could only be found at a Summit Conference. He then proceeded to submit a new draft resolution which once again asked the Security Council to call on the United States to cease the flights of its military aircraft armed with atomic and hydrogen bombs in the direction of the frontiers of the Soviet Union. The Soviet draft resolution also proposed that the Security Council record its satisfaction that Summit Conference negotiations were under way and express the hope that such a conference would be held at the earliest possible date.

The Canadian Position

The next speaker was the Canadian Representative, Mr. Ritchie, who opened his remarks by pointing out that as long as the Western nations considered that their security was threatened, they would continue to insist on the right to take appropriate defensive measures, and that this was presumably



CONFER AT UN

—Leo Rosenthal

Mr. Charles Ritchie, of Canada, President of the Security Council of the United Nations, confers with Mr. Dag Hammarskjöld, left, UN Secretary-General.

true of the Soviet Union as well. One of the major causes for concern, he said, was the threat of surprise attack but "the removal of that risk does not lie either in unilateral action or meaningless declarations. It is just because we recognize surprise attack as perhaps the most ominous of the dangers facing the world that the Canadian Government warmly welcomes the initiative which the United States has taken in the Security Council today. In our view, the proposal for the prompt establishment of a system of inspection in Northern areas to provide safeguards against the danger of surprise attack represents a practicable attempt to deal with this most deeply-rooted cause of anxiety and tension."

Mr. Ritchie went on to point out that the present occasion was one of the few in the history of the United Nations in which a member had requested the Security Council to convene to consider not a complaint or a report, but a positive and constructive proposal designed to assist the Council in maintaining peace and security. The Canadian Government, he reminded the Council, had already expressed its readiness to open the whole of Canada under a general system of inspection and was now prepared to have a part of Canada included in any initial scheme of inspection which would involve a zone containing a North American portion and a Soviet portion of relatively equal importance. "My point," he said, "is that we are not wedded to any specific proposal and that the essence of the Canadian position is that the areas on both sides should be of comparable importance so that the arrangements

should be equitable." The Canadian Government recognizes, he continued, that the establishment of a system of safeguards would mean that there might be international teams of observers equipped with electronic devices and the necessary communications, stationed in Canada with certain rights of inspection and freedom of movement. It also recognized that foreign aircraft might be authorized to overfly Canada for inspection purposes and that logistic support elements would probably be stationed in Canada. Furthermore, the Canadian Government realized that it might be asked to make a contribution to the system in the form of personnel, aircraft or other kinds of support. "We would like to think", he said, "that the proposal now before us is only a first-stage to be followed by disarmament measures relating to nuclear and conventional weapons . . . it is our hope that co-operation in the development of security in the Arctic can provide a basis for larger agreements relating to disarmament . . ."

Mr. Ritchie concluded his remarks by stating that the Canadian Delegation found the Soviet Union's reaction to the United States draft proposal, particularly its refusal to discuss the matter, depressing and in some ways incomprehensible. If the Soviet Union was sincerely worried about developments in the Arctic, he asked, why did it reject a proposal designed to set up inspection in the area? "We for our part," he said, "believe that the plan for the Northern zone of inspection is practicable and important and Canada pledges itself to give all support to the proposal. We hope that on second thought the Soviet Union Government will reconsider the negative response which the Soviet Union Representative has indicated today."

Position of Other Delegations

Representatives of France, the United Kingdom, Japan, Panama, China and Iraq spoke after Mr. Ritchie and each one expressed his support of the United States draft resolution. The French Representative, Mr. Georges-Picot, indicated the tenor of their remarks when he welcomed the United States proposal as the ". . . surest way of eliminating the risks to which the Soviet Union Representative himself has pointed . . . and a prelude to disarmament". Most of the representatives reserved their position on both the Swedish amendment to the United States draft resolution and the new draft resolution submitted by the Soviet Union.

Just before the Council adjourned for the day, the Secretary-General, Mr. Hammarskjöld deviated from his normal practice by intervening in the debate. Mr. Hammarskjöld himself pointed out that he could rightly be criticized if an intervention on his part meant taking sides but he repeated the view he had expressed on a previous occasion ". . . that the Secretary-General had not only the right but the duty to intervene when he feels he should do so in support of the purposes of this organization and the principles laid down in the Charter". Mr. Hammarskjöld recalled that during a recent press conference he had welcomed the Soviet Union's decision to suspend nuclear tests as a step towards disarmament and ". . . in the same spirit and on the same basis I wish today to welcome the initiative taken by the United States". The stalemate in the field of disarmament has been allowed to go on too long, he said, because governments had been too ambitious and would not be satisfied to make just a dent in the complicated problem. Also there had been a tendency for governments to wait for one another to take the first step. The main difficulty, however, he suggested ". . . is the crisis of trust from which all mankind is suffering

at the present time . . ." Initiatives such as the United States proposal; he concluded, are ". . . steps which could make a dent in the disarmament problem . . . and if treated in good faith . . . could provide a first frail basis for the development of some kind of trust." Following the Secretary-General's remarks, the French Representative, Mr. Georges-Picot, proposed a forty-eight hour adjournment of the debate to give the representatives and their governments an opportunity to study the Swedish amendment, the new Russian draft resolution and Mr. Hammarskjold's statement.

The Voting

When the Security Council reconvened at 11:00 A.M. on May 2, the Canadian Representative, Mr. Ritchie, had assumed the presidency for the month of May. Mr. Lodge was the first to speak, announcing his delegation's acceptance of the Swedish amendment to the United States draft resolution. In doing so, he suggested a change in the wording of the amendment so that it would refer to "A Summit Conference" rather than "the Summit Conference". This change was accepted by the Swedish Representative, Mr. Jarring.

Representatives of the United Kingdom, the Soviet Union, the United States, Japan, Canada and Panama then spoke briefly. Mr. Sobolev reiterated the Soviet Union's charges against the United States and repeated his contention that the United States draft resolution was "sheer propaganda", thus indicating that the Soviet Union's opposition to the United States proposal had not altered during the two-day recess. Without exception, the other representatives supported the United States draft resolution as amended by Sweden. Shortly after noon, when it became apparent that the time for a vote on the United States draft resolution was approaching, the Japanese Representative, Mr. Matsudaira, moved that the Council adjourn until 3 o'clock that afternoon.

When the members of the Council resumed their places after the recess, the president, Mr. Ritchie, proposed that the United States draft resolution be put to a vote. All of the members of the Council, with the exception of Mr. Sobolev, favoured the United States proposal but it was lost because the contrary Soviet vote constituted a veto. A vote was then taken on the Soviet draft resolution. Nine members of the Council voted against it, the Soviet Union was in favour and Sweden abstained, so that the draft resolution was defeated. After the representatives of the Soviet Union, the United Kingdom and France had made brief statements explaining their votes on the Soviet draft resolution, the meeting adjourned.

APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. D. M. Cornett posted from the Office of the High Commissioner for Canada, Canberra, to the Office of the High Commissioner for Canada, Karachi, effective April 16, 1958.
- Mr. L. V. Ryan posted from Ottawa to the Office of the High Commissioner for Canada, London, effective April 30, 1958.
- Mr. S. Grey posted from Ottawa to the Canadian Embassy, Djakarta, effective May 2, 1958.
- Mr. G. Bertrand posted from Ottawa to the Canadian Embassy, Paris, effective May 6, 1958.
- Mr. J. A. Colvin posted from Ottawa to the Canadian Embassy, Paris, effective May 7, 1958.
- Mr. A. B. Roger posted from the Canadian Embassy, Ciudad Trujillo to Ottawa, effective May 7, 1958.
- Mr. R. W. MacLaren posted from Ottawa to the International Supervisory Commissions, Indochina, effective May 9, 1958.
- Mr. J. A. Dougan, MC, posted from the Office of the High Commissioner for Canada, Colombo, to the Office of the High Commissioner for Canada, Canberra, effective May 9, 1958.
- Mrs. H. I. Dawson resigned from the Department of External Affairs, effective May 10, 1958.
- Mr. F. J. L. Hudon posted from Canada to the Canadian Embassy, Ciudad Trujillo, effective May 13, 1958.
- Mr. G. V. Beaudry posted from the Canadian Embassy, Washington to the Canadian Embassy, Oslo, effective May 14, 1958.
- Miss A. L. Saint-Pierre posted from Ottawa to the Canadian Embassy, The Hague, effective May 16, 1958.
- Mr. D. R. Hill posted from Ottawa to the Canadian Embassy, Bonn, effective May 16, 1958.
- Mr. G. E. Hardy posted from the Canadian Consulate General, New York, to Ottawa, effective April 18, 1958.
- Mr. J. G. H. Halstead posted from the Canadian Embassy, Tokyo to the Permanent Mission of Canada to the United Nations, New York, effective May 24, 1958.
- Mr. J. C. G. Brown posted from Ottawa to the Office of the High Commissioner for Canada, Pretoria, effective May 26, 1958.
- Miss A. M. Ireland posted from Ottawa to the Canadian Embassy, Washington, effective May 26, 1958.
- Mr. G. H. Blouin posted from the Canadian Consulate General, San Francisco to Ottawa, effective May 29, 1958.
- Mr. R. B. Edmonds posted from Ottawa to the Office of the High Commissioner for Canada, Wellington, effective May 30, 1958.
- Mr. J. E. Brossard posted from Ottawa to the Canadian Embassy, Bogota, effective May 30, 1958.
- Mr. J. E. Thibault posted from the Canadian Embassy, Oslo to the Canadian Embassy, Belgrade, effective May 31, 1958.

TREATY INFORMATION

Current Action

Bilateral

Belgium

Convention between the Government of Canada and the Government of Belgium for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income.

Signed at Ottawa April 10, 1958.

Convention between Canada and Belgium for the purpose of extending to the Belgian Congo and to the Territory of Ruanda-Urundi under trusteeship the Convention between Canada and Belgium for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income.

Signed at Ottawa April 10, 1958.

Denmark

Exchange of Notes modifying the Agreement of 1949 with regard to Air Services.

Signed at Ottawa May 16, 1958.

Entered into force May 16, 1958.

Norway

Exchange of Notes modifying the Agreement of 1950 with regard to Air Services.

Signed at Ottawa May 16, 1958.

Entered into force May 16, 1958.

Pakistan

Convention between Canada and Pakistan concerning the priority of filing dates of Patents of Invention.

Signed at Karachi January 15, 1958.

Entered into force April 15, 1958.

Sweden

Exchange of Notes modifying the Agreement of 1947 with regard to Air Services.

Signed at Ottawa May 16, 1958.

Entered into force May 16, 1958.

United States of America

Exchange of Notes between Canada and the United States of America concerning the "Buffalo-Fort Erie Peace Bridge".

Signed at Washington April 3 and 11, 1958.

Agreement between the Government of Canada and the Government of the United States of America concerning the organization and operation of the North American Air Defence Command (NORAD).

Signed at Washington May 12, 1958.

Entered into force May 12, 1958.

Multilateral

Convention on the inter-governmental maritime consultative organization.

Accepted by Canada October 15, 1948.

Entered into force March 17, 1958.

Final Act of the United Nations Conference on the Law of the Sea.

Signed at Geneva April 29, 1958.

Convention on the territorial sea and the contiguous zone.

Signed at Geneva April 29, 1958.

Convention on the high seas.

Signed at Geneva April 29, 1958.

Convention of fishing and conservation of the living resources of the high seas.

Signed at Geneva April 29, 1958.

Convention on the continental shelf.

Signed at Geneva April 29, 1958.

Optional Protocol of signature concerning the compulsory settlement of disputes.

Signed at Geneva April 29, 1958.

Publication

Canada Treaty Series 1952 No. 30. Exchange of Notes between Canada and the United States of America concerning the construction of the St. Lawrence Seaway. Signed at Washington June 30, 1952.

Canada Treaty Series 1956 No. 6. Exchange of Notes between Canada and the United States of America respecting the construction of housing units at Pepperrell Air Force Base, St. John's, Newfoundland. Signed at Ottawa April 18 and 19, 1956.

Canada Treaty Series 1956 No. 9. International Tin Agreement. Done at London March 1, 1954. Signed by Canada June 28, 1954.

Canada Treaty Series 1956 No. 10. Exchange of Notes between Canada and Honduras for the establishment of a commercial Modus Vivendi. Signed at Tegucigalpa July 11, 1956.

- Canada Treaty Series 1956 No. 12.* Agreement regarding Financial support of the North Atlantic Ice Patrol. Done at Washington January 4, 1956. Signed by Canada July 5, 1956.
- Canada Treaty Series 1956 No. 13.* Exchange of Notes between Canada and the United States of America extending participation in the Canadian Unemployment Insurance Act to Canadian employees of the United States Armed Forces in Canada. Signed at Washington December 20, 1955 and April 23, 1956.
- Canada Treaty Series 1956 No. 14.* Exchange of Notes between Canada and Austria regarding the issuance of multi-entry visas to diplomatic representatives, officials and non-immigrants. Signed at Ottawa May 28 and June 19, 1956.
- Canada Treaty Series 1956 No. 15.* Agreement between the Government of Canada and the Government of India respecting the reciprocal protection of the priority of patents of invention. Signed at Ottawa August 30, 1956.
- Canada Treaty Series 1956 No. 17.* Agreement between Canada and France on the admission of of trainees. Signed at Ottawa October 4, 1956.
- Canada Treaty Series 1956 No. 18.* Exchange of Notes between Canada and the United Kingdom extending the Double Taxation Agreement of June 5, 1946 with respect to Income Tax to Kenya, Tanganyika, Uganda, and Zanzibar. Signed at Ottawa August 2, 1956.
- Canada Treaty Series 1956 No. 19.* Exchange of Notes between Canada and France concerning burial arrangements in France for members of Canadian Forces and civilian components. Signed in Paris September 4, 1956.
- Canada Treaty Series 1956 No. 20.* Agreement between the Government of Canada, the Government of the United Kingdom, and the Government of the United States of America as to the disposition of rights in atomic energy inventions. Signed at Washington September 24, 1956.
- Canada Treaty Series 1956 No. 22.* Protocol relating to certain Amendments to the Convention on International Civil Aviation. Done at Montreal June 14, 1954.
- Canada Treaty Series 1956 No. 23.* Exchange of Notes between Canada and Turkey regarding the issuance of multi-entry visas to diplomatic representatives, officials and non-immigrants. Signed at Ankara August 21, 1956.
- Canada Treaty Series 1956 No. 24.* Exchange of Notes between Canada and the United States of America concerning the relocation of that part of the Roosevelt Bridge which crosses the Cornwall South Channel. Signed at Washington October 24, 1956.
- Canada Treaty Series 1957 No. 1.* Exchange of Notes between Canada and the United States of America concerning use of the Haines cut-off road by the United States Army for the winter maintenance of the Haines-Fairbanks Pipeline. Signed at Ottawa January 16 and 17, 1957.
- Canada Treaty Series 1957 No. 2.* Agreement between Canada and the United Kingdom to amend the financial agreement signed at Ottawa March 6, 1946. Signed at Ottawa March 6, 1957.
- Canada Treaty Series 1957 No. 4.* Exchange of Notes between Canada and the United States of America concerning certain dredging works in the St. Mary's River and the St. Clair River sections of the Great Lakes connecting channels. Signed at Ottawa November 30, 1956, April 8 and 9, 1957.
- Canada Treaty Series 1957 No. 5.* Protocol amending the International Sugar Agreement opened for signature at London on October 1, 1953. Done at London December 1, 1956. Signed by Canada December 17, 1956.
- Canada Treaty Series 1957 No. 6.* Agreement on the Joint Financing of certain air navigation services in Iceland. Opened for signature at Geneva September 25, 1956. Signed by Canada November 28, 1956.
- Canada Treaty Series 1957 No. 8.* Agreement between Canada and the United States of America amending the Agreement for co-operation on the civil uses of atomic energy signed at Washington June 15, 1955. Signed at Washington June 26, 1956.
- Canada Treaty Series 1957 No. 9.* Exchange of Notes between Canada and the United States of America concerning proposed navigation improvements to be undertaken in the Detroit River Section of the Great Lakes connecting Channels. Signed at Ottawa July 23 and October 26, 1956 and February 26, 1957.
- Canada Treaty Series 1957 No. 11.* Exchange of Notes between Canada and India amending the Agreement of January 26, 1951 concerning the entry to Canada for permanent residence of citizens of India. Signed at New Delhi May 3, 1957.
- Canada Treaty Series 1957 No. 13.* Exchange of Notes between Canada and Peru amending the Agreement of February 18, 1954 for air services between the two countries. Signed at Lima April 25 and June 5, 1957.

- Canada Treaty Series 1957 No. 16.* Exchange of Notes between the Government of Canada and the Government of the Netherlands providing for a continuation for a period of three years of Canada's NATO air training programme with respect to Aircrew Trainees. Signed at The Hague April 12, and 13, 1957.
- Canada Treaty Series 1957 No. 17.* Exchange of Notes between the Government of Canada and the Government of Norway providing for a continuation for a period of three years of Canada's NATO air training programme with respect to aircrew trainees. Signed at Oslo April 17, 1957.
- Canada Treaty Series 1957 No. 21.* Protocol between the Government of Canada and the Government of the United States of America to the Convention for the protection, preservation and extension of the sockeye salmon fisheries in the Fraser River system signed at Washington on the 26th day of May 1930. Signed at Ottawa December 28, 1956.
- Canada Treaty Series 1953 No. 27.* Protocol on the exercise of criminal jurisdiction over United Nations Forces in Japan. Signed at Tokyo October 26, 1953. Signed by Canada October 26, 1953.

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A Selected List

a) Printed Documents:

- Economic Survey of Asia and the Far East 1957.* ECAFE, Bangkok, 1958. (Also issued as Vol. VIII, No. 4 of the Economic Bulletin for Ecafe). 261 p. \$2.50.
- Energy in Latin America.* Study prepared by the Secretariat of the Economic Commission for Latin America. E/CN.12/384/Rev.1. November 1957. 268 p. \$2.50. Sales No.: 1957.II.G.2.
- Commodity Survey, 1957.* (Commission on International Commodity Trade). E/CN.13/27, ST/ECA/51. N.Y., 1958. 218 p. \$2.50. Sales No.: 58.II.D.1.
- Yearbook on Human Rights for 1955.* N.Y., 1957. 430 p. \$4.50. Sales No.: 1958.XIV.1.
- GATT**
- Basic instruments and selected documents.* Sixth Supplement. Decisions, Reports, etc. of the Twelfth Session. Index. Geneva, March 1958. 183 p. \$1.50. Sales No.: GATT/1958-1.
- ILO**
- Audited Accounts for the thirty-ninth financial period (1957), and Reports thereon by Mr. Uno Brunskog, Auditor. Geneva, 1958. 54 p.
- UNESCO**
- Report of the Director-General on the activities of the Organization in 1957.* Paris, 1958. 256 p. \$5.00.
- International Bibliography of Political Science,* Vol. V. Paris, 1958. 296 p. (bil.) \$6.00.
- International Bibliography of Sociology,* Vol. VI. (Documentation in the Social Sciences). Paris, 1958. 271 p. (bil.) \$6.00.
- WHO**
- The first ten years of the World Health Organization.* Geneva, 1958. 538 p. \$5.00.
- #### b) Mimeographed Documents:
- Report of the Universal Postal Union 1957.* E/3072. 4 March 1958. 86 p. (Berne, International Bureau of the Universal Postal Union).
- Report of the United Nations Educational, Scientific and Cultural Organization for 1957-1958.* E/3101. 23 April 1958. 62 p.

*Printed documents of the United Nations may be obtained in Canada at the following addresses: Agents: The Ryerson Press, 299 Queen Street, W., Toronto; Sub-Agents: Book Room Ltd., Chronicle Building, Halifax; McGill University Bookstore, Montreal; Magasin des Etudiants de l'Université de Montréal, Montréal; University of Manitoba Bookstore, Winnipeg; University of Toronto Press and Bookstore, Toronto; University of British Columbia Bookstore, Vancouver.

Mimeographed United Nations documents are available to the general public by annual subscription from the United Nations Secretariat, New York; and to university staffs and students, teachers, libraries and non-governmental organizations from the United Nations Department of Public Information, New York.

For more complete information see "External Affairs" for April-May, 1958, page 117.

EXTERNAL AFFAIRS



CANADA

July 1958
Vol. 10 No. 7

• **EXTERNAL AFFAIRS** is issued monthly in English and French by the Department of External Affairs, Ottawa. It provides reference material on Canada's external relations and reports on the current work and activities of the Department. Any material in this publication may be reproduced. Citation of **EXTERNAL AFFAIRS** as the source would be appreciated. Subscription rates: **ONE DOLLAR** per year (Students, **FIFTY CENTS**) post free. Remittances, payable to the Receiver General of Canada, should be sent to the Queen's Printer, Ottawa, Canada.

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Department of External Affairs
Ottawa, Canada

Heads of State Confer



President Dwight D. Eisenhower, of the United States, right, and Prime Minister John G. Diefenbaker, of Canada, discuss a point during Mr. Eisenhower's visit to Ottawa July 8-11. An article dealing with Mr. Eisenhower's visit in the context of Canada - United States relations will appear in the August issue of "External Affairs".

Malaya: First Anniversary Of Independence

On August 31, 1958 the Federation of Malaya will have completed its first year as a fully-independent member of the Commonwealth. This first anniversary of independence, which is likely to be marked in the Federation itself by colourful celebrations, will provide the other nations of the world which are confronted with the remarkable success of Malaya's first year of nationhood with a useful opportunity to broaden their knowledge of the country and its people. In particular, countries which are bound by the link of Commonwealth solidarity and which entertain a special interest and admiration for this new Asian associate will be encouraged to develop a more intimate acquaintance with Malaya.

The Federation of Malaya as it exists today represents the rewarding result of an inspiring human experience, that of nation building. The chief architects, the Malayan people and the British administrators, had no easy task in making a nation out of the rugged Malayan peninsula and its multi-racial population. In this sense the Malayan experience is truly an achievement in statesmanship. Moreover, it illustrates once more the vitality and constructiveness of democratic institutions and confirms the flexibility of the federal form of government when racially-diversified groups decide to unite to govern themselves while retaining a measure of local autonomy.

The Federation of Malaya, covering some 50,690 square miles, is about the size of the State of New York. The Malayan peninsula extends southwards from the narrow Kra Isthmus (between the Indian Ocean and the South China Sea), which joins it to the south-east corner of Asia. In the north the Federation has a frontier with Thailand, and across the narrow Malacca Straits, to the south-west of the peninsula, lies the Island of Sumatra, part of the Republic of Indonesia. At its southernmost tip and connected to it by a causeway three-quarters of a mile long, is the Island of Singapore which, together with a number of adjacent islands, constitutes the colony of Singapore.

Malaya therefore is not lacking in geographic unity and occupies a focal position within the region of South-East Asia. Lying across the shortest sea route and almost equi-distant between India and China, astride the main sea and air routes to Australia and, across the Pacific, to the United States, Malaya obviously occupies a position of great strategic importance. However, the internal topography of the peninsula, four-fifths of which is still covered by dense jungle, does not alleviate the problems of the nation builders. The remaining cleared areas, representing one-fifth of the total territory, are stretches of land mainly situated on the west coast, in the north of the peninsula and along the principal rivers, which at an earlier period were the only highways of the country. In these areas the tin mines, rubber and coconut plantations, paddy fields and oil palm states which provide the Federation's main wealth are to be found.

Unique Racial Relationship

The diversified population of the Federation of Malaya, approximately 7,000,000, is the product of a unique racial relationship, sometimes conflicting, yet interactive. Long before it came under British protection the peninsula had attracted people in large numbers from China, India, and elsewhere in Asia. Hindu social customs, fused with the traditional Malay practice, still survive today. During the 15th century the Moslem influence began to spread, and by the end of the 17th century had largely completed the conversion of the Malays to Islam. The Arabic then replaced the Indian alphabet. Under British administration the order and security maintained in the territory attracted an even larger Indian and Chinese immigration movement which, beginning shortly after the middle of the 19th century and continuing until the First World War, changed the structure of the population from 90 per cent Malay to 54 per cent Malay. It was at the beginning of this immigration wave that Kuala Lumpur (meaning muddy landing place), the capital of the Federation of Malaya, was founded on the shores of the Klang River by a small number of Chinese immigrants who were attracted by the rich deposits of tin which they had discovered in that part of the Malay State of Selangor. The Malayan Chinese have long been in control of the country's commerce and main industry, while the Indians have supplied the labour for rubber estates and government departments. The Malays, excepting the considerable number of those who have now joined the public service, have been mostly satisfied to remain small holders or fishermen unattracted by urban life. The difficulty for a population composed of such racially and occupationally different groups to realize the national unity necessary to the creation of a sovereign and democratic country has been among the most difficult challenges to overcome.

Economic Development

Economically the Malayan peninsula presents relatively less difficulty to the nation builders. While the Malayan economy, supported mainly by the revenue of tin and rubber exports, is unbalanced and highly vulnerable, by Asian standards Malaya is a rich country. Malaya produces approximately one-third of the world's tin and rubber. This economic development, which has been rendered possible by the security maintained under British administration and by British capital, as well as by the enterprise and industry of the Chinese and Indian immigrants, is therefore a positive asset without which the establishment of Malaya as a modern independent nation would not have been possible. The modern economy of Malaya has been jointly built since the middle of the last century on the initiative of governmental administration and private enterprise. In addition to the challenge which had to be met from the national ruggedness of the country, a tremendous economic and social reconstruction task had to be undertaken after the Second World War when, under Japanese occupation, the economic progress of the country had come to a standstill.

In addition to all the natural difficulties which they had to resolve in achieving nationhood, the Malayan people, with the assistance of the United Kingdom Government, have been constantly engaged since 1948 in fighting against armed communist terrorism. The terrorists' resort to violence, conducted from their jungle hide-outs, was aimed at disrupting the economic and social order of the country in an open bid to overthrow the legal administration.

It is now history that the communist terrorists have failed in their seditious attempt. However, a small number of terrorists, estimated today at less than 1,500, still refuse to lay down their arms, and the task of eliminating them completely is still being pursued by the Malayan Government, which for this purpose requested at the time of independence the continuance of military assistance from the United Kingdom, Australia and New Zealand.

The Government

In spite of all these obstacles Malaya became a sovereign and independent member of the Commonwealth on August 31, 1957, equipped with a developed economy and modern social services, an efficient administration and democratic political institutions. Under its new constitution the Federation of Malaya comprises the nine Malay States of Perlis, Kedah, Perak, Klantam, Trengganu, Pehang, Selangor, Negri Sembilam and Johore, and the two British settlements of Penang and Malacca. The Paramount Ruler or King of Malaya is elected for a period of five years among the states rulers. The ruler of Negri Sembilam was elected as the first Paramount Ruler of Malaya. The Parliament will consist of 100 elected members, and the Senate will be composed of 33 members mainly elected by the various state parliaments and partially nominated. The constitution provides for a strong central government with defined emergency powers granting the states a measure of economy and the exercise of residual legislative powers.

The present Government of Malaya is headed by Prime Minister Abdul Rahman Putra, one of the chief architects of Malayan independence and the leader of the Alliance Party, which comprises three communal parties, the United Malay National Organization, the Malayan Chinese Association and the Malay Indian Congress. The Alliance was elected to power in 1955 under the previous constitution and will probably remain in office until 1959, when new elections will be held in accordance with the new constitution. In September 1957, at the Twelfth Session of the General Assembly, the Federation of Malaya was unanimously admitted as a member of the United Nations; it has since then joined a number of international bodies and agencies, and has recently become the seventeenth member of the Colombo Plan Council.

The Canadian Government, which was represented by Mr. J. M. Macdonnell, Minister without Portfolio, at the Malayan independence celebrations, has now opened a permanent diplomatic mission in Kuala Lumpur. The Canadian High Commissioner's Office in Malaya was officially established on March 29, 1958, when the first Canadian High Commissioner to Malaya presented his Letter of Commission to the Malayan Paramount Ruler.

When, on August 31, 1958, the Malayan people celebrate the first anniversary of their emergence as an independent nation, it is with admiration for this inspiring achievement that the nations of the world and, in particular, members of the Commonwealth, will turn their attention to Malaya. The success of the Federation's first year as an independent nation does not mean that in achieving independence the Malayan people have resolved all their political, economic, and social problems; but it constitutes an encouraging indication that they enjoy the ability to solve, by the equitable use of their democratic institutions, the problems to come.

External Affairs in Parliament

Visit of Mr. Macmillan

Prime Minister Harold Macmillan of the United Kingdom visited Ottawa early last month, and held discussions with Prime Minister John Diefenbaker and Members of the Cabinet. He addressed Members of the Senate and the House of Commons on June 13.

Discussions Reviewed

Mr. Diefenbaker reported to the House of Commons June 20 on the discussions with Mr. Macmillan. He said:

"The discussions I had with Mr. Macmillan provided an opportunity to renew at first hand the understanding of our respective points of view. As both the late Mr. King and former Prime Minister Mr. St. Laurent said on more than one occasion, such consultations are a feature of the unique quality of the Commonwealth. It is one of the privileges of membership in this Commonwealth that prime ministers who share these ties can hold friendly and forthright discussions with each other from time to time about the problems which affect their respective countries, and also in a broader world context.

"In the talks we reviewed a number of international problems, ranging from the proposed summit conference to developments in the Middle East and the problems at the moment being faced by the Republic of France. We also spent some time in exchanging views on economic developments, particularly those relating to the forthcoming Commonwealth Trade and Economic Conference.

"As hon. members know, the Canadian Government has felt that a summit conference might resolve some of the issues affecting relations of the free world and the communist bloc. But we also believe that before any such conference is called there must be full preparation on the lower levels in order to assure a reasonable degree of success. Many there are who look with anticipation to the holding of a summit conference as though it would resolve all of the problems, or many of the problems, that have existed between the free world and the communist countries since 1945. For that reason everything must be done, if a conference is to be called, to assure that it shall not fail in its objectives when it is convened. This would, I think, be worse than not having a conference at all.

"As hon. members know, technical discussions will commence at Geneva on July 1 regarding atomic inspection and the detection of nuclear explosions, in which conference the United Kingdom, the United States and the U.S.S.R. will participate as well as other interested countries. If in consequence of this meeting in Geneva tangible progress is made, I think we might then be more optimistic about a summit conference taking place. Mr. Macmillan and I hope that a summit conference will take place, but both are aware of the fact that the West has not yet had any very encouraging indications from the U.S.S.R. that would lead the free world to believe confidently that the cold war will cease. When I make that statement I do so as well in the light of events that have taken

place in the last few days in Hungary, and also the extent to which Mr. Khrushchev has added to the propaganda warfare that has existed for the last year or so, and to an intensified extent in the last few days.

"Reference was also made to the political developments in Lebanon, and recently my colleague the Secretary of State for External Affairs reported on the part Canada could take in co-operation with other members of the United Nations in assisting the Security Council in its efforts to bring about an end to the disorders in that country. It was agreed between us that respect for the ideals of the United Nations in the Middle East, as elsewhere, would be a help to the observers of the United Nations in their task in that area.

"Another political development in the Middle East which has disturbed the free world, and particularly us in Canada because of our membership in the Commonwealth and in NATO, has been the disorderly situation in Cyprus. I can only say that as a result of the initiative being taken by the United Kingdom Government in its latest proposals that were revealed yesterday in the House of Commons there it is to be hoped that a solution of this problem may be worked out within a framework of conciliation and compromise.

"Discussions also centred around the situation in France, our close friend and valiant ally, and I think there is reason to be optimistic that the worst of the difficulties in that nation is over and that under General de Gaulle, our loyal and brave friend during the dark days of the last war, Canada will be able to look forward to seeing France resolve its present problems and to a continuation of intimate collaboration with France under General de Gaulle.

"As well we discussed the economic outlook on both sides of the Atlantic and its relation to the main problems and issues of policy that the United Kingdom and Canada are now considering. These discussions involved trade and economic development, not only as regards our two countries directly but also in respect of our relations with other countries as well. The main subjects of economic discussion were the policies to be followed at and the preparations being made for the Commonwealth Trade and Economic Conference. This included a review of a number of matters that are being studied by officials from all Commonwealth countries in London at the present time, to the end that proper foundations will be laid for a successful conference.

"Throughout these discussions there was a full realization of the ever-growing Soviet attack on the vulnerable and comparatively weakly defended economic front of the free world. It seems clear that this economic challenge is designed to outflank the political and military defences of the West. I believe that counteraction will be required in this field and can only be taken by co-operative measures to meet this new Soviet offensive. During the next few months the Canadian Government jointly with our friends and allies will take steps to meet this new Soviet offensive.

"Discussions are already under way with the North Atlantic Treaty Council, and I believe the result we hope will be achieved at the forthcoming Trade and Economic Conference in September will tend to strengthen the economies of the free world."

The Commonwealth

Addressing Members of the Senate and of the House of Commons, Prime Minister Macmillan spoke of "the immense force for good which the Commonwealth is and can be in the world today."

Of the Commonwealth, the United Kingdom Prime Minister said, in part:

"What is it that binds us together? The United Kingdom, Canada, Australia, New Zealand, South Africa—we are, of course, held together by common origins and tradition. We feel a deep and personal loyalty to the Crown, perhaps never more than today. We are fortunate indeed to have in our Queen so noble a representative of the royal function. But there are many countries of the Commonwealth which do not share common origins or common allegiance. We are not, all of us, bound together by ties of race, colour or religion. In these countries of Asia and



DISTINGUISHED SPEAKER

Prime Minister Harold Macmillan of the United Kingdom addressing Members of the Senate and of the House of Commons on June 13, 1958.

Africa even the Crown itself, so dear to you and to us, is respected more as a symbol of Commonwealth unity than as a real and personal object of loyalty.

"What, then, is this spirit that breathes upon this unique community of nations? It is, I think, closely connected with what I was trying to say just now about our parliamentary system and how we work it. It is the idea of free government, freedom of the law, of law and government separated, the judiciary uncontrolled by legislature or executive. It is the belief in government by consent, by debate, by committee, by local authority, by parliament. Above all, perhaps, it is the conviction that the state was made for man and not man for the state. People who believe in these ideals will never surrender to materialism or to tyranny.

"Of course the new nations of Asia and Africa have many problems and difficulties, but I have been deeply impressed with the deep impact which our people and our institutions have had upon these peoples of the East. I am quite sure of this; we do not gain in their estimation by denigrating the very real contributions which we have made. I am not thinking only of the great viceroys, the famous governors, the conquering generals; I am thinking about the work done throughout the subcontinent of India and throughout many parts of Asia and Africa by quite simple people—the district officer, the doctor, the missionary, the schoolmaster. These men come from humble homes; the small squire, the professional class and above all from vicarage and manse. The work done is not forgotten. It is still fruitful, more fruitful perhaps than they ever could have dreamed. All these ideas and examples have revived the old societies of the East, and if now the new vigour and bursting energy of these lands seems sometimes wrongly directed, let us remember this simple fact. In the great struggle for the future of mankind which has continued throughout all history and is now perhaps more intense than ever, the ideals of the Commonwealth, steadily pursued, have put the Commonwealth nations firmly on the side of freedom.

"Military alliances, economic pacts, formal guarantees; all these are good and necessary and have served us well. We in Britain are proud to be the only nation to belong to all three defensive groupings in the world—NATO, SEATO and the Bagdad pact. Nevertheless these do not of themselves bring us new friends or win over the hesitant and doubtful, for this is a struggle partly of power and partly of ideas. In this struggle it is, in my view, the ideas and the ideals which will count, in the long run, and in all these the Commonwealth of today has a vital role to play.

"It would be wrong to think that in this world struggle we can take only a defensive posture. The steady growth of the Commonwealth is, indeed, the best evidence that our way of life is positive and vital. That is what we have to show to all the other peoples of the world who are hesitating to commit themselves, as well as to those who are at present under the yoke of Soviet domination.

"You may ask how will it all end. I do not believe that we need fear the future if we hold firm to our faith and our ideals. In time even the monolithic dictatorships crumble and change, for although the free world by its very diversity often seems weak, in its variety and above all in its

freedom it is fundamentally strong. I do not believe that a purely materialistic concept of life will forever satisfy men and women; nor do I fear a continuing struggle of ideas. This I think should be our chosen battleground."

Trade and Economic Conference

Mr. Macmillan said he hoped the forthcoming Commonwealth Trade and Economic Conference would "march to great advance in Commonwealth co-operation in trade and commerce". Speaking of trade between Canada and the United Kingdom, Mr. Macmillan said:

"I was particularly pleased at the job done by the visiting Canadian Delegation a few months ago. The contacts that were built up and the close association that we have now with Canadian industry is going to produce some remarkable results as the months go by. We have with your Government the closest understanding. We have between your industries and ours novel and quite remarkable developments in practical co-operation. Your industrialists have been to see our country and how good the stuff is that we have to sell. We hope that our recent mission to Canada under Sir William Rootes will have helped us to add still further to our understanding. We are looking forward, therefore, to increased mutual trade and closer working in all industrial and economic fields".

Protest Executions

Prime Minister Diefenbaker read to the Commons June 24 the diplomatic note to the Hungarian Government protesting against the execution of Imre Nagy, former premier of Hungary, and his associates. The note read:

"The revulsion and shock manifested throughout the world at the news of the execution of Imre Nagy, former premier of Hungary, and his associates, is shared by the Government and people of Canada.

"The fact that the victims were taken into custody after assurances were given by the Hungarian Government that no sanctions would be taken against them and that they could proceed freely to their homes makes their execution the more reprehensible.

"It is greatly to be regretted that the Hungarian Government has seen fit to carry out these harsh reprisals which flout the principles of justice and worsen the international climate.

"In 1956 and 1957, world opinion expressed itself unmistakably on the tragic events in Hungary through debates in the United Nations and in the report of the Special United Nations Committee of Investigation.

"These executions are, therefore, considered by the Canadian Government as part of an unjustifiable terrorist policy which is abhorrent to the people of Canada and which makes it difficult to maintain the hope that the Hungarian Government, along with other Governments of Eastern Europe, will be able to move forward toward a more liberal dispensation for their peoples".

Canadian at Nuclear Tests Conference

Prime Minister Diefenbaker made the following statement in The House of Commons June 20 announcing the appointment of Dr. O. M. Solandt as a participant in talks to commence July 1 at Geneva on methods of verifying compliance with an agreement on the suspension of Nuclear Tests:

"... I would like to make an announcement concerning a matter of immediate importance respecting the projected talks on the technical methods of verifying compliance with an agreement on the suspension of nuclear tests.

"Exchanges on this question, have taken place in recent weeks between the United States and the Soviet Union the latest of which was in the form of a letter dated June 13 last from the Soviet Union to which the United States has delivered its reply as of today's date.

"Hon. members will understand that it is not for me to make public the text of this communication, which will be released in accordance with procedures agreed upon between the United States and the Soviet Union. It is, however, appropriate for me to announce that Canada was invited to nominate a scientist to participate as one of the experts on the Western side. It is therefore a pleasure for me to announce the appointment of Dr. O. M. Solandt, who for many years was Chairman of the Defence Research Board and is one of Canada's great scientists. Dr. Solandt is now Vice-Chairman of the Canadian National Railways in charge of research, and has agreed to make himself available for this important and exacting assignment. Dr. Solandt's name has therefore been included in the list of Western scientists contained in today's communication from the United States to the U.S.S.R.

"I felt that this announcement should be made in the House of Commons simultaneously with the announcement in Washington, and that hon. members should learn of the appointment in this way rather than through the medium of the newspapers".



Message to General de Gaulle

Prime Minister Diefenbaker last month sent the following message to General de Gaulle, of France:

"I have been following recent events in France which have led to the formation of the new government under your leadership with the concern and attention you would expect from the Government and people of Canada. We in Canada have a special place in our hearts for the great traditions of France from which we have drawn so much in the past and in the bonds of friendship and alliance which have linked our two countries for many years. It is my hope that the future may bring new means of cementing these associations in the wider context of our North Atlantic Community.

"I send you my congratulations on your accession to the premiership of the French Republic and my fervent wishes for success in the solution of the difficult problems which confront you. If my Government can, in any way, be helpful in the solution of some of these problems with which we are concerned, I trust you will reply on our desire to co-operate.

"While I realize that you are faced with immediate problems to which you will have to devote your attention, I hope that before long it may be possible for you to visit Canada. Apart from the great pleasure it would give me and the Canadian people to welcome you here, you might feel that your presence in Canada would serve to emphasize and give expression to the important role of France in the Western World, in North America as well as in Europe.

"In the complex and difficult world situation which confronts us all, I feel that the leadership of France can be of supreme importance in developing the basis for co-operation and concerned policy between Europe and North America, which I regard as fundamental to the solution of broader problems.

"I look forward to the time when I may have the honour of meeting you and of discussing some of these problems with you. In the meantime, I would reiterate my good wishes and those of the Canadian Government and people on your accession to the premiership of the French Republic".

In his reply, General de Gaulle wrote:

"I was very moved by the message you sent me. You have shown, in terms that touch the hearts of all Frenchmen, the friendship which unites our two nations and the spiritual heritage that inspires it.

"Like you, I hope that our Governments will be able to tighten still further the bonds useful for a better understanding by the European and North American peoples in dealing with the problems that they must face in common.

"I do not doubt that the noble Canadian nation will be happy to see France fully playing the role that is naturally hers in the world and,

(Cont'd on Page 161)

The Situation in Indonesia

SINCE achieving its independence in December 1949, after four years of alternate negotiations and hostilities with the Netherlands Government the Republic of Indonesia has been beset with internal problems and dissensions. The result, in February of this year, was the outbreak of civil war. There were difficulties inherent in the new Republic as a result of the disruption caused by the prolonged hostilities against Dutch forces prior to the achievement of independence and the almost complete lack of the traditions of self-government. In addition, a plethora of political parties of differing ideologies in the Indonesian Parliament (varying from the Rightist Muslim Party to the Communists) has created political instability resulting in frequent changes of the Cabinet. The latter is, in itself, a symptom of the country's many internal problems: the strong sectionalism in the far-flung archipelago, which is aggravated by a unitary rather than a federal structure of government; the lack of internal security, a by-product of the guerrilla warfare, first against the Japanese and then against the Dutch; and finally the economic weakness of the Republic.

Growing Estrangement

Against this background, there had been a growing estrangement between the Central Government in Java and the outer islands over the question of local autonomy. Although containing only 40 per cent of the population of the Republic, the outer islands earn over 70 per cent of its foreign exchange and consider that they should have a larger share of the national income for reconstruction and development purposes. Dissatisfaction with the centralization of the administration had been coupled with concern over President Sukarno's institution of "guided democracy" through the establishment of a National Council of representatives of functional and other groups to serve as an advisory board to the Cabinet, an action which some consider to violate the spirit of the Constitution. There had been expressed additional concern over the growing influence of the Communist Party, which has emerged as the largest single party in Java, although it is not represented as such in the Cabinet. District army commanders in South and Central Sumatra and in the North Celebes and members of the Masjumi (Moslem) Party form the main opposition to the Central Government.

In December 1957, the Government, in line with its strongly nationalistic policy (and in reaction to the failure of the General Assembly of the United Nations to give the required two-thirds majority to a resolution for UN action on the Indonesian - Netherlands dispute over West Irian) instituted a series of measures by which banks, plantations and firms still controlled by the Dutch were placed under Indonesian supervision. Although there was no opposition to this action by political parties or groups, it was considered in some quarters in Indonesia that the action taken had been precipitate. Certainly the ensuing disruption of export industries and inter-island communications had a severe effect on the country's economy. The sharp increase in prices through the interruption in inter-island trade, which had been conducted by Dutch ships, gave rise to further discontent.

Revolutionary Government Proclaimed

When, early in 1958, President Sukarno left Indonesia on his foreign tour, the disaffected groups in Sumatra and the North Celebes became more outspoken in their criticism of Government policies. The physical absence of President Sukarno appeared to provide the dissidents with an opportunity to attempt to force a change of policy. There were increasingly frequent reports, which proved to be accurate, that an opposition movement based in Sumatra was growing in strength. As a first move, early in February, the dissidents sent emissaries to President Sukarno, who was then in Tokyo, to discuss their grievances. He was not receptive to their demands and, on February 10, the anti-Communist military Commanders, and their civilian associates who formed the Sumatran group, broadcast an ultimatum to the Central Government demanding the resignation of the Cabinet, its replacement by a Cabinet under former Vice-President Dr. Hatta and the Sultan of Djogjakarta, and a return to "constitutional procedures" by President Sukarno. The refusal of the Central Government to consider these proposals resulted in a proclamation by the rebels, on February 15, of a new "Revolutionary Government of the Republic of Indonesia", headed by the former Governor of the Bank of Indonesia, Dr. Sjafruddin, and including the principal military rebel, Colonel Simbolan, as Foreign Minister. Others in the Cabinet included a former Prime Minister and a former Minister of Finance. The Central Government responded to this declaration by denouncing the rival government, outlawing the military and civilian leaders and, early in March, after evidently discarding the possibility of a compromise solution, instituting military operations against the dissidents.

It soon became evident that President Sukarno was determined to achieve a complete military victory. In the initial stages of the campaign, Government forces quickly recaptured oil installations in Central Sumatra and put down a revolt in Medan, the principal city and seaport of North Sumatra. In mid-April, the rebel centre of Padang was taken and by early May, with the recapture of the remaining rebel-held towns in Sumatra, organized resistance was virtually ended in that area and the insurgent headquarters moved to the North Celebes.

Guerrilla Activities

Government forces had defeated the dissidents in Sumatra with little difficulty and the leadership of the revolutionary movement was transferred from Dr. Sjafruddin to Colonel J. J. Warouw in the North Celebes. In Eastern Indonesia the Revolutionary Government, which had somehow obtained a small bomber force, appeared to achieve local air superiority. It successfully attacked oil installations and shipping, including a number of foreign ships and claimed the destruction of a number of Government aircraft on the ground. Government forces regained control of the situation, however, and, early in June, took the offensive in Eastern Indonesia. On June 26, they captured the main rebel centre of Menado in the North Celebes. By the end of June, the major military operation in the North Celebes appeared to be completed. Guerrilla activities and sabotage by the rebels were giving increasing concern in Sumatra, however, and it seemed likely that it would be some time before Government forces completed mopping-up operations in that area and in the North Celebes.

From the early days of the revolt, the Central Government and the Indonesian press claimed that rebel forces were receiving support from "unnamed foreign powers". These claims grew in number and intensity as rebel resistance in Eastern Indonesia stiffened and rebel air attacks increased. The Government claimed that the rebels had neither the financial means to purchase aircraft nor the pilots capable of accurate bombing. President Sukarno stated that the rebels were obtaining assistance from the Philippines and the Nationalist Chinese and that such assistance was damaging to United States - Indonesian relations, and there were indications that Indonesia might take the matter to the United Nations if it considered its appeal for non-intervention was being ignored. The situation was aggravated still further by the capture of a free-lance United States pilot flying with the rebel forces. The Indonesian fears of foreign intervention apparently have been allayed to some extent by the denial of the United States and other governments of any intention to interfere in the Indonesian rebellion and international tension has lessened.

The situation was complicated further by the difficulty experienced by Indonesia in obtaining shipments of arms and ships following Government action against Dutch interests. In this circumstance Djakarta turned to the Soviet bloc as an available source of supply. (A \$100 million loan negotiated earlier from the Soviet Union was ratified by Indonesia in February.) Purchases have included such items as fighters and bombers from Czechoslovakia. A number of ships have been purchased from the Soviet Union as well as from other countries outside the Soviet bloc.

Internally, the major Indonesian political parties, with the exception of the Masjumi, whose leaders have been connected with the Sumatran uprising, have aligned themselves behind President Sukarno in his refusal to negotiate and his determination to achieve a complete military defeat of the dissidents. The majority of Indonesians appear to have been apathetic toward actively assisting rebel resistance, and this, along with an apparent dislike of fighting fellow Indonesians, may well have had a profound effect on the fortunes of the dissidents. Despite these factors, there was speculation as Government forces met with increasing success that changes in the Cabinet were being contemplated and would be instituted after the successful completion of the military campaign. On June 25, President Sukarno did, in fact, announce a Cabinet reshuffle which abolished two redundant ministries, created five new Cabinet posts, dropped one member of the Cabinet and included four new members. Although there had been reports that Dr. Hatta or the Sultan of Djogjakarta might be included in a new Cabinet, this did not prove to be the case. The President, however, did announce the formation of a National Planning Board to deal with the economic problems of the country.

Although organized resistance against the Government has collapsed, apart from guerrilla activity, the underlying political and economic causes of dissatisfaction which gave rise to the revolt apparently remain, and the Djakarta Government still has to face the formidable task of devising a solution to them.

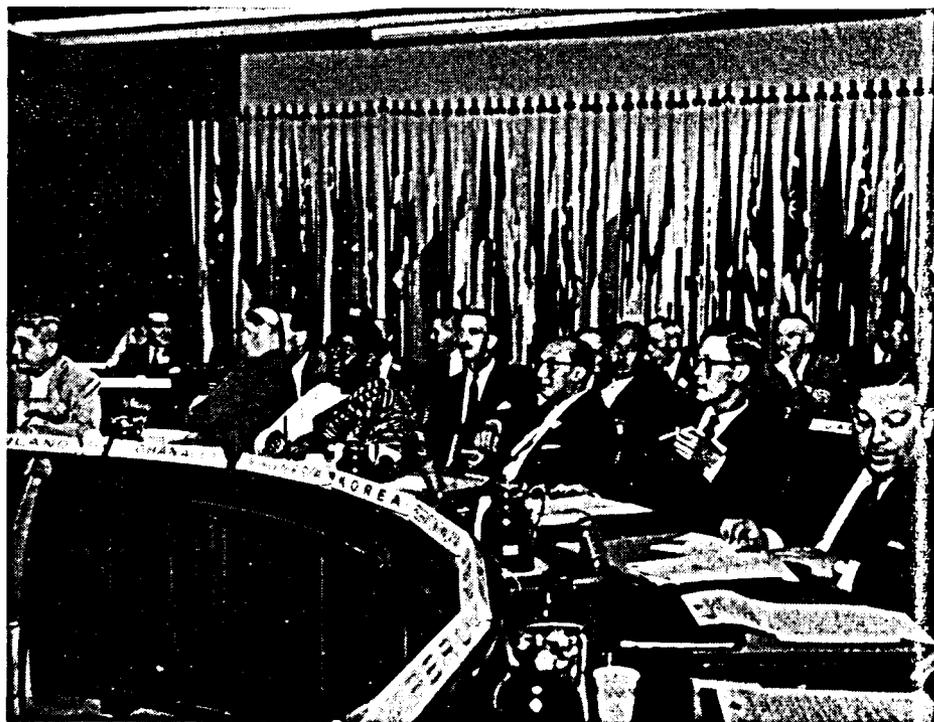
ICAO Assembly: Eleventh Session

A net amount of \$3,672,000 (Canadian) to finance the activities of the International Civil Aviation Organization was voted by representatives of 52 member states who attended the Eleventh Session of the ICAO Assembly held in Montreal from May 20 to June 2, 1958.

The Assembly decided in principle that the contribution of any one member state should not exceed thirty per cent of the total contributions assessed in behalf of the ICAO budget. It therefore agreed to make a small reduction in the 1959 contribution of the United States, which now pays one-third of the total ICAO budget, to leave to the next session of the Assembly the decision by which this principle may be further implemented, and to request Council to study the assessment system.

The 1959 budget figure exceeded by \$361,200 a net budget of \$3,310,800 voted by the previous session of the Assembly for 1958. During the recent session, supplementary amounts were approved for the 1957 and 1958 budgets and were allocated among member states.

Funds were provided to allow the ICAO Implementation Panel to complete its work, which is expected to continue through 1958 and, if necessary, in the first months of next year. The Panel was set up by the ICAO Council



AT ICAO ASSEMBLY

Representatives of member countries of the International Civil Aviation Organization shown during deliberations at the Eleventh Assembly held in Montreal from May 20 to June 2.

to study the provision of air navigation facilities and services throughout the world and to consider what improvements will be necessary during the transition period when turbo-jet aircraft are being introduced on the world's air routes.

His Excellency Toru Hagiwara, Ambassador of Japan to Canada, was elected President of the Assembly; Mr. H. Jensen, Deputy Director of Civil Aviation of Denmark, Mr. G. Woldegiorgis, Director General of Civil Aviation of Ethiopia, Col. M. Gambetta del Pielago, Representative of Peru to ICAO, and Col. Miguel Orduna-Lopez, Representative of Spain on the Council of ICAO, were named Vice-Presidents; and Mr. A. Hepburn, Representative of Australia on the Council of ICAO, was chosen as Chairman, Administrative Commission.

Two non-member states and three international organizations were represented at the meeting in addition to 52 of the 72 member states. Of special interest to Canada was the participation in the Assembly for the first time of two new members of the Commonwealth—Ghana and the Federation of Malaya. Morocco, Sudan and Tunisia, other new member nations since the previous Tenth Assembly held in 1956, were also represented at the Eleventh Session.

Canada was represented at the Session by Mr. G. Morisset, of the Air Transport Board, as Chief Delegate, by Messrs. J. R. Belcher, Canadian Council Representative to ICAO, J. P. Houle, Air Transport Board, R. C. Monk, Department of Finance, and D. B. Wilson, Department of External Affairs, as Delegates, and Mr. R. Crossley of the Department of Transport, as Adviser.



Message to General de Gaulle

(Continued from Page 156)

more specially, in the Western community in which Canada, for her part, fulfils so happily and effectively the role to which she is called.

"I thank you for your kind invitation to visit Canada where, in the hours of struggle, but also of glory, I received a welcome ever vivid in my memory. I hope that the tasks which I have had to assume will allow me soon the time to visit you".

Canada's Treaty Records

ONE of the functions of the Department of External Affairs is to keep a record of all the international instruments which constitute an agreement involving rights and obligations between Canada and other countries. The recording of international agreements, which gives to the Department of External Affairs in this field functions equivalent to that of a registrar, may be said to flow logically from the responsibilities assigned to the Secretary of State for External Affairs under the authority of the Royal Prerogative and by virtue of the Department of External Affairs Act.

The constitutional authority to negotiate and conclude international agreements is, in Canada, a part of the Royal Prerogative, which in practice is exercised in the name of the Crown by the Governor-General in Council on the advice of the Secretary of State for External Affairs. The latter is responsible for the negotiation and conclusion of agreements under the *Department of External Affairs Act*, and particularly Section 4 of the Act which reads as follows:

"The Minister, as head of the Department, has 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, and is charged with such other duties as may be assigned to the Department by order of the Governor-in-Council in relation to such external affairs, or to the conduct and management of international or intercolonial negotiations so far as they may appertain to the Government of Canada."⁽¹⁾

Many Designations

International agreements as a whole are normally referred to in international practice under the generic term of "treaties." Canada, for instance, publishes the texts of all international agreements to which it becomes party in the *Canada Treaty Series*, the United Kingdom in the *British Treaty Series*; the United States issues yearly, in addition to its *United States Treaty Series and other International Agreements*, a list of treaties in force as of the first day of the current year.

The term *treaty*, however, includes many differently known instruments in which states, heads of states, or governments embody their mutual undertakings. The designations of international instruments most frequently used are the following: treaty, convention, agreement, protocol, declaration, general act, exchange of notes. Such other terms as pact, modus vivendi, covenant, charter, additional articles, agreed minutes, and proces verbal are also sometimes found in the international practice.

It is now well established that the designation as such has no legal significance as long as the instrument creates legal rights and obligations. The Permanent Court of International Justice stated in its Advisory Opinion

(1) International Postal Agreements are, however, the responsibility of the Postmaster-General under the Post Office Act, while the Aeronautics Act empowers the Minister of Transport to take such action as may be necessary to secure by international regulations or otherwise the rights of Canada in international air traffic.

concerning the *Customs Regime between Germany and Austria* that "from the standpoint of the obligatory character of international agreements, it is well known that such engagements may be taken in the form of treaties, conventions, declarations, agreements, protocols or exchanges of notes."⁽²⁾

Although in many cases there does not seem to be any obvious reasons for the choice of a particular designation of an international instrument, there is all the same in practice a tendency to justify some distinction as to form between the various designations. The British authority in matters of treaties, Sir Arnold McNair, comments as follows in his book *The Law of Treaties* on some of the terms used to designate international agreements:—

- (a) *Treaty* is usually reserved for the more solemn agreements such as treaty of peace, alliance, neutrality, arbitration;
- (b) *Convention* is more and more employed to describe multilateral or law-making agreements, although bilateral conventions are still numerous;
- (c) *Declaration* usually denotes an agreement which declares existing laws, with or without modifications, or creates new laws;
- (d) *Protocol* usually denotes an agreement amending or supplemental to another agreement. The term *protocol* is also constantly used in the expression *Protocol of signature* of a treaty;
- (e) *General act* is now usually employed when the instrument which enumerates the several treaties or conventions resulting from a conference itself becomes a treaty with the others either embodied in it or annexed to it.

Exchanges of Notes

International agreements concluded in the form of an exchange of notes deserve a special mention if only because they have greatly multiplied in recent years and seem to indicate a modern trend, frequently commented upon by writers, "in the direction of making the procedure of conclusion of treaties less formal than in the past," as noted in the 1953 report on the law of treaties of the International Law Commission of the United Nations.⁽³⁾ Whereas once only matters of secondary importance were normally settled by this procedure, it is employed nowadays for a great variety of purposes and, like an instrument which is properly designated as a treaty, it may deal with any matter which is a proper subject of international regulation. While the purpose of an agreement effected by an exchange of notes may not differ from that of an instrument designated by other names, it is strikingly different in its form. The relationship which it establishes or the obligations which it creates are recorded in two or more letters, usually called "notes," instead of a single formalized instrument. The notes are usually exchanged between the Minister of Foreign Affairs of one of the parties, and the diplomatic representative of the other. In the majority of cases, exchanges of notes do not need to be ratified before coming into force.

While international law does not prescribe any form for international instruments, states are sometimes bound by their constitutional or internal laws to adopt certain patterns for particular agreements. In Canada, — apart

(2) Series A/B, No. 41, p. 47.

(3) United Nations, General Assembly, A/CN. 4/63, 24 March, 1953, p. 45

perhaps from the Extradition Act which defines extradition arrangements with foreign states as those made by Her Majesty, there is no provision in Canadian law relating to the form of agreement, which is therefore largely a matter of convenience to the Canadian Government. In fact, Canadian practice over the years has largely adopted the following types:

- (a) International agreements between heads of states;
- (b) Intergovernmental agreements;
- (c) Exchanges of notes.

Since the end of the war the great majority of agreements to which Canada became a party were either intergovernmental (and they were then called convention, treaty or agreement) or exchanges of notes.

For the purpose of recording agreements the international instruments are normally classified as bilateral, when they involve two parties, and multilateral when they involve more than two parties. Within the Department, it is the responsibility of the Treaty Section to record and keep up to date the information concerning the status of international agreements to which Canada has been or is a party.

Maintenance of Records

The progressive maintenance of the records involves a constant collecting and controlling of all pertinent information relating to the status of instruments affecting Canada. This information is easily available in respect of bilateral agreements, since the two contracting parties are normally bound to take action modifying the status of an agreement either of a common accord, or after notification to the other contracting party. In the cases of multilateral agreements, the depository of the instrument, normally designated as such in the instrument itself, has the duties of receiving information from each individual party to the agreement and to communicate it to all parties. For instance, Canada is the depository of the Acts of the Universal Postal Union Congress of Ottawa, 1957 which were signed by more than 90 countries. As a depository, Canada is required to send a certified copy of the Act to all signatory governments, to receive instruments of ratification or accession and to inform each individual signatory government through diplomatic channels of such ratifications or accessions. Ratifications or accessions are, moreover, sometimes accompanied by reservations or declarations to which some of the parties to a multilateral agreement may wish to object. This information which, of course, may affect the status of an agreement is also communicated by the depository to all parties and duly recorded in the Treaty Section.

On the basis of its Treaty records, the Department of External Affairs publishes each month in this Bulletin details of Canada's action in respect of bilateral and multilateral agreements. The texts of international agreements to which Canada is a party are also published after they have come into force in the *Canada Treaty Series*, Queen's Printer, Ottawa, already mentioned above. In this connection it is interesting to note that the *Canada Evidence Act* provides that treaties may be proved by the production of a copy thereof purporting to be printed by the Queen's Printer in Canada.

Once an agreement has come into force it is also registered with the Secretariat of the United Nations in accordance with paragraph 1 of Article 102 of the Charter, which reads as follows:

"Every treaty and every international agreement entered into by any Member of the United Nations after the present Charter comes into force shall as soon as possible be registered with the Secretariat and published by it."

Treaties and international agreements thus registered with the Secretariat are published in the *United Nations Treaty Series*.



VISITORS FROM NIGERIA

Members of a delegation of Nigerian Parliamentarians who visited Ottawa early this month paid a visit to Prime Minister Diefenbaker July 7. Seen with Mr. Diefenbaker are, left, Chief Ohwotemu Owah, leader of the group, and D. C. Ugwux.

APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. D. K. Doherty posted from the Canadian Embassy, Rio de Janeiro, to Ottawa, effective May 30, 1958.
- Mr. C. J. Small posted from Ottawa to the Office of the Canadian Trade Commissioner, Hong Kong, effective May 30, 1958.
- Miss S. Weir posted from the International Supervisory Commissions, Indochina, to Ottawa, effective May 31, 1958.
- Mr. J. E. Redmond resigned from the Department of External Affairs, effective May 31, 1958.
- Mr. R. W. Nadeau posted from the International Supervisory Commissions, Indochina, to Ottawa, effective June 2, 1958.
- Mr. D. Stansfield posted from the Canadian Embassy, Athens, to Ottawa, effective June 2, 1958.
- Miss M. F. MacKenzie posted from Ottawa to the Delegation of Canada to the North Atlantic Council, Paris, effective June 4, 1958.
- Mr. D. H. W. Kirkwood posted from Ottawa to the Canadian Embassy, Athens, effective June 5, 1958.
- Mr. D. B. Hicks posted from Ottawa to the Canadian Consulate General, San Francisco, effective June 5, 1958.
- Mr. A. C. E. Joly de Lotbiniere posted from the Canadian Embassy, The Hague, to Ottawa, effective June 12, 1958.
- Mr. C. E. McGaughey posted from the Office of the High Commissioner for Canada, Wellington, to Ottawa, effective June 12, 1958.
- Mr. P. V. Lyon posted from the Canadian Embassy, Bonn, to Ottawa, effective June 14, 1958.
- Mr. C. S. Gadd posted from the Canadian Embassy, Bogota, to Ottawa, effective June 17, 1958.
- Mr. A. E. Blanchette posted from the Office of the High Commissioner for Canada, Pretoria, to the International Supervisory Commissions, Indochina, effective June 19, 1958.
- Mr. J. J. A. Asselin posted from Ottawa to the Canadian Embassy, Mexico City, effective June 20, 1958.
- Mr. J. C. J. Cousineau posted from Ottawa to the Canadian Legation, Beirut, effective June 24, 1958.
- Mr. S. Freifeld posted from the Canadian Embassy, Mexico City, to Ottawa, effective June 25, 1958.
- Mr. K. W. MacLellan posted on temporary duty as Canadian Consul at Los Angeles, effective June 27, 1958.
- Mr. L. V. J. Roy posted from Ottawa to the Canadian Embassy, Mexico City, effective June 27, 1958.
- Miss Gladys M. Bearman has retired from the Department because of ill health.

CURRENT UNITED NATIONS DOCUMENTS

A Selected List

a) Printed Documents:

United Nations Emergency Force. Budget estimates for the period 1 January to 31 December 1958. A/3823. N.Y., 1958. 14 p. GAOR: Thirteenth Session Supplement No. 5A.

Commission on Human Rights. Report of the Fourteenth Session (10 March - 3 April 1958) E/3088, E/CN.4/769. 32 p. Ecosoc Official Records: Twenty-Sixth Session, Supplement No. 8.

Commission on the Status of Women. Report of the Twelfth Session (17 March - 3 April 1958). E/3096, E/CN.6/334. 23 p. Ecosoc Official Records: Twenty-Sixth Session, Supplement No. 7.

Economic Commission for Latin America. Annual Report (30 May 1957 - 8 April 1958). E/3091, E/CN.12/AC.40/13/Rev.1. N.Y., 1958. 29 p. Ecosoc Official Records: Twenty-Sixth Session, Supplement No. 4.

Economic Commission for Europe. Annual Report (16 May 1957 - 24 April 1958). E/3092, E/ECE/321. 60 p. Ecosoc Official Records: Twenty-Sixth Session, Supplement No. 3.

Economic Commission for Asia and the Far East. Annual Report (29 March 1957 - 15 March 1958). E/3102, E/CN.11/482. N.Y., 1958. 68p. Ecosoc Official Records: Twenty-Sixth Session, Supplement No. 2.

Economic developments in Africa 1956-1957. Supplement to World Economic Survey 1957. E/3117, ST/ECA/56. 84 p. Sales No.: 58.II.C.3.

Repertory of Practice of United Nations Organs. Supplement No. 1 to Volume I: Articles 1-54 of the Charter. N.Y., 1958. 370 p. \$4.00. Sales No.: 1957.V.4 (Supp.1) (Vol.I).

Demographic Yearbook 1957. N.Y., 1957. 656 p. (bil.) \$6.50. Sales No.: 1957.XIII.1.

Laws and Regulations regarding Diplomatic and Consular Privileges and Immunities. (United Nations Legislative Series Vol. VII). ST/LEG/SER.B/7. N.Y., 1958. 511 p. (bil.). \$5.00. Sales No.: 58.V.3.

ICAO

Annual Report of the Council to the Assembly for 1957. Doc 7866, A11-P/3.

Manual of Airport and Air Navigation Facility Tariffs. Sixth edition, 1 January 1958. Doc 7100-AT/707/6.

Summary of Aeronautical Information Services Provided by States. Sixth edition, January 1958 Doc 7383-AIS/503/6.

Jet Operations Requirements Panel Third Meeting—Montreal, 17-28 June 1957.

Volume I—Report, Doc 7828, JOR/3-1.

Volume II—Working Papers, Doc 7828, JOR/3-2.

ICJ

Reports of Judgments, Advisory Opinions and Orders 1957. 211 p. (bil.).

ILO

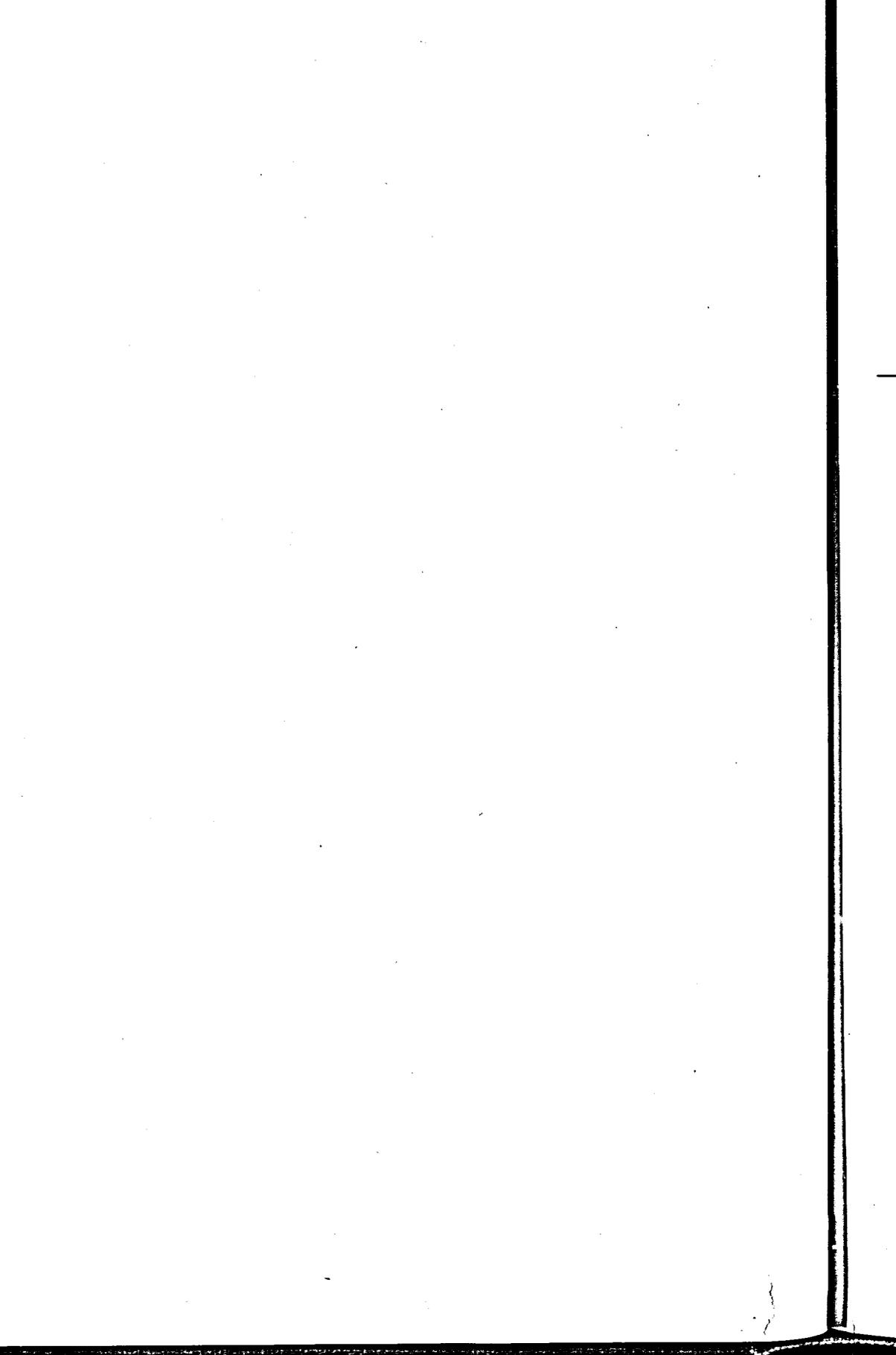
Safety and Health in Dock Work. I.L.O. Codes of Practice. Geneva, 1958. 125 p. \$1.00.

UNESCO

International Bibliography of Economics, Vol. V. (Documentation in the Social Sciences Series). Paris, 1958. 473 p. (bil.).

b) Mimeographed Document:

Statistical Commission. Report to the Economic and Social Council on the tenth session of the Statistical Commission held in New York from 28 April to 15 May 1958. E/3126, E/CN.3/255. 23 May 1958. 69 p. (Report will be shortly issued in printed form as Supplement No. 6 to the Official Records of Ecosoc).



EXTERNAL AFFAIRS



CANADA

August 1958
Vol. 10 No. 8

• **EXTERNAL AFFAIRS** is issued monthly in English and French by the Department of External Affairs, Ottawa. It provides reference material on Canada's external relations and reports on the current work and activities of the Department. Any material in this publication may be reproduced. Citation of **EXTERNAL AFFAIRS** as the source would be appreciated. Subscription rates: **ONE DOLLAR** per year (Students, **FIFTY CENTS**) post free. Remittances, payable to the Receiver General of Canada, should be sent to the Queen's Printer, Ottawa, Canada.

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Department of External Affairs
Ottawa, Canada

Authorized as Second Class Mail. Post Office Department, Ottawa.



DURING PRESIDENTIAL VISIT

Relationships between the United States and Canada were examined closely during the visit to this country, July 8-11, of President Dwight D. Eisenhower, of the United States.

Seen above, left to right, are Mr. Sidney E. Smith, Secretary of State for External Affairs, Canada; Prime Minister John G. Diefenbaker; President Eisenhower; and Mr. John Foster Dulles, United States Secretary of State.

Canada-United States Relations

ALTHOUGH President Eisenhower has been abroad on a few occasions in order to attend international conferences, he has not set foot outside the United States since assuming office to pay an official visit, except to Canada. He has made two such visits during his five and a half years of office. By so doing, he has underlined in a particularly gratifying way the special relationship that exists between his country and Canada. An examination of this special relationship, which has several distinctive features, would not be out of place at this time.

Special Relations

Geography has made Canada and the United States neighbours; tradition, history and a common heritage have given the two countries a sense of common destiny; ready means of communication and commerce have created between them the world's largest market; the ideological conflict of the mid-twentieth century has made them partners in the defence of North America and, along with like-minded peoples in Europe, in the defence of the free world.

With one-tenth of the population of the United States, Canada is *prima facie* severely handicapped in negotiating on an equal footing with its larger neighbour. Fortunately, a spirit of accommodation and a readiness to meet and discuss have usually prevailed and have gone a long way to providing the necessary counter-balance.

Problems are bound to arise between two countries varying so greatly in size and in economic and military strength yet interrelated in so many intricate ways, the more so when an almost unlimited freedom of speech and of the printed word is part of their common tradition. Some of these differences cannot be resolved but just have to be lived with; others can be disposed of without too much trouble when those within whose power it is to deal with them are prepared to sit down together and express their respective minds freely. To recognize the nature of the problem and to see that it may appear in a different light when viewed from a different national angle, at best goes a long way to suggesting a remedy, and at worst helps to reveal the conditions under which the problem can be lived with.

Background

Some of the problems are more difficult of solution because of constitutional reasons. By Canadian constitutional practice, for example, the Government is responsible to Parliament and is dependent on the majority it enjoys in Parliament for the acceptance of its legislative recommendations. Under the United States Constitution, on the other hand, the Executive is not responsible to Congress and cannot commit Congress to any given course of action. This is an important consideration, when the ratification of treaties is at stake or when legitimate representations in respect of national legislation have to be made by foreign governments. The Constitutions of the two countries differ markedly in other respects as well. Certain areas of governmental activity which, in one country may be the exclusive preserve of the legislative body, may in the other be capable of delegation and therefore be susceptible to administrative action. The federal distribution of legislative powers is like-

wise quite different: What is constitutionally a federal responsibility in one country may be a provincial or a state responsibility in the other.

Ottawa Meeting

It was against such a background, containing both favourable and unfavourable elements, that President Eisenhower and Mr. Dulles in the course of their visit to Ottawa last month entered into discussions of matters of common concern with the Canadian Prime Minister, Mr. Diefenbaker, and Members of the Canadian Cabinet.

Because of a determination to co-ordinate at the highest possible level the already extensive co-operation in military matters, the President and the Prime Minister were able to announce the creation of a Joint Ministerial Committee on Defence Matters (text, page 173). As an indication of their common desire to reduce world tension, the two Heads of Government made known their agreement to urge forward the practical studies for devising control methods aimed at safeguarding against surprise attack in the Arctic region (text below).

The network of economic relationships built up between Canada and the United States is largely the creation of private initiative, some of them involving the establishment in Canada of subsidiary plants. Because of certain United States laws restricting trade relations with communist countries, problems can arise when laws applicable to the parent company in the United States are held to be equally applicable to the subsidiary established in Canada. Recognizing the special nature of such problems, the President and the Prime Minister agreed that every effort should be made to harmonize export policies (text, page 173).

The results of discussions between the Heads of Government and Foreign Ministers, however, are not measured solely by the number or subject-matter of the joint statements issued. Nor do these results lend themselves to precise measurement. In some ways the greatest benefit arising out of the July meeting may be found in the establishment of closer personal relations and greater mutual respect, creating common bonds. In addition, frank exchanges of ideas contribute immeasurably to better appreciation of one another's attitudes, views and purposes.

Joint Statements

Surprise Attack

The President and the Prime Minister discussed today questions concerning disarmament and in particular proposals for safeguards against surprise attack. This discussion reaffirmed the closeness of the views of the two governments on a suitable approach to these questions. Particularly, they emphasized the great importance which both countries attach to a system of control which would cover the Arctic and related areas.

The President and the Prime Minister exchanged views on the recent letter from Chairman Khrushchev to President Eisenhower with reference to expert examination of possible systems of supervision and control to prevent surprise attack. Although they recognized that certain aspects of Mr. Khrushchev's recent letter were unacceptable, they were nevertheless encouraged by certain elements of responsiveness to the earlier Western proposals on this

matter. Mr. Diefenbaker indicated Canada's willingness to make a constructive contribution to study of control methods and it was agreed that the experts of both countries would work together and in co-operation with those of other free world countries concerned in study of this problem.

July 9, 1958.

Committee on Joint Defence

The Prime Minister and the President have taken note of the intimate co-operation which exists between their two governments in matters relating to continental defence. In furtherance of the policy of both governments that such matters shall be subject to civilian decision and guidance, they have agreed that there will be established a cabinet committee to be known as the Canada-United States Committee on Joint Defence. This committee will consist in Canada of the Secretary of State for External Affairs, the Minister of National Defence and the Minister of Finance, and for the United States, of the Secretary of State, the Secretary of Defence and the Secretary of the Treasury. Other Ministers may participate on an *Ad Hoc* basis as requested by the committee. The committee will consult on matters bearing upon the common defence of the North American Continent which lies within the North Atlantic Treaty area. It will in a supervisory capacity supplement and not supplant existing joint boards and committees. The committee will normally meet alternately in Washington and Ottawa. The Chairman of each meeting will be the Secretary of State of the country in whose capital the meeting is held.

July 10, 1958.

Export Policies

The Canadian and United States Governments have given consideration to situations where the export policies and laws of the two countries may not be in complete harmony. It has been agreed that in these cases there will be full consultation between the two governments with a view to finding through appropriate procedures satisfactory solutions to concrete problems as they arise.

July 9, 1958.

External Affairs in Parliament

Statement By Mr. Smith

During the external affairs debate in the House of Commons July 25, Mr. Sidney E. Smith, Secretary of State for External Affairs, spoke on certain factors of the international situation which very closely concern Canada. He said, in part:

Lebanon

The first item, of course, with which the House will expect me to deal is the grave and vital situation in the Middle East. I am sure there is no need for me to rehearse in detail the developments in that area during the past two weeks, because members are no doubt familiar with those developments; but with respect to Canada, and indeed the whole world, our attention is directed to New York, and I propose at the beginning of my remarks to give to the House a full account of the latest happenings there.

Before doing so, however, I should make reference to the developments in Lebanon leading up to this particular crisis, and give to the House some information with respect to the evolution of that crisis. Members will recall that on May 27, 1958, Lebanon presented charges to the Security Council of the United Nations simultaneously with those to the Arab League. The charge of Lebanon was that the United Arab Republic had intervened in its internal affairs. The Arab League had nothing to offer in the way of a solution of the issues involved in this charge and subsequently the Security Council, after discussion of the charges, decided to act in this particular regard.

May I remind the House, however, that there had never been any overt aggression from Syria into Lebanon. It had to do with indirect aggression. This was a new type of aggression with which the Security Council had to deal. It is difficult to define what is indirect aggression, yet the Security Council addressed itself to this question.

I may interpolate here that for some time the United Nations has been endeavouring without success to define indirect aggression, and certainly it was understood and recognized that the Security Council had power to investigate charges with respect to that type of intervention, indirect though it be, in the affairs of another country. And so on June 11 the Security Council set up an observation group, and I read part of the text of the resolution:

—to ensure that there is no illegal infiltration of personnel or supply of arms or other materiel across the Lebanese borders.

The Government of Canada considered that the situation which was unfolding in Lebanon merited prompt action. From the beginning in the discussions in the Security Council we gave our firm support to this resolution, a resolution that provided machinery under the auspices of the United Nations. We welcomed the resolution, Mr. Speaker, by reason of the fact that it afforded to the Secretary-General an opportunity to contribute to the stabilization of the situation in Lebanon. We also wel-

came the ambit of the resolution that gave certain flexibility to the Secretary-General in carrying out or implementing the resolution's objectives.

That resolution was adopted on June 11. There was no veto and no dissenting vote. On that particular occasion, and it was very encouraging, the U.S.S.R. abstained from voting on the resolution. The Secretary-General then moved quickly, and within a few days he had officers of his observation corps present in Lebanon. Hon. members will recall that Canada immediately responded to the appeal from the Secretary-General and sent ten officers to join the observation group. Indeed, Canada at the moment has 11 officers there. A Canadian officer who was attached to the United Nations Truce Supervision Organization was seconded to the observation group in Lebanon.

This group, the United Nations observation group in Lebanon, has become known as UNOGIL, and that is the designation I shall use. It encountered at the outset many difficulties in carrying out its task. Initially the group had access to only 18 kilometers out of the 325 kilometers of Lebanon's frontier with Syria. Other difficulties were encountered by reason of the rugged nature of the terrain, the location of the border populations, and also by reason of the traditional freedom of people to move across the border from Syria to Lebanon, a freedom they have had for many years. Here was a fairly recent boundary line between Syria and Lebanon. Many of these initial difficulties, however, were overcome by the middle of July and the observer group, UNOGIL, had access to all the frontier areas between Lebanon and Syria. They had been increased in numbers and personnel and were also getting aircraft for the purpose of carrying out their directives from the Secretary-General.

During recent weeks there has been one frontier of Lebanon that has been quiet. That is the frontier with Israel. Indeed, I would point out that during this difficult period all of Israel's frontiers have been quiet. That is a tribute to Israel, to the United Arab Republic and to other countries, and it is also a tribute to the effectiveness of two other United Nations organizations, the United Nations Emergency Force along the Egyptian-Israeli armistice line and the United Nations Truce Supervision Organization on Israel's other frontier.

Now to return to the narrative of events that I anticipated a few moments ago I would give. On July 14 there occurred the sudden, swift and violent revolution in Iraq which transformed the situation in the Middle East overnight. Within Lebanon it appeared still further to exacerbate internal dissensions and—of this I am convinced—the happenings in Iraq rendered UNOGIL incapable, at least temporarily, of meeting its responsibilities, in the dangerous situation thus created. And so it was in this situation that President Eisenhower responded promptly and affirmatively to a request from President Chamoun of Lebanon. As President Eisenhower stated at the time of the landing of United States troops in Lebanon, the Force was not there to engage in hostilities but to help Lebanon in its own efforts to stabilize the situation until—and I emphasize that word “until”—the United Nations could take the steps necessary to protect Lebanon's independence and integrity.

Two days later, as we recall, the United Kingdom found it necessary to take similar emergency action in response to an appeal from King Hussein of Jordan for military assistance in the face of a plot instigated from outside Jordan to overthrow the regime. I have been informed reliably, and I know, that there was not only a plot to overthrow the government in Jordan but also that the plot extended to other countries in the Middle East to overthrow their governments.

As the Prime Minister informed the House on July 17, the Canadian Government appreciated that the United States and the United Kingdom had no alternative but to take these interim measures. We knew then that both governments had stated specifically that the landing of troops and the keeping of troops there would be terminated as soon as the United Nations could take effective action. We understood the difficulty of the decision that the two countries, the United Kingdom and the United States, had been forced to take.

To return to the point I attempted to make a moment ago, we recognized clearly that the United Kingdom and the United States appreciated the ultimate authority and responsibility of the United Nations.

Since that time we in Canada have made every effort at the United Nations and in some of the capitals of the world to bring about as swiftly as possible those United Nations actions which would provide some instrumentality of the United Nations to the end that the United States would withdraw their forces from Lebanon and the United Kingdom would withdraw their forces from Jordan.

In the United Nations Security Council, the United States and the United Kingdom have joined, or we have joined with them and other countries, in promoting steps that would provide personnel on behalf of and under the United Nations that would in turn enable those two countries to withdraw their forces. To this end we gave full support last week to a draft resolution submitted to the Security Council by the United States. In brief, the purpose of that resolution was to enable the Secretary-General to establish an instrumentality—and the type of instrument would be in his good judgment—that would add to the forces of UNOGIL now in Lebanon. We supported that; yet at the end of last Friday, just one week ago, the Russians vetoed that proposal. That was on July 18.

With respect to my own activities at this time, I may say that I had flown to Washington where I had valuable discussions with Mr. Dulles and Mr. Selwyn Lloyd, a valuable exchange of views. The newspapers have quoted me as taking the stand on behalf of Canada that there should be no expansion of military activities by these two countries, that is, outside of Lebanon and Jordan. The Prime Minister has also taken that stand, and he has so informed the House. From Washington I went to New York, where I had discussions with Mr. Hammarskjöld. Then I came here to report fully on the situation as I saw it to the Prime Minister.

I got off the aeroplane on Saturday and heard for the first time that Mr. Khrushchev had extended an invitation for a summit meeting on the Middle East. At the Prime Minister's request I went back to New York

on Monday morning where I took charge of the Canadian Delegation, and I seized the opportunity then to express the hope that nations would respond to the invitation issued by Mr. Khrushchev for a summit meeting on the Middle East. I shall deal with that matter later.

On that particular day the Prime Minister informed the House that on Monday morning he had sent messages to Mr. Eisenhower, Mr. Macmillan, and Mr. Nehru, and in those messages he expressed the hope that there would not be a negative reaction to the proposal put forward by Mr. Khrushchev.

In New York on Monday and Tuesday of last week our delegation worked very closely with the delegations from the United Kingdom, the United States and Japan in an endeavour to work out a compromise resolution which might be more acceptable to the Russians than the one they vetoed on Friday last, which had been put forward by the United States. This particular resolution was put forward by the Japanese. We were rather hopeful of this resolution that provided in its operative part for an increase in the observer group of UNOGIL and gave further authority to the Secretary-General to endeavour to stabilize the situation in Lebanon to the end that the United States could withdraw its forces.

As I said in the meeting of the Security Council on Monday of last week in support of this resolution, I deemed it a positive approach, one which offered the Council an opportunity to use and strengthen the United Nations machinery that it had in Lebanon; but this, too, the Soviet Union vetoed. And so, as far as the activities of the United Nations in Lebanon are concerned, we are back where we were at the beginning of last week. However, after the veto the Secretary-General expressed his determination to use the powers that had been voted to him on June 11 by the Security Council, and he said he would firmly proceed to implement his mandate in the resolution of the date to which I referred. I think it would be of interest to the House if I read a part of the statement the Secretary-General made on Tuesday afternoon after the veto of the Japanese resolution by the U.S.S.R. Mr. Hammarskjold said:

I am sure that I will act in accordance with the wishes of the members of the Council if I therefore use all opportunities offered to the Secretary-General within the limits set by the Charter toward developing the United Nations effort so as to help to prevent a further deterioration of the situation in the Middle East, and to assist in finding a road away from the dangerous point at which we now find ourselves.

Even before the Japanese resolution failed of adoption Mr. Hammarskjold had decided to increase the personnel of the UNOGIL in Lebanon from about 135 officers to something approximating 200, and he requested Canada to send three additional observers. The Prime Minister has informed the House of Canada's ready response to that invitation from Mr. Hammarskjold, and I recall the words the Prime Minister uttered in this House, that Canada was willing to take that action, ready to do it, glad to do it, and then he made this statement:

Canada will supply immediately three of the additional observers, of course giving every attention to any further requirement of UNOGIL as events transpire.

Therefore what is needed now is an expansion of the scope and importance of UNOGIL activity. The hon. member for Essex East asked a question on Wednesday of this week. I was not in the House at the

time. The hon. member asked whether Canada had received any further invitation from the Secretary-General for additional personnel from this country. No invitation has come forward as yet, but Mr. Hammarskjold intimated on Tuesday afternoon at the meeting of the Security Council that if the Russians vetoed the Japanese resolution he would go to work immediately and evolve a plan for the increase in that particular group. That plan is now, we know, being developed but it has not yet been made final.

Members of the House may recall, Mr. Speaker, that at the time of the establishment of UNEF Mr. Hammarskjold, the Secretary-General of the United Nations, associated with himself an advisory committee of member states to assist him in the conduct of his task with respect to UNEF. There are indications now that Mr. Hammarskjold will invite certain countries to send representatives to such an advisory committee, and it may well be that he will choose the personnel of the advisory committee of UNEF, the advisory committee that has been in being for some time.

So that is where we stand now. A new United Nations body, not new since Tuesday afternoon but new since June 11, has been developed and set up, and we hope this body will be effective in enabling the Lebanese people to work out their own internal difficulties and dissensions in their own way. I have confidence that such a United Nations body, developed under a plan still to be presented by the Secretary-General, will be effective in establishing stability.

But what of the future? Is there a way to ensure permanently the independence and integrity of this small country with its unique balance of east and west, with its unique composition of population . . . We had discussions in Washington about the future of Lebanon. The discussions had to do with the possibility of having the Lebanese accept a position of neutrality. Favour was expressed by the United States and United Kingdom representatives with respect to that proposal.

I was not here on Monday, but I have read the address of that distinguished representative of a member of the Commonwealth, the Prime Minister of Ghana. I know that he also advanced that proposal when he addressed members of the House in joint session with members of the Senate. Can we work toward a status of neutrality for Lebanon and have an international guarantee of its neutrality such as is provided in effect for Austria? It cannot be imposed on the Lebanese, but it should not come as a novel suggestion to them because throughout the centuries, indeed from Phoenician times, the Lebanese have been merchants and traders. Their history shows that by reason of necessity to be friendly with as many people as possible in order to trade with them, they have over the centuries achieved that relationship with bordering countries.

Of course there is a new factor, one that I adverted to earlier in my remarks. Recently Lebanon has been rocked by pressures, sometimes violent pressures, from outside countries. Recently those pressures have been manifested in hostile radio broadcasts and other activities, and these pressures have brought about the vexed situation in which the Lebanese find themselves at this particular time. But it is, I think, possible to find

a way out of the situation along the lines I suggested a moment ago. I would expect that the Lebanese might welcome some arrangement establishing neutrality that would assure them their independence in this middle position. But I am convinced that that cannot be brought about without the practical assistance of the United Nations. Indeed, I think it might well require some physical manifestation of United Nations authority, a physical manifestation of such authority on the ground in Lebanon.

The task which the observer group is now performing and will perform to a greater and more successful degree, I hope, will be to insulate the political affairs of Lebanon from those of its neighbours and thus help to restore tranquility in that divided nation. That, Mr. Speaker, could be the forerunner of some continuing role on the part of the United Nations in that country, perhaps not unlike the role played not by the United Nations but by Canada and other members of the international commissions in Indochina. As hon. members will recall, these commissions were set up by the Geneva agreements of 1954.

In putting forward this suggestion I realize that the United Nations should proceed cautiously, but if the experiment were successful it might be used as a precedent for stabilizing other countries in the Middle East, torn not only by fierce internal antagonisms but by hostile external rivalries and tensions. The possibility of insulation through the United Nations raises novel problems and vast difficulties, but so acute have the problems of this region become that we must cast our minds about to examine every possible line of approach which might offer the prospect of advance.

I make another reference to the stability not only of Lebanon but also of the Middle East. Much of their trouble can be traced to the economic difficulties in which they find themselves, and I would hope it would be possible to give some assurance of economic stability not only to Lebanon but to the whole Middle East that would warrant and promote political stability. In this particular task I can foresee for the United Nations and for other organizations a really valuable role.

Meeting at the Top

As the Prime Minister said the other day in the House, this is not the time for stagnant thinking, and if there is anything in this new United Nations approach, the West could seize the opportunity at the summit meeting which now appears certain to be held in New York and endeavour to make a small beginning, at any rate, in the country of Lebanon.

That was one reason that prompted the Canadian Government to welcome the Soviet proposal of last Saturday, a proposal that contained offensive and provocative language giving unnecessary offence to the addressees. Indeed, I had occasion to point out to Mr. Sobolev when I was in New York that it was unnecessarily truculent and offensive. But I know I can speak for the Prime Minister when I say that in sending messages to President Eisenhower, Mr. Macmillan and Mr. Nehru, expressing hope that there would not be a negative attitude to Mr. Khrushchev's proposal, we had in mind that some constructive measure such as the one I have been indicating might be looked at and adopted not only for Lebanon but for the Middle East.

Then with reference to the message that was received by France, the United Kingdom and the United States from Mr. Khrushchev, we had in mind that a meeting at the top could result in a diminution of international tension. On Sunday we discussed also the terrible possibility, not the probability but the terrible possibility, of the nations of the world sliding into a global nuclear war. The leaders of the governments of this generation would never be forgiven if they did not exhaust every possible way of relieving, at least in some measure, international tension.

This was another basis for the messages that went out from the Prime Minister over the week-end. I can claim that in this regard Canada took the lead. The public expression of the desire of this Government to promote the holding of a summit meeting was the first public utterance on the western side in this respect. I took the opportunity in the Security Council, as did the Prime Minister when he informed the House on Monday, of making very clear our concept of the desirability of holding an international conference as suggested. I have in mind, but I cannot claim this, that my observations had something to do with the postponement at least of the U.S.S.R. proposal to call for a General Assembly meeting in which they could indulge in more propaganda.

I have in mind also that the stand of the Canadian Government, as expressed by me in the Security Council on Monday of last week, had something to do with the acceptance of the counterproposal put forward by Mr. Macmillan on behalf of the United Kingdom. The real significance to me of the resolution with respect to the holding of a meeting in the Security Council—I do now expect it will be a favourable decision—is that this meeting will be held under the aegis of the United Nations. The Security Council, and I quote from the United Nations Charter, was established for the following purpose:

In order to ensure prompt and effective action by the United Nations, its members confer on the Security Council primary responsibility for the maintenance of international peace and security, and agree that in carrying out its duties under this responsibility the Security Council acts on their behalf.

In my opinion, that is the proper forum for a meeting of Mr. Macmillan, Mr. Khrushchev, Mr. Eisenhower, General de Gaulle and others.

We have noted with encouragement that Mr. Khrushchev has responded to this proposal that was sent out in clearer terms, perhaps, from London than from any other capital, that this meeting should be held within the Security Council. It could be, it may be—I emphasize the word "may"—a meeting of momentous consequence. Again, I say that it is worth trying in terms of the voice of humanity. Furthermore, I have in mind that apart from the powers whom I have named and to whom the letters were addressed by the author, the presence of Mr. Nehru, the distinguished leader of one of the nations of the Commonwealth and a representative of the awakening world of Asia, would contribute much to such a conference.

With reference to the eventual composition of the Conference, I am sure that the House will have noted the observations made yesterday by Right Hon. Mr. Macmillan at Westminster. These are his words:

I am glad to note Mr. Khrushchev's latest letter recognizes . . . (that) . . . until the form of the meeting has been agreed it would be premature to lay down

which countries, which are not members of Security Council, should attend, or by whom they should be represented.

I agree with that particular view, at this stage, when there will have to be negotiations with respect to the time, with respect to the agenda and other matters. I would say this, however; that it will be for the Security Council to decide what nations, which are not members of the Security Council, should come to the table of the Security Council. That is a procedural matter for the Security Council. I saw it in operation on Monday and Tuesday of this week, for example. The Council, by formal resolution presented by the chairman before one meeting on Monday started and before the two meetings on Tuesday started, asked the representatives of the United Arab Republic, Lebanon and Jordan to come and be present at the Council table. I say again, Mr. Speaker, that is a matter for the Security Council to decide.

However, I express anxiety lest these matters having to do with who will sit and who will go to the meeting should jeopardize the holding of that meeting. Questions of this sort should not be insuperable or prevent the proposed meeting of the Security Council. In my opinion they should be treated and considered as secondary. With respect to this meeting in New York, whatever the date may be, I have in mind that it is desirable also, if some means can be found, to have the opinions of the numerous countries concerned, because no plan that may be evolved in the Security Council will be successful unless the proposals are accorded the approval of the peoples of those regions.

One of the problems we in Canada must always keep in mind is a concern, for example, lest the prosperity of Israel should not be safeguarded in the forthcoming negotiations. Surely it will be possible to get the views of the Middle East countries whatever the procedural device may be. Many problems, as I indicated a moment ago, will arise on the subject of time, on the subject of the agenda and prior consultation. But when the Prime Minister spoke in this House on July 25 about the possibility of holding such a meeting within the Security Council he deliberately used words which took into account the flexible procedure that would have to be devised if this conference is to be brought into being.

I would express on behalf of Canada the hope that we will have this concept of flexibility. It is here, I believe, that the Secretary-General with his great experience and wisdom which he has shown particularly during the past two weeks, could be given the opportunity of devising some formula within the existing United Nations structure in order to enable these important conclusions to be reached with respect to those matters to which I referred, and to the end that the consultations at New York will be fruitful.

Indochina

It is not inappropriate that I announce at this time an important development in connection with the responsibilities of Canada in Indochina. I would just bring back to the attention of the members of the House the role that Canada has played through its membership in three international commissions in Indochina; one international commission in Laos, one in Cambodia and one in Viet Nam. That was an example I used a few moments ago. Here were powers sitting down at Geneva in

1954 to deal with dissensions in these three parts of Indochina. There was in that particular area the possibility, indeed the probability, of a collision of the communist powers on the one side and Western countries on the other.

What was done? There was established at the Geneva meeting machinery whereby the situation in these three countries could be stabilized or helped to be stabilized through the presence of international commissions. Canada was and is a member of those international commissions in the three countries, the other members being India and Poland. With the physical manifestation, if nothing else, of these three international commissions the result was that in Laos the Royal Government was enabled to bring about the stabilization of the situation there. There was a reconciliation of the communist forces and the royal force and there came about stability. On May 4 of this year supplementary elections were held in Laos and they indicated to Canada that its task had been performed in Laos through its membership in that commission.

Hence I informed the House recently that the Canadian Delegation to the International Commission for Supervision and Control in Laos had introduced a resolution calling for the dissolution of the Commission. I wish now to inform the House that the International Commission for Laos was adjourned *sine die* on July 19. There were forces at work there—and you can guess their origin—which resisted the retirement or the adjournment of the Laos International Commission.

In the end Canada joined with others in bringing about this adjournment *sine die*. We made it very clear that we were not getting out by reason of any threats or suggestions by Laotians, but we had in mind the representations made here by Souvanna Phouma, the Prime Minister of Laos, that after the election had been held and the situation stabilized, he felt that the Commission would have performed its task. That Commission can be reconvened in Laos at the call of the chairman, the representative for India. Canada must be consulted. If we go back by reason of any particular emergency we will always have in mind the rights of the Laotian Government, and we will not interfere with the sovereignty of that country. In the opinion of the Canadian Government the Commission which began its operations in 1954 has completed its task.

With respect to Viet Nam there is tension, as the members of the House well know, between South and North Viet Nam. That situation has not been stabilized. There is a need for the continuation of the work of the International Commission in Viet Nam, but we have advice that we can apply a formula similar to the Laos one to Cambodia where the situation has been stabilized.

I seize this opportunity to pay tribute to India, which provided a chairman, for its co-operation, and also to pay a tribute to the success of the Royal Government in Laos in bringing about a reconciliation of the two forces that were indeed hostile to one another. We will now take up the problem with respect to Cambodia. As I indicated a moment ago, we should be able to use the same formula of adjournment.

I come back to this concept that I advanced earlier with respect to Lebanon and with respect to certain other countries in the Middle East.

Is there not something in the example of the success of the International Commissions in Laos and Cambodia for a solution of some of the problems at least in some of the trouble spots in the Middle East?

Disarmament

I will now speak on the problem of disarmament. It may be that some will have the thought that we should not be talking about disarmament in the particularly vexed situation that we now have. I do not share that view. Indeed, the interest in and the desire for disarmament have been intensified by events in the past few weeks. In order to provide members of the House a perspective with respect to disarmament, a perspective that will be read with deeper concern during the present situation, I am tabling a White Paper with respect to the disarmament discussions in 1957.

I need hardly recall for the information of the House the breakdown of the negotiations that were carried on through the Subcommittee of the Commission on Disarmament established by the United Nations. France, the United Kingdom, the United States and Canada put forward certain proposals on August 29 of last year. They appeared to be a package deal, if I can use that expression. Since the time negotiations broke down, the Russians having flatly rejected the proposals, the countries of the West including Canada have been endeavouring to make clear that those proposals of August 29, 1957 were merely put forward as a basis of discussion. Indeed the Prime Minister in the General Assembly last year and I myself in the Political Committee of the United Nations and in the General Assembly urged that the Russians look at those proposals as being flexible. But that situation was not accepted by the U.S.S.R., and little if anything has been done within the United Nations since last autumn with respect to disarmament.

However, there have been some encouraging signs recently of a resumption of negotiations. We were all gratified that President Eisenhower felt it possible to make a suggestion with respect to one kind of disarmament or with respect to certain measures that could lead to one kind of disarmament, and he put those forward to Mr. Khrushchev. We are gratified and encouraged to hear that Mr. Khrushchev has accepted the proposal to establish a technical group for the purpose of examining the possibility of providing adequate supervision and control of nuclear tests and methods for the detection of nuclear tests.

The discussions began in Geneva on July 1 of this year with respect to the scientific problems involved. Even if I knew what had been happening at those discussions I would not understand the scientific problems, but I can say it is authoritatively reported that the talks between the scientists are making headway in an encouraging manner. Without attempting to predict the final outcome of this scientific conference, I am confident that significant findings will be made by this technical group. Canada, as the House knows, is represented there by Dr. O. M. Solandt who has associated with him four other Canadian scientists. The other Canadians are Mr. N. Larnder and Mr. A. K. Longair of the Defence Research Board, Dr. P. L. Willmore of the Dominion Observatory and Professor G. M. Volkoff of the University of British Columbia.

The Government has held the view that after the findings of this group are made known, in which findings we feel confidence could be placed, a method might be arrived at by which to detect nuclear tests, and then the countries carrying on such tests might then come to a political agreement with respect to the cessation of these tests. This is a view which has been advanced by the Prime Minister throughout the country on several occasions; but let me say that the detection and inspection, the control and supervision of nuclear power do not constitute in themselves a measure of disarmament. They are a means to ensure disarmament; they provide sanctions for a political agreement with respect to a type of disarmament, and I would express the hope that after the successful conclusion of the present technical studies there might be taken what could be regarded as a step having a revolutionary effect on the international climate.

An initial move might be made with respect to the cessation of further nuclear tests, and in that way there might be established some element of mutual trust and confidence, after which the nations concerned could move on to the more complex aspects of a disarmament programme. The suspension of nuclear tests with these guarantees as to detection could constitute the first step toward agreement, which agreement would in turn be the first step toward disarmament, even though this would not be the most important measure, which is that having to do with the use of nuclear weapons already proved.

There is another encouraging factor on which I would like to report with respect to disarmament. Mr. Eisenhower proposed that it would be useful to study practical measures to provide required safeguards against surprise attacks and we have been heartened by a rather affirmative reply by Mr. Khrushchev. We in Canada should promote in every possible way the holding of a meeting of scientists of a somewhat similar nature to the present Geneva meeting with respect to the detection of nuclear tests, in order to study means and methods of preventing surprise attacks. This is a matter which is, of course, of very direct concern to this country with particular reference to surprise attacks over the Arctic region.

I am sure I need not spell out the implications of this matter or draw a picture of what we have advocated in this regard. I reported on our advocacy at the Copenhagen meeting. The Russians had indicated—and this I would like to emphasize—that they might be willing to sit down with such a group. I do not think a political agreement would be necessary at this stage, any more than it has been necessary to enter into a political agreement with respect to the holding of nuclear tests while the current meeting of scientists is being held. I propose, however, that scientists should be brought together in order to study this further problem.

One cannot anticipate the measures which the scientists would put forward. They may have to do with electronic or radar devices, or they may be along the lines of ground inspection as proposed by the U.S.S.R., which could operate rather simply as a bilateral exchange of inspectors, or a more strictly supervised international system might be involved under the control of the United Nations. We could, however, make progress in this regard.

The U.S.S.R. has on many occasions replied to the proposal for detection or knowledge of the possibility of surprise attack over the Arctic that this really does not matter very much. To us in Canada, however, it does matter, and the Prime Minister indicated last summer that for the operation of a scheme to prevent surprise attack all of the Canadian territory would be made available on a reciprocal basis if the Russians would give a similar undertaking.

The proposal has now been made by the United States and Canada that both countries would throw open their territories to inspection to ensure against surprise attacks if the Russians would do likewise, but the U.S.S.R. wants this system extended to the United States bases in Europe. The United States has said, we will throw open Europe from the Atlantic to the Urals, but if we go as far as Europe will you also agree to allow inspections of that kind? It seems to me, however, that without decisions at this time as to the exact location of such inspections we would at least make a start by arranging a meeting of scientists to consider effective scientific measures which could be taken in the event that such a political agreement were made.

To come back to the Arctic area, it would be easier to establish a system of control and supervision in that region than it would be in the more populous areas of the North American Continent; but we must arrive at some agreement, however small and paltry it may seem, to take a step forward in order to establish some measure of mutual trust and confidence. We could go on from there to deal with the more difficult areas and more complex problems. We must, however, always be conscious of a dilemma. Every government must be concerned about the security and safety of its people. Any government which failed in that respect would be guilty of a grave sin.

On the other hand, if we are not going to think about the possibility of disarmament, if we are not going to endeavour to take some steps, what is the situation ahead of us and of the world? There is a certain inevitability, an inexorable result, that might flow from a continuation of the building up of armaments on this side and on that side. That is what I meant when I used the word "dilemma" in terms of national and international security. We will have to break that down and give our people some assurance that we do not admit the abiding necessity of building up armaments, and that we intend—to use an expression that I employed in this House some months ago—to keep our powder dry and at the same time endeavour to make some advance in establishing mutual trust and confidence and come to some understanding with the U.S.S.R. I cannot believe that the peoples of the U.S.S.R. any more than the Canadian people want to go on and on in building up armaments. Indeed, there are suggestions and signs that it concerns them economically now as well as in terms of the possibility of an international conflict that would destroy the governments and many people of all countries.

Aid to Underdeveloped Countries

I should now like to refer to another device of the U.S.S.R., and that is the economic device to the end that they might obtain and could obtain world domination. They have been infiltrating into countries in various parts of the world that are not yet committed to the U.S.S.R., to

the communist group, and not committed to the West. By economic penetration, by barter systems and loans and other means they are making advances in that regard. To me that might mean that they will win the victory in their search for world domination without ever firing a shot. I regard this as one of the most urgent aspects of our foreign relations and one of our major contributions to peace, the aid and assistance particularly of underdeveloped countries, and I know I speak for the Canadian Government when I say this. There are measures that are being taken—but I think they should be increased—to respond to this challenge.

With respect to Canada's role, during the past year we have continued to support the Colombo Plan and the Specialized Agencies within the United Nations. Indeed, in several instances the support has been increased as compared with the year before.

The Colombo Plan operates under the broad umbrella of an annual consultative conference. It really works out, though, that the assistance is given by bilateral arrangements between Canada and some other country, and out of these arrangements come discussions that have to do with the plans and priorities of the recipient country. There has been no suggestion on Canada's part, and I think it is wise and will be effective in the long run, of any political strings attached to the gifts.

With respect to the Colombo Plan, there are two countries that are not within the Colombo Plan but for which we have a deep concern, namely Ghana and the British West Indies. This House has been informed of the contributions that have been made to Ghana in terms of personnel and to the British West Indies also in terms of personnel. I will not take the time of the House to inform you with respect to the men who are now in those two countries, men who are particularly well qualified in their own chosen field, in order that they may assist these newly emerging countries and also help them to help themselves. The bulk of Canada's aid, however, is now under the Colombo Plan which is being directed to those parts of the world for which we have a special concern.

With respect to economic aid, I would remind the House that Canada has contributed to the establishment and the sustenance of the International Bank for Reconstruction and Development, and we would hope that agency could be strengthened. We can take pride that Canada, on a per capita basis, is the second largest contributor to United Nations Technical Assistance; but getting away from the per capita yardstick, Canada is the fifth country of the world in terms of total contributions to the United Nations in her technical assistance and relief programmes.

Hon. members may recall—I am certain that those who were members of the committee on External Affairs last session will recall—that there was much consideration given to the possibility of establishing a fund within the United Nations to be known as SUNFED. That concept as conceived at the United Nations was given up and in its place there was proposed the establishment of a special fund. This proposal was referred to a preparatory committee of the United Nations on which Canada was represented. The Economic and Social Council is now considering the report of this preparatory committee, and at the next General

Assembly the final details should be settled and a new instrument of United Nations aid achieved. Canada has indicated that it would consider making an appropriate contribution to this fund provided that the organizational arrangements are well designed and provided that there is broad support for the proposal among, particularly, the contributor nations.

During the last session information was given to the House with respect to Canada's extension of its aid in terms of flour and wheat in emergency situations.

I would go back for a moment to the West Indian contribution. I recall that a few weeks ago the hon. member for Laurier asked a question with respect to the giving by Canada of a steamship for interisland communication in the British West Indies. I intimated then that there would be a team of shipping and shipbuilding experts sent from Canada. That team has been to Port of Spain and has now returned. We expect that a report will be made in due course concerning the specifications for the new ship that Canada has undertaken to build and give to the British West Indies.

We will be holding a conference with respect to trade and economic matters within the Commonwealth at Montreal in September of this year. There will be on the agenda of that conference an item relating to the economic progress of the underdeveloped parts of the Commonwealth. I am confident that through those discussions Canada can make a further contribution in respect of those nations to which I referred, a contribution not only of capital but also in terms of technical assistance. I should not like to leave the impression that under the Colombo Plan and other systems of aid to underdeveloped countries Canada has forgotten underdeveloped countries that are not members of the Commonwealth. The most of our assistance, however, has gone to the Commonwealth countries and, as I intimated a moment ago, further thought will be given to these matters in the context of the Montreal meeting.

My foregoing remarks have to do with countering the movements of the U.S.S.R. in the economic field. Indeed it is a fact, Mr. Speaker, that the West has given more and has been giving more for a longer time to underdeveloped parts of the world than the Soviet bloc. They are paying us the compliment now of following our activities in that regard, but you may be sure that their gifts always have a political string attached to them. I do not think we should ever endeavour to counter every Soviet gesture. We should work steadily, in co-operation with the people of those countries, within their plans and priorities in our earnest desire to help them and to bring reality to their hopes. In this way we can best counter the Russian activities in this regard and we can contribute to the peace and prosperity of the world.

I eagerly look forward to this debate and to the discussion in the meetings of the Committee on External Affairs, to the end that in the formulation of its external policy and in the implementation of this policy, Canada can speak with a strong voice.

NATO Air Training Plan

ON July 19 a colourful ceremony took place at RCAF Station, Winnipeg, marking the official termination of a plan which, since 1951, has produced nearly 5,500 pilots and navigators for 10 NATO countries. Acting as personal representative of General Norstad, the Supreme Allied Commander in Europe, Air Marshall Sir Hugh Constantine (RAF), Deputy Chief of Staff for Plans and Policy at Supreme Allied Headquarters Europe, presented an illuminated scroll to the RCAF in appreciation of their contribution to the building up of NATO's air defences. Sir Hugh Constantine had this to say: "I bring you the gratitude of all of Allied Command Europe for this very important contribution to the defence of our free world and to the cause to which we of NATO are dedicated—the preservation of peace through strength."

Origin of the Plan

The NATO Air Training plan which in the early days of the North Atlantic Organization was one of Canada's major contributions to the strengthening of the Alliance, had its genesis in Article 3 of the North Atlantic Treaty which provides that the parties to the Treaty "separately and jointly, by means of continuous and effective self-help and mutual aid, will maintain and develop their individual and collective capacity to resist armed attack". It was recog-



NATO MARCHPAST

Concluding the colourful military ceremony which officially ended Canada's NATO Aircrew Training Plan at RCAF Station Winnipeg, on July 19, the NATO ensign and the RCAF Colour lead the flags of the NATO nations through a corridor of saluting guardsmen.

nized that a dangerous weakness existed in the absence of adequate numbers of properly qualified air crew to man the increasingly complex aircraft being produced for the air defences of Europe. More alarming even than this was the fact that there did not exist on the Continent adequate facilities for the training of these air crew for the next few years.

Working Together

It was in this situation that the Canadian Government offered to NATO the services of the RCAF, its training facilities across Canada and its experience gained through the operation of the Commonwealth Air Training Plan which produced over 131,500 air crew during World War II.

The Governments of Belgium, Denmark, France, Greece, Italy, the Netherlands, Norway, Portugal, Turkey and the United Kingdom have sent their young men for training in Canada under the plan. As the need to maintain the vast organization necessary for the operation of the plan has decreased special arrangements have been made, and are continuing, for the training of air crew for countries which do not maintain or have not yet developed air training facilities of their own. These include Norway, Denmark, the Netherlands and Germany.

Achievements

In welcoming and training these representatives of the air forces of her NATO allies, Canada has done more than simply contribute to NATO's air defences. In a very real sense there has been a meeting and mingling of cultures and outlooks which contribute to the development of an Atlantic community based on something far more important and enduring than a common anxiety over the strength and aggressive intentions of the Soviet Union. Here representatives of NATO countries and their hosts have learned to understand and like each other, respecting one another's points of view and gaining that knowledge of one another that makes true co-operation possible. This is taking place in Europe too where 10,000 Canadian servicemen are getting to know and to be known by their French and German hosts.

In the words of Mr. P-H. Spaak, Secretary-General of NATO, "The Canadian Air Training Programme for NATO pilots has provided a practical example of interdependence. It has materially assisted the Alliance in its efforts for collective defence for the preservation of peace and it has strengthened the bonds between the countries which form the Atlantic Community."

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Address by Prime Minister of Ghana

PRIME Minister Kwame Nkrumah, of Ghana, spent several days in Canada last month. During his visit he addressed a joint meeting of the Senate and the House of Commons, had talks with Prime Minister Diefenbaker and members of the Cabinet, visited St. Lawrence Seaway projects at Cornwall and Iroquois, Ontario, and was honoured at a civic luncheon and state banquet in Montreal.

In his address to members of the Senate and House of Commons, the Ghanaian Prime Minister said:

It is a great pleasure for me to address this august Assembly today. I wish to express the gratitude of the people of Ghana and my own appreciation for the honour your Prime Minister and his Government have done our country by inviting me to pay this visit to Canada. I wish to thank you very sincerely, Mr. Prime Minister, for the kind words with which you have just welcomed me.

The Commonwealth

We in Ghana have a strong feeling of pride in our Commonwealth membership. I had the privilege of attending the Commonwealth Prime Minister's Conference in London last year, when for the first time in history the first African state entered that great and free association of states stretching across the world. The meeting provided an invaluable opportunity for establishing personal relationships with other Prime Ministers and political leaders, and I am particularly happy that I have been able to renew my friendship with your distinguished Prime Minister, Mr. Diefenbaker, for whom I have had great admiration since my first meeting with him.

On attaining our independence we in Ghana chose to become a member of the Commonwealth of our own free will. We enjoy the same institutions of parliamentary democracy and the same climate of politics and public morality as the other members. We have the same respect for tradition and the same regard for ceremonial. We place the same value on the human individual and appreciate the dignity of restraint. We accept the sovereignty of law and the sanctity of the pledged word.

The family relationship between members of the Commonwealth which we have already experienced and which brings together countries widely differing in race, religion and social background, is an example of international association which we shall always support so long as it continues to be based on sound democratic principles and respect for the sovereignty of the member nations.

Canada is in a sense the founder of the Commonwealth, for it was in the conception of a free association between Canada and the mother country that the foundations of the Commonwealth were laid. Canada has made a great contribution to the world by the successful working of her institutions, her Government, the spectacular development of her national resources, and the constructive initiative taken in international



ON PARLIAMENT HILL

Dr. Kwame Nkrumah, Prime Minister of Ghana, who visited Canada July 19-23, inspects a Canadian Army guard of honour before entering the Parliament Building to address the members of the Senate and House of Commons.

affairs. The spirit of tolerance and mutual confidence among peoples of different racial groups that has evolved in this community is an achievement which is a shining example to all of us. Canada also serves as an invaluable link between the great North American Continent and its people and the rest of the world.

Africa and the World

We believe that Ghana, as the first truly African state to join the Commonwealth, also has a contribution to make to the enrichment of the life of the world community. Just as you in Canada have given the world the benefit of your experience and views arising out of your position on this great Continent, so we in Africa hope that we will also be able to contribute our views for the common benefit of the community of nations. We feel that through us and through other African nations a general understanding between the African Continent and the various members of the Commonwealth will be developed. We realize the great responsibilities that this position imposes on us, but we are ready and prepared to take up the challenge.

Recently we took the initiative in convening a conference of independent African states, a conference which proved to be most successful. I myself have recently returned from a tour of the capitals of the

other states which participated in the conference. We are endeavouring to establish among ourselves in Africa a fundamental unity on domestic and foreign policy which is, I think, of special significance to the role of the African nations in world affairs. We are determined to work together in the economic and cultural fields, with the object of raising the standard of life of our peoples and making a distinctive African contribution to international discussions and the achievement of world peace. We are determined that through mutual co-operation and collective leadership we free and independent African states shall not only safeguard our hard-won independence but also use all the means available to us to emancipate those of our brethren who are still under colonial rule.

I find nothing incompatible with our effectiveness as a member of the United Nations and the Commonwealth in pursuing an African objective and projecting an African personality. On the contrary I see in it great possibilities for good, because we should be able to bring to our deliberations in the United Nations and the Commonwealth a better understanding of the African point of view, and make a distinctive contribution toward reaching acceptable solutions to our many problems.

Ghana's Foreign Policy

I should like to take this opportunity to comment on certain aspects of our foreign policy. Basically the policy of our Government is one of non-alignment and positive neutrality. I have emphasized on several occasions, however, that this should not be interpreted as a purely negative neutralism. On the contrary, we will always adopt whatever positive policy will do most to safeguard our independence. We have a vested interest in peace, and we will do everything in our power to support the United Nations.

Like any other small countries we have appealed to the great powers to suspend nuclear bomb tests. We pray that progress can be made in achieving some degree of disarmament, thus permitting part of the vast resources now applied to the barren task of producing still more terrible weapons of destruction to be transferred to the constructive and hopeful task of assisting the peoples in the less developed countries to eliminate disease and poverty from their lives.

I have come to Canada at a time when great international tension has been generated by recent developments in the Middle East. The attitude of my Government to this situation was made clear in the statement issued on July 16, just before I left. We believe that any attempt to pass judgment on what has happened would at this stage simply heighten tension, and the task now is to secure a workable solution for the future. This, we suggest, could be based on three principles; the substitution of a United Nations force for the American troops now in Lebanon; the holding of free elections in that country under United Nations supervision, and the subsequent establishment of Lebanon as a free and independent state with a status of neutrality, internationally guaranteed on the analogy of Austria. As to the immediate situation, I am confident that I express the views of the leaders of the other independent African states when I say that all of us pray that the leaders of the great powers will come to an understanding which will spare us, who are not parties to their

disputes, and the rest of mankind from the unbelievable horrors of modern war. Today, so it seems to me, the fate of mankind rests in the hands of a few men. I pray that they are fully aware of their vast responsibilities.

May I say how greatly we in Ghana have been impressed and inspired by Canada's record in the field of international affairs in recent years. We feel that common sense, decency and reasonableness have invariably reinforced the admirable attitudes you have taken in the United Nations and the wise counsel which you have contributed to the Commonwealth.

One other aspect of our international relations on which I wish to touch is that of economic development. Like any other less developed country, we wish to banish disease, ignorance and poverty from our land. We realize that we can only do this in co-operation with other countries and governments. We are the world's greatest producer of cocoa, but like other one-crop countries we are at the mercy of world prices. As you know, the recession of the last year has already had disastrous political consequences quite apart from its economic effects for several of the governments of those less developed areas.

In our own case I attach the highest importance to increasing the productivity of our agriculture, and to starting the industrialization of our country. The cornerstone of our future development is the successful implementation of our great Volta river project for the production of aluminum. Here again the recession has affected our basic plans most profoundly for aluminum producers are now naturally reluctant to increase capacity. Like everyone else, I trust that this recession ends very quickly and that the expansion of the North American economy, which can so decisively affect our own hopes for the future and the hopes of all less developed countries will soon be resumed.

It is this situation which to me most vividly illustrates the community of interest and common purpose which should exist between the dollar and sterling areas on the one hand and the less developed countries on the other. The sustained development of the resources of the less developed countries would not only reduce their economic vulnerability and thus consolidate their vitally important political independence, but at the same time raw materials would continue to be produced for the more advanced industrial nations, thus ensuring the maintenance of high levels of employment and the expansion of world trade, a process which of itself is essential for the survival of the Western economies.

In recent years I believe that the common interest and identity of purpose between the wealthier nations and the less developed areas has not been adequately recognized. I hope the forthcoming Commonwealth Economic Conference will give adequate consideration to this basic truth, and in particular pay far greater attention than in the past to the political implications of economic development.

All of us in our separate ways, both as individuals and as nations, desperately seek for a world of peace where men and women may bring up their children in security and with confidence in the future. I believe that apart from general disarmament and the abolition of nuclear tests nothing could do more to achieve this hope than that all like-minded countries should gather together and co-operate in achieving sustained

and balanced economic development among themselves, thus expanding world trade and improving the common welfare of all people.

Before I conclude I should like to express the appreciation of my Government and the people of Ghana to this great country of Canada for the many manifestations of interest which you have already demonstrated in our affairs since independence, and for the very welcome assistance in a number of fields, economic, social and cultural, which we have received from you. We can best show our appreciation of this assistance by ensuring that it is used for the maximum benefit of all people.

May I thank you once again for the honour and privilege of addressing this great Assembly. I pray that this occasion will always be remembered as the beginning of an enduring friendship between Canada and Ghana, a friendship based on a common belief in the dignity of all mankind and in the right of all people to control their own affairs, dedicated to the pursuit of peace. Thank you.

Laos Commission

On July 25, the Secretary of State for External Affairs informed the House of Commons that the International Commission for Supervision and Control in Laos had been adjourned *sine die*. He stated that Canada considered that the tasks which had been assigned to the Commission in July 1954 by the Geneva Conference had come to an end, and that the Canadian Delegation to the Commission had accordingly pressed for withdrawal of the Commission from Laos.

An article reporting Canada's position with regard to the Laos Commission will appear in the September issue of "External Affairs".

Report on Law of Sea Conference

MR. Alvin Hamilton, Minister of Northern Affairs and National Resources, made the following statement in the House of Commons, July 25, 1958.

I would like to take advantage of this debate on external affairs to report to the House on Canada's participation in a very important international gathering which took place some three or four months ago . . . the International Conference on the Law of the Sea held at the European headquarters of the United Nations in Geneva between February 24 and April 28 of this year. Sometimes in our preoccupation with the high principles and great hopes of the peoples of the world for the achievement of a family of nations living at peace with one another we forget the ordinary workaday procedures of the many hundreds of delegates and representatives of various countries who work, without the bright lights of publicity upon their efforts, and yet move steadily forward in man's progress towards a more peaceful state. This report is a record of one of the more prosaic but none the less tangible steps forward made by mankind in its long and slow progress towards a peaceful civilization.

This Conference is one of the most significant of international conferences of recent years and one that has achieved far-reaching results. It is true that much more was heard of the failure of the Conference to reach agreement on the matter of fishing limits and the breadth of the territorial seas but may I remind the House and the nation that this was merely one article of 74. One hardly ever hears of the articles passed and which became part of international law, but this Conference dealt with problems which were very complex and which had a tremendous range of conflicting interests, namely those of 86 different nations. In order to achieve any sort of agreement with so much complexity and among so many nations is in itself a very substantial achievement.

It will, I know, be a source of satisfaction to hon. members on all sides of the House to learn that during the deliberations the Canadian Delegation played a leading role and its contribution, throughout the nine weeks of the Conference will long be remembered as one of the outstanding features of the Conference. A good deal of the credit for this must go to the Honourable George Drew who gave such vigorous and imaginative leadership to the Canadian Delegation and to the able and devoted team of officials who assisted Mr. Drew as members of that Delegation. During my own brief visit to Geneva I was able to observe at first hand that Mr. Drew was regarded on all sides as one of the persons playing a very major part in the Conference and one to whom the success of many of the negotiations was due.

It is worth while recalling here that the last Conference of a similar type on the Law of the Sea was held at The Hague in 1930. It was known as The Hague Codification Conference. At that time some 40 nations participated and the International Conference broke down on a single issue; the question of the breadth of the territorial sea. Twenty-eight years later with twice as many nations participating it seems rather

significant that this same obstacle to agreement did not bring the Conference to failure. The significant thing is that the participants achieved many things that went far beyond anything achieved in the whole history of international law since mankind first began to keep its history.

Specifically, the Conference produced four international conventions as well as a protocol providing for the judicial settlement of disputes. These four conventions were (1) a convention on the high seas; (2) a convention on fishing and the conservation of the living resources of the high seas; (3) a convention on the continental shelf; and (4) a convention on the territorial sea and contiguous zone. It was on April 29 that Mr. Drew signed these conventions on behalf of Canada as well as the protocol on the settlement of disputes and the final act of the Conference. I might say that Canada was the first nation to sign all six of the instruments embodying the results of the Conference. The four conventions and the protocol on the settlement of disputes are, of course, subject to ratification by the Government of Canada and will not enter into force until ratified by at least 22 nations

Background

Before dealing in more detail with the conventions and their significance to Canada it might be of interest to provide a little background on the events leading up to the Conference and the method of work adopted by the Conference. The Conference was called as a result of a resolution by the General Assembly of the United Nations on February 21, 1957—Resolution 1105X1. It grew out of the studies and recommendations made over the years by the International Law Commission of the United Nations which had been meeting since the initial formation of the United Nations in 1946. The Commission had given very intensive study to all aspects of maritime law and then produced an extremely comprehensive report. It provided for 73 articles and was a compilation of all the rules of the sea which have been adopted over the years by the various nations. These 73 recommendations or rules have two different aspects to them. On the one hand they sought to codify all existing international law where there was already in existence extensive practice, precedent and doctrine. Then, on the other hand, they were concerned with the progressive development of international law on matters such as the continental shelf that were as yet largely unregulated because 30 years ago at The Hague Conference they hardly thought of such a thing. And then, in addition, the Conference was asked by the General Assembly to consider a matter not included within the compass of the International Law Commission report the question of access to the sea by landlocked countries.

After a brief plenary session the Conference resolved itself into five committees of the whole, each of which was charged with the consideration of a group of related articles. The results of the committees' work were considered in the final plenary sessions during the last week of the Conference. The committees and the subject matter referred to each were as follows: Committee I, the territorial sea and contiguous zone, and specifically Articles 1 to 25 and Article 66 of the original I.L.C. report; Committee II, the high seas, general regime, and specifically Articles 26 to 48 and 61 to 65; Committee III, the high seas, fishing, and specifically Articles 48 to 60; Committee IV, the continental shelf, and specifically

Articles 67 to 73; and Committee V, access to the sea of landlocked countries. That was a new subject to be discussed at the Conference itself. It will be seen that the breakdown of the Conference into these five committees follows in general the subjects of the conventions I have already listed.

Agreement on Shelf

It may be of interest at this point to comment briefly on some of the results of the Conference which were of particular significance to Canada. In commenting on this I might point out that for the first time in history there is now an international agreement on the continental shelf. I mention this first because it is usually lost sight of because this subject was uneventful in terms of news coverage and as far as producing quarrels or differences is concerned.

The Continental Shelf Convention gives to the coastal state sovereign rights over the exploration and exploitation of the natural resources of the sea bed and subsoil off its coast out to a depth of 200 meters. It also provides that these rights may be exercised beyond that depth if the exploitation of the resources is a practical possibility. In the long term this agreement may have consequences of far-reaching importance to Canada in the development of underwater oil and mineral resources. It means, in effect, a very substantial addition to the potential area of Canada's natural resources. Those who have followed with interest the development of techniques in the exploration of resources know that we can drill for oil at depths of 1,500 feet under the surface of the sea.

It is not without significance that it was a proposal put forward by Canada in Committee IV that led to the adoption of the Convention on the continental shelf nor is it without significance that it was a Canadian proposal to the final plenary session that led to a prohibition against reservations to the three main substantive articles in the Convention. To have permitted these reservations might have undermined the whole purpose of the Convention. Finally, it was not without significance that it was Canada, which proposed that this Convention should enter into force when signed by 22 nations instead of 50 as proposed by another power.

High Seas Fishing

The second convention dealt with fishing and the conservation of the living resources of the high seas. The Convention on High Seas Fishing is the first such general convention regulating high seas fishing, and it accords well with Canadian interests. It recognizes the special interest of the coastal state in maintaining the productivity of the living resources of the high seas in areas adjacent to its territorial sea. It also entitles the coastal state to take part on an equal footing in any system of research or regulation for purposes of conservation in that area even though its own nationals may not carry on fishing there. To all people who understand the importance of fishing to underdeveloped countries, the significance of this particular article is self-evident. Further, it provides that when conservation measures in the high seas have been adopted by a coastal state, they must be observed by fishermen from other countries. And then finally, under emergency circumstances, coastal

states may unilaterally enact the necessary conservation measures on the high seas.

The third important feature to Canada was the question of straight base lines and bays. To those of us who live in the island portions of Canada the fact that our coastline is very irregular hardly comes to our attention but in trying to define territorial waters the sinuosity of our coastline is a matter that gives us considerable concern and therefore these regulations in this regard, as drafted and codified by this International Law of the Sea, are very important to the future of our country.

In the Convention on the territorial sea and the contiguous zone, Article 4 provides that where the coast is deeply indented the method of drawing straight base lines from headland to headland may be followed in setting the boundary of the territorial sea rather than following the sinuosities of the coastline. I think the importance of that can be realized. Thirdly, our shoreline now in so far as the territorial sea is concerned is not the line of the high water mark or the low water mark; it is a line drawn from headland to headland. This provision, which reflects the 1951 decision in the well-known Anglo-Norwegian fisheries case is of particular interest to Canada because much of our coastline is deeply indented, as I have already pointed out.

In the committee stage there was a move to impose a limitation of 15 miles on straight baselines which would have had undesirable results for us. However, action by Canada in the plenary session was successful in having this limitation removed. The Conference also adopted a provision recognizing that bays with mouths of 24 miles or less are to be regarded as internal waters. This limitation would not, of course, affect bays along coasts where the baseline system is applicable.

The fourth convention deals with the general law of the high seas. The Convention on the High Seas has perhaps less significance for Canada than the others because, in the main, it simply codifies existing international law. It provides for the first time a systematic compilation of recognized international law on a number of important matters and seeks to ensure the maximum freedom of the high seas. This applies not only to navigation but to fishing on the high seas, flying over the high seas and such activities as the laying of submarine cables and the building of pipe lines under the high seas.

Among other things, the Convention deals with such matters as the nationality of ships, safety of life at sea, the suppression of piracy and the slave trade, the right of hot pursuit in certain circumstances and the prevention of pollution of the seas by the discharge of oil or the dumping of radioactive waste. It was, Mr. Speaker, a very thorough compilation of the existing laws of the sea into a code which we now hope will be ratified by the great majority of the nations of the world.

I have referred in brief summary, Mr. Speaker, to some of the highlights of the four conventions. Now I would like to turn to the question of the breadth of the territorial sea and the related question of coastal fishing zones. It is on this subject, of course, that the publicity was given which attracted such widespread public interest. It is unfortunate in one

way that this aspect of the Conference's work reached so much public interest because it tended to obscure many of the more constructive achievements of the Conference. I would like to give some of the background of this matter of the breadth of the territorial sea to see whether we cannot make clear what the problem is and the importance of Canada's contribution so far and what we think it can be in the future.

There has been no uniform practice, Mr. Speaker, in so far as the breadth of the territorial sea is concerned. Generally speaking, the great maritime nations have accepted and enforced the three-mile territorial sea off the coasts of the various countries of the world. Many countries for many years have had breadths of the territorial sea off their countries far more than three miles. There are countries with a four-mile territorial sea; there are several with a six-mile territorial sea and there is one with a nine-mile territorial sea—that is Mexico—and the Soviet Union has a 12-mile territorial sea. Some go beyond that, even to the extent of 200 miles. This great variety of claims on the breadth of the territorial sea indicates that there is no such thing as uniformity. Generally speaking, the maritime powers have insisted on and recognized only three miles, even though there has not been any direct challenge to the countries that have territorial seas of different widths. As a matter of interest, the U.S.S.R. has a territorial sea of 12 miles, going back to the days of the Czars and it is not likely that anyone is going to challenge anything that has been in existence for over 50 years.

Having given this background, I think it is now fitting for me to point out that this problem was so complex that the International Law Commission did not make any definite recommendations to this general conference of the United Nations on this matter, but simply pointed out that 12 miles in its opinion was the maximum limit that they thought should exist. Now, for some time Canada has felt that a 12-mile limit was necessary to protect our fishing interests but we have recognized that an extension of the territorial sea to 12 miles might jeopardize the proper interests of those nations and those people who want to maintain freedom of the sea and freedom for air navigation. Therefore, our dilemma was, how could we reconcile the defence interests, freedom of the seas and the freedom of the air, which really requires a very narrow territorial sea, and the needs of our people on our coasts for some priority in harvesting the fish off their shores?

It is a matter of general knowledge, Mr. Speaker, that at the present time by Canadian law we have forbidden Canadian trawlers to fish within 12 miles of our coasts, and yet, because there is no international law, the trawlers from foreign nations can come inside our 12-mile limit and do fish in waters that the Canadian people do not allow Canadian trawlers to fish in. Quite frankly, we would like to reserve those first 12 miles off our shores for the people who cannot afford the big trawlers and who would like to make a living out of this band of water that they can get to and from with their limited resources as far as capital equipment is concerned.

Now, that was the problem that we faced at this Conference, and this goes back for several months and years. The Canadian Government proposed what became known as the Canadian proposal. This was first

put forward two years ago. Reduced to its simplest terms it was an attempt to reconcile the interests of defence, freedom of the seas and freedom of the air with the interests of the people who live in coastal states and whose living is largely dependent on the products of the sea off that coast. This Canadian proposal was very simply to have a three-mile territorial sea but to have an additional nine miles in which the coastal state would have exclusive rights for fishing. This became known in our minds at least as the three-and-nine mile proposal, three miles of territorial sea, and nine additional miles in which the littoral state would have exclusive fishing rights. At the present time under international law coastal states have certain rights in that 12-mile area with respect to sanitation, fiscal arrangements, customs arrangements and immigration and we thought we would like to extend that principle to include fishing.

I think it can be said, Mr. Speaker, that this suggestion was acceptable to Canadians generally and was supported by all political parties. During the Conference the basic conflict was between those states which have fishing interests off their own coasts and those that wish to see the widest measure of freedom to secure or to maintain fishing rights in distant waters off the coasts of other countries. The Canadian suggestion of a fishing zone in which a coastal state would have the same fishing rights as in its territorial sea was an entirely new concept and from the time of its introduction by Mr. Drew at Geneva it affected profoundly the whole course of discussion. Canada played a major role throughout the discussions and negotiations on this matter and it was not for any lack of initiative or good will on the part of Mr. Drew and the Canadian Delegation that the Canadian effort to achieve a satisfactory solution was not crowned with some success.

Here I might note that one of the most significant features of the Conference was the importance of the position taken by Canada to the newer national states. The Canadian Delegation was keenly aware of the legitimate aspirations of these newer nations which have neither traditional claims to established fishing rights in distant fishing waters nor well developed fisheries in their own offshore waters but which are looking more and more to this important source of food and income as a part of their national birthright. In plain language, Mr. Speaker, Canada took the lead among these newer national states in trying to achieve greater economic security and stability for their own people and at the same time to express the new nationalism of their people in a responsible manner. We were very keenly aware of the legitimate demands of these nations.

Our delegation enjoyed the very closest and friendliest relations with the African and Asian Delegates, particularly with the very able Delegates from our Commonwealth partners, Sir Claude Correa from Ceylon, Mr. Bing who represented the new Commonwealth nation of Ghana, Mr. Suffian from Malaya and Dr. Bhutto from Pakistan. I want to acknowledge the constructive and important contribution of the delegation from India under the leadership of Dr. Senn.

We also had occasion to work very closely with the delegation from Mexico, particularly Dr. Robles who represented that delegation on the First Committee. I should like to pay a warm tribute to Prince Wan of Thailand, the President of the Conference, to the able chairmen of the

five main committees and in particular Professor K. G. Bailey, Solicitor General of Australia, who presided over the deliberations of the First Committee which dealt with the vexing problem of the breadth of the territorial sea and fishing zone.

I should like to relate to the House, if I may, an anecdote which occurred on the Friday preceding the very tense and dramatic voting on Saturday in the second last week of the Conference when Mr. Dean made a very brilliant exposition of the United States proposal lasting for 45 or 50 minutes. The hon. Mr. Drew representing the Canadian Delegation spontaneously walked up to the podium without notes and, taking about 45 minutes, put forward in one of the most brilliant presentations the case of Canada and the smaller nations as opposed to those who had so-called traditional fishing claims in distant waters. Professor Bailey, the chairman, got up and told the assembled delegates that they would rarely see such a high standard of parliamentary presentation of argument as they had witnessed that day and the whole convention floor of delegates of 86 nations took time out to applaud these two very fine men.

It is my impression that the significance of the Canadian proposal, which was adopted by a simple majority vote of the Committee but which did not get the necessary two-thirds majority in the plenary session, was made quite evident in spite of the bitter opposition from most of the major powers. It is my impression that the majority vote accorded the Canadian proposal in committee represents the first time in any United Nations conference that an important substantive matter has passed without the support of any of the five permanent members of the Security Council. I wish the House could see the picture as I saw it with the United Kingdom, the United States, China, France and the U.S.S.R., together with all their friends over whom they have influence and exercise persuasion, massed against Canada, India, Mexico, Libya and many of the newer and younger nations reaching out for some claim to fish in the waters off their coasts. I wish hon. members could have been there to see the little nations, in spite of all the pressure of the five permanent members of the Security Council united on one side of a very important substantive issue, mustering a majority. I believe that is the first time the five permanent members have been defeated when they were on one side of an issue.

Although the Canadian proposal was rejected in the plenary session, a new concept of international law has been introduced which must surely be taken into account in any future consideration of this question. In the early stages of the Conference the United States of America supported the Canadian proposal. Later, however, the United States Delegation introduced a proposal of its own for a 6-mile territorial sea with an additional fishing zone. The fishing zone in the United States proposal, however, was not exclusive because it granted so-called traditional rights in perpetuity in the 6-mile zone.

The United Kingdom had introduced earlier a 6-mile territorial sea proposal which was in reality a 3-mile territorial sea with an additional 3-mile fishing zone. The Canadian Delegation made every effort to accommodate these two important and friendly partners. As a matter of fact, it was very much because of our concern over the defence aspects

so far as the United Kingdom and the United States were concerned that we originally introduced the proposal for a 3-mile territorial sea and 9-mile fishing zone instead of a straight 12-mile territorial sea.

It was very disappointing when first the United Kingdom and then the United States abandoned the 3-mile rule after we had made such efforts to accommodate them, and after this development the Canadian Delegation felt justified in converting its proposal into a 6-mile territorial sea with an additional 6-mile fishing zone, the form in which it received a majority in the committee vote, in an effort to reach general agreement. Therefore, Mr. Speaker, in the final analysis the central issue before the Conference was not whether there should be a fishing zone but whether it should be subject to existing traditional rights as proposed by the United States or whether it should be exclusive and without impediment as proposed by Canada.

It is quite evident that the Canadian proposal had a tremendous impact on the conference. Without this concept there would have been no hope whatever of agreement because of the basic conflict between those states interested in coastal fishing rights and those interested in maintaining the maximum freedom of the high seas. This question remains unsettled for the moment, but it has not been forgotten and is still under very active international consideration. I might point out in this connection that the Conference adopted a resolution put forward by Cuba in these words:

—to request the General Assembly to study at its thirteenth session (1953) the advisability of convening a second international conference of plenipotentiaries for further consideration of the questions left unsettled by the present conference.

It is felt in New York, Mr. Speaker, that the Canadian Delegation will press for a second conference to be held at the earliest possible date to carry on the consideration of this question. I think it is safe to assume that any solution ultimately arrived at will incorporate the Canadian fishing zone concept in one form or another. At any rate, the Canadian position remains that the concept of an exclusive fishing zone should be adopted, and our efforts will be directed to this end. Agreement on a regime of law is very important to us, and to all countries. Without it, conflict and disagreement are inevitable, with dangers to the peace and welfare of all countries.

I believe, Mr. Speaker, that agreement can be reached, and when it is achieved Canada will have played a significant part in reaching it. In closing, may I repeat that in spite of the fact that the questions of the territorial sea and the fishing zones have not yet been completely resolved, the Conference on the Law of the Sea can be regarded, both from the Canadian viewpoint and from the standpoint of strengthening international relations, as a most significant milestone.



APPOINTMENTS, TRANSFERS AND RETIREMENTS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. F. Clarke posted from the Office of the High Commissioner for Canada, Karachi, to Ottawa effective April 20, 1958.
- Mr. J. F. R. Mitchell, D.F.C., posted from the Canadian Embassy, Paris, to Ottawa, effective June 6, 1958.
- Mr. R. P. Cameron posted from the Canadian Embassy, Stockholm, to Ottawa, effective June 7, 1958.
- Mr. A. B. Roger posted from Ottawa to the Canadian Embassy, Rio de Janeiro. Arrived Rio June 27, 1958.
- Mr. J. D. Foote posted from the Canadian Consulate General, Los Angeles, to Ottawa, effective June 27, 1958.
- Miss E. P. MacCallum retired from the Canadian Diplomatic Service, effective July 1, 1958.
- Miss O. E. Hobbs posted from the Canadian Consulate, Hamburg, to the Canadian Embassy, Moscow, effective July 5, 1958.
- Mr. S. Freifeld posted from Ottawa to the Canadian Embassy, Dublin, effective July 8, 1958.
- Mr. R. L. Rogers posted from Ottawa to the Office of the High Commissioner for Canada, London, effective July 10, 1958.
- Mr. G. G. Riddell posted from the Office of the High Commissioner for Canada, London, to Ottawa, effective July 11, 1958.
- Mr. J. E. G. Hardy posted from Ottawa to the Office of the High Commissioner for Canada, London, effective July 11, 1958.
- Mr. L. H. LaVigne posted from the Canadian Embassy, Dublin, to the Office of the High Commissioner for Canada, London, effective July 14, 1958.
- Mr. G. S. Murray on loan from the Permanent Mission of Canada to the United Nations, New York, to the United Nations Secretariat, effective July 14, 1958.
- Mr. H. F. Feaver posted from the Canadian Embassy, Copenhagen, to Ottawa, effective July 17, 1958.
- Mr. W. G. M. Olivier, Canadian Commissioner, posted from the International Supervisory Commission for Laos, Vientiane, Indochina, to Ottawa, effective July 21, 1958.
- Mr. N. Haffey posted from Ottawa to the Delegation of Canada to the North Atlantic Council, Paris, effective July 22, 1958.
- Mr. G. E. Cox posted from the Office of the High Commissioner for Canada, London, to Ottawa, effective July 25, 1958.
- Mr. W. F. Stone posted from Ottawa to the Permanent Mission of Canada to the European Office of the United Nations, Geneva, effective July 30, 1958.
- Mr. W. M. Pappin has retired from the Department of External Affairs, effective July 10, 1958.

TREATY INFORMATION

Current Action

Bilateral

Denmark

Exchange of Notes between Canada and Denmark modifying the Exchange of Notes of September 22 and October 14, 1949 concerning visas.

Signed at Ottawa July 14, 1958.

Entered into force July 14, 1958.

Norway

Exchange of Notes between Canada and Norway modifying the Exchange of Notes of March 4 and 13, 1950 concerning visas.

Signed at Ottawa July 14, 1958.

Entered into force July 14, 1958.

Exchange of Notes between Canada and Norway concerning the transfer to Norway of the three Prestonian Class Frigates on loan to that country.

Signed at Oslo July 1, 1958.

Entered into force July 1, 1958.

Sweden

Exchange of Notes between Canada and Sweden modifying the Agreement of 1949 concerning visas.

Signed at Ottawa, July 14, 1958.

Entered into force, July 14, 1958.

United States of America

Exchange of Notes between Canada and the United States of America concerning aerial refueling facilities in Canadian territory.

Signed at Ottawa June 20, 1958.

Entered into force June 20, 1958.

Multilateral

The International Convention for the prevention of pollution of the sea by oil, 1954.

Signed by Canada May 12, 1954.

Canada's Instrument of Accession deposited December 19, 1956.

Entered into force July 26, 1958.

Publication

Canada Treaty Series 1957 No. 7. Agreement on the Joint Financing of certain Air Navigation Services in Greenland and the Faroe Islands. Opened for signature at Geneva September 25, 1956. Instrument of acceptance of Canada deposited January 18, 1957. In force for Canada January 18, 1957.

Canada Treaty Series 1957 No. 18. Exchange of Notes between the Government of Canada and the Government of Denmark providing for a continuation for a period of three years of Canada's NATO Air Training Programme with respect to Aircrew Trainees. Signed at Copenhagen April 17, 1957. In force April 17, 1957.

Canada Treaty Series 1957 No. 22. Convention between Canada and the United States of America further 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, as modified by the Supplementary Convention of June 12, 1950. Signed at Ottawa August 8, 1956. Instruments of ratification exchanged at Washington September 26, 1957. In force September 26, 1957.

EXTERNAL AFFAIRS



CANADA

September 1958

Vol. 10 No. 9

• **EXTERNAL AFFAIRS** is issued monthly in English and French by the Department of External Affairs, Ottawa. It provides reference material on Canada's external relations and reports on the current work and activities of the Department. Any material in this publication may be reproduced. Citation of **EXTERNAL AFFAIRS** as the source would be appreciated. Subscription rates: **ONE DOLLAR** per year (Students, **FIFTY CENTS**) post free. Remittances, payable to the Receiver General of Canada, should be sent to the Queen's Printer, Ottawa, Canada.

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Department of External Affairs
Ottawa, Canada

Authorized as Second Class Mail. Post Office Department, Ottawa.



Visit to Canada
of
H.R.H.
The Princess Margaret



From July 12 to August 11, Canadians had the pleasure of the first visit to North America of Her Royal Highness The Princess Margaret, sister to Her Majesty The Queen. The Princess, who travelled through seven of Canada's ten provinces, charmed all those who saw and met her.

Shown here are two aspects of Her Royal Highness's visit. In the top photograph, the Princess is seen with Mrs. Diefenbaker, The Prime Minister and His Excellency the Governor General of Canada before entering the Prime Minister's official residence at 24 Sussex Drive in Ottawa on August 2.

The other photograph shows the Princess during an informal moment in Banff National Park, with officers of the Royal Canadian Mounted Police and of the National Parks Service.

Canada and the United Nations

Emergency Special Session on Middle East

The first "Emergency Special Session" of the United Nations General Assembly to be held since the Suez and Hungarian crises of November 1956 took place from August 8 to August 21 of this year, in connection with the Middle East situation resulting from events in Lebanon, Jordan and Iraq. The session was called by unanimous decision of the members of the Security Council in a resolution of August 7 "taking into account that the lack of unanimity of its permanent members" at its July 18 and July 22 meetings (i.e., those at which the United States and Japanese resolutions on Lebanon, and the Soviet resolution on Lebanon and Jordan had been defeated) had "prevented it from exercising its primary responsibility for the maintenance of international peace and security".

Although resolutions for the summoning of an Assembly session had been submitted by the United States and Soviet representatives as early as July 18, these resolutions had been held in abeyance during the discussion of Premier Khrushchev's July 19 proposal for a conference of the Heads of Government of the U.S.S.R., the USA, the UK, France and India, with the participation of the United Nations Secretary-General, to discuss the Middle East. It will be recalled that after a considerable interchange of correspondence between the Soviet Union and the Western powers, the representatives of Canada and the United Kingdom had on August 1 submitted formal requests for a special Security Council meeting on August 12. This meeting was intended to initiate procedures which, in the opinion of Canada and other states, would have made possible within the framework of the United Nations the holding of useful informal consultations at a high level among the great powers and such others as might have been associated with them, to deal with not only the problems of Lebanon and Jordan, but also more deep-rooted Middle East issues. Premier Khrushchev having rejected this proposal in a statement of August 5, there was then no alternative but to proceed, as the Soviet Union thereupon proposed, with the convening within 24 hours of an emergency special session of the General Assembly. The Security Council made no attempt to define the Assembly's agenda item, which was subscribed simply as "Questions considered by the Security Council at its 838th meeting on 7 August 1958".

Auspicious Opening

The Assembly proceedings opened auspiciously on August 8 with what the Secretary of State for External Affairs described as a "helpful" and "able" statement by the United Nations Secretary-General. Mr. Hammarskjold, in the words of the Secretary of State for External Affairs to the House of Commons on August 23.

"set the tone for a constructive debate. He outlined on that occasion what he termed some of the basic needs for action in the region of the Middle East and suggested the desirability of finding a formula by which the affairs of the states of the region could be looked at very carefully and whereby they could take a more positive attitude with respect to the affairs of their neighbours.

"Second, in that introductory statement he emphasized the need of finding a formula to permit a United Nations solution to the problems of



EXCHANGING VIEWS

Mr. Sidney E. Smith, left, Secretary of State for External Affairs, is seen exchanging views with Mr. Maurice Couve de Murville, France's Minister for Foreign Affairs, at United Nations, New York.

Lebanon and Jordan. Third, he held forth on the need for a co-operative approach to the economic problems of the Arab Middle East. While he made no specific proposals, he succeeded on that occasion in drawing the attention of the 81 nations represented in the General Assembly to the important truth that the key to the problems of the region rests largely in the hands of the states of the area themselves.

"The second important contribution to the opening discussions . . . was made by the President of the United States of America. On August 13 he successfully attempted to translate some of the principles enunciated by the Secretary-General into positive proposals . . . He addressed himself in a positive fashion not only to the immediate but to the long term problems of the Middle East, and . . . insisted at all times that any remedy for the anxious situation there and any solutions to the problems must be put forward and carried out by the United Nations. He took great care to say that he was not suggesting that the United States alone should carry out these measures, but rather would promote solutions of short term and long term problems under the aegis of the United Nations . .

"The President emphasized, as did the Secretary-General on August 8, the need to recognize the right of the peoples of the Arab nations to determine their own destinies, and he stated positively that no one could ever envisage solutions to their problems which would be permanent if they were in any manner imposed on the nations of the Middle East.

"The third statement to which I should like to refer is that made by Mr. Selwyn Lloyd, the Foreign Secretary of the United Kingdom, who promptly endorsed President Eisenhower's remarks. That is the background which set the stage for the very constructive and profitable debate."

Soviet Resolution

The first formal resolution to be submitted to the Assembly was that proposed by the Foreign Minister of the Soviet Union. The following was the text:

The General Assembly,

Recognizing the necessity of adopting urgent measures for the relaxation of tension in the area of the Near and Middle East in the interests of preserving universal peace,

Recommends the Governments of the United States of America and the United Kingdom to withdraw their troops from the territory of Lebanon and Jordan without delay;

Instructs the Secretary-General to strengthen the United Nations Observation Group in Lebanon in accordance with the plan presented by the United Nations Observation Group in Lebanon in its second report, and to send an observation group to Jordan with a view to the supervision of the withdrawal of United States and United Kingdom troops from Lebanon and Jordan, and of the situation along the frontiers of those countries.

The Soviet resolution was seen from the start to have no prospect of adoption, because the majority of delegations recognized that the Assembly, as the Secretary of State for External Affairs subsequently reported to Parliament, "had been convened to do much more than simply arrange for the substitution of United Nations action for national action in Lebanon and Jordan . . . The Secretary-General would be given no opportunity to eliminate the underlying cause of tension" and the Soviet resolution "held no hope or promise for reasonable and moderate discussion in the Assembly free of propaganda of the cold war."

Task of Middle Powers

The next stage in the Assembly's deliberations was described by the Secretary of State for External Affairs in the following terms to the House of Commons on August 23:

"By reason of . . . the narrow and negative basis of the Soviet resolution, several countries wondered whether they could not offer to the General Assembly a resolution that would be more constructive . . . than the one that had been proposed by the U.S.S.R.; a resolution that would lay the ground work for a comprehensive consideration of the problems of the Middle East; a resolution that would use the Secretary-General as . . . the instrument of the United Nations in this particular field of trouble and excitement; a resolution that would lay the foundations for durable peace and stability in the area."

"So, as so often happens, it fell to certain middle powers to undertake the difficult task of devising a resolution which would seek to attain this objective, while at the same time taking into consideration the many widely divergent points of view and conflicting interests. So Canada and Norway found themselves playing a leading rôle in presenting to the General Assembly a type of resolution that would be constructive and comprehensive as compared with the essentially negative one that had been presented by Mr. Gromyko of the U.S.S.R. . . ."

"While . . . we were formulating this Canadian-Norwegian resolution there were other representatives, particularly in the Afro-Asian group, who were active in drafting their own resolution which reflected their overriding reoccupation with the question of troop withdrawal. The Norwegian and Canadian Delegations, on the other hand, were striving . . . for something much broader . . . in terms of Assembly support . . . a resolution that would enable the United Nations, through the Secretary-General and otherwise, to get at the basic roots of the Middle East problem and not to deal only with the symptoms of that situation.

"For our part we in the Canadian Delegation kept certain principles and objectives clearly before us throughout the whole period of intense negotiation . . . In the first place . . . we wanted something which would command the support of the Arabs themselves; for it seemed obvious that there could be no durable settlement in the Middle East without not only the consent of the Arab countries but their active co-operation . . .

"The second principle that the Canadian Delegation had in mind always . . . was that regional support alone . . . would not suffice without the complementary support and co-operation of the great powers, all of whom are committed in various ways in the disputes of the Middle East.

"Third, the Canadian Delegation was intent upon finding a reasonable solution satisfactory to all the principal states concerned to cover . . . the problem of troop withdrawal. This would have to be something which would give to the United Nations and particularly to the Secretary-General a central role without, however, confining the mandate to the narrow issue of troop withdrawal.

"It would at the same time—I refer to the draft resolution—we hoped create a situation by which the United Nations would be enabled to exert a benevolent and constructive influence . . . in the Middle East, through helping to establish an economic institution for the collective benefit of the Arab states and to provide perhaps an economic undergirding . . . that would make for a new and happier basis for the relations not only among themselves but with the neighbouring states in the area . . .

"We did not expect necessarily to have all these principles and objectives set forth in detail in the resolution. But what the Canadian Delegation wanted was to find a starting point from which the objective which I have endeavoured to describe here today could be pursued."

Draft Resolution

Long and arduous negotiations followed during which the draft resolution was revised no less than seven times. Finally, on August 18, the following text was introduced into the Assembly by the Deputy Foreign Minister of Norway, with Canada, Colombia, Denmark, Liberia, Panama and Paraguay as the other co-sponsors:

The General Assembly,

Having considered the item "Questions discussed at the 838th meeting of the Security Council on 7 August 1958",

Noting the declarations addressed to the President of the General Assembly of 18 August 1958 by the United States regarding United States forces now in Lebanon and their withdrawal and by the United Kingdom regarding British forces now in Jordan and their withdrawal,

Noting the Charter aim that States should "practise tolerance and live together in peace with one another as good neighbours",

A.

1. *Reaffirms* that all Member States should "refrain from any threats or acts, direct or indirect, aimed at impairing the freedom, independence or integrity of any State, or at fomenting civil strife and subverting the will of the people of any State";

2. *Calls upon* all Member States strictly to observe these obligations and to ensure that their conduct, by word and deed, in relation to the general area of the Near East, conforms to the above-mentioned policy.

B.

Requests the Secretary-General, in accordance with the Charter, forthwith to make such practical arrangements as he, in consultation with the Governments concerned, may find would adequately serve to help in upholding the purposes and principles of the Charter in relation to Lebanon and Jordan in present circumstances, having in mind Section A. of the present resolution.

C.

1. *Notes* that the Secretary-General has studies in preparation of the consideration by the thirteenth session of the General Assembly of the feasibility of establishing a stand-by United Nations Peace Force;

2. *Invites* the Secretary-General to continue his studies now under way and in this context to consult as appropriate with the Arab countries of the Near East with a view to possible assistance regarding an Arab development institution designed to further economic growth in these countries.

D.

1. *Requests* Member States to co-operate fully in carrying out this resolution;

2. *Invites* the Secretary-General to report hereunder, as appropriate, the first such report to be made not later than 30 September 1958.

Analysis by Canadian Representative

Following the Norwegian presentation of the text of the formal resolution to the Assembly, the Canadian representative, the Secretary of State for External Affairs, analyzed for the Assembly on August 19 some of the broad considerations which had guided the Canadian Delegation in its approach and which he considered should be borne in mind in reaching a decision. He started by admitting that the resolution was not ideal, and would probably not be entirely satisfactory to any one country or grouping of countries, but commented that this was perhaps inevitable—and not necessarily a weakness—when the objective was a reconciliation of conflicting interests. After stating that the active co-operation of the Arab states and the identification of all the major powers with the purposes of the resolution were essential to its fulfillment, Mr. Smith went on to remind the Assembly that there rested on all members, particularly those with direct interests in the Middle East, "a solemn obligation to exercise self-denial and restraint while our search for answers to the immediate needs . . . and for a peaceful and prosperous pattern . . . in the future are in progress."

The Minister then discussed the role to be assigned to the Secretary-General under the terms of the draft resolution, and expressed confidence in Mr. Hammarskjold's "unique qualifications to meet this new challenge." Speaking of the communications addressed to the President of the Assembly on August 18 by the United States and United Kingdom representatives regarding withdrawal of their forces from Lebanon and Jordan, Mr. Smith urged all members to "accept those letters as a renewed manifestation of their desire (i.e., that of the US and UK) and intention for an early termination to a situation which they and all of us recognize could have unfortunate consequences." He then outlined the Canadian attitude to the wider issues raised

for the United Nations by the Lebanese and Jordanian problems, in the following terms:

"The questions of principle relate to the extent to which the UN is at liberty to intervene in matters which Member States could regard as of domestic concern. I think that it will be generally agreed that the UN has neither the right nor the duty to interfere in a country to support one form of government or political party, or to prevent another form of government or political party taking its place. Similarly, the Charter would seem to confer no right or duty on this organization to promote or prevent a political union of sovereign countries which may wish to merge their separate sovereignties in a larger union or federation . . .

"But does this doctrine mean that the UN can have no interest in or answer to questions so fundamental to the original complaints which gave rise to this Assembly? It may be good international law, but is it an adequate answer to the urgent problems of policy with which the members of the international community are now confronted? It is equally good international law that a duly constituted and legally recognized government can request another government to send troops into its territory to buttress its security, and that the state so invited is at liberty, under international law, to respond to this request. To describe the response of the USA to the Lebanese government's appeal for help, and the response of the UK to that of the Government of Jordan as "agresion" is ridiculous and could make nonsense of the most central and serious provisions of the Charter. At the same time, the generalized assertion for such a right to seek and receive assistance from any government willing to give it, could greatly complicate the search for peaceful adjustments of situations that might contain a threat to the peace. These are problems of policy for which our present canons of international law do not give adequate guidance.

"Similarly, the way in which the succession to power in a state is effected may have a profound impact on the structure and sense of security of neighbouring states. A sudden and violent change of regime in one country may have repercussions which may lead neighbouring countries to feel that their external security is threatened. How can we work out a tolerable reconciliation between the principle, central to the whole conception of the UN, that each state has the right to determine for itself what its form of government shall be, with the equally important consideration that no country should have the privilege of jeopardizing the peace and security of its neighbours? These considerations must both be taken into account in attempting to formulate an appropriate UN treatment of the problems which are before the Assembly."

Mr. Smith went on to suggest to the Assembly that not all the concepts of international law or the assumptions on which the Charter is based are realized with equal fullness in all parts of the world. He continued,

"We would do well to recognize that the members of the Arab region in the Middle East may feel that they . . . are in a special relationship with one another. Their relations with one another may come under the heading of external affairs, but it is probably misleading to regard them as foreign affairs in the classical meaning which diplomacy gives the term.

Their relations with each other have been developing and evolving very rapidly. Similarly, national sentiments and aspirations are rapidly taking political and constitutional shape in what not so long ago were the non-selfgoverning parts of the British Commonwealth and Empire. In a sense, the emergence of new national governments and groupings in the Arab area represents a challenge to the imaginations and sympathy of older and longer established members of the international community in somewhat the same way as the emergence of new Asian and African Commonwealth countries has represented a challenge to the sympathy and understanding and support of older members of our Commonwealth.

"It is for reasons like these that I should be doubtful of the wisdom of any one attempting from the outside to prescribe and codify any very precise pattern for the relationships of the Arab countries *inter se*, or even for their individual or collective relationship to the . . . rest of the world . . . What is important, particularly in this transitional stage, is that we should recognize that the pattern of economic and political relationships has not reached a settled equilibrium in the Middle East any more than it has in the British Commonwealth, or for that matter, in Western Europe, where economic, social and political forces are creating new systems of international and, in some cases, supranational co-operation in forms whose ultimate shape none of us can foresee.

"While these processes, all natural enough, perhaps even inevitable, are working themselves out, our chief responsibility in the UN is to see that our thinking and that our institutions should be sufficiently flexible and realistic to accommodate themselves to the facts of change. Changes will have to come, but they must come peacefully. This much the world has a right to expect, and all our efforts . . . should be directed to this task."

The Minister then commented favourably on the provisions of the resolution regarding a United Nations standby peace force and an Arab development institution under United Nations auspices, as concepts which Canada had already endorsed in principle. He added that Canada had a third long-term objective, not to be found in the resolution, this being the hope

"that there could be laid a network of interlocking nonaggression agreements in the Middle East region which could guarantee the independence and integrity of each and all of the states of the area . . ."

Arab Resolution

As the debate on the seven-power draft resolution proceeded, there occurred among the Arab Delegations a sudden reconciliation and rallying of opinion which led on August 21 to the submission of a new draft resolution, co-sponsored by all ten Arab States (Iraq, Jordan, Lebanon, Libya, Morocco, Saudi Arabia, Sudan, Tunisia, United Arab Republic and Yemen). Its text was as follows:

The General Assembly,

Having considered the item "Question considered by the Security Council at its 838th meeting on 7 August 1958",

Noting the Charter aim that States should "practise tolerance and live together in peace with one another as good neighbours",

Noting that the Arab States have agreed in the Pact of the League of Arab States to "strengthen the close relations and numerous ties which link the Arab States, and to

support and stabilize these ties upon a basis of respect for the independence and sovereignty of these states, and to direct their efforts toward the common good of all the Arab countries, the improvement of their status, the security of their future and the realization of their aspirations and hopes”.

Desiring to relieve international tension,

A.

1. *Welcomes* the renewed assurances given by the Arab States to observe the provision of Article 8 of the Pact of the League of Arab States that “Each Member State shall respect the systems of government established in the other Member States and regard them as exclusive concerns of these States”, and that “Each shall pledge to abstain from any action calculated to change established systems of government”;

2. *Calls upon* all Member States to act strictly in accordance with the principles of mutual respect for each other's territorial integrity and sovereignty, of non-aggression, of strict non-interference in each other's internal affairs, and of equal and mutual benefit, and to ensure that their conduct by word and deed conforms to these principles;

B.

Requests the Secretary-General to make forthwith, in consultation with the Governments concerned and in accordance with the Charter, and having in mind Section A of this resolution, such practical arrangements as would adequately help in upholding the purposes and principles of the Charter in relation to Lebanon and Jordan in the present circumstances, and thereby facilitate the early withdrawal of the foreign troops from the two countries;

C.

Invites the Secretary-General to continue his studies now under way and in this context to consult as appropriate with the Arab countries of the Near East with a view to possible assistance regarding an Arab development institution designed to further economic growth in these countries;

D.

1. *Requests* Member States to co-operate fully in carrying out this resolution;

2. *Invites* the Secretary-General to report hereunder, as appropriate, the first such report to be made not later than 30 September 1958.

After the Soviet Union and co-sponsors of the seven-power draft had declared their intention not to press their respective draft resolutions to a vote, and after the representatives of all the Great Powers and many others had spoken briefly in favour, the Arab Resolution was approved by a unanimous vote of 80-0 (the delegate of one Latin American country being absent).

The Canadian View

The Secretary of State for External Affairs subsequently described the unanimous adoption of the Arab Resolution as “eminently satisfactory” and expressed the hope that this unanimity would be reflected in a co-operative attitude on the part of the states concerned. In the Canadian view, the Arab Resolution was an evolution from and fulfillment of the earlier seven-power resolution; it also seemed to hold out better prospects for peace in the Middle East by virtue of its having been proposed by the Arab States themselves, and having received the assent of all the great powers, including the Soviet Union. The preamble and Section A of the Arab Resolution correspond very closely in meaning to the last preambular paragraph and Section ‘A’ of the seven-power draft, but use “terms which are more precise and which have a more particular relevance to the Afro-Asian world” through the references to passages in the Arab League Pact and the 1955 “Bandung principles” (paraphrased in Para. A-2 of the resolution). The additional words (“and thereby facilitate the early withdrawal of foreign troops in the two countries”) in Section ‘B’ of the Arab Resolution as compared to the same section of the seven-power draft was “a more direct formula for dealing with the crucial question of troop withdrawals”, but “this formula was accepted willingly by

the United States and United Kingdom" whose representatives both made statements endorsing the resolution. The remaining portions of the two resolutions—dealing with economic plans for the area and inviting the Secretary-General to report back to the Assembly before the end of September—were identical.

The Secretary of State for External Affairs, in his address to the House of Commons on August 23, pointed out that the only feature of the seven-power resolution which failed to reappear in the Arab Resolution was the reference to the United Nations peace force. "The omission need not be regarded as significant," he said, since this item would appear on the agenda of the forthcoming regular Assembly session. The Minister continued that the matter deserved extremely careful study, but added:

"I should warn hon. members of the Committee that I was conscious of a deep division of opinion with the Assembly on this whole question of a stand-by force, a division that grew deeper and deeper during the succeeding days of the debate. There are many practical problems to be faced, not the least of which will be a decision as to who should be the final arbiter of when political or military circumstances would justify the use of a United Nations armed force. This was impressed upon me as the debate proceeded . . . It is the armed aspect, the police aspect, of any proposal that would carry with it the suggestion that it should operate under the flag of the United Nations that worries many of the nations, small and great."

The Key Role

The Minister concluded his report on the Emergency Special Session and discussion of the Arab Resolution by referring to the key role the UN Secretary-General was being called upon to play in translating into practical action the mandate he had received from the Assembly.

"In accepting that mandate the Secretary-General is adding to the already heavy burden of responsibility which he has been called upon to assume in recent weeks, and none of us should underestimate the difficulties or delicacy of the new tasks we are asking him to assume. This is related to the solution of these problems.

"The fact that his mandate is a broad one, leaving him wide discretion to consult and act on his own initiative as circumstances may require, is a tribute indeed to the confidence which the Assembly, speaking with a unanimous voice, reposes in his skill and integrity."

The Minister called upon all the states concerned to make possible by their actions the practical realization of the Secretary-General's mission and the aims of the Assembly resolution of August 21.

Commonwealth Trade and Economic Conference

THE Commonwealth Trade and Economic Conference was held in Montreal from September 15 to September 26. This was the first Commonwealth gathering of this kind to be held in Canada since the Ottawa Conference of 1932. It had been clear that the Conference could not follow the lines of the 1932 Conference. The world economic climate has changed greatly in the intervening years and so has the structure of the Commonwealth. As the Minister of Finance put it in his Budget speech on June 17, 1958:

"The world in which we live is very different from the world of 1932. The Commonwealth itself has been greatly changed since that time. In these twenty-six momentous years the Commonwealth has expanded in membership, has matured in its political relationships, and has become much broader in embracing more diverse interests. The Commonwealth trade agreements which were entered into in 1932 made an invaluable contribution to solving many of the difficulties confronting all of us at that time. The issues facing us today, however, are very different from those of 1932. They require equally energetic and imaginative solutions, but along rather different lines."

Canadian Initiative

The suggestion that the time might be opportune for a review by Commonwealth countries of their trade with one another and of their relations in the economic field generally was first advanced by the Prime Minister in London in the summer of 1957 at the time of the meeting of Commonwealth Prime Ministers. As explained to the House of Commons on October 28, 1957, it was the Prime Minister's view that

"within the Commonwealth framework a great deal more can be done than has in fact been accomplished to increase and diversify international trade and expand the means whereby Commonwealth members can assist each other's economic development."

To this end the Prime Minister invited Commonwealth Finance Ministers to hold in Canada the meeting which it is their normal practice to have annually in conjunction with the meetings of the International Monetary Fund and the International Bank for Reconstruction and Development.

Preliminary Meetings

In response to this invitation all the Finance Ministers of the Commonwealth (with the exception of New Zealand which was represented by its Minister for External Affairs) gathered at Mont Tremblant from September 28 to October 1, 1957. As a result of their deliberations they concluded that "the changing pattern in trade, production and development throughout the world presents all Commonwealth countries with new problems and new opportunities" and that there was advantage in assessing these problems and opportunities on a joint basis. Accordingly they approved and agreed to recommend to their Governments the proposal of the Canadian Government

"that a Commonwealth Trade and Economic Conference should be held at a convenient place and time in 1958".

While no precise agenda for the Conference was formulated at Mont Tremblant, it was generally agreed that the discussions might be conducted within the following framework of subjects:

- (a) the significance for Commonwealth countries of changes taking place in world trade;
- (b) measures to expand trade between Commonwealth countries;
- (c) progress towards the common objective of freer trade and payments;
- (d) the progress and direction of economic expansion in the less developed countries of the Commonwealth and the sources of capital and technical assistance that may aid in their further development;
- (e) economic and trade problems in regard to agriculture and other primary productions;
- (f) the prospects and implications, especially for Commonwealth countries, of the European Economic Community and the proposed Free Trade Area;
- (g) arrangements for continuing Commonwealth consultations on economic matters.

It was within this framework that officials were asked to undertake the detailed preparatory work for the Conference. Officials met for this purpose in London from February 11 to 13 and again from June 2 to 21, 1958. They met again from September 11 to 13 immediately before the opening of the Conference to undertake a final review of the material to be put before Ministers.

The Conference was held at the Queen Elizabeth Hotel, and was attended by Ministers from all Commonwealth countries. A number of United Kingdom colonial territories, including the West Indies, were also represented. The total number of Commonwealth representatives in attendance at the Conference, including the Conference Staff and Secretariat, was approximately 300. Mr. S. D. Pierce, Canada's Deputy High Commissioner in London, was the Secretary-General of the Conference.

The Conference considered not only trade matters but the whole compass of economic relations between Commonwealth countries and the position of the Commonwealth as a whole in the world economy. In this wider context the Conference gave close study to the problems of economic development which are of concern to a number of Commonwealth countries, particularly those which have emerged to independence within the Commonwealth in recent years.

Canada's Objectives

The objectives which the Canadian Government sought to attain at the Conference were set out by the Minister of Finance in his Budget speech on June 17, 1958, in the following terms:

"In the first place we aim to expand the opportunities for mutually profitable trade between Canada and the other countries of the Commonwealth. We hope that progress can be made in removing restrictions and discriminations which are imposed against us.

"Second, we would like to explore with our Commonwealth partners ways and means of making more rapid progress towards currency convertibility and a freer system of world trade and payments. We appreciate that this poses a complex of difficult problems. We would like to see steps taken to increase world liquidity in the means of international payments. We shall support constructive steps to promote appropriate trade and financial policies on the part of the principal creditor nations, and the development of sound relationships with the new trade groupings now being set up in Europe. All of this cannot be accomplished by the Commonwealth acting alone. But we should concert our Commonwealth efforts and in this way encourage other countries to move along parallel lines.

"Third, it is desirable to promote measures which will assist in the economic development of Commonwealth countries, particularly the newer members which are less industrially advanced, and to improve their standards of living.

"Finally, we wish to extend and deepen our Commonwealth institutions so that they can contribute more effectively to our joint economic and political strength and in all these ways, by our example and by our achievements, defeat the threatening inroads of communism."

An article on the results of the Conference will appear in a subsequent issue of "External Affairs".



Canada and the International Commission in Laos

ON July 19, 1958 the International Commission for Supervision and Control in Laos decided, by a majority vote, to adjourn *sine die*. Within a few days, members of the Indian, Canadian and Polish Delegations had left Laos; for the first time since August 1954 the Commission was no longer present on Laotian soil.

Thanks of Royal Government

The Commission received, before it left, a letter from Prince Souvanna Phouma, Prime Minister of Laos. He acknowledged the decision of the Commission to adjourn *sine die* and to make arrangements for the departure of members of the Commission, and described the decision as marking "the happy success of the mission fulfilled in Laos by the International Commission for the full implementation of the Geneva Agreement of July 21, 1954." The Prime Minister's letter went on to state "the Royal Government wishes to renew to the International Commission its sincere thanks for the efforts it put forth in order to achieve this result, in conditions which were often difficult." The letter concluded by paying tribute to the officials who had been provided by India as Chairmen of the Commission. "Their co-operation", the letter stated, "has often been valuable to the Royal Government in enabling it to fulfil the pledges which it had made at the Geneva Conference, with a view to achieving the unity of the entire Laotian population, to establishing legal orders in the Kingdom, and finally to bringing the State of Laos to a position where it could assume its role in the peaceful comity of nations in complete independence and sovereignty."

As it left Laos, therefore, the International Commission could take some satisfaction in the task which it had accomplished in Laos. It has encountered difficulties stemming from the environment in which it worked, and it inevitably had met certain disagreements among the three national delegations which composed it. However, despite these, it had completed the task assigned to it by the Geneva Powers in 1954.

Situation in Laos

At the Geneva Conference of 1954 three Cease-Fire Agreements were drawn up to bring peace to the three countries of Indochina. The main opposing forces in the Indochina war were the Communist Vietminh and the troops of the French Union. The centre of the struggle was in Vietnam, but hostilities also occurred in Laos and Cambodia. In 1949 Laos had become an independent sovereign state within the French Union. At that time most of the members of the "Lao-Issarak Movement", which had pressed for independence for a number of years returned to Laos and became members of the national community. However, the more extreme elements of the "Lao-Issarak Movement" refused to return to Laos until April 1953 when, now known as the "Pathet-Lao", they accompanied the Vietminh in the invasion of the country. Notable among their leaders was Prince Souphannouvong, related to the Royal House, who had been expelled from the "Lao-Issarak Movement" in 1949 because of his alleged Communist sympathies. The Vietminh and Pathet-Lao forces

captured about half of the Province of Sam Neua and came within a short distance of the royal capital at Luang Prabang. However, the Laotian forces rallied around their King and the invaders were turned back.

An agreement on the cessation of hostilities in Laos was reached in Geneva on July 21, 1954. It was signed on the one hand (with the agreement of the Royal Laotian Government) on behalf of the Commander-in-Chief of the French Union forces in Indochina, and on the other on behalf of the Commanders of the Fighting Units of the Pathet-Lao and the People's Army of Vietnam. The agreement provided for the withdrawal of Vietminh troops from Laos, for the re-grouping of the Fighting Units of the Pathet-Lao in the two northern provinces of Sam Neua and Phong Saly pending a political settlement; and for supervision of the Cease-Fire arrangements by the International Commission composed of representatives of India, Poland and Canada. This International Commission acted as an intermediary in negotiations between the Royal Laotian Government and the Pathet-Lao and acted to ensure the maintenance of Cease-Fire.

Agreement with Pathet-Lao

After long and strenuous negotiations the Royal Government of Laos headed by Prince Souvanna Phouma signed in November 1957 an Agreement with the Pathet-Lao, which provided for an integration of the dissidents into the national community. The Pathet-Lao organization was to become a national political party, known as the Neo Lao Haksat, with the same rights and duties as any other political party, and members of the Pathet-Lao were to recognize the authority of the King. The Agreement between the two parties also provided for the formation of a coalition government which would include two Pathet-Lao ministers. It was understood that this arrangement would provide the Pathet-Lao with representation in the government until supplementary elections could be held early in 1958, which would provide for an expanded National Assembly to take into account the requirements for increased representation as a result of the political settlement re-unifying the country.

Canadian Resolution

The Royal Laotian Government considered that the supplementary elections of May 4 constituted the political settlement which was provided for in the Cease-Fire Agreement for Laos, and accordingly informed the Commission of its view that the tasks of the Commission would be completed following these elections and that the Commission should therefore leave Laos. The Canadian Government agreed with this view and on May 8, 1958 the Canadian Delegation to the International Commission introduced a resolution calling for the dissolution of the Commission. This resolution drew attention to the various Agreements which had been reached between the Royal Government of Laos and the Pathet-Lao in November 1957 and expressed the opinion that, with the implementation of these Agreements, the political settlement envisaged by the Cease-Fire Agreement had been achieved. In view of the request which had been received from the Royal Government of Laos that the Commission should withdraw and in order that the Commission should not impose itself on a sovereign and independent Laos, the Commission should dissolve itself immediately and inform the members of the Geneva Conference accordingly.

In introducing this resolution the Canadian Commissioner pointed out that the Commission had the power to dissolve itself and was competent to assess when its tasks were completed. He went on to state that in the view of the Canadian Government it was both appropriate and desirable that the Laos Commission be dissolved.

Lengthy Negotiations

This resolution was defeated, as neither the Indian nor the Polish Delegations could agree that one of the Commissions should entirely dissolve until a settlement had also been reached in Vietnam. There followed a long period of negotiations aiming at some arrangement which would meet the positions taken by the interested parties. Throughout this period the Canadian Government remained very conscious of the rights of the Royal Government of Laos, which had fulfilled its obligations under the Cease-Fire Agreement and which was a completely independent and sovereign government. It was also recognized by the Canadian Delegation that the continuation of international agencies of this kind after their appointed tasks had been completed could only bring the whole concept of international supervision into disrepute. The Commission finally decided on July 19 by a majority vote, with the Polish Delegation dissenting, to adjourn *sine die*. In voting for adjournment the Canadian Commissioner had in mind that consultations would be necessary before any reconvening of the Commission and that, if this question arose, the Canadian Government would have regard for Laotian sovereignty.

The work of the International Commission in Laos was marked by a commendable degree of co-operation between the Canadian, Indian and Polish Delegations. The settlement between the Laotian Government and the Pathet-Lao, which in effect brought to an end the Commission activities and which re-integrated into the Kingdom the Communist-advised dissidents of the Pathet-Lao and the territory they controlled, was a notable experiment. If, as is to be hoped, it succeeds and the country is strengthened as a result, the little Kingdom of Laos will have set an example of peaceful settlement of an internal but divisive politico-military dispute in a manner worthy of emulation.

ECOSOC: 26th Session

THE Economic and Social Council (ECOSOC) held its 26th session in Geneva between July 1 and August 2, 1958.

The Economic and Social Council is responsible under the authority of the General Assembly for the economic and social activities of the United Nations. It makes or initiates studies and reports and makes recommendations on international economic, social, cultural, educational, health and related matters. It promotes respect for and observance of human rights and fundamental freedoms for all. It may call international conferences and prepare draft conventions for submission to the General Assembly on matters within its competence. Finally it co-ordinates the activities of the Specialized Agencies by means of consultation with them, and consults with non-governmental organizations concerned with matters with which it deals.

Canada is at present in the final year of its third term as a member of the Council, and will retire from membership on December 31 next. Previous terms served by Canada were from 1946 to 1948 and from 1950 to 1952. The other members are: Brazil, Chile, China, Costa Rica, Finland, France, Greece, Indonesia, Mexico, the Netherlands, Pakistan, Poland, Sudan, the Soviet Union, the United Kingdom, the United States and Yugoslavia.

Canada was honoured this year by the election of Dr. G. F. Davidson, Deputy Minister of Welfare, as President of the Council for 1958. Dr. Davidson has been associated with many aspects of the Council's work since its creation in 1945, and has been a member of several Canadian Delegations to sessions of the Council. By electing him as President this year, the Council paid tribute to the notable contribution he has made to its work, both personally and as a representative of Canada.

The Canadian Delegation to the 26th session was under the chairmanship of Mr. Wallace B. Nesbitt, Q.C., M.P., and included as alternate representatives Mr. M. H. Wershof, Permanent Representative of Canada to the European Office of the United Nations, Mr. Sidney Pollock, of the Department of Finance, and Mr. L. A. D. Stephens, of the Canadian Embassy in Bonn.

The session was in the main concerned with economic matters. It gave particular attention to the recession recently experienced in some countries and to the problem of stabilization of the prices paid for international primary commodities. It also discussed United Nations activities in the field of economic assistance to the under-developed countries; in this connection the Council's approval of the report of the Preparatory Committee on the Special Projects Fund is of particular significance. This Preparatory Committee had been established by the Twelfth Session of the General Assembly to define the fields of assistance and types of projects to be covered by the Special Projects Fund, to set out the administrative and operational machinery which the new Fund would need, and to ascertain the extent to which governments would be willing to contribute to the Fund. In its report, the Preparatory Committee recommended that the operations of the Special Projects Fund be directed towards enlarging the scope of the existing United Nations programmes of

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Suspension of Nuclear Tests

PRIME Minister Diefenbaker made the following statement in the House of Commons August 22 on the question of nuclear tests:

Today the President of the United States and the Government of the United Kingdom have issued important announcements with regard to their policy in this field.

On behalf of the Canadian Government I, and I think all hon. members, welcome unreservedly the decisions which have been reached by the United States and the United Kingdom Governments. Indeed, I hope I can speak for all shades of opinion in the House and in the country in welcoming this major development announced this day, and especially to express the satisfaction of members of this House with the statesmanlike and specific nature of the proposals made by those two countries.

The House will recall that on several occasions since I became Prime Minister I have advocated the suspension of nuclear tests, but always providing there was adequate international control to ensure the observance of the undertakings made in that connection. The principal powers now have before them the result of the technical discussions at Geneva to which Canadian scientists have made an important contribution. These powers are therefore in a favourable position to proceed on a political plane to negotiate the specific terms of an agreement which I hope will be international in effect.

The readiness of the United States and the United Kingdom Governments to suspend nuclear tests for a year is a contribution of the first magnitude toward the creation of a favourable atmosphere for negotiation. The conditions that the suspension agreement be extended year by year only if the inspection system is functioning effectively and progress continues to be made in the reaching of agreements on major substantive disarmament measures, are prudent foundations on which to build. Such understandings will provide a further incentive to creative efforts for the enlargement of mutual confidence and the assurance of the maintenance of peace, and they would emphasize the political significance of an agreement on the suspension of tests as a first step toward disarmament.

It is my profound hope that the Soviet Union will shortly indicate its readiness to enter into negotiations for the general purposes set forth in the United States and United Kingdom statements. For our part I can give unqualified assurances that to the extent that the control arrangements which may be agreed upon might be applicable to Canadian territory, we are prepared to co-operate in setting up control stations and inspection of the kind outlined in the report of the experts. Indeed, on more than one occasion Canada has agreed unreservedly to her northern areas and Arctic regions being made available for inspection in order to ensure that surprise attacks will not take place.

At the proper stage of negotiations, which we hope will soon be begun by the powers engaged in active testing programmes, the opportunity will

come to put forward our detailed views on this matter and to offer constructive suggestions with respect to the location of stations and the administration of inspection teams within Canada.

Sir, after many years of fruitless discussions on the question of disarmament, and indeed the complete breakdown of the machinery of negotiation last year, the world at last has a prospect of agreement in one specific and important field. An agreement for the suspension of nuclear tests would be significant in itself, and might conceivably represent a concrete start on the arduous process of negotiating a disarmament programme and agreements which would increase the security of all nations, diminish the danger and fear of war and lighten the burden of armaments.

I trust that in the near future a further round of talks at the expert level will be held on the problem of safeguards and the provision of the necessary means to ensure the maintenance of confidence in this connection.

What has been announced today will give new hope to all mankind. If the U.S.S.R. will now agree to enter into negotiations as suggested in the statements of the United Kingdom and the United States of America, we may this day be entering a new era for the achievement of world peace.

ECOSOC: 26th Session

(Continued from page 222)

assistance, so as to include special projects in certain basic fields, for example extensive surveys of water, mineral and potential power resources, the establishment of training institutes in public administration, statistics and technology, and of agricultural and industrial research and productivity centers. It is expected that the report of the Council on the subject of the Special Projects Fund will be approved by the General Assembly during its forthcoming session, and that the Fund will come into being early in 1959.

As mentioned above, the Economic and Social Council co-ordinates the activities of the Specialized Agencies. At session, discussions in this field led to a resolution seeking greater integration of the various programmes in existence for the peaceful utilization of atomic energy, and also to a plan that "five-year appraisals" should be drawn up by the United Nations and the major Specialized Agencies so as to bring into relief the inter-relationship of the work of the different organizations and thereby facilitate closer co-operation and, wherever feasible, concerted action.

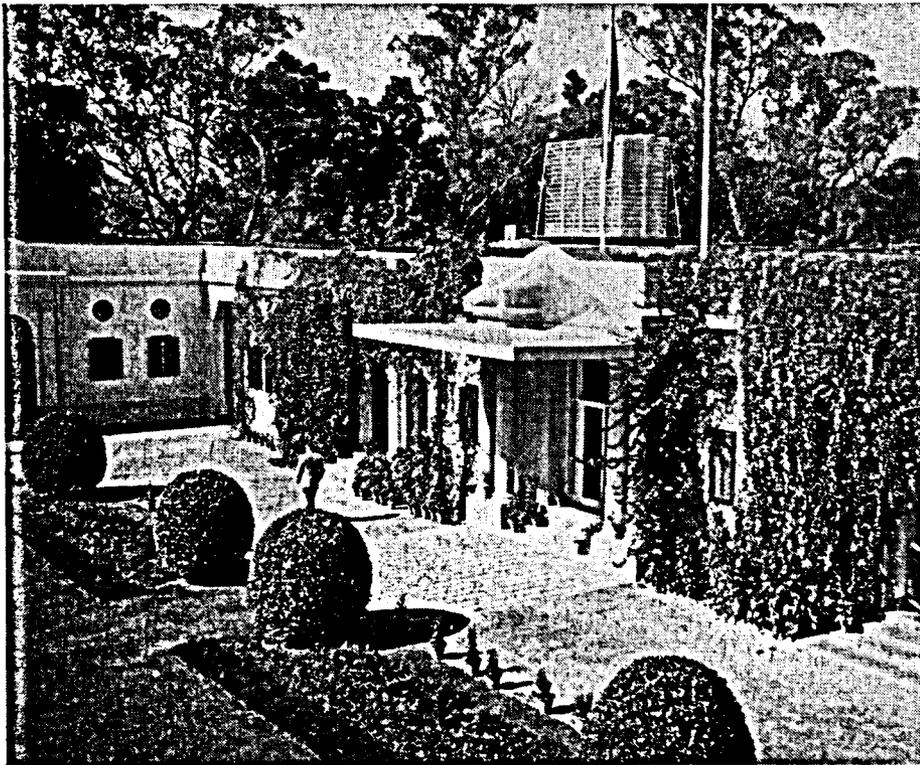
Social questions received less attention than on previous occasions. The Council, however, considered reports from its Commissions on Human Rights, on the Status of Women and on Narcotic Drugs; the Commission on Narcotic Drugs completed its task of preparing a Single Convention for the international control of narcotic drugs. The Annual Report of the United Nations High Commissioner for Refugees was also considered and a resolution seeking higher contributions to the Refugee Fund from states members of the United Nations or of the Specialized Agencies was adopted.

A more detailed account of some of the more significant decisions will be published in the October issue of the External Affairs Bulletin.

The Foreign Service Officer Competition

It is now 30 years since the first Canadian diplomatic office abroad was established with the opening of the Canadian Legation in Washington in 1927. This marked the beginning of the foreign service administered by the Department of External Affairs, for while the Department was brought into being by act of Parliament in 1909 it was not until 1927 that a Canadian diplomatic representative was accredited to a foreign government and the need arose for a small group of officers to serve as his staff.

From this modest beginning the number of the Department's diplomatic, consular and other offices abroad has increased until they now number more than 60. The Department currently administers 33 Embassies, 4 Legations, 8 Offices of High Commissioners in Commonwealth countries, 3 Permanent Delegations to international organizations (one each at the Headquarters in New York and the European Office in Geneva of the United Nations and one at NATO Headquarters in Paris), 12 consular offices and 1 mission in Berlin. In addition it has personnel serving at 3 consular offices administered by the Department of Trade and Commerce. The Department continues to provide personnel for the Supervisory Commissions in Indo-China.



Office of the High Commissioner for Canada, New Delhi, India.

During this 30-year period the number of Foreign Service Officers required to staff these missions abroad and headquarters in Ottawa has accordingly increased from 3 to the present total of more than 300.

An Annual Need

What all this means in terms of recruitment is an annual need for university graduates with a high standard of intellectual attainment and with personal qualities of flexibility and adaptability.

The factors of chief importance in the expansion of the Department and its foreign service are the following: (1) The growth in Canadian population and resources has been matched by a growth in the country's international responsibilities; (2) in an increasingly complex and inter-dependent world, where developments in one region inevitably influence developments in others, there is an increasing need for the Government to have its own sources of political and economic information abroad, and channels of communication to other governments and international organizations; (3) expanding Canadian foreign trade and investment and increased travel by Canadians in foreign countries creates additional needs for assistance to and protection of Canadian interests abroad.

It is normal practice to recruit officers at the junior level and to fill the intermediate and senior grades by promotion within the service. A substantial number of those now serving as heads of Canadian diplomatic and consular posts (Ambassadors, High Commissioners, Ministers and Consuls-General) started at the bottom and earned a series of promotions by their competence and initiative. A number of departures from this normal practice was necessitated during the period of particularly rapid expansion during and after the Second World War, when appointments to higher grades were made from the Armed Forces, other government departments and from business and professional life. For some years, however, with few exceptions, the Department has been able to fill its intermediate and senior positions by promoting experienced officers, and has followed the practice of annual recruitment at the most junior rank in the Foreign Service Officer structure, Foreign Service Officer Grade 1.

The Department is not infrequently asked how many Foreign Service Officers Grade 1 it expects to recruit in the years ahead, and to this question no precise answer can be given. The total of Foreign Service Officers to be taken in each year is largely determined by the number of vacancies in the Department's establishment, which is fixed each year by Treasury Board minute and cannot be exceeded. Only when the number of retirements, transfers to other departments, resignations and deaths is known, together with any increases in the Department's establishment which may be approved, can the number of vacancies be ascertained. It should also be noted that the Department will not necessarily fill all vacancies; it would clearly not be in the interests of the public service to do so should a competition fail to produce enough candidates with sufficiently high qualifications. Fortunately, the calibre of candidates in recent years has been such as to make this a theoretical rather than a practical problem.

What can be stated with more precision is the number of Foreign Service Officers Grade 1 entering the Department in the last few years. Since 1952 the Department has taken on between 18 and 25 successful candidates from

each annual competition. Whether or not the annual intake in future years will be as high will depend on the number of vacant positions in the establishment arising in the course of each year and on the increase of the establishment itself.

Competitive Examination

The competitive examination, which is the only avenue to appointment as Foreign Service Officer Grade 1, is conducted annually by the Civil Service Commission. In order to compete for appointment a man or woman must be under 31 years of age, a university graduate or an under-graduate in his final year of study, and be a British subject with ten years' Canadian residence. Those who take the examination while not resident in the country must have retained their contact with Canada.

The Civil Service Commission is responsible for conducting the examinations and prepares and distributes the notices giving particulars of the competitions, which are usually held in November of each year. These are displayed in post offices and Civil Service and National Employment Service offices across Canada and in Canadian Government offices abroad. In order to ensure that all interested and potential candidates are aware of the competition, the Civil Service Commission also notifies all Canadian universities, and the Department endeavours to send officers to universities to consult with students and faculty members who may be interested and to provide information about opportunities in the foreign service. Steps are also taken to bring these competitions to the attention of major universities abroad where Canadians may be studying.

The competition is divided into three phases: the written examination, the oral examination, and the assignment of a rating based on education and experience. Of the two written papers, one is prepared by officers of the Department of External Affairs in co-operation with representatives of the Civil Service Commission; the other, a multiple-choice objective examination, is drawn up by the Commission to test all university graduates who are seeking employment in any part of the public service. Candidates may write in English or French, and each is given a number, in order to preserve anonymity until the marking of the paper is completed.*

The written examination, in addition to testing the candidate's general knowledge of Canadian and international affairs, is intended to test mental and intellectual qualities, including reading comprehension. For this reason the Department regards the essay paper as an important part of each written examination. Candidates are offered a broad choice of topics and asked to write essays on two of these. (A copy of the 1957 External Affairs essay paper is appended to this article.) On occasion a précis is included. This paper provides an opportunity for candidates to demonstrate clarity of mind, logic, coherence and, of course, ability to write concisely.

No specific course of study is required. However, since one of the purposes of the written examination is to test the candidate's general knowledge of Canadian and international affairs, and the extent of his interest in these fields, it follows that candidates whose university work has dealt with some

*A booklet containing specimen questions from the objective type examination may be obtained from the Civil Service Commission, Ottawa at a cost of 25 cents.

aspect of this general area are more likely to succeed than those from other disciplines. Nevertheless the examination is so constituted that promising students from less directly related fields of study may also expect to do well in it.

A post-graduate degree is not required, though the majority of successful candidates in the past have taken at least one year of graduate studies. Those with post-graduate training and experience and a knowledge of foreign languages are given additional credits in the competition.

In the second phase of the competition those who are successful in the written examination are called before an oral board. The centres at which the oral boards sit may change from year to year, but normally the boards are convened in the main cities of Canada, and, if the number of candidates should warrant, in some of the larger cities in the United States, the United Kingdom and Western Europe. Occasionally it is more convenient, where there are only one or two candidates, to request them to appear for interview at the nearest city in which the board is sitting. The boards are normally composed of five members, including the Civil Service Commission representative who acts as chairman, two representatives from the Department (one English-speaking and the other French-speaking), and two outside members representing the universities and business respectively. In the interests of continuity and to ensure that similar selection standards are applied, an effort is made to have one or more persons common to all boards.

The function of the board is to assess the personal suitability of the candidate on the basis of his intellectual capacity, integrity, initiative, personality and appearance. To aid the board members in forming a judgment, they have before them the comments of the persons whom candidates have given as references. On the basis of the board's assessment, a mark is assigned for the second phase of the competition.

In the third phase a rating, based on any military, business and professional experience, academic training and knowledge of foreign languages, is assigned to each candidate who has been successful in the written and oral examinations.

Appointments to Department

All who obtain a sufficiently high final mark on all three phases of the competition are graded according to rank to form an eligible list which is published in the "Canada Gazette". Successful candidates who are entitled to statutory veterans' preference are automatically ranked at the top of this list, from which appointments are made to meet the requirements of the Department for new officers. Appointments are, of course, limited by the number of vacant positions on the approved Departmental establishment.

The successful candidates who accept appointments enter the Department in the late spring and summer following the completion of the competition. They enter on the understanding that they are available for service wherever the Department may require. Appointments are probationary but, after nine to twelve months of satisfactory service, promotion to temporary status is usual. If, however, an officer's work proves unsatisfactory during the probationary period his employment in the Department ceases. The normal training period in Ottawa is approximately twelve to eighteen months, after which a new officer becomes available for service abroad. During this period

the Department attempts to ensure that each officer will be employed in at least one "area" division, such as the Far Eastern or American Division, and a functional division, such as the Economic or Information Division. His tour of duty in each covers a period of three to four months. In addition to acquiring practical experience and training in the various duties performed by officers, he attends a series of lectures presented by senior officers of the Department and of other government departments, and by speakers from outside the government service. He is sent on short trips to such points of interest as the St. Lawrence Seaway, the Atomic Energy of Canada plant at Chalk River, and the National Film Board and CBC-International Service Headquarters in Montreal. The object of this training is to acquaint him with the work of the divisions and of closely related government departments, as well as to broaden his knowledge of Canada and Canadian affairs.

The chief emphasis of the system of competitive examinations is on selecting officers whose personality, academic attainments and previous experience show them to possess the qualifications to perform diverse diplomatic and consular functions. They must possess the intelligence and flexibility of mind for a job in which a wide variety of subject matter is handled; they must be able to work harmoniously with others and be readily adaptable to contrasting circumstances and conditions of work; and they must be able to exercise independent judgment and to assume increasing responsibilities.

FOREIGN SERVICE OFFICER I Department of External Affairs

1957. Time: 2½ hours

Answer any TWO questions

1. "It is not the terms of the Charter that block the development of the United Nations into a peace-enforcing authority, but the facts of international life in our age." Discuss.
2. A Canadian statesman recently declared that a *Canadian* foreign policy is not necessarily "the same as an *independent* policy". Discuss this statement in relation to Canada's membership in the Commonwealth, the United Nations and NATO.
3. "The problem of disarmament is the problem of security." Is this dictum of the 1930's still valid?
4. What would be some of the results of the application to the contemporary world of the principles of Adam Smith?
5. The guiding principle of Soviet foreign policy has sometimes been described as "all mischief short of war". How characteristic in your opinion is this of the policy of the U.S.S.R. today?
6. What features of Canadian life should a government-sponsored information and cultural programme try to project abroad?
7. Discuss "colonialism" as a factor influencing the policies of countries of East and South-east Asia.
8. Do you believe that the policies pursued by Western democracies since the Second World War bear out the statement made by Walter Lippmann that "faced with these (interdependent) choices between the hard and the soft, the normal propensity of democratic governments is to please the largest number of voters. The pressure of the electorate is normally for the soft side of the equations"?
9. What would be the views on the idea of the integration of Western Europe of any *three* of the following: Machiavelli, the Duc de Sully, Napoleon, Karl Marx, Bismarck, Woodrow Wilson?
10. Is Canada a "welfare state"? Should it be?
11. Suggest means by which international law could effectively make for a more orderly world.
12. Discuss some of the implications of industrialization of *either* the Province of Quebec *or* the four western provinces.

APPOINTMENTS, TRANSFERS AND RETIREMENTS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. H. B. M. Best joined the Office of the Secretary of State for External Affairs as Executive Assistant to the Minister, effective July 1, 1958.
- Mr. J. K. Starnes posted from the Delegation of Canada to the North Atlantic Council, Paris, to Ottawa, effective August 1, 1958.
- Mr. L. H. B. Peebles resigned from the Department of External Affairs, effective August 1, 1958.
- Mr. F. C. Finnie resigned from the Department of External Affairs, effective August 6, 1958.
- Mr. W. H. Cullen posted from the Canadian Embassy, Washington, to the Canadian Consulate General, San Francisco, effective August 6, 1958.
- Mr. V. C. Moore posted from the Canadian Embassy, Moscow, to temporary duty at the Canadian Embassy, Stockholm, effective August 8, 1958.
- Mr. A. J. Pick appointed Canadian Ambassador to Peru. Proceeded to Lima August 9, 1958.
- Miss D. Burwash posted from the Delegation of Canada to the North Atlantic Council, Paris, to Ottawa, effective August 9, 1958.
- Mr. J. P. Erichsen-Brown posted from the Canadian Legation, Warsaw, to Ottawa, effective August 10, 1958.
- Mr. T. F. M. Newton appointed Canadian Ambassador to Indonesia. Proceeded to Djakarta August 10, 1958.
- Mr. N. E. Currie, DFC, posted from Ottawa to the Permanent Mission of Canada to the United Nations, New York, effective August 13, 1958.
- Mr. G. G. J. Grondin posted from the Canadian Embassy, Mexico City, to Ottawa, effective August 14, 1958.
- Mr. J. M. Teakles posted from the Office of the High Commissioner for Canada, New Delhi, to Ottawa, effective August 14, 1958.
- Mr. K. D. McIlwraith posted from Ottawa to the Canadian Embassy, Tokyo, effective August 18, 1958.
- Mr. E. H. Gilmour posted from the International Supervisory Commissions, Indochina, to Ottawa, effective August 18, 1958.
- Mr. P. Dupuy, CMG, Canadian Ambassador to Italy, appointed Canadian Ambassador to France. Proceeded to Paris August 18, 1958.
- Mr. F. G. Ballachey posted from Ottawa to the Canadian Embassy, Stockholm, effective August 19, 1958.
- Mr. A. J. Matheson posted from the Canadian Consulate General, San Francisco, to the Canadian Embassy, Washington, effective August 22, 1958.
- Mr. T. P. Malone posted from Ottawa to the Canadian Embassy, The Hague, effective August 25, 1958.
- Mr. J. S. Nutt posted from Ottawa to the Canadian Embassy, Washington, effective August 29, 1958.
- Mr. R. M. Macdonnell, Canadian Ambassador to Cairo, posted to Ottawa effective August 30, 1958.

CURRENT UNITED NATIONS DOCUMENTS

A Selected List

- Printed Documents:
Report of the Trusteeship Council covering the work of its twenty-first and twenty-second sessions. Volume II. A/3822. N.Y., 1958. 123 p. GAOR: Thirteenth Session, Supplement No. 4.
- Annual Report of the Technical Assistance Board for 1957*. E/3080, E/TAC/REP/120. N.Y., 1958. 120 p. Ecosoc Official Records: Twenty-sixth session, Supplement No. 5.
- World Economic Survey 1957*. E/3110, ST/ECA/53. 227 p. \$2.50. Sales No.: 58.II.C.1.
- Economic Developments in the Middle East 1956-1957*. Supplement to World Economic Survey 1957. E/3116, ST/ECA/55. 163 p. \$1.75. Sales No.: 58.II.C.2.
- Resolutions of the Twenty-fifth Session (15 April - 2 May 1958) of the Economic and Social Council*. E/3123. N.Y., 1958. 9 p. Ecosoc Official Records: Twenty-fifth Session, Supplement No. 1.
- International Tax Agreements*. Volume VII. ST/ECA/SER.C/7. N.Y., 1958. 384 p. \$2.50. Sales No.: 58.XVI.1.
- Yearbook of National Accounts Statistics 1957*. N.Y., 1958. 236 p. (bil.) \$2.50. Sales No.: 58.XVII.3.
- Budget Estimates for financial year 1959 and Information Annexes*. A/3825. N.Y., 1958. 83 p. GAOR: Thirteenth Session, Supplement No. 5.
- Financial Reports and Accounts* for the period ended 31 December 1957 of the United Nations and its Trust Funds and Special Accounts. United Nations Participation in the Expanded Programme of Technical Assistance for the Economic Development of Under-developed countries, and the Technical Assistance Board Secretariat. United Nations Suez Canal Clearance Operation. Special Account of the United Nations Emergency Force and Reports of the Board of Auditors thereon. A/3826. N.Y., 1958. 54 p. GAOR: Thirteenth Session, Supplement No. 6.
- United Nations Children's Fund (UNICEF)*. Financial Report and Accounts for the year ended 31 December 1957 and Report of the Board of Auditors. A/3833. N.Y., 1958. 48 p. GAOR: Thirteenth Session, Supplement No. 6A.
- United Nations Refugee Fund*. Accounts for the year ended 31 December 1957 and Report of the Board of Auditors. A/3834. N.Y., 1958. 19 p. GAOR: Thirteenth Session, Supplement No. 6C.
- Report of the Committee on Information from Non-Self-Governing Territories*. A/3837. N.Y., 1958. 36 p. GAOR: Thirteenth Session, Supplement No. 15.
- Annual Report of the Secretary-General on the work of the Organization*, 16 June 1957 - 15 June 1958. A/3844. N.Y., 1958. 95 p. GAOR: Thirteenth Session, Supplement No. 1.
- Statistical Commission*. Report of the Tenth Session (28 April - 15 May 1958). E/3126, E/CN.3/255. 24 p. ECOSOC Official Records: Twenty-sixth Session, Supplement No. 10.
- The Future Growth of World Population*. ST/SOA/Series A/28 (Population Studies, No. 28). N.Y., 1958. 75 p. Sales No.: 58.XIII.2.
- Geological Survey and Mining Development in Europe and in the U.S.S.R.* Report of the Study Group of Geologists and Mining Engineers from Asia and the Far East, 4 August - 5 November 1955. ST/TAA/Ser.C/27. N.Y., 1958. 215 p.
- United Nations Technical Assistance Programme*. Manual on stabilized soil construction for housing. (Prepared by Robert Fitzmaurice). ST/TAA/K.2. N.Y., 1958. 125 p. \$1.25. Sales No.: 58.II.H.4.
- Special Study on Economic Conditions in Non-Self-Governing Territories*. Analyses of information transmitted to the Secretary-General (1956-1957). ST/TRI/SER.A/13. N.Y., 1958. 201 p. \$2.00.

ICJ

Pleadings, Case of Certain Norwegian Loans. France v. Norway. Vol. I. 688 p. (bil.). Sales No.: 189.

ILO

The Cost of Social Security, 1949-1954. Geneva, 1958. 201 p. \$3.00 (Eng.-Fr.-Sp.).

UNESCO

Climatology and Microclimatology. Proceedings of the Canberra Symposium. (Arid Zone Research - XI). Paris, 1958. 355 p. (bil.) \$9.50.

Teaching Abroad, No. 10, May 1958. Paris, 1958. 146 p. (bil.) \$1.00.

Buddhism and the Race Question, by G. P. Malalasekera and K. N. Jayatilleke. (The Race Question and Modern Thought). Paris, 1958. 72 p.

Proposed Programme and Budget for 1959-1960. Presented to the General Conference at its Tenth Session, Paris, November-December 1958. 10C/5 Rev. Paris, 1958. 296 p.

The Training of Journalists. A world-wide survey on the training of personnel for the mass media. (Press, Film and Radio in the World Today Series). Paris, 1958. 222 p. \$2.00.

EXTERNAL AFFAIRS



CANADA

October 1958

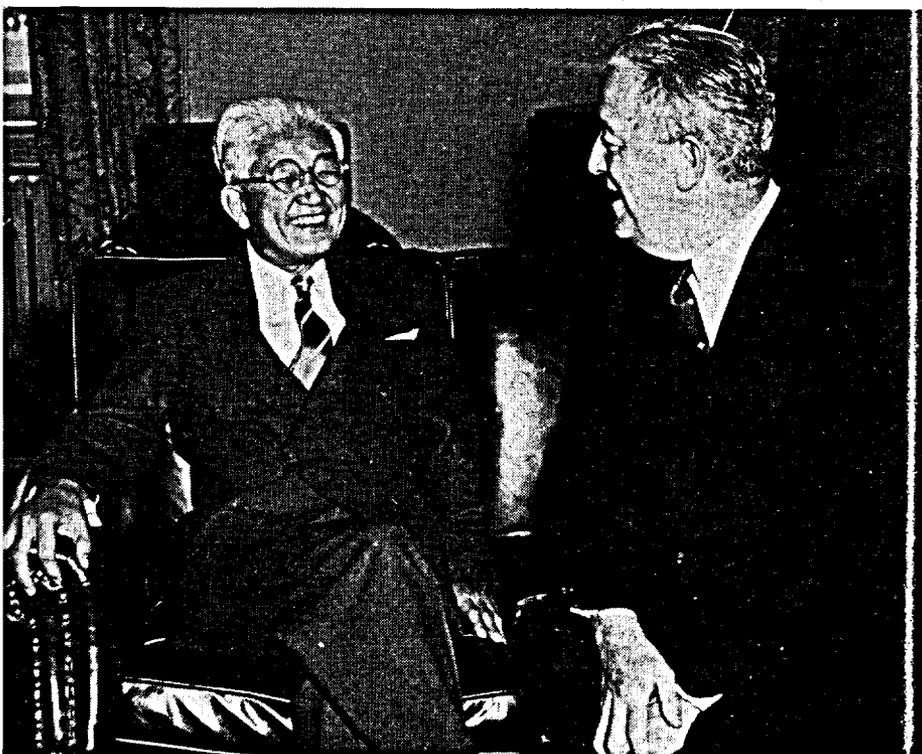
Vol. 10 No. 10

• **EXTERNAL AFFAIRS** is issued monthly in English and French by the Department of External Affairs, Ottawa. It provides reference material on Canada's external relations and reports on the current work and activities of the Department. Any material in this publication may be reproduced. Citation of **EXTERNAL AFFAIRS** as the source would be appreciated. Subscription rates: **ONE DOLLAR** per year (Students, **FIFTY CENTS**) post free. Remittances, payable to the Receiver General of Canada, should be sent to the Queen's Printer, Ottawa, Canada.

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Department of External Affairs
Ottawa, Canada

Authorized as Second Class Mail. Post Office Department, Ottawa.



VISITOR FROM JAPAN

Mr. Aiihiro Fujiyama, Japanese Minister of Foreign Affairs, paid a visit to Ottawa early in September. Mr. Fujiyama, left, chats with Mr. Sidney E. Smith, Secretary of State for External Affairs.

Commonwealth Trade and Economic Conference

The Conference was held in Montreal from September 15 to 26. It was attended by delegations from the United Kingdom, Canada, Australia, New Zealand, South Africa, India, Pakistan, Ceylon, Ghana, the Federation of Malaya, and the Federation of Rhodesia and Nyasaland. A number of colonial territories were likewise represented. These included Nigeria, The West Indies, Kenya, Tanganyika, Uganda, Sierra Leone and Hong Kong. The Canadian Minister of Finance, the Hon. Donald M. Fleming, was elected Chairman of the Conference.

The central theme evolved by the Conference was that of "an expanding Commonwealth in an expanding world". This is based on the recognition that economic progress in the Commonwealth is contingent upon economic prosperity throughout the world. It also implies that, while Commonwealth countries can take useful initiatives to increase their trade with one another and to help the less developed members of the Commonwealth family, many of the major objectives of the Conference are capable of achievement only in a context wider than that of the Commonwealth. In this connection the Conference recognized in particular the need for United States co-operation.

The following is a summary of the decisions and understandings reached at Montreal and of the position taken by Canada on some of the major issues that were discussed in the course of the Conference.

Trade

The Conference re-affirmed the common objective of freer trade and payments. It agreed on the value of the preference system and the importance of maintaining it. It looked forward to the ending of dollar discrimination as soon as possible and also agreed that discrimination between Commonwealth sources of supply by means of quantitative restrictions should be avoided. The Conference recognized that it was important for the under-developed countries of the Commonwealth to have unobstructed access to Commonwealth markets for their exports of manufactured goods. Agreement was also reached that Commonwealth countries would examine cases where it was alleged that dumped or subsidized goods were damaging the interests of other Commonwealth suppliers.

The main point of interest to Canada in the realm of trade was the endorsement the Conference gave to the early removal of dollar discrimination. This has limited Canada's access to certain Commonwealth markets and thus the fuller development of trading relations between Canada and its Commonwealth partners. Canada acknowledged the progress that had been made in this field in recent years. It was the Canadian view that the time had come for the abandonment of such discrimination as still remained. The post-war conditions which had given rise to discrimination had been superseded, and the continuance of discrimination did not appear to be in the interests of the sterling area countries themselves in that it prevented them from buying in the cheapest market.

For these reasons Canada welcomed the United Kingdom announcement that they were removing import restrictions on canned salmon, newsprint and most machinery, that they would hope to make a start next year with the removal of all remaining restrictions, and that colonial governments would also be invited to relax their restrictions on dollar imports. For its part, Canada undertook to bind against increase the British preferential rates on an important range of goods of interest to the United Kingdom. These include automobiles, trucks, buses, aircraft and diesel engines, printing presses, textile machinery, tractors and china tableware, as well as primary iron and steel products, pipes, tubes and fittings. Canada also undertook to bind against increase the special low rate of duty on mutton and lamb accorded to New Zealand and Australia.

The Conference gave rise to a valuable exchange of views on the new situation created by the more active participation of communist countries in world trade. The Canadian position, as expressed at the Conference, is that there is a case for expanding normal commercial trade with these countries and involving them in sound and stable trading relationships. Where, however, the countries of the Sino-Soviet bloc embarked on disruptive trading practices, Commonwealth countries appeared to have a clear interest in safeguarding their markets by co-operative action.

The Conference re-affirmed the need for outward-looking arrangements in Europe in the interests of expanding world trade. In subscribing to this objective, Canada made it clear that it supported the broad aims and objectives of the European countries and hoped that these would result in greater trading opportunities for all countries. Canada also underlined the great importance which it continued to attach to the undertakings given by the United Kingdom that the agricultural interests of Commonwealth countries in the United Kingdom market would be fully safeguarded.

Commodity Problems and Agriculture

On the subject of commodity price stabilization, the Conference recognized the serious problem caused by wide fluctuations in commodity prices and the need for remedial action. Accordingly Commonwealth countries agreed to participate in a commodity by commodity examination of the problem. Specifically the Conference agreed on an early examination of the problems relating to lead and zinc and on the need to strengthen the International Tin Agreement.

Canada undertook to play its full part in achieving these objectives. It agreed that the Commonwealth might be able to take useful initiatives in this field although effective solutions to the problem would clearly require the co-operation of major producing and consuming countries both inside and outside the Commonwealth. In common with Australia, Canada welcomed the intention of the United Kingdom to participate in the preparatory discussions looking toward the renewal of the International Wheat Agreement.

With respect to agriculture, the Conference recognized the obligations each country had as a producer. Subject to these, it agreed on the need to limit and progressively to reduce the level of effective protection. It also agreed that care must be taken in the disposal of surpluses not to cause harm to the legitimate interests of traditional suppliers.



COMMONWEALTH CONFERENCE DELEGATES

Leaders of delegations who attended the Commonwealth Trade and Economic Conference at Montreal in September are from left to right, seated: Mr. Morarji Desai, India; Mr. A. H. Nordmeyer, New Zealand; Mr. D. Heathcoat Amory, British Chancellor of the Exchequer; Mr. Donald Fleming, Minister of Finance for Canada; Mr. John McEwan, Australia; Mr. A. J. R. van Rhijan, South Africa; Standing: Sir Henry Lee, Federation of Malaya; Mr. Stanley de Zoysa, Ceylon; Syed Amjad Ali, Pakistan; Mr. K. A. Gbedemah, Ghana; and Mr. Donald McIntyre, Rhodesia and Nyasaland.

Canada pointed out that its own sales of agricultural products had been adversely affected by restrictions in other markets and by surplus disposals. At the same time, it was coming to be recognized that the problems inherent in agricultural trade were special and world-wide and there appeared to be a need for a collective and comprehensive review of those problems to see if national policies could not be harmonized and acceptable international rules formulated. Canada undertook to join other countries in such a review under the auspices of the General Agreement on Tariffs and Trade.

Finance

The Conference underlined the importance Commonwealth countries attach to the strength of sterling and re-affirmed the agreed objective that it should be made convertible as soon as the necessary conditions had been achieved. The Conference also endorsed the proposals that had been put forward for expanding the resources of the International Bank and the International Monetary Fund and welcomed the support that had been given to these proposals by President Eisenhower.

Canada pointed to a number of trends which appeared to support the conclusions of the Conference with respect to sterling. There was clear evidence

of recovery from the recession in the United States; the world dollar position had continued to improve; there was also a prospect of substantial additional resources becoming available to support sterling convertibility. For its part, Canada announced that it would be prepared to double its subscription to the International Bank and to increase by 50 per cent its quota in the International Monetary Fund.

Development

The Conference stressed the great importance of more rapid economic progress in the less developed countries and the need for all Commonwealth countries to co-operate in this urgent task. This would require more capital, both public and private, more technical assistance, better opportunities for education, and increased opportunities for trade. The Conference recognized the part which had been played in this field by the Colombo Plan. It also agreed that all possible steps should be taken to encourage the participation of private capital in economic development in the under-developed countries. With respect to the creation of a new Commonwealth financial institution, the Conference agreed that further joint studies should be undertaken to explore methods of mobilizing additional resources for development.

Canada announced at the Conference its intention over the next three years to increase its annual contribution to the Colombo Plan from \$35 million to \$50 million. It also announced a \$10 million programme over the next five years under which Canadian aid will be made available to The West Indies. This programme is already in the process of implementation and will include the provision of two ships for inter-island service and arrangements for technical assistance to The West Indies. Canada also made known its intention to embark upon a programme of technical assistance for Commonwealth areas in Africa. This is expected to absorb an initial sum of \$500,000 a year and will incorporate the arrangements already under way to extend technical assistance to Ghana. In addition to its normal aid programmes, Canada also undertook to continue to provide food to needy countries. With respect to the setting up of a Commonwealth financial institution, Canada agreed that the idea of a Commonwealth initiative along these lines was attractive and should be further studied, particularly in the light of other decisions that might be taken to expand the resources available for economic development in the under-developed countries.

Education

The Conference agreed in principle on the initiation of a new scheme of Commonwealth scholarships and fellowships under which 1,000 Commonwealth candidates would be studying in other Commonwealth countries at any one time. For its part, Canada agreed to contribute 100 places a year to the scheme at a cost of about \$1 million a year. The details of the scheme remain to be worked out at a special conference to be held in London next year. This conference will also look into other ways in which Commonwealth countries might expand and improve their help to one another in this field and particularly with regard to the provision of teachers.

Telecommunications

Commonwealth countries agreed in principle on the construction of a Commonwealth system of co-axial cables to provide the first round-the-world

telephone service. This proposal arose out of a report recently submitted by the Commonwealth Telecommunications Board. The Conference was confident that such a proposal would help not only to improve physical communications between Commonwealth countries but also to strengthen the ties of the Commonwealth association generally.

Consultation

The Conference endorsed the importance of the existing arrangements for Commonwealth consultation on economic matters. It agreed to co-ordinate these arrangements under the name of "Commonwealth Economic Consultative Council". It also welcomed the United Kingdom offer to make available a "Commonwealth House" in London to serve as a headquarters for the Council and its constituent bodies.

The decisions and undertakings reached at Montreal cover almost every aspect of economic relations within the Commonwealth and between the Commonwealth and the world at large. They give evidence of the spirit of close partnership by which the countries of the Commonwealth are actuated and of the "unique responsibility" which they have acknowledged "to help in fostering the progress of human society and in solving its problems".

Joint Defence Committee

Mr. Sidney E. Smith, Secretary of State for External Affairs, made the following statement in the House of Commons September 5.

Mr. Speaker, I desire to table an exchange of notes between the Canadian and United States Governments concerning the establishment of a Canada-United States Committee on Joint Defence. Hon. members will recall that the Prime Minister informed the House on July 11 of the agreement reached in the course of the visit of the President of the United States to Canada to establish a Joint Ministerial Committee with authority to consider all matters bearing on the common defence of the North American Continent. The exchange of notes which I am tabling today simply records the formal agreement of the two Governments in this matter.

The decision of the two Governments to establish such a Joint Ministerial Committee stemmed from the recognition by both Governments of the need to supplement existing channels of consultation in the defence field. It is intended that the Committee will give periodic consideration not only to the military aspects of our common defence but also to the political and economic factors bearing on defence problems.

Tasks Facing UN: Canadian View

Mr. Sidney E. Smith, Secretary of State for External Affairs, made the following address September 25 to the United Nations General Assembly:

The prime purpose of the United Nations in its present phase of development is the pursuit of peaceful settlement and peaceful change not by force but by reconciliation. In this process the general debate with which we open our proceedings each year has an important function. It provides an invaluable opportunity for broad exchange of views on the international situation and upon the specific tasks which our organization faces. In the world of today it is not surprising that these declarations of policy by nations great and small demonstrate a wide divergence of views as to the methods by which our problems might be resolved in achieving the noble aims of the Charter. This clash of policies—this urging of certain courses of action as good and the denunciation, sometimes in heated terms, of other courses of action as bad—which takes place in this forum does, I believe, serve a purpose which is far greater than the mere publication to the world of national policies of member states. This debate—this exchange of views—is a part of the process of negotiation and conciliation, a part of our efforts to ensure international peace and security.

I desire in this spirit to express to you a Canadian view on some of those matters which we have on our agenda.

The Middle East

It is only a few weeks since we met together here in special session on the Middle East. We look forward to receiving from the Secretary-General a report on the implementation of the Assembly's resolution of August 21, passed at the conclusion of that session. I do not wish to say anything which would anticipate the Secretary-General's report, but I do think that we should consider briefly what lessons, what guidance, may be derived from our recent experience in the special session in order to help us in dealing with the many topics, covering all quarters of the world, which are before us at this session.

We recall first that the Assembly which met in special session last month was a deeply divided and anxious body, many of whose members felt that their interests were vitally at stake in the proceedings. The discussion was, in general, reasoned and moderate in tone; and as we all know, the result was a resolution passed unanimously, to the credit of all member nations. There are grave subjects on our agenda now on which opinion is also deeply divided, but surely we can hope and expect that the debate on these subjects can be conducted with a similar lack of polemics and with a similarly reasoned approach. The recent special session has shown us that this is possible, and it has provided an example—I think an outstanding example—of the ability of the United Nations, in the words of the Secretary-General last year, to "serve a diplomacy of reconciliation" and, so to speak, "to blunt the edges of conflict among the nations".

The Secretary-General has defined the United Nations as being "an instrument for negotiation among, and to some extent for, governments". The passage of the Arab Resolution of August 21 was a recognition that this "instrument for negotiation" is beginning—perhaps more than beginning—to constitute a separate entity which is somewhat more than the sum of its 82 parts, something to which the nations can turn when other more traditional means of negotiation and mediation are exhausted.

The "practical arrangements" which the Secretary-General was requested to make under the terms of the resolution of August 21 to uphold the principles and purposes of the Charter may necessitate some innovation and improvisation in the development of United Nations representation appropriate to the circumstances. It is perhaps symbolic of the shift in world opinion in the face of the awful means of destruction that this latest United Nations initiative appears to foreshadow a civilian—a diplomatic and political—approach rather than a military approach on the model of some of the other bodies of the United Nations already functioning in the Middle East.

We must not, of course, be too optimistic in our assessment of the achievements of the special session. No one will draw the conclusion from the events of that session that the mere entrusting of responsibility for negotiation to a United Nations organism or official is in itself any assurance of abiding success, and we do not yet know the outcome of the protracted and very difficult negotiations which the Secretary-General has been conducting in the Middle East.

Nevertheless, the special session did produce a detente, a marked relaxation of tension. It also laid down or reaffirmed certain principles to guide the countries of the area in maintaining this detente. We must hope that the countries concerned will continue scrupulously to abide by these principles; other members of the United Nations can also encourage them to do so, by persuasion, by reassurance, by exercising restraint and by adherence themselves to the general principles outlined in the resolution, both in this and other areas of the world.

Let me emphasize this point again. It seems to my Delegation that the noteworthy fact of this United Nations endeavour to serve the cause of peace in the Middle East is this: we have seen the parties to a dispute willingly and spontaneously joining together, with the unanimous assent of the International Community, to entrust to a third party, the representative of the United Nations, a task which they had been unable, in their normal relations with one another, to accomplish. We may indeed find this a valuable precedent for future action.

The Far East

Distinguished representatives have referred to the situation in the Far East, and in our view it is both appropriate and necessary that the United Nations should pay attention to the danger that the conflict in the Taiwan Straits might spread to engulf more than the Chinese offshore islands. We should then be faced with a very serious threat indeed to the peace of the world. I record that the Canadian Prime Minister, speaking in Parliament on September 6, 1958, said that he thought that

people wanted to be assured that nothing would be left undone to prevent any action that might result in the world sliding into disaster. And he suggested that it might devolve upon the United Nations to exercise responsibility in this direction.

Well, Mr. President, I think we were all encouraged by the fact that the representatives of the United States and of the Peking Government resumed direct negotiations with one another through conversations between their ambassadors in Warsaw. We still hope very earnestly that this quarrel can be settled peacefully, rather than through a resort to force, with all its parlous consequences.

There is, of course, another side to the matter. Peace cannot be won by giving way to force—that is a lesson which has been learned at heavy cost in our times and we cannot afford to forget it. Negotiations, if they are to mean anything, must not be conducted under the duress of concurrent aggressive military actions. If, therefore, the leaders of the Peking Government wish to take advantage of the possibility of arrangements for a peaceful solution of the present dispute over disposition of the islands being made as a result of negotiations, they must be prepared to enter into an agreement to desist from the use of force. I am bound to say that such a solution would be very greatly helped by a disposition to abandon the threat of force and the techniques of force by the Nationalist Government as well. If one is to condemn the use of force, one must also condemn provocations to the use of force.

We have looked with hope, therefore, to the Warsaw negotiations to arrest the dangerous drift towards war in the Far East. If, unhappily, we should be disappointed in this, then, Mr. President, I think that we would come to the point when the United Nations must recognize the existence of a serious threat to the peace and examine in what way it could use its good offices to avert a conflagration in the Far East. Such a threat to peace cannot be ignored by the Security Council if bilateral negotiations fail. The Security Council might itself hear the views of the contending parties or it might be more appropriate in this delicate situation to make use of one or other of the various methods of seeking agreement by private discussion which the United Nations has found efficacious in the past. I doubt, however, if a contentious debate in this Chamber would be of present help in the circumstances.

The first necessity is, of course, to put a stop to the firing of guns and other warlike activities. For, so long as the islands are subjected to active blockade and its defenders convoy in their supplies against the blockade, it is obvious that even an accidental armed clash might precipitate a general conflict, even though no one desired it. Surely it is not beyond our power or our will to find the basis of a cease-fire under equitable conditions which would give some assurance that peaceful negotiation of the disposition of the islands would in fact take place.

Such steps, then, are immediately imperative. We believe also that thought must now be given by all concerned to the unravelling of the twisted situation which has produced the present crises off the China coast. A peaceful solution of the dispute over the Chinese off-shore islands could be a first encouraging step in this direction. The primary respon-

sibility for the distrust and conflict which are at the root of the trouble in Eastern Asia lies in the communist record of aggressive and arrogant behaviour towards those who are not of their persuasion—a record which can only, in small part, be excused by reference to the past sins of other imperialisms. We dare not forget the past and present activities of Chinese Communism in Korea and throughout Southern Asia. Nevertheless, the adjustments necessary for peaceful solutions require us all to examine the contributions which we on our part can make toward reconciliation.

Disarmament

The small brush fire can easily become a widespread conflagration. The point has been laboured so often that we are in danger of accepting it as a fact of life and not as something which we must avert at all cost. The sacrifice not just of sovereignty but of historic conceptions of national policy is essential if we are to move now towards disarmament. It is foolish to tarry with the argument as to whether disarmament must precede or follow the reduction of political conflicts and tensions. The fact is that we must move simultaneously along both lines.

Despite an unpromising situation at the conclusion of the twelfth session, the course of events in 1958 has been such as to encourage those governments which, like mine, hope to find greater security through an agreed programme of disarmament. The regular processes of negotiation within the United Nations were unfortunately disrupted by the refusal of the Soviet Union to participate in the work of the Disarmament Commission. We deplored that Soviet decision last year and we did so with a deeper conviction by reason of the efforts which we had made, in co-operation with other delegations, to reconstitute the Commission in a way which would warrant the approval of the vast majority of the members of the United Nations. We continue to regret that decision, not only because it has meant that no negotiations within the United Nations have taken place, but also because it was an additional illustration of the slight regard in which the Soviet Union holds the resolutions of the General Assembly. It is the hope of the Canadian Delegation that when our discussions at this session have come to an end the Soviet Union will have adopted a less intransigent position.

Notwithstanding these procedural difficulties, there have been concrete negotiations through other channels. We all take satisfaction from the fact that agreed conclusions were reached at the conference of experts who met in Geneva during July and August of this year to study the possibility of detecting violations of a possible agreement on the suspension of nuclear tests. We in Canada were pleased to be able to make some contribution to those discussions. And we have welcomed the statements of the United States, the United Kingdom and the Soviet Union that negotiations would begin on October 31 by their representatives on the suspension of nuclear weapons tests and the actual establishment of a control system on the basis of the unanimous report of the experts.

We look forward to an agreement among the three powers which have conducted nuclear tests. An agreement which would call for the implementation of a system along the lines which the experts have concluded to be feasible would directly affect many countries. Control posts

would be located on the territories of a substantial number of states in addition to the three negotiating powers. Moreover, there are questions relating to the staffing of such posts and to the availability of the information recorded by the instruments at those posts. While agreement on the terms of a suspension of tests would be of direct interest only to those states which manufacture nuclear weapons, the interests no less direct of many states are involved in aspects of the control system. We would expect that, if a basis for agreement is evolved by the three powers, suitable arrangements would be made for other governments to put forward their views with respect to the distribution and operation of the control system. It will be necessary for us, in so doing, to face the logic of the inescapable fact that these arrangements must apply to countries in Europe and Asia which do not normally participate in United Nations bodies.

The Canadian Government regards the developments which have taken place with respect to nuclear tests as an encouraging start towards a realistic programme of disarmament. We look forward to early arrangements for additional discussions on the technical plane to provide safeguards against the dangers of surprise attack. In our view the value of a technical approach to specific disarmament problems in a step-by-step programme has demonstrated its worth, and we hope that the procedure may be extended to additional subjects. Such a course would be in keeping with Resolution 1148 which the Assembly adopted last year and which specifically recommended the establishment of groups of technical experts. An obvious example of a question involving technical considerations to an important extent is the problem of ensuring that outer space is used exclusively for peaceful and scientific purposes. This is, indeed, an urgent problem, and we have before us, as a warning and a guide, our experience with the problem of nuclear weapons, the solution of which has become increasingly difficult with the passage of time.

We are encouraged that progress is being made and we are not disposed to question the procedures which have made such progress possible. It is nevertheless our view, which I am confident is shared by all delegations, that the specialized discussions which are in prospect should in some way be brought more closely within the United Nations framework—without interfering, of course, with their prospects of success.

The conference of experts in Geneva had the advantage of the services of the United Nations Secretariat and I understand that this will also be the case when the United Kingdom, the United States and the Soviet Union begin their talks on October 31 of this year. Moreover, we have before us in the form of a United Nations document the report of the experts. However, the experts attending that conference submitted their report to their respective governments and not to the United Nations. At the very least I think we should provide for the consideration by the United Nations of the results of the future talks relating to disarmament. I trust that means suited to this purpose will be agreed upon during the course of this session so that the continuing interests of the United Nations in disarmament may be formally safeguarded. Agreement among the great powers is, of course, of fundamental importance in achieving disarmament, but there is a general world interest beyond that of the major countries involved which can find expression and satisfaction only through the United Nations.

Outer Space

I have mentioned the hope of the Canadian Government that a start may be made, perhaps by means of a discussion of the technical details involved, on an effort to develop an agreement which will ensure that outer space will be used exclusively for peaceful and scientific purposes. The Canadian Government accordingly welcomes the proposal of the United States that the General Assembly should establish a committee to study the potentialities for international collaboration in the peaceful uses of outer space and to make recommendations for action by the United Nations. Last February, the Prime Minister of Canada spoke of the desirability of establishing an International Space Agency which would assure that jurisdiction in outer space would be vested in the United Nations and would ensure its use only for peaceful and scientific purposes. We have been devoting attention to the possibilities of international collaboration and we desire to share the results of our studies with any committee which the General Assembly may decide to establish.

Law of the Sea

Another subject to which I must briefly refer is the Law of the Sea. It will be recalled that, pursuant to General Assembly Resolution 1105 (XI) of February 21, 1957, eighty-six nations gathered in Geneva last February to attend the International Conference on the Law of the Sea. Very significant results indeed were reached at this Conference on a wide variety of questions. The four conventions which were drawn up by the Conference may be said to constitute a code of almost the whole range of maritime law, and stand out as one of the most notable achievements in the recent history of international law. Unfortunately, no agreement could be reached by a two-thirds majority vote of the Conference on the difficult and exceedingly important questions of the breadth of the territorial sea and of a coastal state's right to a contiguous fishing zone.

The distinguished representatives are undoubtedly aware that recent events in the North Atlantic area have dramatically if not dangerously demonstrated the great necessity of reaching agreement on a rule of law for these questions. I think that it is beyond dispute that there is, as illustrated in this area, an urgent need for the adoption by the international community of nations of a rule of law which can serve to reconcile the conflicting interests of various states and which can command the respect of all nations. The present situation regarding the Law of the Sea cannot be allowed to deteriorate further.

At Geneva, the Canadian Delegation put forward a proposal which in its final form would have given states the right to fix their territorial sea up to six miles and a fishing zone contiguous to its territorial sea extending twelve miles from the baselines from which the territorial sea is measured, in which zone the coastal state would have the same rights in respect of fishing as it has in the territorial sea. Believing as we do that extension of the territorial sea should be curtailed as much as possible in the interest of the freedom of sea and air navigation, we considered that this proposal would meet the growing concern among coastal states for their off-shore fisheries and at the same time obviate the need to extend the territorial sea. It is the goal of the Canadian Government to see such a clear and easily applied formula established as a rule of law.

One of the items on the agenda at this session of the Assembly will be the question of the advisability of convening a second international conference of plenipotentiaries to deal with these matters left unsettled at Geneva. My Delegation is convinced that the international community of nations can reach a satisfactory solution on the questions of the breadth of the territorial sea and of fishing rights in the contiguous zone. We believe that the best way to do this is by convening a new international conference at which all members of the United Nations and its Specialized Agencies may attend. The convening of such a conference cannot be delayed if we are to stop the situation from steadily worsening. As representative of a country whose motto reads "a mari usque ad mare" and which is confined by three vast oceans—on the east, west and north—I can say that Canada is deeply concerned with the present situation and attaches extreme importance to the early solution of these questions. The Canadian Delegation therefore intends to give its full support to the convening of a new international conference at the very earliest practicable date.

UN Peace Machinery

In the course of our deliberations here we will consider an item proposed by the Secretary-General on the experience of the United Nations Emergency Force and the lessons which might be derived therefrom for future United Nations policy. We shall consider with great interest the views of our Secretary-General, whose remarkable accomplishments in this field inspire in us such great respect. He has been a great pioneer himself, and I hope that action by us on the basis of his comments or recommendations may enable us to give him more adequate support when we call on him again, as I am sure we shall.

Members of this organization are aware that Canada has consistently supported UNEF. We have supported and advocated the maintenance of UNEF because it has been effective and we are confident that as constituted it will continue to be effective. A glance at the figures regarding incidents which are contained in the Secretary-General's report on UNEF of August 26, 1958, illustrate my point. Not only has the Force been able to prevent a resurgence of violence and bloodshed along the armistice demarcation line, but by so doing it has, we are convinced, contributed toward what we hope will be a steady improvement of the political atmosphere to the point at which fruitful efforts can be made to reach a durable settlement of problems in the area.

Canada would welcome a renewed effort in the direction of more permanent and effective arrangements to meet the requirements of the United Nations. I do not suggest that our summary study in connection with the Secretary-General's report should necessarily constitute the basis for the creation of a permanent United Nations Force of the UNEF type. Clearly the employment of a UNEF would not be appropriate in every conceivable emergency situation. However, we think the experience derived from UNEF should serve as a starting point and a useful guide to the drawing up of a blueprint for effective United Nations action to meet various future contingencies. We realize that these contingencies are many and varied and that it is not simple or even perhaps desirable to try and specify them.

It is just as important in our view to study the precedents set for us by those United Nations emergency agencies, none of which could be described as a force. While in certain circumstances something of the proportions of UNEF may be required, it is often better to make use of the truce-supervision type of body or something along the line of United Nations Observation Group in Lebanon. We Canadians have also had a good deal of experience in these agencies both under United Nations auspices and in the International Supervisory Commissions in Indochina and we believe firmly in their effectiveness under proper conditions. It is worthy of note that the officers of the Commissions in Indochina have now completed four years of collaboration with the authorities of the countries in that area in maintaining an international armistice agreement, and they have done so without carrying arms of any kind. The moral authority of an international commission, carrying with it the sanction of the international community, should not be underestimated.

The need for flexibility in our approach to breaches of the peace is made all the more necessary by the complexity and delicacy of the issues which so often confront us. The despatch of armed forces under a United Nations banner is by no means always the best method of dealing with situations in which internal and external forces are engaged simultaneously.

There can be no question as to the interest of the United Nations in preventing any outbreak of violence which may affect international peace and security. There are very grave questions as to how far it may be appropriate or expedient in particular cases for the United Nations to intervene, even in order to prevent a disturbance of the international peace, by measures of force which are not directed against an aggressor, but against one or other of the parties to an armed conflict which is in the nature of a civil war.

The United Nations has no responsibility to maintain by force the established authority of any regime against its people or to prevent an established regime from putting down rebellion. We cannot go so far as to say that all force in cases of civil conflict is illegal and expect the United Nations to maintain the status quo in every individual country through the world. Clearly, it is equally wrong to suggest that if the regime in power in any country is changed by force from within, that the United Nations should intervene to protect the newly established authority against the old. Nobody contemplates the assumption by the United Nations of any such responsibility and it would be generally expected that no United Nations force or measures of force should be utilized either to aid or to quell internal rebellion. But when a civil conflict develops in such a way that other nations become directly involved, or threaten to intervene and the international peace is in danger, this great organization cannot be unconcerned. There is room then in such cases for the exercise of good offices, for efforts of mediation and conciliation and perhaps indeed, with the consent of the countries concerned, for the establishment on their territories of some United Nations force or body as a safeguard for the international peace, and to preserve the integrity of a nation from outside aggression. I emphasize that this must be with

the consent of the countries concerned because the Soviet representative has attempted to distort our intentions. My country would not be a party to an effort to impose any kind of international police force on the countries of the Middle East or elsewhere. We think the widespread use of the term "international police force" in this connection is perhaps unfortunate. The role of the United Nations is to assist member states to find peace. It could not even if it would impose its will upon them in this form.

We have failed to put into effect the provisions of Article 43 of the Charter, under which it was envisaged that the United Nations would have adequate force to intervene in any case of a threat to the peace, breach of the peace, or act of aggression, and take effective measures to maintain or restore international peace and security. There is no immediate prospect of our reaching agreement on the provision for the United Nations of forces available to act against any country which the United Nations should declare to be an aggressor. We can earnestly hope and pray that the need for them will never arise. In the meantime, we need not fail in more modest efforts to provide less complicated machinery which could take the action necessary to prevent small wars from developing, or to maintain and supervise a peace which has been established. The success which has been achieved by the United Nations Emergency Force and by various observer groups established by the United Nations point to the need of further development of machinery of this kind in order to help the United Nations to discharge its responsibilities.

The increasing importance of the peace-making activities which I have mentioned emphasizes the role of the smaller powers in the United Nations. The assumption of greater responsibility is perhaps good for the souls of the middle powers. It has been all too easy for us to belabour the great powers and find in their sins the causes of all our trouble. It is not infrequently the irresponsibility of a lesser power which has involved the United Nations in a crisis, and we should bear in mind that such irresponsibility inevitably encourages the great powers to assume greater authority. The lesser powers are not wiser or more virtuous just because they are smaller. Nevertheless, our lack of the capacity for global aggression and our limited involvement in world affairs do give us the chance to play a peace-making role which is denied by circumstances to the great powers. This represents to some extent a shift in the nature of the United Nations as envisaged by its founders. The Charter was based upon the principle of collaboration among the great powers to keep the peace. If this basis is not as yet possible, then it is up to the lesser powers to do what they can in the meantime. We should then be in a sounder position to warn the great powers that the United Nations was not established as a forum in which they could play the game of power politics, and that the lesser powers have roles other than that of pawns in a cold war.

I take this opportunity to pledge the intention of Canada to contribute as can be reasonably required of us to work for peace through the United Nations.

Prime Minister's Tour

The Prime Minister announced on August 28 that he would be making a world tour, between the end of October and the middle of December, which would take him to a number of Commonwealth countries.

In making the announcement Mr. Diefenbaker spoke of his high regard for Canada's association with "the far-flung family of vigorous, forward-looking and freedom-loving countries which comprise the Commonwealth". It was his wish, he said, to visit as many of the Commonwealth countries as possible, "so as thereby to become better acquainted with their leaders and peoples and perhaps to make some contribution to peace in the strengthening of those spiritual bonds, invisible but most significant, that bind us together".

Mr. Diefenbaker said he regretted that time would not permit him on this journey to visit all the Commonwealth countries. He mentioned in particular that he would have to omit any visits on the continent of Africa.

Since the original announcement, plans have been drawn up and the Prime Minister's detailed itinerary is beginning to take shape. He will be accompanied by Mrs. Diefenbaker, and they will travel by RCAF C-5, together with a small party of officials.

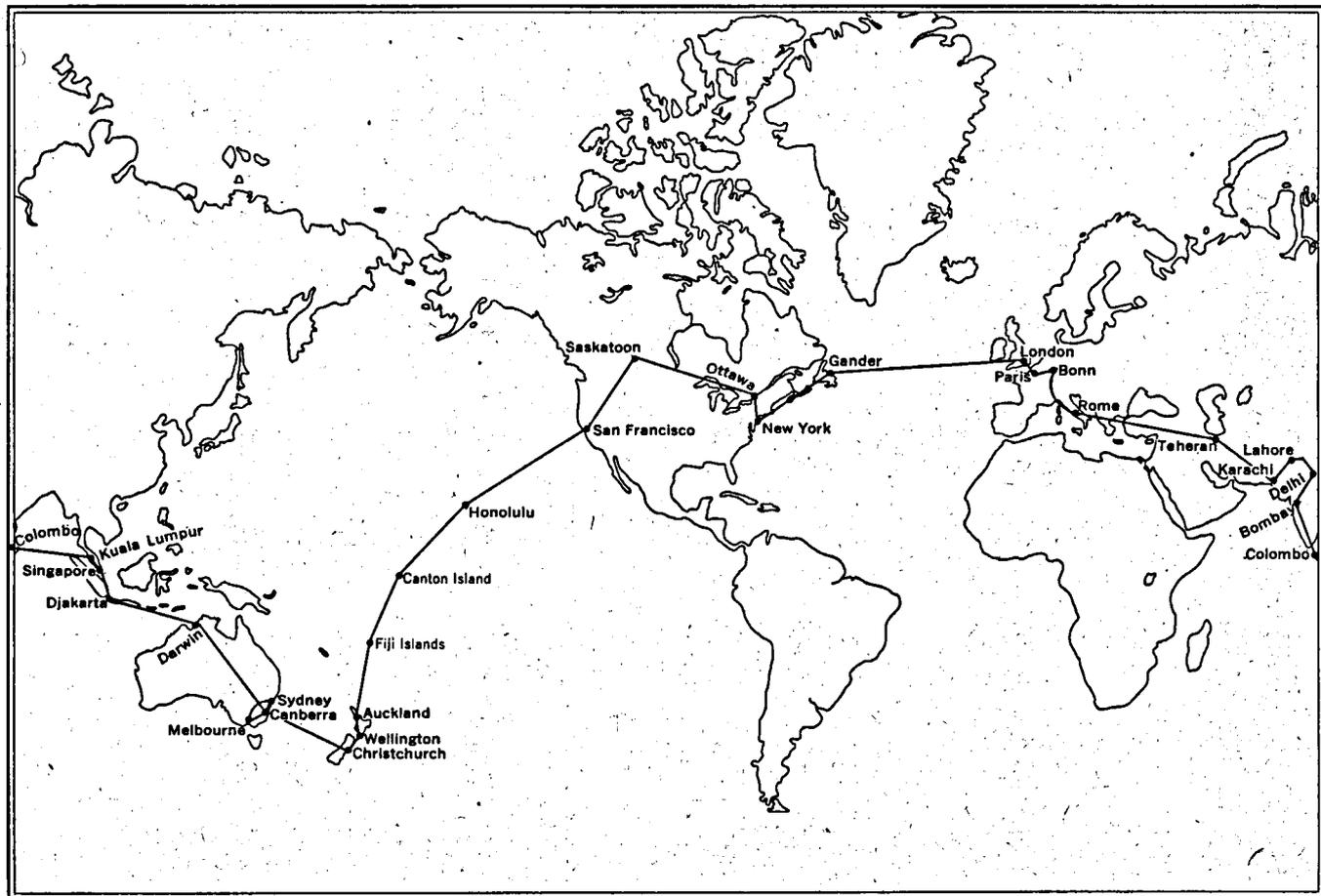
European Visit

The first stop will be London, from October 30 to November 4. Mr. and Mrs. Diefenbaker will be received at lunch by her Majesty the Queen and His Royal Highness Prince Philip, and they will have dinner at No. 10 Downing Street. Mr. Diefenbaker will have talks with Prime Minister Macmillan and other members of the United Kingdom cabinet. It is expected that Mr. Diefenbaker will make one major speech in the United Kingdom, at a meeting of the Commonwealth and Empire Industries Association in the Royal Albert Hall, which will also be attended by Prime Minister Macmillan and Opposition Leader Gaitskell. Mr. and Mrs. Diefenbaker will spend the weekend of November 1 and 2 privately in Scotland. On November 3, the Prime Minister will be honoured at a luncheon given by the City of London in the Mansion House.

From London, the Prime Minister's party will fly to the continent to spend a few days. This will enable the Prime Minister to pay an official visit to the Federal German Republic, and to visit Canadian forces in Europe. He will also take advantage of his presence on the continent to have brief meetings with Premier de Gaulle in France and Prime Minister Fanfani in Italy.

The itinerary calls for the Prime Minister to spend November 5 in Paris, and November 6 at the Royal Canadian Air Force Station at Grostenquin. The official visit to the Federal German Republic will take Mr. Diefenbaker to Bonn for November 7 and 8 for meetings with Chancellor Adenauer and other German ministers. Mr. and Mrs. Diefenbaker will spend Sunday November 9 privately in Germany, and will visit the Canadian Army Brigade Group at Soest November 10. It is expected that the Prime Minister will break his journey to Rome on November 11 to observe Remembrance Day at the RCAF Station in Marville, France. He will remain in Rome until the evening of November 12.

Prime Minister's Commonwealth Tour, 1958



Itinerary in Asia

The Prime Minister's party is scheduled to arrive in Karachi on the evening of November 13, and the next two days will be occupied by a round of official functions in the capital of Pakistan, and talks with Government leaders. Mr. Diefenbaker plans also to visit Lahore and Peshawar and will journey to the Khyber Pass and to the large Warsak Project near Peshawar, where many Canadians are employed.

The next stop will be in India, where Mr. Diefenbaker and his party will remain from November 18 until November 23. Once again the first two days of the visit will be occupied with official calls, which will include talks with Prime Minister Nehru. The balance of the programme in India has not yet been made final, but it is expected that the party will visit Agra and possibly other centres.

Similar visits, of a slightly shorter duration, will be made in Ceylon from November 24 to 26, and in the Federation of Malaya between November 27 and November 30. Mr. Diefenbaker will have talks with the Prime Minister of Ceylon, Mr. Bandaranaike, and with the Malayan Prime Minister, Tunku Abdul Rahman.

Mr. and Mrs. Diefenbaker will spend Monday, December 1, in Singapore as guests of the Governor of the Colony before flying to Australia. Enroute the aircraft will make a two-hour re-fuelling stop at Djakarta in Indonesia on December 2, and Mr. Diefenbaker hopes to see President Sukarno and other Indonesian leaders at the airport.

Other Visits

The Australian visit from December 3 to December 7 will commence in Canberra, where the Prime Minister will meet and have talks with Prime Minister Menzies. He will spend December 5 in Melbourne and December 6 in Sydney.

The Prime Minister's party will remain in New Zealand from December 8 to December 14. Mr. Diefenbaker will visit Christchurch and Dunedin, before arriving in Wellington. After meetings with Prime Minister Nash and other leaders in Wellington on December 9 and 10, Mr. Diefenbaker hopes to spend a three-day holiday at the famous fishing centre of Lake Taupo in the North Island. The party will leave Auckland on December 15 and fly, by way of Fiji, Canton Island, Honolulu and San Francisco, to Saskatoon. There will be a one-day rest stop at Honolulu. The party will be back in Canada on the evening of December 17.



1000th COLOMBO PLAN TRAINEE

Mr. Mohammed Saeed, of Pakistan, the 1000th trainee to come to Canada under the Colombo Plan Technical Assistance Programme, received a commemorative scroll September 29 from the Acting Prime Minister, Mr. G. R. Parkes, VC. Canada welcomed its first Colombo Plan trainee in 1951.

Co-ordination in the Economic and Social Council

THE Charter of the United Nations provides that the Economic and Social Council shall have responsibility for bringing the various inter-governmental organizations engaged in the economic, social, educational, health and allied fields into relationship with the United Nations as "Specialized Agencies". It also provides that the Council shall be responsible for co-ordinating the activities of these agencies through consultations with and recommendations to them, and through recommendations to the General Assembly and the members of the United Nations.

To assist in meeting its obligations, the Economic and Social Council has created a subsidiary organ, the Co-ordination Committee, to deal with those questions which are relevant to its co-ordination duties. Drawing on the various secretariats it has also created a counterpart to this organ, the Administrative Committee on Co-ordination, composed of the Secretary-General of the United Nations and the executive heads of those Specialized Agencies which are occupied in the economic and social fields: the International Labour Organization, the Food and Agriculture Organization, the United Nations Educational, Scientific and Cultural Organization, the World Health Organization, the International Civil Aviation Organization, the Universal Postal Union, the International Telecommunications Union, and the World Meteorological Organization. The Administrative Committee on Co-ordination prepares annually a "Catalogue of Economic and Social Projects" indicating work planned or already undertaken by the United Nations and the Specialized Agencies. The "Catalogue" as well as the annual reports of the above mentioned Specialized Agencies are reviewed each year in the exercise known as "General Review" by ECOSOC's Co-ordination Committee, which recommends orders of priority in the various programmes. Projects which, in the judgment of the Committee, are not of practical value or demonstrable urgency are suggested for elimination or deferment. Projects which receive the Committee's concurrence are inter-related when such correlation is possible, with the aim of eliminating overlapping or duplication. Whenever it seems to be called for, the collaboration of two or more agencies is sought in a concerted action on a particular undertaking or area of activity. The results obtained in the past through such concentration of resources have been considerable.

Toward Integration

Steps were taken last year, at the 24th session of the Economic and Social Council, which should go far towards achieving a more complete integration of United Nations activities in the economic and social fields. It was decided to introduce the practice of surveying the programmes of the United Nations and the Specialized Agencies in an attempt to forecast the shape which would have to be given to these programmes in the following five-year period to meet the developing needs of member states. It was thought that such long-term appraisals would assist governments supporting the programmes to take a broader view of what had been done, to note developing trends, to anticipate

requests for funds which were likely to be made in the coming years, and to recognize the needs giving rise to these trends and costs.

There were misgivings among United Nations officials, and also among some delegates to the 24th session, especially delegates from less developed countries, that the initiation of the programme of five-year appraisals reflected a certain preoccupation with saving money on the part of the larger contributors, and would eventually result in a curtailment of United Nations activities. The Canadian Delegation endeavoured to dispel these suspicions by stressing that the exercise was not negative in its intent: it was aiming at eliminating wasteful duplication of effort and at making sure that action was directed where needs were most urgent. The Canadian representatives at the 26th session last July were gratified to observe a better understanding of the real objectives pursued in the five-year appraisals. The majority of the Specialized Agencies and delegations seemed to acknowledge the advisability of such undertaking if the United Nations was to make the most effective use of its limited resources.

Clarifying Resolution

A clarifying resolution was adopted by the Economic and Social Council at its 26th session in July 1958, which did much to dissipate whatever doubts remained. The resolution recognized the right of the Specialized Agencies to continue to determine their programmes and budgets in accordance with their respective constitutional provisions: full flexibility would thus be retained and incentives preserved. It also approved the establishment of a committee of individuals to be charged with the task of collating the separate appraisals and consolidating them into a report showing the extent to which the programmes covered are responsive to basic needs and how far they are inter-related. This report is to be transmitted, through the Administrative Committee on Co-ordination, to the Economic and Social Council for examination.

An appraisal of United Nations programmes in the economic and social fields for the period 1959-1964 is now being prepared by the United Nations Secretariat for submission to the 28th session of the Economic and Social Council. Appraisals for the same period are also expected to be supplied before December 1, 1959 by the International Labour Organization, the Food and Agricultural Organization, the United Nations Educational, Scientific and Cultural Organization, the World Health Organization and the World Meteorological Organization.

APPOINTMENTS, TRANSFERS AND RETIREMENTS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. J. Désy QC, Canadian Ambassador to France, retired from the Canadian Diplomatic Service, effective July 8, 1958.
- Mr. H. L. Keenleyside retired from the Canadian Public Service, effective September 1, 1958.
- Miss E. P. MacCallum re-appointed to the Department of External Affairs as Foreign Service Officer 5, effective September 2, 1958.
- Mr. J. S. Nutt posted from Ottawa to the Canadian Embassy, Washington, effective September 2, 1958.
- Mr. A. D. Ross posted from Ottawa to the National Defence College, Kingston, effective September 2, 1958.
- Mr. G. Sicotte posted from Ottawa to the National Defence College, Kingston, effective September 2, 1958.
- Mr. J. G. B. Gignac appointed to the Department of External Affairs as Foreign Service Officer 2, effective September 2, 1958.
- Mr. W. P. McLeod posted from Ottawa to the Canadian Consulate, Hamburg, effective September 3, 1958.
- Mr. M. F. Yalden posted from Language Studies at Cambridge to the Canadian Embassy, Moscow. Arrived Moscow September 4, 1958.
- Miss E. Weiss posted from Ottawa to the Canadian Consulate General, New York, effective September 5, 1958.
- Mr. J. H. Taylor posted from the Office of the High Commissioner for Canada, New Delhi, to Ottawa, effective September 6, 1958.
- Mr. G. Charpentier posted from Ottawa to the Canadian Embassy, Ankara, effective September 8, 1958.
- Mr. A. C. Lapointe posted from Ottawa to the Office of the High Commissioner for Canada, New Delhi, effective September 9, 1958.
- Mr. W. R. Campbell posted from the Canadian Consulate, Sao Paulo to the Office of the High Commissioner for Canada, New Delhi, effective September 9, 1958.
- Mr. V. C. Moore posted from temporary duty at the Canadian Embassy, Stockholm to Ottawa, effective September 10, 1958.
- Mr. J. D. Lane resigned from the Department of External Affairs, effective September 12, 1958.
- Mr. W. Courchesne MBE, posted from Ottawa to the Canadian Consulate, Sao Paulo, effective September 15, 1958.
- Mr. G. E. Cox posted from Home Leave to the Office of the High Commissioner for Canada, London, effective September 16, 1958.
- Mr. R. P. Bower, Canadian Ambassador to Venezuela, posted to Ottawa, effective September 22, 1958.
- Mr. G. A. H. Pearson posted from Ottawa to the Delegation of Canada to the North Atlantic Council, Paris, effective September 23, 1958.
- Miss M. Meagher appointed Canadian Ambassador to Israel. Proceeded from temporary duty in Ottawa to Tel Aviv, effective September 25, 1958.
- Mr. W. H. Holmes posted from Ottawa to the Canadian Consulate General, Los Angeles, effective September 27, 1958.

TREATY INFORMATION

Current Action

Australia

Agreement between the Government of Canada and the Government of the Commonwealth of Australia for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income.

Signed at Mont Tremblant October 1, 1957.

Entered into Force May 31, 1958.

Switzerland

Agreement between the Government of Canada and the Government of the Confederation of Switzerland for co-operation in the peaceful uses of atomic energy.

Signed at Ottawa March 6, 1958.

Instruments of Ratification exchanged at Ottawa July 31, 1958.

Entered into force July 31, 1958.

United Kingdom

Exchange of Notes between Canada and the United Kingdom amending the Agreement of August 19, 1949 for air services between and beyond their respective countries.

Signed at Ottawa August 18, 1958.

Entered into force August 18, 1958.

Publication

Canada Treaty Series 1957 No. 23. Agreement between the Government of Canada and the Government of the Union of South Africa for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion in respect of Taxes on Income. Signed at Ottawa September 28, 1956. In force January 1, 1958.

Canada Treaty Series 1957 No. 24. Agreement between the Government of Canada and the Government of the Union of South Africa for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with respect to Death Duties. Signed at Ottawa September 28, 1956. In force January 1, 1958.

EXTERNAL AFFAIRS



CANADA

November 1958

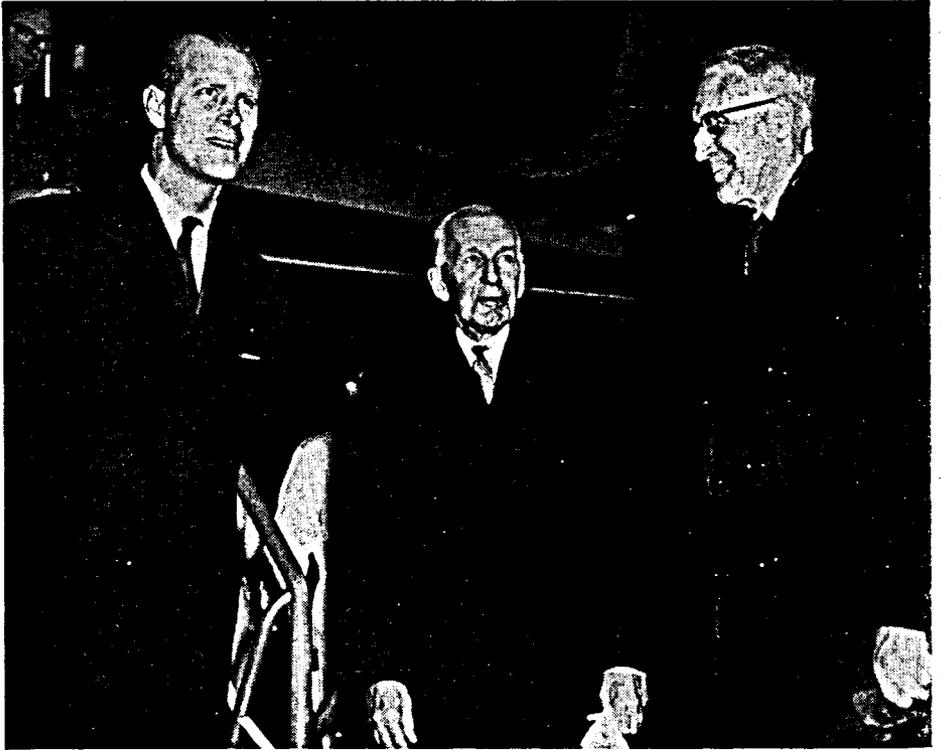
Vol. 10 No. 11

• **EXTERNAL AFFAIRS** is issued monthly in English and French by the Department of External Affairs, Ottawa. It provides reference material on Canada's external relations and reports on the current work and activities of the Department. Any material in this publication may be reproduced. Citation of **EXTERNAL AFFAIRS** as the source would be appreciated. Subscription rates: **ONE DOLLAR** per year (Students, **FIFTY CENTS**) post free. Remittances, payable to the Receiver General of Canada, should be sent to the Queen's Printer, Ottawa, Canada.

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A ROYAL VISITOR

His Royal Highness, the Duke of Edinburgh, paid an unofficial visit to Ottawa from October 28-31. The Duke is the President of the English-Speaking Union of the Commonwealth and came to Canada for the third World Branches Conference of the English-Speaking Union. He is shown above at the left, with His Excellency, the Governor General, Mr. Massey, centre, and Mr. Howard Green, Minister of Public Works and Acting Prime Minister of Canada.

The Prince broke his homeward journey to stop off in Springhill, Nova Scotia, where he visited survivors and families who suffered in the mine disaster.

A Common Pilgrimage to Duty

ON THE first stage of his world tour, Mr. John G. Diefenbaker, the Prime Minister of Canada, stopped briefly in New York. In an address to the Pilgrims Society on October 28, he said:

For over half a century the meeting of the Pilgrims Society of the United States has been an important forum for discussions of mutual relationships and international responsibilities for those who inherit the Pilgrim tradition—for those who came from the Old World to remove forever the mystery of the New.

Historical Connection

We Canadians share your Pilgrim tradition in many ways. One part of our cultural background is the story of those who crossed the ocean from Old France to seek opportunity in New France about the same time the forerunners of the Pilgrim Fathers came to North America; your Jamestown was founded in 1607—our Quebec a year later.

Another part of our cultural background, which we call United Empire Loyalist, carried the Pilgrim tradition into the provinces of Nova Scotia, New Brunswick and Ontario. In that epic migration the Thirteen Colonies lost and we gained descendants of the Pilgrims.

It is one of the ironies of our common history that on the Plains of Abraham in 1759, a decision was made that North America was to be British rather than French, but that a few years later within this English-speaking family the debate was reopened and the question was whether or not North America was to be British; the American Colonies settled that question with finality.

In this newly created nation were retained English thought, tradition and political experience. To it was added a New World experiment in self-government with the "rights of man" and "natural law"—ideas borrowed from the political thought of France. France in turn reabsorbed these ideas a few years later to provide some of the ideological fire for its own revolution.

Since 1776 the story of freedom has been to a remarkable degree the story of the English-speaking peoples spreading through many lands. In the 19th century the key role was played by peace-keeping Great Britain, and in the 20th, by a towering and powerful United States. Paradoxically, out of the separation of 1776 has come added strength to the liberty of men everywhere in the world and in ever-increasing measure Anglo-American friendship has become a major foundation for the preservation of free and democratic society in the Western world.

In that friendship Canada shares. Canada and the United States have taken different yet parallel courses towards the kind of political sovereignty which each has found suitable to its people. Independence and self-government were attained in different ways—"in the United States by revolution, and in Canada by evolution". In going separate ways, each has been inspired by a common history, by a common heritage

of institutions, by the eternal values of right, and equal justice under law, and by a common international purpose—the maintenance of peace in freedom.

Both our countries have been able to bring about a unity among different races welding together on equal terms and in freedom, English and French, German and Dutch, and all the races of mankind. Canada, founded by two great races—British and French—has achieved something more—a unity and partnership between them which retains the best traditions of both. The successful mingling of races in Canada and the United States furnishes a hope for all mankind—a hope of achieving peace among men irrespective of differences in race or nationality or creed.

Each of our nations is as sovereign and independent as the other;—while Canada is a monarchy, whose Queen is the Queen of Canada, it has to be reiterated that Canadians contribute to her nothing for taxation or otherwise. Indeed, had the British Government listened to the request of the Olive Branch Petition, signed by forty-six members of the Continental Congress, including John Hancock, John Adams, Benjamin Franklin, Patrick Henry, Richard Lee and Thomas Jefferson, the course of history would have been changed. This Petition, delivered to the British *after* the battles of Lexington, Concord and Bunker Hill had been fought, embodied the principles of the Statute of Westminster of 1931, upon which the Commonwealth is now built. The ideas of the founders of this nation expressed in that Petition have in the process of time become the cornerstone of the Commonwealth.

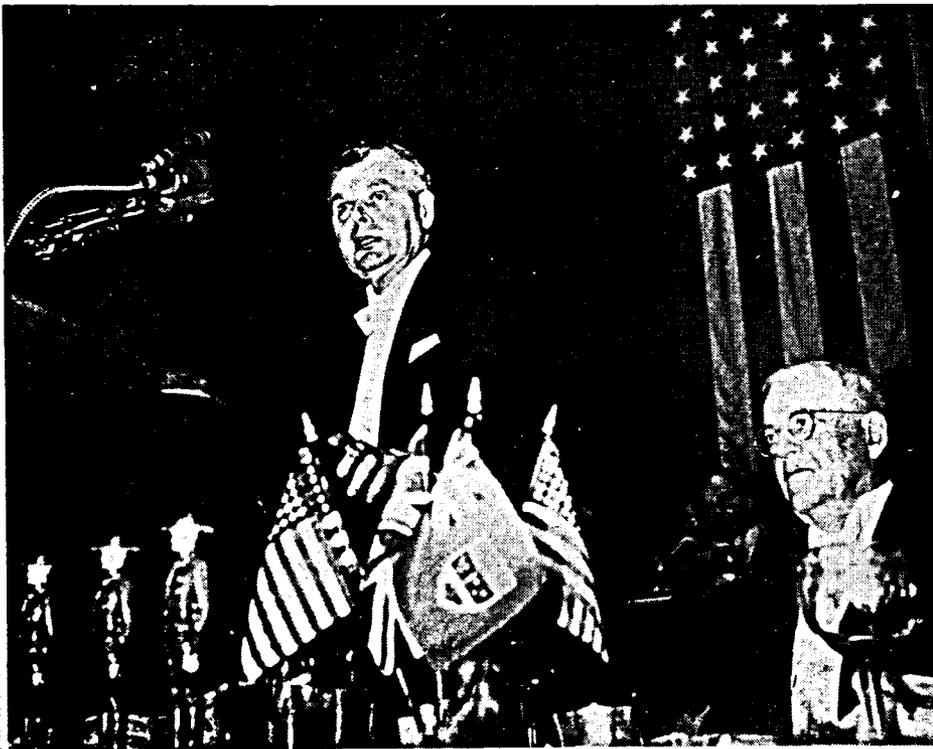
As Nicholas Murray Butler said, some twenty-five years ago:

“It is one of the most astounding things in the history of government that these men off in this distant series of colonies, economically in their infancy, financially helpless and dependent, had the vision of organization which has come now to all the British peoples So it is in the history of our race. Ideas, how slowly they travel; arguments, how slowly they are apprehended; action, how slowly it follows upon conviction.”

Being agreed on the essential unity of our two countries, I wish to refer to the mandatory need of continued care and devotion to the maintenance of good relations. Some fourteen months ago, speaking at Dartmouth College, I expressed the concern of many Canadians with respect to trade and economic relations. I underlined my views in these words: “I emphasize that the Government of Canada has as its duty and responsibility to consider Canadian interests first.” I adopted as my own words those ascribed to Mr. Dulles: “The purpose of the State Department is to look after the interests of the United States”,—subject to the substitutions necessary to make them applicable to my country. I further stated, and this has been made abundantly clear: “It is not now, and will not be, anti-American.”

Improved Relations

Many Canadians have concluded that there had developed an assumption that relations with Canada could be taken for granted, and that the flowering plants in the garden of United States - Canada relations required little or no nourishment or care.



Prime Minister Diefenbaker speaking at the Pilgrims Society in New York. On his right is Mr. Dulles, Secretary of State of the United States.

Tonight, I feel reassured that beneficial changes have taken place in these relations since I spoke at Dartmouth fourteen months ago. The plants in the garden are being more carefully nurtured; they are being trained up and guided, not left to grow jungle-wild. The process is not complete and will never be, for as Robert Louis Stevenson once truly said, "the art of friendship is a capacity for continually repairing fences".

What then are some of the reassuring evidences of the improvement to which I refer? In answering this question I shall be more general than might be the case at other times less politically controversial than at the moment.

(1) I recall the visit of President Eisenhower and Secretary of State Dulles to Ottawa in July: On that occasion we examined in frankness and forthrightness and mutual confidence, matters of great importance to our two countries. The measure of that frankness was evident in the President's speech to the Parliament of Canada in which, in Canadian surroundings, the points of view which guide the United States were reviewed.

May I divert here to say that a most encouraging aspect of events of the past year has been the manner in which the editorial writers and columnists of the United States and Canada have placed added emphasis upon examining and understanding the various points at issue, as well as

to the many points of contact where we are in complete or substantial agreement. They have written with understanding—and, I believe, written more quantitatively and more frankly than ever before.

(2) Arising out of the discussions with President Eisenhower, a Cabinet Committee, to be known as the Canada - United States Committee on Joint Defence, has been provided for, which will consult regularly on matters bearing upon the common defence of the North American continent which lies within the North Atlantic Treaty area.

This Committee, which will have its first meeting in the next few months, will not seek in any way to take over the technical responsibilities which belong to our respective Chiefs of Staff, or the advisory functions of the Permanent Joint Board on Defence, but will provide a close and intimate contact to the political leaders whose responsibility it is in the final analysis to decide on matters of the highest policy with respect to defence preparation. A clear understanding and identity of views in regard to the safeguarding of our peoples on this continent will be thereby assured.

(3) Another important move has been the action taken towards arranging on an organized basis an exchange of visits and regular exchanges of views between the legislators of our countries. I proposed in the House of Commons the establishment of such a Committee. United States Senators Aiken and Capehart and Representatives Brooks Hays and Coffin have recently visited Ottawa to further the establishment of such a Committee and the first of these meetings will take place in Washington in 1959.

(4) Then too, I should mention the joint United States - Canada Cabinet Committee on Trade and Economic Questions which in a meeting two months ago came to grips with various economic problems affecting our countries and in discussion revealed a mutual desire to assure fairness. It is most important that our trade relations have regard to the rights of each of us. The United States is our largest customer but purchases from the United States far exceed by hundreds of millions of dollars our sales to the United States.

Only a month ago a Commonwealth Trade and Economic Conference took place in the City of Montreal. The theme of that Conference and its conclusion can be summed up as an expanding Commonwealth trade in an expanding world economy.

As the free world must meet not only the military but the economic offensive of the U.S.S.R. I believe that it is the language of common sense that the nations of the free world must co-operate economically as in defence. To do less means that freedom can afford to allow the weakening economically of any of the free nations.

The recent extension by Congress of the Reciprocal Trade Agreements Act shows that the United States will continue to look with an open mind to the gradual evolution of an expanding area of multilateral trade. I was heartened by the stand taken by Congress this year in amendments to Public Law 480 which is of particular importance to Canada, dependent as my country is on major exports of wheat.

Rome was not built in a day nor can mankind in this era of space travel easily overleap the moon, and progress must be made by progressive steps towards the assurance that the economic policies of each of us are consistent with the international objective which is the maintenance of peace with freedom. Both must recognize that, with the diversification of our two countries, it is difficult to reconcile the numerous differing and widely-separated geographical regions and economic groups within each of our nations.

If, in each of the problems that arise, the leaders of each of our nations keep constantly before them the realization that the economic strength and well-being of each is essential to the security of the other, co-operation in economic affairs as in defence will be assured.

Conclusion

In concluding, I wish to thank you for giving me the opportunity to speak simply and frankly to you to the end that each of us may contribute in larger measure to understanding the problems of the other and having understood, determine to act.

We will always have to meet problems as they arise but in the spiritual unity between Canada and the United States they will never be insoluble. That spiritual unity embraces a common approach to the decencies of civilized living; a common belief in the needlessness of poverty, of disease and illiteracy, a common faith in the eventual ability of men of goodwill to solve national and international problems are the ultimate and common beliefs of our people.

We are united in international aims, purposes and ideals. Someone described the lives of those in this generation of cold war as moving always "between the tower and the abyss", the tower being the region of endless good possibilities in the development of man and society; the abyss is the disaster which will come if the tensions of recent years are not resolved by pacific means, knowing as mankind must now know that the arithmetic of scientific destruction is almost limitless.

In this world watershed of history there can be no divergence in the dedication of free men in unity. In facing the world-wide peril to freedom, we of the free world must in unswerving unity preserve those beliefs and traditions that make life not only worthwhile, but offer sure hope and inspiration to all mankind.

The great triangle of nations, Great Britain, the United States and Canada must join with others of like mind in a common effort to assure new hope for the betterment of peoples who have been disenfranchised from the bounties of Providence. It is a primary duty to be our brother's keeper to those less-developed areas of the world and to give aid, both economic and technical, so that the gulf between their living standards and ours shall become narrower. Since we in North America are blest with more than our share of the good things of life, an over-riding mandate in that we must help those who have less.

In this crusade for freedom we are joined in a common pilgrimage to duty, a pilgrimage imposed upon us by the good fortune of geography, history and tradition.

I repeat what I said at Dartmouth, which still represents the situation now as it then appeared to me although viewed now in the perspective of the intervening fourteen months.

"Our two countries, with Great Britain, have a joint heritage of freedom. We are united in our determination to preserve our heritage of spiritual values that are dearer than life itself. To preserve that steadfast and undiminished unity that saved us in war, our governments, our peoples, must give due regard at all times to the problems of each other with infinite respect, tolerance and consideration."

"In the days ahead many grave decisions will face our peoples. In the last analysis, how Canadians and Americans and Britishers get along is a world test of 'neighbourhood' international relations.

"In concord with the other free nations, the solidarity of Anglo-Canadian-American friendship is vital to the peace and well-being of the world and will provide the key to whether we succeed or fail in our great quest to maintain freedom for this and future generations."



AN EMINENT VISITOR

Mr. Walter Nash, the Prime Minister of New Zealand, is shown during a brief visit to Ottawa in October in discussion with Mr. Diefenbaker, the Prime Minister of Canada.

Canada-West Indies Relations

OCTOBER saw fresh progress in the developing and cementing of Canada's friendly relations with the new West Indies Federation, with visits to Canada by both the Governor General of the Federation, His Excellency Lord Hailes, and the Prime Minister, Sir Grantley Adams.

Governor General and Lady Hailes

Lord Hailes, accompanied by Lady Hailes, was in Ottawa from October 11-15, the guest of the Governor General, Mr. Massey, at Rideau Hall. The Government of Canada gave a dinner in their honour at the Country Club, with Mr. Sidney Smith, the Secretary of State for External Affairs, acting as host.

Lord Hailes appeared on the CBC television and also addressed the Canadian Club of Ottawa. On that occasion he thanked the Prime Minister, the Government and people of Canada for the generous encouragement which they have given to the Federation of The West Indies ever since its birth on the 3rd of January of this year; and in particular for the recent announcement of a Five Year programme of economic aid of 10 million dollars, including the gift of two ships for the vital inter-island communications. Lord Hailes went on to say:

It is not only your generosity, but also the faith which you are showing in the future of The West Indies in this great turning point of her history, which is so deeply appreciated by all the West Indian people. I am indeed glad that the Prime Minister of The West Indies, Sir Grantley Adams, who is always warmly welcomed in Canada, will himself be here very soon to express, as a West Indian, his own acknowledgements and those of his colleagues.

Friendship between Canada and The West Indies is, however, no new thing. Your affairs and ours, to use an expression of Sir Winston Churchill's in another context, have in the past become 'somewhat mixed up together', and I trust that they will become increasingly so—again to quote his words 'for the mutual and general advantage': not only because of the spiritual ties, if I may call them so, of common allegiance to the Crown, and devotion to democratic ideals; but also because of all the opportunities there are for complementary trade. After all, the two-way trade between Canada and The West Indies, including British Guiana and British Honduras, is the highest per head that Canada shares with any Commonwealth member. You provide today our second largest market after the United Kingdom—a market for alumina, bauxite, petroleum products, sugar, rum and molasses; and on our side we provide you with a market for wheat flour, soft woods, codfish, dairy products and a wide range of manufactures. We are most anxious, as I know you are, that this trade should be sustained, and expanded—both ways.

Nor in the daily life of The West Indies is it easy to forget the close ties which exist between us. There is the large number of men and women who have passed through your Universities and who are now to be found in the forefront of the professional and official life of all the West Indian territories. This year, nearly a thousand young West Indians are enrolled



PRIME MINISTERS MEET

Upon his arrival in Ottawa on October 17, the Prime Minister of the West Indies, Sir Grantley Adams, is welcomed by the Prime Minister of Canada, Mr. J. G. Diefenbaker.

in your Universities. I ought to mention that recently, annual fellowships were obtained for West Indians from the Canada Council through the good offices of Mrs. Fairclough who with Mr. Churchill and Mr. Smith, recently honoured us with an all too brief visit in Trinidad: and as a modest gesture, my Government was delighted to offer two post graduate scholarships in Science and Arts for Canadians, in our University College of The West Indies in Jamaica.

And then there are the welcome evidences of Canadian enterprise in The West Indies—banks, insurance and shipping: nor are memories so short that the heroic services of the Lady Boats in the war are forgotten, or the life line which they never failed to be. All these things contribute to the very warm feelings towards Canada which exist in The West Indies.

The Governor General, Lady Hailes and their party flew to Montreal from Ottawa by way of the St. Lawrence Seaway. In Montreal His Excellency met West Indian students studying at universities there.

Prime Minister and Lady Adams

Following upon Lord Hailes' visit, Sir Grantley Adams, Prime Minister of The West Indies, and Lady Adams visited Canada from October 17-25. In Ottawa they were met by the Canadian Prime Minister, Mr. Diefenbaker; a representative of the Governor General; the Secretary of State for External

Affairs; the Dean of the Diplomatic Corps, His Excellency Ahmet Cavat Ustün, the Ambassador of Turkey; Commonwealth High Commissioners, and the Chief of Protocol of the Department of External Affairs. The Prime Minister inspected a Guard of Honour at the station.

Sir Grantley Adams paid official calls on the Prime Minister and the Secretary of State for External Affairs. He held a press conference and had discussions with officials of the Departments of Finance and Trade and Commerce.

On October 18, the Prime Ministers of the two nations met in the East Block of the Parliament Buildings for an Exchange of Letters.

On October 19, Sir Grantley and his party flew to Arvida where they made a tour of the Aluminum Company of Canada. At McGill University in Montreal they met students from The West Indies. In Toronto, their last port of call in Canada, the Prime Minister was the guest speaker at an Empire Club luncheon and was interviewed on the CBC television programme, "Tabloid".

Exchange of Letters

The Exchange of Letters between the two Prime Ministers placed on a firmer basis existing Canadian arrangements for long-term aid to the West Indies Federation. In his letter the Right Honourable John G. Diefenbaker confirmed that his Government proposed to recommend to Parliament that \$10 million be made available to The West Indies over the next five years as economic assistance from Canada, and that a sister ship be built under this programme as a partner to the first Canadian ship which Canada has already agreed to provide for The West Indies Inter-Island Shipping Service.

The gift of the first ship for The West Indies Shipping Service was announced last March as the first major capital aid project under the Canadian aid programme. The programme had been initiated early in January by the setting-up of interim technical assistance arrangements. The funds for a broader programme of technical assistance and for preliminary work in connection with the first ship were voted by Parliament in the last session.

Conference on Surprise Attack

ON November 10 there opened in Geneva a conference of experts to study the practical aspects of minimizing the possibility of surprise attack. Mr. L. Dana Wilgress, who for the past five years has been the Permanent Representative of Canada to the North Atlantic Council, is the leader of the Canadian participants. He is assisted by political and technical advisors from the Department of External Affairs and the Department of National Defence. Also participating on the Western side are experts from France, Italy, the United Kingdom and the United States.

The Conference is the outcome of proposals made by the President of the United States to the Chairman of the Council of Ministers of the Soviet Union some months ago. Experts from Albania, Czechoslovakia, Poland and Rumania are participating on the side of the Soviet Union.

The representative of the Secretary-General of the United Nations opened the proceedings. He emphasized the technical nature of the discussions and expressed the hope that a successful conference would assist in dissipating the mutual fear and lack of confidence which have been bedeviling international relations. Mr. Vassily Kuznetsov, Deputy Foreign Minister of the Soviet Union, proceeded to attack Western policy in general as responsible for international tension. He called for the complete prohibition of nuclear weapons, the liquidation of foreign bases and the eventual reduction of conventional armaments and asserted that the problem of surprise attack is inseparable from the problem of disarmament. Mr. William C. Foster, former Deputy Secretary of Defence of the United States, urged that the Conference address itself to assessing the technical facts relevant to the problem of surprise attack: the instruments by which surprise attack can be launched, the techniques of observing and reporting, the results of applying those techniques to those instruments and accordingly the technical characteristics of measures to reduce the danger of surprise attack.

Since these statements on the first day, the conference has been meeting in closed session. It is expected to continue for four or five weeks.

Canada and the Commonwealth

THE importance of personal contact and conversation in strengthening the bonds which unite the members of the Commonwealth of Nations was stressed by Mr. John G. Diefenbaker, Prime Minister of Canada, in a speech to the Commonwealth and Empire Industries Association at the Royal Albert Hall in London, on November 4.

Introducing his remarks, he said:

Need I tell you how deeply appreciative I am of the very warm welcome given to Mrs. Diefenbaker and myself on this occasion, as during the recent days that we have visited in your midst, as well as having had that opportunity of visiting Scotland—a never-to-be-forgotten memory for both of us. This gives me the first opportunity I have had of saying how much we in Canada appreciate your efforts during the last war, and the outstanding contribution which you made to the effectiveness of the British Commonwealth training programme which we in Canada and other parts of the Commonwealth regard as one of the most successful experiments, magnificent in its scope, in Commonwealth co-operation and achievement. You have a special place in our hearts, and I am happy to be able to express to you the thanks and appreciation of our people. . . .

I can only say that the kindness and thoughtfulness that we have received on every hand, the letters by the score from those who describe themselves in many cases as simple English folk, all this has been moving beyond words to express. It has been a glorious opportunity to see old England once more, after having first seen it in 1916. The welcome accorded to us on this occasion is reminiscent of the attitude of your people during the days of war, and symbolic of that warmth of feeling and friendliness which is the essence of our relationships within the Commonwealth.

Speaking of his present tour of Commonwealth countries, Mr. Diefenbaker went on to say:

I come to you this evening to speak on the subject of the Commonwealth, to place before you the views of one who, over the years, has believed that the day could come, and would come, when in the nurture of the Commonwealth concept, a concept strengthened by friendship, this Commonwealth would go on to a destiny greater than ever before. No need today, as I see it, to use the words of an editorial in a Canadian newspaper:—

“The newer need is an emphasis on friendship. Such friendship does not limit independence or impair it; but it does infuse into the association the sense of fellowship in an anxious and difficult world”.

That is the reason that on this occasion I start forth to understand sympathetically something of the problems of the newer nations in this Commonwealth, to bring about within the natural limitations the strengthening of those intangible bonds, those personal bonds which in my opinion can only be achieved by constant care and cultivation.

All I am going to try to do on this trip is to go about this Commonwealth of nations outside of Africa—which I cannot consider on this occasion—and in a personal way learn something of the problems of the other countries. When I say “in a personal way”, I am of the belief that relations between countries within the Commonwealth and outside the Commonwealth are best built and fostered by personal contact of national leaders, by exchanges, by visits in every walk of life; friendliness and knowledge and tolerance towards each other will hold nations and peoples together and break down the barriers of potential misunderstanding.

I have come here to this great city, where over the centuries the genius for government first created an empire which in this century and generation, by the exercise of wisdom and humanity, has ultimately achieved that most improbable yet noble association or partnership of free peoples in unity, but not in political uniformity, the Ark of the Covenant being an indication and a mandate for freedom.

I saw this Commonwealth as never before during the occasion of the Conference in Montreal; there despite differences of race, creed and colour, of history and economic and political development, this partnership of free and independent nations showed itself once more dedicated to common ideals and purposes, united in the recognition that peace and prosperity are indivisible, that our interdependence—to use the expression of the Prime Minister—and co-operation are of the essence not only for its preservation, but, in my opinion, for the survival of mankind.

If causes for this miracle of statesmanship are sought, what better place to look than London? Here stands the Mother of Parliaments, the creator and guardian of a political tradition based on government by consent, by debate, under the rule of law, founded on an abiding and real respect for the dignity of the human person. I see the new and the living Commonwealth. I look, too, at Westminster, in thankfulness for the past and in hope for the future.

I first saw this in 1917, when I was present at the Opening of Parliament here, when the then King was escorted to the opening of that Parliament by squadrons of South African cavalry, all of whom had served against, not for that Empire, but a few years before. I saw something of the beginnings of that Commonwealth, that family of nations, that most unique yet fruitful political and social institution, that something intangible that no one can describe. You cannot define it; it is not a political organization, federation or an empire. It has no common political organization; it has no political master and no political common denominator. It has no legal or economic organization; it has no contractual ties. It is simply an irrevocable and involuntary union of nations joining together in a common dedication to common ideals, widely international in scope. While international in scope it remains intimate in character; its bonds are not of the sword or the seal but are of the spirit. That is it—idealism.

I saw that once more at that Conference in the City of Montreal, growing in purpose, remaining volatile to meet changing conditions and changes taking place in the organization, but at the same time maintaining that mission which above all is its mandate for freedom.

I ask you what is the Commonwealth's role today in the struggle for the minds of men, worldwide as it is. I believe that, at this time in this struggle, there must be to that struggle a global response and a global defence. That is the challenge of the Commonwealth, and let us face it. With the unity of things of the spirit we have the economic potential to preserve the heritage of freedom.

One week ago I spoke in the City of New York to the Pilgrims' Society there. I spoke in grateful appreciation of the contribution of the United States of America, without whose tremendous economic strength our situation might in the last few years have been desperate. I said to them, as I say to you now, that the United States cannot carry the burden alone. You in this city and country carried that burden, 18 years ago, alone. You then defied all the power that seemed about to inundate you. Today the United States has assumed a responsibility she cannot carry alone. She ought not to, and I believe that this Commonwealth, straddling the continents, has a crucial part to play today as never before in our history.

We believe in the State as a servant of the people, and in the rule of law; we have a burning desire for peace; we have a resolve to settle international disputes by negotiation and legal procedure; we renounce aggression. These principles today are abiding. They are nowhere recorded in a written charter. They involve no constitutional commitments. They exist in the hearts of all the peoples. I believe they are principles worth preserving, but to preserve them we must stand together. That is the essence of the message I want to give you tonight.

The Communist world since 1945 has changed its direction but not its destination. First it was aggression, now it has made a detour. That detour is towards trade, and the undermining of the economic strength of the free world. As Khrushchev said, "Through trade we can destroy other powers that are opposed to us". Thus trade has become a major weapon in the Communist world offensive. First it was the U.S.S.R., now it is Communist China which has joined in an Asian trade onslaught, intended to capture markets and, with and through them, the minds of free men. The opinion that I gather as I travel is that the Communist drive is designed to undermine economic strength of the free world by under-trading and under-cutting. They do not care about profits. Their profits will be measured, not in the ledgers of commerce, but by the number of souls who trade their security and survival as free men in the future for a temporary material advantage in the present. I believe that this organization does a remarkably effective work, realizing that only through expanding trade and economic co-operation among the free world nations can the Communist world trade threat be met, and met effectively.

Accomplishments of Montreal Conference

It is because of that that I wish now to make a reference and in particular detail refer to the Congress that took place in Montreal. In July of 1957, following a faint cataclysm in my country, I attended the Prime Ministers' Conference in London. I had the conviction then that what was to be done, what was needed to be done, was to formulate plans which would maintain the independence of each of the member nations and



AT No. 10 DOWNING STREET

The Prime Minister of Canada, Mr. J. G. Diefenbaker left, with the Prime Minister of Great Britain, Mr. Harold Macmillan.

strengthen the Commonwealth concept. It was because of these things that I advocated the convening of a Commonwealth Trade and Economic Conference, and I want to make this very clear and reiterate it over and over again, as I have elsewhere. The Trade and Economic Conference would never have been attained had it not been for the support and adherence of the Prime Minister of the United Kingdom. He joined in it. Action was postponed until the meeting of the Finance Ministers whom I

invited to meet him in Canada, following the Monetary Fund meeting in Washington.

When the plan was first advocated, there were those of little faith who said such a conference could not be achieved. They said things had changed since 1932. All of us realized that. When the plans were put under way, they said it would accomplish nothing. Since then the "little faithers" have contended that the Conference should have done more than it did, although if it had been left to them, it would not have taken place at all. That is their attitude.

We met in mid-September, and I saw there a practical illustration of the Commonwealth in action. I saw there that added strength in the concept of economic independence and co-partnership. I saw there some of the achievements. I see today in the light of retrospect something of those intangible things which more and more occupy a larger and larger place in the concept of a living Commonwealth. I believe that this Conference is likely to be remembered not only because of its specific and immediate achievements, but also for the lessons in Commonwealth relations that it taught all of us associated with it. There were there representatives of 660 million people living in lands over 12 million square miles in area, and made up of almost every race living in lands at almost every stage of economic development.

I am asked what was achieved. That Conference acted in a wide range of specific fields: in trade, commodity, finance, development, education and telecommunication problems. One of the first problems to which immediate attention was given was the question of international finance. The vital role of sterling was recognized, both in financing the flow of world trade and in the foundations of Commonwealth economy. It is only fair to say that the strengthening of the pound in the last two years laid the foundation for the constructive steps that were taken at Montreal. Indeed, but for the much strengthened position of sterling during the last 18 months, that Conference could not have been a success. Delegates were looking to the future; they recognized the vital role of sterling. They agreed that it should be made convertible at the earliest possible date.

In the field of capital finance agreement was reached on the desirability of expanding the resources of the International Monetary Fund and the International Bank for Reconstruction and Development. I suggested, and there were others who did so before, including the Prime Minister who fathered the idea, the possibility of establishing a new Commonwealth financial institution whose purpose would be not in any way to interfere with the field of operation of the International Monetary Fund or the International Bank, but with a view of financing new countries as they rise from Colonial status to self-government.

The Conference stressed the importance of more rapid economic growth in the less-developed countries of the Commonwealth. The recognition of the value of the Colombo Plan and that we are indeed our brother's keeper, brought about tremendous increases in the contributions. I speak of Canada as an example. We announced an increase from \$35 million a year to \$50 million a year for 3 years, for that Plan, in order to

show those nations in Asia, those nations within and without the Commonwealth, that we recognized their needs and their economic necessity, bringing about in a proper co-operation a dedication to the principles of freedom by ensuring that those in less-developed countries should indeed be assured of at least a reasonable standard of living.

In the field of education there was a notable and significant contribution made to the growth and the spirit and the understanding of the nature of this association. The Conference agreed that the expansion of education was an essential condition of economic development; it talked about a new system of scholarships and fellowships to the end that we within the Commonwealth will exchange students and in exchanging them would learn the problems of each other and thereby bring about an assured unity in the future in those fields.

The most important accomplishment of this Conference in view of the situation and the change of front on the part of the U.S.S.R. and Communist China, and of the greatest interest to you as businessmen, was in the realm of trade. The common objective of freer trade and payments was reaffirmed. There will be action taken by our various countries, no doubt, from time to time in order to meet local situations that may not be consonant with this principle, but the principle stands. Each and every one of us was dedicated to the principle and the maintenance of that principle, that to the greatest degree possible there should be an expansion of trade within the Commonwealth, as within an expanding world economy.

A most important announcement was made by the Government of the United Kingdom when it removed dollar import restrictions on a range of products. That policy statement announced there meant that import restrictions had been removed from almost all raw materials, basic foodstuffs and industrial machinery. We agreed on the value of the existing system of Preference and the United Kingdom confirmed its intention to maintain free and unrestricted entry for nearly all Commonwealth goods imported into this country. That was a major step. That was a major question to be discussed and pondered and decided upon, if we were to meet the tremendous challenge of the Communist trade front.

On the part of Canada, we undertook to bind against increase under the GATT the British preferential rates of duty for an important list of products which were of special interest to the United Kingdom, and to bind against increase the special low rate of duty on certain agricultural products in New Zealand and Australia. We agreed that trade agreements would be reviewed, that examinations should take place under the relevant anti-dumping legislation to prevent dumped or subsidized goods damaging Commonwealth suppliers.

These were the issues that we faced. Agriculturally, we faced the necessity of taking action in that regard, in order to assure through the medium of agreements, possible international agreements similar to those in effect, whereby we would bring about a proper disposal programme that surpluses might be disposed of to the end that help might be given to improve the living standards of the less-developed countries. In addition to that, while it remained undecided Canada suggested the formation of a food bank, to the end that through that institution we would be able

to remove surpluses which hang over the world market and make agriculture sometimes ineffective and too often unprosperous.

These were some of the specific accomplishments of the Trade and Economic Conference, but none of these expresses the full significance. They came there doubting; they went away with a new hope. They came for the purpose of seeing whether anything would be done; they went away with a new picture. I spoke to those of the Asian countries. They said that for the first time they began to realize something of the potential, something of the economic possibilities in addition to the preservation of those things which bind us together and bring about not only an expanding trade, but also can improve the living standards of the less-developed countries.

Tasks Ahead

I am merely going to outline briefly what we in Canada are going to do. I want to assure you in simple language that our desire is to contribute to the strength and the spirit of the Commonwealth and to the common welfare of its peoples. When you see the peoples in Asia, you realize that if all we bring before them is the promise of Parliamentary government, stomachs will not be filled. Something more is needed on the part of this Commonwealth, a common realization that each of us has a responsibility to the others, to speed up economic growth and to improve the living standards, thereby assisting our fellow men everywhere within the Commonwealth, and outside, too, in the attainment of those goals which are our responsibility.

We in Canada are among the six largest industrialized countries of the world. We are also the fourth largest trading nation. We do not forget the days when we depended upon agriculture. In the process of diversification and industrialization, we have had the help of many countries. You in the United Kingdom gave us capital, in the days when you could. Men and women from many nations came to Canada and brought with them the skills, the "know-how" and the enterprise. Our economy today, in spite of the recession that is taking place in the North American continent, has expanded rapidly in the post-war period, more rapidly than that of any other nation. If past rates of economic growth are any indication, we may well overtake the United Kingdom in terms of national income and national output within the next quarter of a century. In other words, there is a potential there.

The message that I particularly bring to you is this. That potential places upon us responsibility; we intend to discharge that responsibility in both Commonwealth aid and Commonwealth trade.

In so far as the aid to less-developed countries is concerned, what I want to find out is the nature of that aid and what will be most constructive and welcome. For that reason, the expansion of trade, I once more warmly welcome the announcement at the Commonwealth Conference of the action on the part of the United Kingdom for the relaxation of import restrictions. Since then Australia has relaxed its dollar restrictions, the better to encourage a true Commonwealth trade partnership. We in Canada last year bought \$5.6 billion worth of goods, \$700 million more than we sold to other nations. We realize the need of trade. We under-

stand the requirements of international aid, in that we believe that we shall be in a position to advance not only capital aid and technical assistance, but food aid as well in order to expand and diversify the opportunities of those countries, within the Commonwealth, particularly in Africa and Asia, which, if given economic assistance, can stand and will stand as bulwarks against the advance of Communism everywhere in the world.

Since the Colombo Plan came into effect it has resulted in the channeling of over \$3.5 billion in capital assistance in Southeast Asia. It has also extended to other Southeast Asian countries which are not of the Commonwealth. During that time Canada's attitude has known no political limitations. During that period Canada's contribution has totalled \$225 million. In other words, the action is not of any political party. It represents the conscience and opinion among all our people as to the need of regular economic assistance to the end that through their assistance, technical and otherwise, we will give to those nations within the Commonwealth and outside, too, a new impetus, a new inspiration, a new opportunity for development so that they, too, will be able to meet that challenge which becomes more serious day by day as the U.S.S.R. and Communist China byroad the assistance and by undercutting and by methods that do not return profits are bringing about a detrimental condition. It is a condition that has to be met now before it is too late.

Those, in short, are some of the concepts that came to me out of the Conference. I repeat what I said earlier. We in Canada and the other parts of the Commonwealth owe much to the leadership of the Prime Minister in realizing that this was a time for action. It gave to us in the days of difficulty and doubt that support which ultimately brought about, by halting and faltering steps, the beginning of a new era in a new Commonwealth founded not only on a common dedication to a great principle, but also on the realization that principles of themselves without economic action may well be ineffective.

It is a simple message, the message of Canada, the one I will carry to the other parts of the Commonwealth. It is the need of the free world to stand together to maintain its freedom, as we stood in the days of war. It is the taking of action, not to achieve an exclusive Commonwealth but an interdependent and prosperous one, thereby making a contribution to an interdependent and prosperous free world.

The doubters will say it cannot be done. The "little faithers" will say it is out of date. I do not believe that. I believe that at this time more than ever before the nations of the Commonwealth, as a result of that Conference, are determined . . . to bring about the achievement of a new destiny in this Commonwealth, a new relationship and a new responsibility between the various parties to the Commonwealth.

In other words, we answer the question there as to who is my neighbour by replying, in effect, those who are hungry, those who are in distress and those who seek peace. We learned there once more the meaning of the purpose of the development of our ideals, above all the advance in harmony to meet the challenge for the spiritual enrichment and the economic survival, not only of ourselves but of humanity itself. The Common-

wealth must win the battle. It must bring to all its members an economic welfare to which they are entitled. It is a global institution of almost every colour and race. I believe with the Prime Minister that the Commonwealth has an appointment for the survival of freedom. It has been handed a great opportunity; it has been given a great challenge. While maintaining the interdependence of its member nations, it must also catch something of that spiritual thing, preserving its ideals, contributing to the welfare of its people, realizing that man does not live by bread alone. It must enhance and increase that intercommunication in the spiritual things without which today there cannot be survival, as we face the challenge of the Red world everywhere.

What is the alternative? If we fail to strengthen the bonds of this Commonwealth, if we fail to preserve its ideals, I am of those who believe that the forces of despair will prevail for all the world in various stages of political independence, in various conditions of political organizations.

William Pitt the Younger once said in another age of crises, on a day that was dark and that was fearful, "Europe is not to be saved by any single man. England has saved herself by her exertions, and will I trust, save Europe by her example". I substitute today the words "the Commonwealth," and I believe that, in this age of crises today, the Commonwealth in saving herself by her exertions will do much to save the world by her example.

Living in the second Elizabethan age, this is no time for those of little faith. You see the picture, the opportunity and the challenge. Let us rekindle once more the greatness of our past, strengthen and maintain the tradition and principles of the present. Let us build together a future of peace and prosperity. Let us lift our horizon and, above all, banish those fears and those doubts.

Speaking here in the shrine of freedom, I believe that this Commonwealth has today a greater appointment with destiny than in all her glorious history. That is the message I bring you tonight and I will use the words of Alfred, Lord Tennyson in a poem not often read, written at a time when Canada's future was in doubt. He wrote for that day and generation the message that I convey to this great audience this evening: "Pray God our greatness may not fail through craven fear of being great".

Go forward; see the countries of the Commonwealth with a new faith, with a new enthusiasm, with that heart-warming experience that has been mine in the last few days, culminating in a small village in Northern Scotland where a group gathered together spontaneously and unorganized and as we left, sang, "Will ye no come back again?"

That is the spirit that I hope to see in every part of this Commonwealth, joining together in a new appointment, a new appointment with opportunity and destiny, wherein each of us, maintaining our own independence, will achieve a greatness and a grandeur which will be greater and more effective than in all the history of this Empire and this country.

Political Developments in France

THE general elections for the National Assembly, which were held in France November 23 and 30, confirmed what the results of the September 28 referendum on General de Gaulle's constitution seemed to indicate: that strong nation-wide support existed for General de Gaulle and his constitution, and that the strength of the Communist Party had been seriously weakened. It is still too early to assess the long-term effects of the referendum or the elections. A detailed analysis of the November elections will show what validity there is in the other conclusions it has been possible to draw from the referendum. More important, it will be necessary to observe the new constitutional structure in action, before one can say whether or not the new arrangement, which received the support of 79 per cent of the voters in September, will be effective in solving the problems that have beset French politics since the war.

The changes in the constitution are expected to result in more effective and stable government in France. However, there is no indication that these changes represent any fundamental change in French political thought or habit.

The Referendum

Both in metropolitan France (including Algeria) and in the overseas territories, de Gaulle's victory was decisive. Even the Government had not expected such overwhelming support. Not only were almost 80 per cent of the votes favourable, but 85 per cent of the electorate did in fact cast their votes. This compares with the post-war average of 80 per cent in general elections, and the less than 70 per cent who voted in the 1946 referendum where the constitution for the Fourth Republic was approved by a bare majority of those voting. The size of the vote in Algeria, where 80 per cent of those eligible turned in their ballots and 95 per cent of the votes approved the new constitution, was even more surprising. The Algerian rebel movement had done its best, not least by threats of physical violence against Moslems who did vote, to encourage mass abstention among the Arabs. These threats seem to have deterred few people; nor does there seem to have been much attempt to carry them out. Similar threats seem to have had a greater effect, however, in discouraging Moslems of stature from being candidates for the November elections.

In the overseas territories the results were more favourable than even the French had expected, with only Guinea voting for independence and all other territories voting with France. The size of the majority in favour was much greater than anticipated, however, particularly in such colonies as Madagascar. The results served to strengthen greatly the French contention that association with France is what the territories want.

The victory which de Gaulle obtained on September 28 perhaps was somewhat equivocal, for people in France, in Algeria, and in the overseas territories voted "yes" for different reasons—in support of de Gaulle, for stability, for the new institutions proposed by him, for independence, or for a new status for Algeria. On the whole, however, the vote in France, and

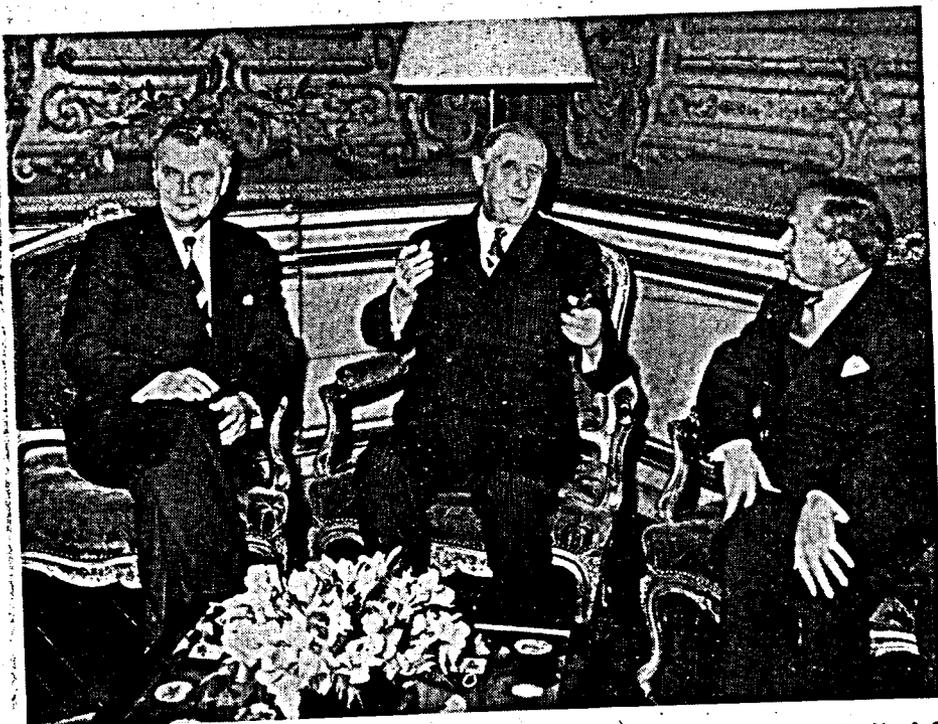
particularly in Algeria, has been interpreted more to be a vote of confidence in de Gaulle's leadership than an expression of considered approval for the new constitution. It had not been made clear at the time of the referendum what the status of Algeria would be under the new constitution, and even in France itself there was relatively little detailed discussion of the provisions of the constitution, and no alternative put forward by those who opposed it. In Algeria it is generally conceded that the political issues were much too complex for the majority of voters, many of whom went to the polls for the first time, and that they were voting for what they considered to be the best chance to bring an end to the war.

Communist Losses

The vote revealed a significant reduction in Communist support. Many of the 4.6 million people who voted against the new constitution were not Communists; a wing of the Socialist Party and the Mendes-France Radicals also voted "No". It is therefore estimated that the Communist Party lost well over a million voters (at least 20-25 per cent of their usual following) since the election of 1956 when they polled 5.6 million votes. This would seem to bear out previous claims, made by many commentators, that a large number of those who regularly voted Communist in the Fourth Republic were not in fact positive supporters of the Party.

The New Constitution

The new constitution has two main features—(a) the strengthening of the Executive in relation to the National Assembly, with particular emphasis



General de Gaulle, President of the Council of France, receives the Prime Minister of Canada, Mr. J. G. Diefenbaker, in November on his current tour. On the right is the Canadian Ambassador to France, Mr. Pierre Dupuy.

on an increase in Presidential powers and (b) the provision for a new French Community along Federal lines which the overseas territories will be able to join.

The Presidency

The increase in the status and powers of the President represents the greatest single change from the Constitutions of 1946 and that of the Third Republic. The more important provisions relating to the office of the President are as follows:

Election — The constitution provides for a greatly enlarged electoral college comprising members of Parliament, of the General Council and of the Assemblies of the overseas territories, along with delegates of Municipal Councils. Some misgivings have been expressed in France about this provision, on the grounds that it gives undue weight to the vote of representatives of rural communities and thus militates in favour of the election of a conservative President, regardless of the trend in the National Assembly. The President will be a much more important figure in French politics than any of his predecessors since President Thiers, who founded the Third Republic. Given his increased power, this might lead to incompatibility between the President and the Assembly.

Power of Referendum — The constitution gives to the President the power, at the instance of the Government, or on a joint proposal of the two Houses, to submit any project of law to a referendum.

Emergency Presidential Powers — The President is authorized to assume full powers "when the institution of the Republic, the independence of the nation, the integrity of its territory or the fulfilment of its international commitments, are threatened in a grave and immediate manner and the regular functioning of the constitutional public power is interrupted". While the President will, in the final analysis have to make the decision as to how he should assume emergency powers, the criterion of the break-down in political authority is considered to be one of fact rather than of his personal judgment.

The Cabinet

The constitution initiates a new principle that a Cabinet position is incompatible with membership in the National Assembly and that Ministers must resign their seats in Parliament on appointment. General de Gaulle had insisted vehemently on this provision on the grounds that the "race for portfolios" by parliamentarians was one of the causes of government instability.

Relations between Parliament and Government

The constitution gives responsibility to the National Assembly and the Senate for voting laws on a wide range of subjects, including taxes and fiscal matters and stipulates that the list of subjects can be further lengthened by law. However, the provisions governing relations between the executive and the legislation tend to enhance the secondary role of Parliament in comparison with its role under the Fourth Republic.

Parliament can now be asked to delegate to the Government the right to pass decrees on subjects which are normally a matter of legislation, a method frequently used under the Fourth Republic by the granting of full powers to the Government in certain specified fields. Such decrees must be

tabled in Parliament. In case of disagreement between the Assembly and the Senate on the text of a bill, the Assembly does not have the last word, as was the case under the Fourth Republic, unless the Government intervenes to ask the Assembly to vote the definitive text.

Provisions for a vote of confidence and a vote of censure in the Assembly are included. Failure of the former, or success of the latter, automatically brings about the resignation of the Prime Minister. The President retains the power to dissolve the Assembly which, in some form or other, has been a usual feature of French constitutions but which was never used after an unwise and unsuccessful attempt by President MacMahon in the early days of the Third Republic. This power will now be in the hands of the President without any further restriction than the obligation "to consult" the Premier and the President of each Assembly. (Under the terms of the constitution, the National Assembly will be able to bring about the fall of the Government only with considerable difficulty.)

The Overseas Territories

The new constitution also establishes machinery for the association of France with her overseas territories. They may retain their present status. They may also become members of "the Community" where "the states shall enjoy autonomy, they shall administer themselves, and, freely and democratically, shall manage their own affairs." The Community will have a Senate, made up of representatives from the various Assemblies, and an Executive Council, consisting of the Premier of France and the head of government of each member together with each Minister responsible for Community affairs. These bodies will deliberate on the common affairs of the Community—foreign policy, defence, the monetary system, common economic and financial policy, as well as the policy on strategic raw materials.

It is to be noted that independence was not one of the options mentioned in the constitution. This did not mean that France was opposed to the right of the territories to determine their own destiny. Those who wanted immediate and total independence could take it and the way to indicate this desire was to vote against the referendum on the constitution. General de Gaulle made it quite clear, however, that the overseas territories should realize that a decision for independence would probably mean the end of economic assistance from France.

As noted above, only Guinea voted for independence in the referendum, all other territories choosing to retain their links with France.

Electoral Law

The constitution empowered General de Gaulle's Government to establish by decree a new electoral law to govern the elections to the National Assembly. This law was, in fact, made public on October 8 and governed the election on November 23 and 30 of the first legislature under the Fifth Republic. The most important feature of the new law was to establish single-seat in place of multi-seat constituencies and to do away with the arrangement under which several parties were able to pool their votes, an arrangement which was only partly successful in its aim to limit Communist representation vote. The new system places the emphasis upon the candidate, not upon the party or policy, and brought forward a quite different Assembly.

Atomic Energy Agency Conference

THE magnificent Hofburg, the former imperial palace of the Hapsburgs, recently renovated and prepared for conference work by the Austrian Government, was the scene of the second session of the General Conference of the International Atomic Energy Agency (IAEA) which was held in Vienna from September 22 to October 4, 1958.

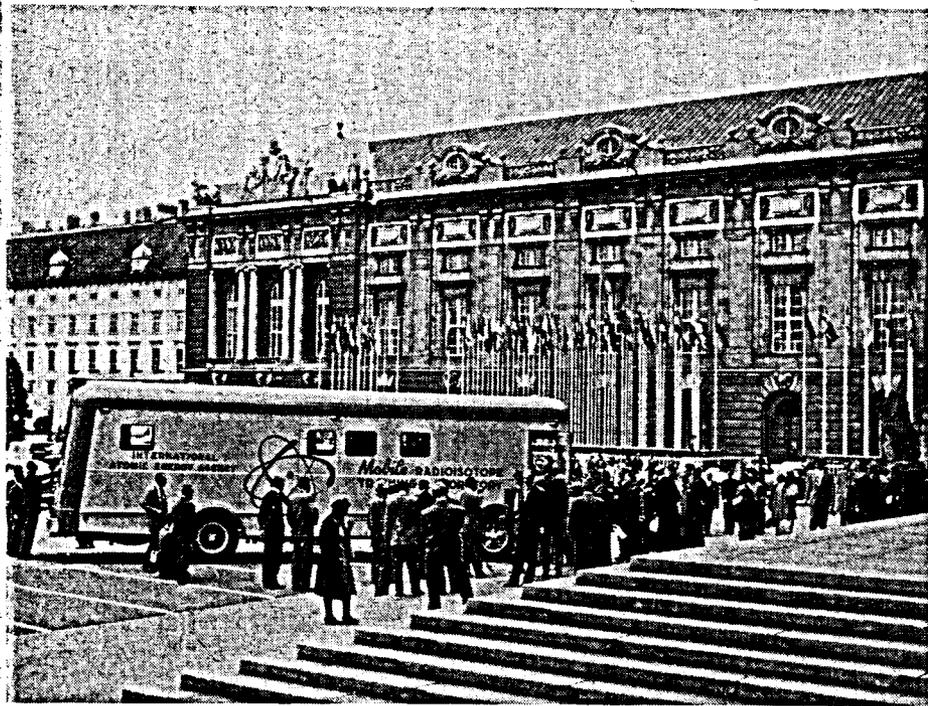
In the interval between the first Conference* and the opening of the second, ten countries had joined the Agency, bringing the total to 68, all but four of which were represented. Two non-member states and the United Nations were represented by observers. A number of inter-governmental and non-governmental international organizations were similarly represented, as were the International Labour Organization, the Food and Agriculture Organization, United Nations Educational, Scientific and Cultural Organization, the World Health Organization, the International Bank for Reconstruction and Development, the International Civil Aviation Organization and the World Meteorological Organization.

Canada was represented by Mr. M. H. Wershof, Q.C., Ambassador and Permanent Representative to the European Office of the United Nations in Geneva, with Mr. J. L. Gray, President of Atomic Energy of Canada Limited, and Mr. W. H. Barton and Mr. R. H. Jay, of the Department of External Affairs, as alternates. The Conference was formally opened by the temporary President, Mr. Raab, the Federal Chancellor of Austria, who welcomed the delegates. At the opening session the Conference heard statements by Mr. de Seynes, representative of the Secretary-General of the UN, and by Mr. Sterling Cole, the Director-General of the Agency.

Mr. Sudjarwo, the Secretary-General of the Indonesian Foreign Office, was unanimously elected President of the Conference. The Canadian representative, Mr. Wershof, was elected one of the Conference Vice-Presidents and as such was a member of the General (Steering) Committee. The statute of the Agency provides for a twenty-three member Board of Governors, thirteen of which are named by the retiring Board with the remaining ten being elected by the Conference for a two-year term, half of these in alternate years. The five members elected at the second Conference were the Netherlands, the United Arab Republic, Indonesia, Venezuela and Peru. Canada continues to be a member as one of those countries appointed by the retiring Board.

The general debate shared with the programme and budget debate the position of primary importance at the Conference. The former offers the Board of Governors, the Secretariat and, in fact, the member states, guidance on future programmes and activities, giving as it does an indication of the emphasis (or lack of it) which the various delegations wish to be placed on the various projects. The latter outlines the programme for the ensuing year and provides the money to finance it.

*For report on the First General Conference see Vol. 9, No. 12 of "External Affairs" (Dec. 1957).



The Hofburg Palace in Vienna, where the Second General Conference of the International Atomic Energy Commission took place. The "Atom Car" and flags of member nations can be seen in the foreground.

Power Plants

It was apparent from the general debate, during which the representatives of thirty-eight countries spoke, that there was a keen interest, especially amongst the less-developed countries, in the requirements of these latter countries for small atomic energy power plants. The Agency was looked to for assistance in assessing the needs of various power-short areas and in providing training for scientists and technicians from those areas. There was an awareness on the part of some delegations that the technical and financial problems involved offered little hope of immediate assistance in the field of power, but others stressed the fact that, so far at least as finances were concerned, the problem was not one of choosing from a variety of sources for such power, but of having either expensive electricity provided from atomic energy plants or having none at all.

Later, in Committee, after protracted discussion, a resolution was adopted (which subsequently was passed by the General Conference) emphasizing what was already implicit in the budget, that assistance would be forthcoming to less-developed countries in preparing themselves to enter the field of nuclear development. The resolution called upon the Board of Governors: (1) to initiate action both for a survey of the needs of the less-developed countries for nuclear power generation plants and for a continuing study of the technological and economic problems involved, and (2) to assist those countries in planning and implementing their training programmes.

Close Relations Needed

Another main theme running through the debate was the need for close relations between other United Nations organizations and the Agency. Progress in this respect was made at the Conference when draft relationship agreements between the Agency and FAO, ILO, UNESCO, WHO, and WMO were unanimously approved and the proposal that the Agency seek to join the United Nations Expanded Programme of Technical Assistance was adopted.

An interesting development during the general debate was the announcement by the Japanese Delegate that his country had requested the Agency to arrange for the purchase of three tons of reactor-grade uranium ingot. This is the first call on the Agency to provide one of the services for which the Agency was primarily set up. It was also encouraging to hear the Japanese and United States Delegations announce that they would request the Agency to administer the safeguards provisions of their bilateral agreement. Canada, as well as many Western countries, looks to the Agency to fulfil its statutory role in relation to safeguards in order to ensure that fissionable materials are not diverted to military purposes. On the other hand, the Soviet group of countries and some Asian ones continue to take the line either that it is premature to push the question of safeguards at this time, or that the idea of safeguards infringes on the sovereignty of states.

United States and Canadian Views

The most important and constructive speech of the debate was the one given by the United States Delegate (Mr. McCone, Chairman of the United States Atomic Energy Commission) in which he pledged anew strong support by his Government of the Agency "as an organization of primary importance in the field of international co-operation", and pledged that, consistent with his country's existing obligations, "the United States will look to the Agency as the major institutional channel through which the international peaceful uses programme of the United States will be implemented and carried forward." After giving assurances of strong support for the programme outlined in the budget, the United States Delegate outlined a series of proposals for future Agency activities. Some of these would involve generous unilateral financial support from the United States.

In his address, Mr. Wershof reaffirmed Canada's continued wholehearted support for the Agency based on the Government's wish to foster the rapid growth of the peaceful uses of atomic energy and the belief that an international agency such as IAEA would make a valuable contribution to this end. In reviewing the progress which the Agency had made in the past year, he admitted that, if all the expectations of last year had not been realized, it was because they had been too ambitious. Mr. Wershof cautioned against the dangers of the Secretariat being recruited strictly on a geographical basis, pointing out that technical qualifications are more important. He expressed disappointment that voluntary contributions from member governments to the 1958 fellowship programme had failed to meet the modest target of \$250,000, pointing out that without adequate financial backing this fundamental activity of the Agency would be crippled in its attempts to serve the needs of the less-developed countries. Canada thought that the stage had now been reached when the Agency could develop a useful role as an intermediary in the development of bilateral arrangements between member states, bringing less-developed

countries together with technically advanced ones prepared to assist in the realization of their projects by the provision of information, facilities or financial support. This role could also be filled in the field of health, safety and safeguards.

Programme and Budget

The statute of the Agency provides that its expenses shall be divided as between administrative and operational expenses, the former to be met by assessment of the membership and the latter by voluntary contributions and any excess of revenue over expenditures from agency projects. The recommendations of the Board of Governors for 1959 included an administrative budget of \$5,225,000 and an operational budget of \$1,500,000. Of this latter amount, \$1,100,000 would be used for fellowships, training and technical assistance, and the balance of \$400,000 for the establishment of a small Agency scientific service and control laboratory.

Probably the main achievement of the Conference was the approval of both budgets and the consequent approval of the programme recommended by the Board for the following year. Before the Conference started, it appeared that the operational budget might not obtain the necessary two-thirds majority and consequently might have to be referred back to the Board of Governors. Criticism came chiefly from Communist countries and was centered on the laboratory recommended by the Board. Those opposed questioned the need for the Agency to have laboratory services of its own and wanted the matter to be given further study. Those countries favouring this project were in the large majority and, after a series of votes and rather acrimonious discussions, the budget as a whole was approved unanimously.

Voluntary Contributions

A special Committee of the whole Conference was formed to receive pledges of voluntary contributions from the various member states. The pledges amounted to just under \$850,000, although this amount will be increased somewhat when pledges are received from nine other countries who announced that their governments intended to contribute. The largest contributor was, of course, the United States, which made an outright pledge of \$500,000 and offered to contribute a further \$250,000 on a matching basis once the total contributions reached \$1 million. The Canadian pledge is for \$50,000, subject to the funds being voted by Parliament. The Canadian representative also announced that a further \$25,000 might be given, "depending on the response of other countries".

If the total of \$1.5 million is not contributed it will mean, of course, that the plans for scholarships, training and technical assistance as well as those for the laboratory will have to be modified.

Other Work

As mentioned above, relationship agreements with five other United Nations Specialized Agencies were approved and the Director-General was authorized to apply to the appropriate authorities of the United Nations for the Agency to join the Expanded Programme of Technical Assistance. The Board was authorized to invite intergovernmental organizations engaged in the peaceful uses of atomic energy to be represented by observers at the third regular session and it approved the rules on the consultative status of non-

governmental organizations with the Agency. Arrangements were made for reports on the Agency's work to be submitted to the United Nations General Assembly and to ECOSOC. The Conference decided to fix the month of September as the one in which the regular annual sessions should be convened, and chose the date of September 22, 1959, for the opening date of the third session.



VISIT OF MRS. GOLDA MEIR

Mrs. Golda Meir, the Minister of Foreign Affairs for Israel and the first woman ever to be a foreign minister, was in Ottawa from October 15-17. From left to right are: Mr. Sidney E. Smith, Secretary of State for External Affairs; Mr. Arthur Lourie, Israeli Ambassador to Canada; Mrs. Meir, and Mr. John G. Diefenbaker, Prime Minister of Canada.

ECOSOC: 26th Session

International Community Problems

In view of the generally depressed level of world commodity prices, the discussions in the Economic and Social Council this year on international commodity problems assumed particular importance. Most countries intervened in the general debate and underlined the serious adverse effects of the instability in prices and in the volume of trade in primary commodities, not only for the less-developed countries, which depend for their export earnings on a limited number of basic commodities, but also, though less directly, for more industrialized countries.

After the general debate, the Council revised the terms of reference of the Commission for International Commodity Trade (established in 1954) and elected the 18 members of the reconstituted Commission.

Statement by Canada

Speaking in the general debate, the Chairman of the Canadian Delegation, Mr. W. B. Nesbitt, Q.C., M.P., characterized the instability in commodity prices during 1957 as "probably the most serious aspect of the economic adjustment which the world economy has been undergoing". Mr. Nesbitt reviewed the growth of international co-operation in this field in the post-war period and emphasized the importance of the work of the various international bodies established under the auspices of the United Nations, of GATT, and of the FAO, to consider particular commodity problems.

Turning to current problems, Mr. Nesbitt went on to say: "At present, therefore, we have a number of international bodies in existence, each looking at commodity problems from a different angle and each playing a role in working towards effective methods of dealing with them. It is quite possible that at this session, the Economic and Social Council will find that there is scope for making more and better use of this machinery. Our Delegation has already pointed out in its statement on the world economic situation that Canada shares the interest and concern of the less-developed countries regarding fluctuations in commodity prices and is willing to consider sympathetically any constructive and practical proposals in this field. Canada belongs to all three commodity agreements presently in existence although we are a major producer of only one of these items. Moreover, our country has participated actively in the work of all the study groups now operating as well as in that of the Commission on International Commodity Trade, and in the Commodity work of the FAO and the GATT. We could see some value in having a study made of the application under different conditions of various methods of stabilizing prices, such as the establishment of a range within which prices may be allowed to fluctuate, the setting up of buffer stocks or the use of export quotas. However, commodity problems are of a highly complex character and can best be dealt with on a commodity by commodity basis." Most general statements likewise emphasized the importance of commodity problems and the need for increased international co-operation to find reasonable solutions.

New Terms of Reference

The decision of the Council to modify the terms of reference of the Commission on International Commodity Trade (CICT) followed a full discussion of the report of the Commission which contained a recommendation that this matter be examined by the Council. The text of the resolution adopted by the Council, with minor revisions, was sponsored by Chili, Costa Rica, France and The Netherlands. It represented a compromise which made it possible for the United States and the United Kingdom to agree to participate in the work of the Commission. Under its former terms of reference, the main task of the Commission was defined as follows: "To examine measures designed to avoid excessive fluctuations in the prices of, and the volume of trade in, primary commodities, including measures aiming at the maintenance of a just and equitable relationship between the prices of primary commodities and the prices of manufactured goods in international trade . . ." In the new terms of reference of the Commission, the words underlined above have been deleted. The main task of this body is now defined as follows: ". . . to study and analyze developments and trends in international commodity trade, including excessive fluctuations in the price and volume of commodity trade and movement in the terms of trade and the effect such developments on both the international and domestic economic position of countries participating in international commodity trade, especially on the economic developments of less-developed countries . . .". The Commission is empowered to bring to the attention of the Council or of governments members of the United Nations its views and recommendations as to the need for governmental or inter-governmental action to deal with particular commodity problems. Other tasks set for the CICT are a constant review of commodity markets and the publication of studies and statistical reports on international commodity problems.

After approval of the new terms of reference of the Commission, the Council elected the full membership of the Commission (18 countries); the following countries were elected: *one-year term*, Argentina, Brazil, Pakistan, Poland, United Kingdom, U.S.S.R.; *two-year term*, Australia, Greece, Indonesia, Sweden, United States, Yugoslavia; *three-year term*, Belgium, Canada, Chili, France, India, Uruguay.

Of these countries, the only new members are Sweden, United Kingdom, United States, and Yugoslavia, which replaced Austria, China, Denmark, and the United Arab Republic.

In a separate resolution, the Council decided to convene a meeting of the reconstituted CICT within the first three months of 1959.

International Administrative Service

The Economic and Social Council considered at its session in Geneva this summer a proposal by the Secretary-General of the United Nations to set up a small International Administrative Service on a trial basis. Recruiting competent administrators in sufficient numbers constitutes one of the most difficult problems facing many less-developed countries, particularly those who have gained their independence only recently. The ability of a country to make good use of its domestic resources, to develop its economy along sound lines and to absorb economic assistance from abroad with maximum

benefit is, of course, largely determined by the adequacy of its administrative framework and the availability of well-qualified civil servants.

Through bilateral assistance schemes, and through the Expanded and the Regular Programmes of Technical Assistance of the United Nations, there is scope for the loan of advisers in general public service and in specific areas of administration such as the budgetary and fiscal field, and for the award of fellowships for study abroad of a wide range of administration activities. These programmes, however, do not generally include the provision of administrators who can be incorporated directly in the administrations of the recipient countries at their request.

Mr. Hammarskjold proposed in May 1956, in an address delivered before the Canadian Branch of the International Law Association in Montreal, that a start should be made toward creating an International Administrative Service. Since then, consultations have been held with members of the United Nations to ascertain their views on the Secretary-General's proposals. Although the proposals were controversial in some respects and differences of views arose as to how they could best be put into practice, an overwhelming majority of governments gave their approval to these proposals in principle and agreed that they should be implemented by the United Nations on a trial basis. Sixteen governments stated their intention of seeking the type of assistance which would be provided under the proposed scheme.

Canada's Suggestions

The Canadian Delegation made a number of specific suggestions during the debates in the Technical Assistance Committee which preceded the session of the Economic and Social Council. The Delegation was chiefly concerned to ensure that appointments were not made under the scheme for indefinite periods. It was suggested, therefore, that at the end of a three-year period, if not sooner, each particular appointment should be reviewed and a decision taken for bringing it to a successful conclusion. The Delegation also referred to the traditional Canadian position that new programmes in this general field should be financed under the Expanded Programme of Technical Assistance. It was, therefore, suggested that at the end of the first year of the programme's operations there be a review of the best methods of financing the programme, including the possibility that it be financed under the EPTA. The Canadian Delegation also stressed the importance of studying how the new programme could best be related to other United Nations technical assistance programmes.

Council's Recommendations

The resolution, embodying a revised version of the Secretary-General's proposals, was presented by the Technical Assistance Committee to the Economic and Social Council, which adopted it without opposition by a vote of fifteen in favour, including Canada, with Poland and the U.S.S.R. abstaining. The Council's resolution recommends that the Secretary-General be authorized to obtain the temporary services of competent administrators, internationally recruited. This would be done on a limited and experimental basis and as a supplement to existing United Nations programmes of technical assistance, but without entailing additional administrative costs. The experts sent under the scheme would perform duties as servants of the governments which requested their services, and their duties would normally include the training of national personnel to take over the responsibilities which had been tem-

porarily assigned to internationally recruited staff. Under the resolution, the Secretary-General would be authorized to assist the governments concerned to meet the cost of employing international experts, and would report on the progress of this pilot scheme to the Council's 28th session in 1959.

Mr. Hammarskjold has expressed the hope that, if these recommendations are approved by the General Assembly, he will be able to employ between twenty and thirty administrators during the first year of operation of the scheme.

Special Fund

At the 12th General Assembly in 1957 approval was given to the establishment of a United Nations Special Fund to "provide systematic and sustained assistance in the fields essential to the integrated technical, economic and social development of the less-developed countries". The Assembly appointed a Preparatory Committee to define the basic fields of assistance which this Fund should encompass and to consider the type of administrative and operational machinery that would be appropriate to the functions of the Special Funds.

The recommendations of the Preparatory Committee were unanimously agreed upon in the summer of 1958 by the members of the Economic and Social Council, including the United Kingdom, the United States, France, the U.S.S.R. and Canada, at their 26th session. The Canadian Delegation played an important role in the debates and negotiations concerning the Fund at the meetings of the Preparatory Committee, of which Canada was a member, and subsequently in the discussions at the ECOSOC.

The Preparatory Committee recommended, among other things, that the Fund should concentrate on relatively large projects and avoid undue dispersion of its resources. The Special Fund would undertake projects such as resources surveys, technical training and administrative projects, and would thus involve in some respects an expansion of the existing technical assistance and development activities of the United Nations and the Specialized Agencies. The Fund would not, however, be limited to technical assistance and could go into some development projects. Governmental control of the policies and operations of the Fund would be exercised by an 18-member Governing Council, which would have final authority to approve the projects and programmes recommended by a Managing-Director. Provision was made for equal representation of economically more developed countries and less-developed countries on the Governing Council. In addition to the Council, there would be a Consultative Board to advise the Council on the selection of projects. Provision was made for a close working association with the International Bank. A target figure of \$100 million was mentioned for the Fund in the report of the Preparatory Committee.

In the debates preceding the adoption of the ECOSOC resolution, the Canadian Delegation pointed out that it was now generally recognized that assistance available under the United Nations Expanded and Regular Programmes for Technical Assistance should be supplemented by a new and separate Fund which would attract and stimulate an increased flow of international resources to meet the needs of the less-developed countries. The proposals of the Preparatory Committee had been reached after the most

careful consideration by governments representing all points of view and with the closest participation of the Specialized Agencies. The Canadian Delegation expressed the view that the proposed organizational and administrative arrangements of the Fund would permit the selection of sound projects and their implementation on sound and economic lines. The recommendations of the Preparatory Committee were acceptable to the Canadian Government; provided they were approved by the Council and provided the Fund had broad support from the major donor and recipient countries, the Canadian Government would be prepared to seek Parliamentary approval for a contribution to the Fund. The Canadian Delegation expressed confidence that the main elements of the structure so carefully erected by the Preparatory Committee would be preserved intact. The Canadian spokesman in the ECOSOC discussions concluded his remarks by saying that Canada could "conceive of no greater contribution to the future development of international co-operation in the economic field than the successful inauguration of the new Fund".

At the meetings of the Economic Committee of the Social and Economic Council, the U.S.S.R. Delegation moved four amendments, all of which were rejected. The Soviet amendments would have opened participation in the Fund to all states and would have excluded the President of the International Bank from membership in the Consultative Board of the Fund. Another Soviet amendment sought to cancel the provision contained in the report of the Preparatory Committee that contributions to the Fund could be accepted only from governments holding membership in the United Nations, the Specialized Agencies and the International Atomic Energy Agency. The last amendment would have allowed all contributions to be made in national currencies, contrary to the recommendation of the Preparatory Committee that contributions should be made in currencies readily usable by the Fund. The U.S.S.R. nevertheless voted in favour of the resolution as a whole at the plenary session of ECOSOC. It is expected that the recommendations of the Economic and Social Council will be approved substantially unaltered by an overwhelming majority of the United Nations at the current General Assembly and that the Fund will begin operations in 1959.

Since this article was prepared, the General Assembly has approved the establishment of the Fund, and Canada has pledged \$2 million for the first year of its operation.

Mr. Smith in Latin America

Mr. Sidney E. Smith, Secretary of State for External Affairs, accepting the invitations of the Brazilian and Mexican Governments, is making official visits to those countries in November, and early December.

This will be the first formal visit made by a Canadian Secretary of State for External Affairs to Latin America. Canada's first exchange of diplomatic representation in Latin America was made with Brazil, when the Canadian Legation, later raised to embassy status, was opened in Rio de Janeiro in September 1941. The exchange of diplomatic representation with Mexico dates from 1944. The atmosphere of Canadian relations with both countries has been consistently friendly and co-operative, and the visit of the Secretary of State for External Affairs provides an opportunity to demonstrate the Canadian desire that these good relations should be maintained and strengthened. Because the Minister is already committed to attend the December meeting of the North Atlantic Council in Paris, he will not be able to extend his tour to other Latin American countries.

Mr. Smith will be accompanied by his wife and by a small group of officials. Several of the Canadian Heads of Mission in other South American countries will meet the party in Rio de Janeiro and will attend a two-day meeting with Mr. Smith and the departmental officials to discuss policies and problems of common interest.

Mr. Smith will leave from Seattle, Washington, immediately after the Colombo Plan Ministerial Meetings, which are expected to end on November 13. He will remain in Brazil from November 17 to November 27 approximately and will then spend four or five days in Mexico, where he will represent Canada at the inauguration of the new President, Adolfo Lopez Mateos, on December 1.

APPOINTMENTS, TRANSFERS AND RETIREMENTS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. G. C. Langille posted from the Canadian Embassy, Ankara to temporary duty with the International Atomic Energy Agency Conference in Vienna and then to Ottawa, effective September 19, 1958.
- Mr. S. D. Hemsley appointed Canadian Consul General to Boston. Proceeded to Boston September 25, 1958.
- Mr. B. A. S. Crane resigned from the Department of External Affairs effective September 29, 1958.
- Mr. C. F. W. Hooper posted from Ottawa to the Office of the High Commissioner for Canada, New Delhi, effective October 1, 1958.
- Mr. C. M. Bedard posted from the Canadian Consulate General, Los Angeles to temporary duty in Ottawa, effective September 15, 1958. Proceeded to the International Supervisory Commissions, Indochina, effective October 1, 1958.
- Mr. F. M. Tovell posted from the Canadian Embassy, Washington to Ottawa, effective October 2, 1958.
- Mr. C. J. Marshall posted from Ottawa to the Canadian Embassy, Ankara, effective October 2, 1958.
- Mr. A. J. Hicks from Ottawa to the Canadian Consulate General, Los Angeles, effective October 3, 1958.
- Mr. A. C. Smith, Canadian Minister at the Office of the High Commissioner for Canada, London, appointed Canadian Ambassador to the United Arab Republic. Proceeded to Cairo October 3, 1958.
- Mr. H. H. Carter posted from the Canadian Embassy, The Hague to temporary duty at the Office of the High Commissioner for Canada, London, effective September 12, 1958. Proceeded from London to the Office of the High Commissioner for Canada, New Delhi, effective October 7, 1958.
- Mr. T. M. M. Pope posted from the Language School for Chinese Studies at the University of Hong Kong to Ottawa, effective October 8, 1958.
- Mr. L. A. H. Smith posted from Ottawa to the Office of the High Commissioner for Canada, Karachi, effective October 9, 1958.
- Mr. J. P. Erichsen-Brown appointed Canadian Commissioner, International Supervisory Commission for Vietnam, Saigon. Proceeded to Indochina October 10, 1958.
- Mr. N. A. Robertson, Canadian Ambassador to the United States, appointed Under-Secretary of State for External Affairs. Proceeded from Washington October 10, 1958 and assumed his duties in Ottawa October 20, 1958.
- Mr. J. E. G. Blais posted from the International Supervisory Commissions, Indochina, to Ottawa, effective October 13, 1958.
- Mr. R. M. Macdonnell appointed Deputy Under-Secretary of State for External Affairs. Assumed his duties October 14, 1958.
- Miss L. Beattie posted from Ottawa to the Canadian Consulate General, Boston, effective October 14, 1958.
- Mr. W. Savage posted from Ottawa to the Canadian Consulate General, Chicago, effective October 14, 1958.
- Mr. L. Mayrand, Canadian Ambassador to Spain appointed Canadian Ambassador to Italy. Proceeded to Rome October 15, 1958.
- Mr. F. G. Hooton posted from Ottawa to the Canadian Embassy, Bonn, effective October 15, 1958.
- Mr. J. H. Warren reassigned to the Department of Trade and Commerce, effective October 16, 1958.
- Mr. K. W. MacLellan posted from temporary duty as Canadian Consul, Los Angeles, to Ottawa effective October 16, 1958.
- Mr. J. Léger appointed Permanent Representative to the North Atlantic Council and the Office of the European Economic Co-operation. Proceeded to Paris October 18, 1958.
- Miss V. Allen posted from the Canadian Consulate General, Boston to Ottawa, effective October 18, 1958.

- Mr. T. Le M. Carter, MC, Canadian Commissioner, International Supervisory Commission for Vietnam, left Saigon October 25, 1958 and proceeded on leave until January 1959.
- Mr. S. Grey posted from the Canadian Embassy, Djakarta to the Office of the High Commissioner for Canada, Karachi, effective October 26, 1958.
- Mr. P. A. Beaulieu QC, Canadian Chargé d'Affaires a.i. in Lebanon appointed Canadian Ambassador to Lebanon. Proceeded from temporary duty in Ottawa, October 27, 1958.
- Mr. J. J. Dupuis posted from the Canadian Embassy, Ankara to Ottawa, effective October 29, 1958.

TREATY INFORMATION

Current Action

Bilateral

France

Exchange of Notes between Canada and France modifying the air agreement signed at Ottawa August 1, 1950.

Signed at Ottawa October 22, 1958.

Entered into force October 22, 1958.

India

Financial Agreement between the Government of Canada and the Government of India.

Signed at Ottawa October 22, 1958.

Entered into force, October 22, 1958.

Switzerland

Exchange of Notes between Canada and Switzerland abrogating the agreement of August 27, 1872 between Great Britain and Switzerland concerning succession duties.

Signed at Ottawa March 28 and June 23, 1958.

Entered into force September 8, 1958.

United States of America

Exchange of Notes between Canada and the United States of America concerning the establishment of a Canada - United States Committee on Joint Defense.

Signed at Ottawa August 29 and September 2, 1958.

Entered into force September 2, 1958.

Multilateral

Protocol relating to an amendment to article 45 of the Convention on International Civil Aviation.

Done at Montreal June 14, 1954.

Canada's Instrument of Ratification deposited September 2, 1958.

Entered into force for Canada, September 2, 1958.

Publication

Canada Treaty Series 1957 No. 12. Convention between Canada and the Federal Republic of Germany for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income. Signed at Ottawa June 4, 1956. Instrument of ratification exchanged at Bonn July 5, 1957. In force August 5, 1957.

Canada Treaty Series 1957 No. 20. Statute of the International Atomic Energy Agency. Done at New York, October 26, 1956. Signed by Canada October 26, 1956. Instrument of ratification of Canada deposited July 29, 1957. In force for Canada July 29, 1957.

Canada Treaty Series 1957 No. 25. Convention concerning customs facilities for touring. Done at New York June 4, 1954. Instrument of accession of Canada deposited June 1, 1955. In force for Canada September 11, 1957.

Canada Treaty Series 1957 No. 26. Interim Convention on Conservation of North Pacific Fur Seals. Done at Washington February 9, 1957. Signed by Canada February 9, 1957. Instrument of ratification of Canada deposited September 16, 1957. In force for Canada October 14, 1957.

Canada Treaty Series 1957 No. 27. Protocol modifying the International Convention relating to Exhibitions of November 22, 1928. Done at Paris May 10, 1948. Instrument of accession of Canada deposited November 4, 1957. In force for Canada November 4, 1957.

CURRENT UNITED NATIONS DOCUMENTS*

A Selected List

a) Printed Documents:

- Report of the Trusteeship Council* covering the work of its twenty-first and twenty-second sessions. A/3822, Vol.I. N.Y., 1958. 109 p. GAOR: Thirteenth Session, Supplement No. 4.
- Report of the United Nations High Commissioner for Refugees.* A/3828/Rev.1. N.Y., 1958. 59 p. GAOR: Thirteenth Session, Supplement No. 11.
- United Nations Refugee Fund.* Accounts for the year ended 31 December 1957 and Report of the Board of Auditors. A/3834. N.Y., 1958. 19 p. GAOR: Thirteenth Session, Supplement No. 6C.
- Report of the United Nations Scientific Committee on the Effects of Atomic Radiation.* A/3838. N.Y., 1958. 228 p. \$2.50. GAOR: Thirteenth Session, Supplement No. 17.
- Report of the Economic and Social Council,* 3 August 1957 to 31 July 1958. A/3848. N.Y., 1958. 91 p. GAOR: Thirteenth Session, Supplement No. 3.
- Commission on Narcotic Drugs.* Report of the Thirteenth Session (28 April - 30 May 1958). E/3133, E/CN.7/354. N.Y., 1958. ECOSOC Official Records: Twenty-sixth Session, Supplement No. 9.
- Structure and Growth of Selected African Economies.* E/3137, ST/ECA/57. N.Y., 1958. 201 p. \$2.00. Sales No.: 58.II.C.4.
- Management of Industrial Enterprises in Under-developed Countries.* E/3143, ST/ECA/58. N.Y., 1958. 35 p. Sales No.: 58.II.B.5.
- Atomic Energy.* Glossary of Technical Terms. N.Y., 1958. 215 p. (English-French-Spanish-Russian). \$4.00. Sales No.: 58.IX.1.
- International Map of the World on the Millionth Scale* (1956). ST/ECA/SER.D/2. N.Y., 1958. 96 p. (bil.). \$1.00. Sales No.: 58.I.2.
- Demographic Training and Research Centre.* Report of the Inaugural Conference, Bombay, 5 to 9 November 1957. ST/TAA/SER.C/31. N.Y., 1958. 52 p.
- Report of the Committee on South West Africa to the General Assembly.* A/3906. N.Y., 1958. 68 p. GAOR: Thirteenth Session, Supplement No. 12. A/3906/Add.1: Map of South West Africa 1958.
- United Nations Conference on the Law of the Sea.* (Geneva, 24 February-27 April 1958) Official Records, Volume III: First Committee (Territorial Sea and Contiguous Zone). Summary records of meetings and Annexes. A/CONF.13/39. 261 p. \$3.00. Sales No.: 58.V.4, Vol.III. Official Records, Volume IV: Second Committee (High Seas: General Régime). Summary records of meetings and Annexes. A/CONF.13/40. 153 p. \$1.75. Sales No.: 58.V.4, Vol.IV.
- Reclassification of Government Expenditures and Receipts in Selected Countries.* ST/ECA/52. N.Y., 1958. 124 p. \$1.50. Sales No.: 58.XVI.3.
- Rules of Procedure of the Trusteeship Council* (as amended up to and during its twenty-second session). T/1/Rev.5. N.Y., 1958. 20 p.
- GATT—Anti-dumping and countervailing duties.* Geneva, July 1958. 165 p. \$1.25. Sales No.: GATT/1958-2.

*Printed documents of the United Nations may be obtained in Canada at the following address: Agents: The Ryerson Press, 299 Queen Street, W., Toronto; Sub-Agents: Book Room Ltd., Chronicle Building, Halifax; McGill University Bookstore, Montreal; Magasin des Etudiants de l'Université de Montréal, Montréal; University of Manitoba Bookstore, Winnipeg; University of Toronto Press and Bookstore, Toronto; University of British Columbia Bookstore, Vancouver.

Mimeographed United Nations documents are available to the general public by annual subscription from the United Nations Secretariat, New York; and to university staffs and students, teachers, libraries and non-governmental organizations from the United Nations Department of Public Information, New York.

For more complete information see "External Affairs" for April-May, 1958, page 117.

ICAO

The Economic Implications of the Introduction into Service of Long-Range Jet Aircraft. Doc 7894-C/907. 66 p. \$1.25.

Annex 4 - Aeronautical Charts Fourth Edition (incorporating Amendments 1-32), October 1957. 78 p. \$1.25.

Report of the Fourth European-Mediterranean Regional Air Navigation Meeting Geneva, 28 January-21 February 1958. Doc 7870, EUM/IV 498 p. \$6.00.

ICAO Circular 54-AN/49 Aircraft Accident Digest No. 8. 212 p. \$2.25.

Aims and Objectives of ICAO in the Field of Facilitation Doc 7891-C/906, 17 p. 25 cents.

Proceedings of the Route Facilities Charges Conference Montreal, 18 March-1 April 1958, Volume I—*Report and Working Papers of the Conference* Doc 7874, RFC/1-1, 178 p. \$2.00; Volume II—*Minutes* Doc 7874, RFC/1-2, 166 p. \$1.75.

UNESCO

International Yearbook of Education, Vol. XIX, 1957. 397 p. \$5.00. UNESCO, Paris/IBE, Geneva, Publication No. 190.

Facilities for Education in Rural Areas. (XXIst International Conference on Public Education, Geneva, 1958). 241 p. \$2.75. UNESCO, Paris/IBE, Geneva, Publication No. 192.

Preparation and Issuing of the Primary School Curriculum. (XXIst International Conference on Public Education, Geneva, 1958). 195 p. \$2.75. UNESCO, Paris/IBE, Geneva, Publication No. 194.

b) Mimeographed Document:

United Nations Emergency Force. Summary study of the experience derived from the establishment and operation of the Force. (Report of the Secretary-General). A/3943. 9 October 1958. 75 p. Annexes I and II.

EXTERNAL AFFAIRS



CANADA

December 1958

Vol. 10 No. 12

• **EXTERNAL AFFAIRS** is issued monthly in English and French by the Department of External Affairs, Ottawa. It provides reference material on Canada's external relations and reports on the current work and activities of the Department. Any material in this publication may be reproduced. Citation of **EXTERNAL AFFAIRS** as the source would be appreciated. Subscription rates: **ONE DOLLAR** per year (Students, **FIFTY CENTS**) post free. Remittances, payable to the Receiver General of Canada, should be sent to the Queen's Printer, Ottawa, Canada.

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Department of External Affairs
Ottawa, Canada

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Mr. Sidney E. Smith, Secretary of State for External Affairs, and Mr. Dag Hammarskjöld, Secretary-General of the United Nations, in discussion in the Council Chamber at United Nations Headquarters.

Canada and the United Nations

THE thirteenth session of the General Assembly of the United Nations convened in New York on September 16. In its first three weeks the Assembly elected a new president (Dr. Charles Malik, of Lebanon), and other officers, approved an agenda of 72 items and their allocation to plenary meetings and the main Committees, decided once again not to seat representatives of the People's Republic of China, and elected Argentina, Italy and Tunisia to two-year terms in the Security Council, beginning January 1, 1959.

During the general debate, which began on September 18 and ended on October 7, 83 speakers representing 72 member states expounded their countries' view on the international situation and on items on the Assembly's agenda of particular interest to them. The Secretary of State for External Affairs, Mr. Sidney E. Smith, spoke for Canada on September 25.*

The composition of the Canadian Delegation is as follows: *Representatives*—Mr. Sidney E. Smith, Secretary of State for External Affairs (Chairman of the Delegation); Mr. W. J. Browne, Minister without Portfolio (Vice-Chairman of the Delegation); Mr. G. S. Thorvaldson, Senator; Dr. R. P. Vivian, M.D., Member of Parliament for Durham; Mr. C. S. A. Ritchie, Permanent Representative of Canada to the United Nations. *Alternate Representatives*—Mr. H. W. Macquarrie, Member of Parliament for Victoria; Mr. J. N. Tremblay, Member of Parliament for Roberval; Mrs. W. T. Hayden; Mr. Jean Morin, Q.C.; Mr. J. W. Holmes, Assistant Under-Secretary of State for External Affairs.

Advisers for the Delegation are drawn from the Department of External Affairs, the Department of Finance, the Canadian Permanent Mission to the United Nations in New York and the Canadian Embassy in Washington.

Chinese Representation

The thirteenth session opened in a somewhat tense atmosphere as a result of the crisis that began on August 23, when the Chinese Communists started an intense artillery bombardment of Quemoy and other off-shore islands, and implied that they might attempt to seize these islands by force. The timing of the crisis raised the possibility that the UN might be asked to consider the question of the hostilities in the Taiwan Straits, a possibility that has not, however, materialized to date as a result of diminished tension. At the same time the crisis threw into sharp focus the question of Chinese representation in the United Nations.

The question of Chinese representation was discussed at the beginning of the session during the examination of the agenda, first in the General Committee and later in the Assembly, on the basis of a recommendation by India that the Assembly consider the representation of China in the United Nations, and of a United States draft resolution calling for another year's delay in consideration of the issue. On September 19 the Committee voted 12 to 7, with 2 abstentions, to recommend the United States proposal. On September 22, the Assembly approved the Committee's decision by a vote of 44 in favour, 28 against, with 9 abstentions. The United States, France, Canada, and all

*Text published in External Affairs Bulletin, October 1958.

other Commonwealth countries except Ceylon, Ghana and India, voted with the majority. In his statement, the Secretary of State for External Affairs, Mr. Smith, said that it would not be timely for the Assembly at the thirteenth session to consider Chinese representation because international tension resulting from military action in the Taiwan Straits did not afford a proper atmosphere for discussion.

Disarmament

The disarmament problem is perhaps the most important issue discussed to date at the session. Of the six questions on the agenda relating to disarmament five were, on the advice of the General Committee, allocated by the Assembly to the First, or Political and Security, Committee. After some discussion, the First Committee adopted by a vote of 50 to 9, with 19 abstentions, a United States compromise proposal to consider in priority and simultaneously the following three items: (1) the question of disarmament, i.e. an item proposed by the Secretary-General; (2) the discontinuance of atomic and hydrogen weapons tests; and (3) the reduction of the military budgets of the U.S.S.R., the United States, the United Kingdom and France, these latter two items being proposed by the Soviet Union.

The debate in the First Committee on these aspects of disarmament lasted for about three weeks with the participation of a total of 63 delegations. An unusually large number of draft resolutions and of amendments to these resolutions was proposed for the consideration of the First Committee. The discussion was influenced by the imminence of the talks on nuclear tests and the conference of experts on surprise attack due to convene in Geneva, respectively on October 31 and November 10.

In the voting on October 31, the principal Western resolution covering all aspects of disarmament and co-sponsored by 17 powers, including the United States, the United Kingdom and Canada, was adopted by 49 votes to 9, with 23 abstentions. Under this resolution, the Assembly was to urge the Powers holding talks in Geneva to "make every effort to reach an early agreement on the suspension of nuclear weapons tests under effective international control" and "not to undertake further testing of nuclear weapons while these negotiations were in progress". In view of the opposition expressed by members of the Committee, the Soviet Delegation withdrew its draft resolution which would call on the powers conducting nuclear tests to halt them immediately.

The First Committee also adopted unanimously on October 31 an Indian-Yugoslav resolution on the question of surprise attack. Essentially, this resolution expressed the hope that the widest possible measure of agreement will be reached at the Conference of Experts in Geneva to study the practical aspects of minimizing the possibility of surprise attack. A somewhat similar resolution submitted by Austria, Japan and Sweden concerning the three-power negotiations on nuclear tests was adopted by 52 votes to 9 with 19 abstentions. The Committee rejected by a vote of 39 to 10, with 32 abstentions, the Soviet proposal on the reduction of military budgets.

The Committee then turned to the question of the composition of the Disarmament Commission and decided, without a dissenting vote, that for 1959 the Disarmament Commission should consist of all 81 members of the United Nations, as proposed by India and Yugoslavia, instead of 25 countries as decided at last year's session.

All these recommendations from the First Committee were examined by the Assembly at its plenary meeting of November 4. They were then rapidly approved with little or no change, by about the same votes as in Committee.

The discussion on the question of the peaceful use of outer space started in the First Committee on November 11. After several days' discussion the Committee adopted a resolution sponsored by the United States and 19 other countries, including Canada, by a vote of 54 to 9 (the Soviet bloc), with 18 abstentions. The resolution recommended the establishment of a United Nations Committee to study how outer space may be best utilized for peaceful purposes. The Soviet objections to the proposal were mainly concerned with the composition of the Committee and, following the adoption of the resolution, their representative stated that the Soviet Union would not participate in a Committee so constituted. Final disposal of the question awaits discussion in plenary session.

Middle East

In contrast with previous sessions, relatively little attention has been devoted thus far to Middle Eastern questions. Thanks largely to relative calmness in this area during recent weeks, the possibility envisaged late in the summer that Middle Eastern questions might come up before the Assembly in urgent form has not materialized to date.

By a resolution adopted at the Special Emergency Session of the General Assembly in August, the Secretary-General of the United Nations was called upon to make "practical arrangements" in the Middle East which would, amongst other things, facilitate the early withdrawal of foreign troops from Lebanon and Jordan. Upon return from the journey he made to the Middle East to implement his task under that resolution, Mr. Hammarskjold presented on September 30 a report to the General Assembly on developments under the resolution. The report mentioned the United States and United Kingdom intention to withdraw their troops from Lebanon and Jordan within a short time, if conditions permitted. The report also announced the appointment of a United Nations Representative in Jordan to assist in the implementation of the Arab States' resolution, specifically in upholding the principles of the Charter in relation to Jordan, and the plan to appoint a high-level representative at United Nations headquarters to keep in touch with other governments of the area. Mr. Gromyko called for the immediate withdrawal of United States and British troops in an obvious attempt to provoke for propaganda purposes a separate debate on this question. However a number of delegations, including several from the Arab States, re-acted unfavourably and, as a result, the issue was disposed of, without the inscription of a separate item.

Thanks to the improved situation in the Middle East, the United States and the United Kingdom were able to complete the withdrawal of their troops on October 25 in Lebanon, and November 4 in Jordan. Moreover, the Secretary-General decided to liquidate and evacuate by December 10 the United Nations Observation Group in Lebanon (UNOGIL) created by the Security Council in June. This decision was in accordance with a recommendation by UNOGIL based on the absence for some time of any reports of infiltration or arms-smuggling into Lebanon and on the improvement in the security situation in Lebanon and in relations between Lebanon and the United Arab Republic.

The question of the financing and further continuation of the United Nations Emergency Force (established in November 1956, chiefly to help

maintain quiet during and after the withdrawal of non-Egyptian troops) was dealt with by the Special Political Committee on the basis of a progress report on the Force. General E. L. M. Burns, Commander of UNEF, warned during the debate against cutting the strength of UNEF—now made up of 5,445 men—as the presence of the Force had reduced to a low level the incidents along the Egyptian-Israeli armistice demarcation line. A resolution co-sponsored by seven members of the UNEF Advisory Committee (including Canada) was finally adopted against Soviet opposition, by a vote of 49 to 9. This resolution authorized the continued operation of UNEF and referred the problem of financing to the Fifth or Budgetary Committee, after the Soviet bloc countries had reiterated their past refusal to pay any share of the costs. On December 3 the Fifth Committee recommended that \$19 million be voted for support of UNEF. Detailed contributions by individual countries will be worked out after the Assembly has approved the Committee's recommendation.

Peace Force

The report of the Secretary-General on the experience derived from the operation of UNEF and the implications of possible standby arrangements for United Nations action to meet future emergencies was circulated to the Assembly on October 15. In this document, Mr. Hammarskjold invited the Assembly to endorse a set of basic principles and rules that could provide an adaptable framework for future operations where the United Nations might be called on to intervene with military personnel. Owing to the negative attitude of the U.S.S.R. and some other countries, the Secretary-General advised the Assembly on November 5 that the United Nations should not take any action at the present time, rather it should wait until it faced a concrete situation, when the political issues involved in a United Nations field operation would have to be resolved. In the circumstances, this item was dropped without further consideration.

Cyprus

The debate on Cyprus began in the First Committee on November 23 and, in the course of eleven meetings, a total of 43 delegations spoke. The Committee then passed to the discussion of the seven draft resolutions proposed during the debate. On December 4, an Iranian draft resolution, as amended by Turkey, was finally adopted by 31 votes in favour (including Canada, the United Kingdom, the United States and Turkey), 22 against (including Greece, India, the United Arab Republic and the Soviet bloc countries), with 28 abstentions (including eleven Latin American countries, and twelve Asian and African states). Under this resolution, the First Committee recommended that the General Assembly urge the convening of a conference "between the three governments directly concerned and representatives of the Cypriots" at which there should be discussion not only of interim arrangements for the administration of Cyprus, but also a final solution of the problem. The Committee's recommendation was considered by the Assembly at its plenary meeting of December 5, but was not put to a vote. The Assembly instead adopted unanimously a Mexican resolution expressing its "confidence that continued effort will be made by the parties to reach a peaceful, democratic and just solution in accordance with the Charter".

Togoland

The most important development to date in the Fourth Committee, which deals with Trusteeships and Non-Self-Governing Territories, was the

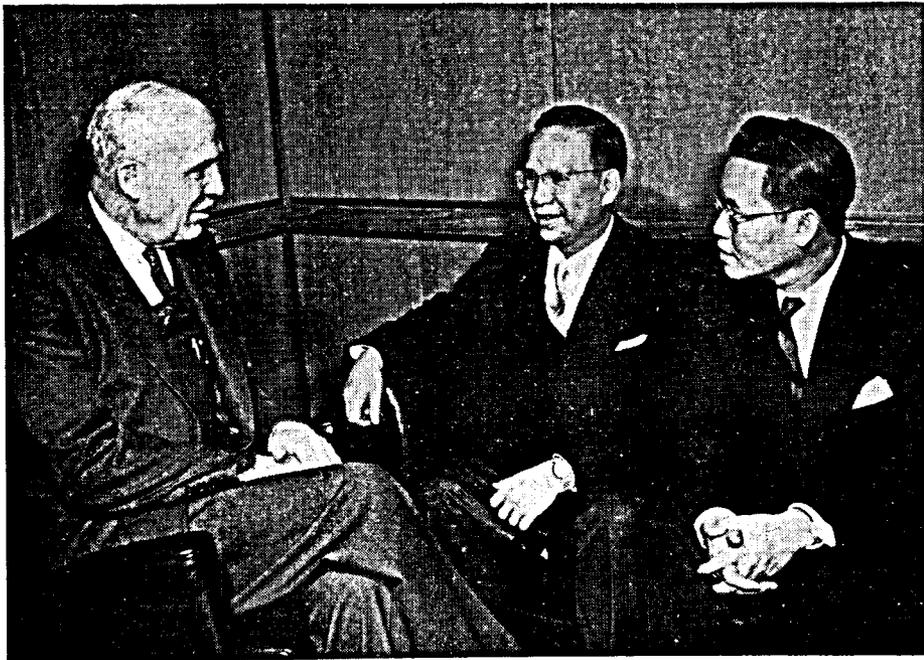
unanimous adoption of a resolution deciding to bring to an end the Trusteeship agreement for Togoland when this territory becomes independent in 1960.

Assistance Programmes

One of the more significant decisions of the session in the economic and social field has been that of approving proposed arrangements for the United Nations Special Fund. This Fund, which will begin operation at the beginning of 1959, will enable the United Nations to extend its activities to the borderline between capital and technical assistance and to participate in pilot projects in various fields, such as resource surveys, housing or sanitation. The Canadian Government has pledged—subject to Parliamentary approval—to contribute \$2 million to the Special Fund, in addition to Canada's yearly contribution of \$2 million to the United Nations Expanded Technical Assistance Programme.

This year the Second, or Economic and Financial, Committee merely expressed hope for a "moderately higher level of operations" of the Expanded Technical Assistance Programme in 1959, and for contributions that will permit its gradual expansion. In fact, unfortunately, funds pledged for next year have fallen short of expectations and it may be that the Expanded Programme will have to reduce somewhat the scope of its operations.

The Assembly also decided to make provisions for an International Administrative Service, whose members will work for the national governments of newly independent countries needing trained administrators, until these countries are able to create a sufficiently large civil service from among their own people.



VISITOR FROM VIETNAM

The Honourable Vu Van Mau, Minister of Foreign Affairs of the Republic of Vietnam, chats with Mr. Gordon Churchill, Minister of Trade and Commerce. On the right is Mr. Nguyen Huu Chi, Executive Assistant to Mr. Mau.

The Prime Minister Reviews His Tour

MR. JOHN G. Diefenbaker, the Prime Minister of Canada, returned on December 14 from a tour of European and Commonwealth countries. Mr. Diefenbaker and his party left Ottawa on October 28 in an RCAF aircraft for New York, where a brief stop was made en route to London, England. The Prime Minister remained in England until November 5 and then visited the following countries: France, Germany, Italy, Iran, Pakistan, India, Ceylon, Malaya, Singapore, Indonesia, Australia and New Zealand, returning by way of Honolulu.

In a broadcast over the CBC Television National Networks on December 21, Mr. Diefenbaker said:

As you know, I have recently returned from an extended series of meetings with the heads of state and others in Western Europe and Asia. The purpose of these meetings was to discuss and assess the responsibilities which Canada has assumed within the framework of the North Atlantic Treaty alliance and the Commonwealth of Nations for the maintenance of world peace and the advancement of the universal brotherhood of mankind.

Tonight I report to you on these discussions, without trespassing on the rights of Parliament to hear my report in detail. In these last few weeks, I have had the honour to speak and listen, on your behalf, to many eminent world leaders, as well as to Canada's Ambassadors and High Commissioners and other Canadians abroad.

In all these talks, I feel sure that substantial progress was made towards our individual and mutual objectives.

Je vous fais part ce soir de ces discussions, sans restreindre pour autant le droit qu'a le Parlement d'entendre, de ma bouche, un compte rendu détaillé de mon voyage. Au cours des quelques dernières semaines j'ai eu l'honneur de m'entretenir, en votre nom, avec les dirigeants de divers États, ainsi qu'avec des ambassadeurs et haut commissaires du Canada et d'autres Canadiens se trouvant à l'étranger.

Je suis sûr que, dans tous ces entretiens, nous avons progressé vers nos objectifs tant mutuels que particuliers.

There is no substitute for personal experience—for the "feel" of places and peoples that comes with even a moment's participation in their way of life. My visit to the lands of Asia and of the Commonwealth was made with fresh eyes eager to see, to learn, to absorb and to determine for myself the spirit emerging in those societies.

I have come back more convinced than ever of the importance of these personal meetings with national leaders. The more we know each other, the more likely we are to find amicable solutions of our differences; to understand the viewpoints and problems of others; and to appreciate the basic goodness and goodwill in the hearts of human beings. This is

something that can never be communicated through third parties, or by correspondence or diplomatic exchanges.

In essence, I am able to say to you, my fellow Canadians, that there is real hope for the maintenance of the peace in spite of the great problems that still confront us, because there is among most of the leaders of the nations, a determination to confine and confound the schemes and ambitions of those who would destroy that peace. There is a high resolve among the free nations to work together constructively and positively, as never before in history, to maintain a strong and united front as an effective deterrent to aggression.

There is another vital reason for the importance of these talks with world leaders. The normal diplomatic channels are still of the utmost importance, but there are times when direct communication between those in high authority, often by long distance telephone, becomes desirable and indeed essential. I need only mention the fact that there is a world of difference between speaking to someone, under such circumstances, whom you have never met, and the kind of frankness and understanding that is possible with one whom you know personally.

I can think of no one whose personal friendship and understanding have meant more to me in this regard than the Rt. Hon. Harold Macmillan, Prime Minister of the United Kingdom. In London we resumed those very important discussions which have been going on for some time, on many levels of government, about the trade and other relationships of our two countries. I need remind no Canadian of the importance of those traditional markets for our goods and services, because they have, from the earliest days, been the backbone of our development and prosperity. It is here, and in the related Commonwealth countries of the British trading orbit, that we must expand our mutual trade, if our Canadian economy is to have that level of earning from overseas trade which is necessary to offset our excess of imports over exports in our trade with the United States.

I am glad to report that there are excellent prospects for further expansion in Canada's trade with Britain in the immediate future. One of the major contributing factors has been the success of the Trade and Economic Conference held in Montreal. The spirit of mutual self-help engendered there is still very much alive in Britain and in many other Commonwealth countries.

We crossed from the Old Land to France, where, for the first time, I met General de Gaulle. France has passed through a time of crisis in the evolution of her Parliamentary institutions. I shall not comment on the prospects of the new Fifth Republic other than to say that I found the new head of that ancient state to be a man dedicated to his fellow citizens and prepared to devote his talents to the cause of France and her allies among the free nations. Our own direct interest as Canadians in the future of that great country was once again brought home to me in my visit to the headquarters of NATO, the Atlantic bastion of freedom against the floodtide of communism.

I must pass over quickly my visit to the other NATO countries, West Germany and Italy. I had previously met Chancellor Adenauer. Our talks added more to my admiration for him and for what he is doing to



THE PRIME MINISTER IN ITALY
Mr. Diefenbaker in Rome with Prime Minister Fanfani.

maintain, for the rest of the free world, that vital salient of the front line of freedom. Here we met our Canadian troops and their families. It is with the greatest pride that I report to all Canadians that the men and women of our Armed Forces stationed in Europe are adding lustre to the name and fame of Canada by their exemplary conduct and professional efficiency.

I stopped briefly in Italy for talks with Prime Minister Fanfani. The people of Italy have long been engaged in an internal battle against communist infiltration. Its success is vital to world peace. It is my impression that the battle is being won and that this great nation, to which the Western world owes so much of its heritage, will stand firm on the side of freedom.

After an all too short meeting with Prime Minister Manushar Eghbal of Iran, I went on to Pakistan, in which delightful country we met many Canadians engaged in the great hydro-electric project at Warsak. This is a tremendous undertaking and the fine spirit of co-operation between Canadians and Pakistanis here is doing much to develop a new and important relationship between Canada and this populous new nation. It is a relationship which must, in the long run, prove mutually advantageous to both our peoples.

In Pakistan, as in India which we visited next, I experienced at first hand the warm desire of all the Asian members of the Commonwealth for the quickest possible bridging of the gulf between the East and the West of the freedom nations. That it can and will be achieved I have not the slightest doubt, if we do our part. As a member of the Commonwealth, Canada has a significant role to play both in Asia and in Africa, where the vast majority of the members of the Commonwealth now live. The ties that bind are potentially strong. These new nations have joined us of their own free will and choice. They are extending to us the right hand of fellowship and it is my impression that, on both political and economic grounds, Canada is in a better position than any other Western nation to clasp these hands of friendship and so bring about an understanding between East and West.

The highlight of the Indian visit was, of course, our meetings with Prime Minister Nehru. I think he would allow me to say that our few days together developed an earlier acquaintanceship into a genuine friendship.

In Ceylon I met the national leaders in Colombo, the capital, well-known to all Canadians because of its connection with the Commonwealth Plan of aid to less-developed Asian countries. This new nation has many problems still to be solved, but I am able to report that Canadian assistance to this, as to other Colombo Plan countries, is already paying dividends in the kind of practical goodwill that will make Canadians and their products acceptable and welcome.

In Malaya, we saw at first hand the struggle of the little nations of Asia against communism being waged on a still active fighting front. This is one of the vital battlegrounds of the drive of international communism for the heart and minds of the Asians. Malaya seems a long way off to most of us, but I can assure you that the results of the struggle now going on in Malaya will affect the lives of Canadians for many years to come. It is a good thing for us of the West that, whatever our differences in other matters, we still have men like Prime Minister Tunku Rahman in many strategic places in the Asian world, who understand the terrible implications in a victory for communism.

The last of our talks took place in Australia and New Zealand, two Commonwealth countries with which Canada has many traditional



Mr. John G. Diefenbaker, the Prime Minister of Canada with his host, Mr. Nehru, the Prime Minister of India.

political and economic ties. I found both Mr. Menzies, and Mr. Nash of New Zealand, hopeful about the prospects for expanding the two-way trade between our countries. I wish I had time to tell you of the fine relations Australia and New Zealand are developing with the new Asian nations. Quite recently Australia concluded trade agreements with Ceylon, Malaya and Japan, practical examples of that kind of mutual co-operation between East and West which must come quickly if the free world is to survive.

And now, finally, it is proper to ask: "What has been gained for Canada?" My predecessor in office, Mr. St-Laurent, when he returned from a similar visit around the world, outlined the many advantages of his experience and I feel sure that they are as valid today as then. The average Canadian derives a third of his income from our export trade. He has therefore a more direct and personal interest in our relations abroad than the citizens of other countries.

The leaders of many states whose activities are of vital concern to Canada have been met, and have themselves now met the new leader of the Government of Canada, which has a deep-rooted tradition of international responsibility. The Canadian viewpoint on many matters has been put before them—and they, in turn, have had an opportunity to express their own views and opinions.

But I would like to think that there are more lasting consequences than even these personal contacts, important though they are. I would

like to believe that these visits re-emphasize our Canadian commitments to the highest moral and political standards of international goodwill, and to a continuation of that participation in the affairs of the world which has given Canada an international status far beyond our numbers and even beyond the level of our physical and monetary contributions of recent years.

During my absence I have, of course, been in continual communication with the Cabinet here at home. I know that we still have problems of our own on the domestic front. It is here that my first responsibility lies. Every possible resource of the Government is being used to combat the national problems and individual hardships resulting from the world-wide economic slow-down.

It is a matter of great personal regret to me that some of these effects are still with us at this time. To inject a personal note, may I say my thoughts are very much with each of you, my fellow Canadians. I pray that the joys of Christmas may be yours in full measure; that the spirit of the blessed season be with you to comfort those in sorrow; to ease the cares of those who are sick; to lighten the burden of those in distress . . . And for the New Year, my hopes are high and my determination firm that, in so far as it may be in my power, the days ahead will bring to each of you peace, prosperity and great happiness.



THE PRIME MINISTER IN GERMANY

Mr. Diefenbaker in conversation with, left to right, an interpreter, Chancellor Adenauer and on extreme right, Dr. Gerstenmaier, President of the Bundestag (Lower House) at a dinner given in Bonn by Mr. Escott Reid, the Canadian Ambassador to Germany.

Mr. Smith's Visits to Brazil and Mexico

THE Secretary of State for External Affairs, Mr. Sidney E. Smith, accompanied by Mrs. Smith and a small group of officials, returned to Ottawa on the night of December 4 after a twelve-day visit to Brazil and a four-day visit to Mexico.

Brazil

When the Minister and his party landed at Rio de Janeiro on November 17, they were greeted at the airport by a representative of H. E. President Juscelino Kubitschek de Oliveira, by Foreign Minister Francisco Negroao de Lima, by Sr. de Sa Freire Alvim, Mayor of Rio, and by Mr. W. A. Irwin, the Canadian Ambassador to Brazil, and Mrs. Irwin. The Minister declared to the press that he had come at the gracious invitation of the Brazilian Government to see, to hear, and to learn, and that he was looking forward to his conversations with Brazilian leaders.

At a dinner given in his honour at the Foreign Office, housed in the stately palace of Itamaraty, Mr. Smith said in part:

Our two countries, it seems to me, have much in common. We are both peoples of the Americas. We share the historical experience of having left our ancestral homes in Europe to pioneer on the frontiers of the New World. We share the experience of having won political independence. We share a deeply rooted respect for the rights of the individual man; a profound belief in the necessity of the rule of law; and an unswerving dedication to the democratic freedoms.

Being both immense countries of continental proportions, our concept of man's relation to space is similar. In the economic field—in agriculture, in industry, in transport, communications—as in the sphere of political organization, many of the problems which confront us are of a similar kind and of the same order of magnitude. We are both developing at an extremely rapid rate. All of this makes me believe that Brazil and Canada have much to gain by intensive and systematic exchanges of views, of skills and of experiences.

The official part of the Minister's visit to Rio de Janeiro lasted three days, in the course of which he had opportunities for exchanges of views with the President of Brazil and the Foreign Minister, not only on matters affecting Canada and Brazil alone, but Canadian relations with Latin America as a whole. However, it was not the Minister's purpose to enter into specific negotiations; as the first Canadian Secretary of State for External Affairs to visit Latin America, the Minister wanted to bring to Brazil, and Latin America, the expression of Canada's sincere goodwill and active friendship.

The Minister noted with pleasure the identity of views between the Brazilian and Canadian Governments on world issues. The Minister also had the occasion to express to President Kubitschek his admiration for the initiative taken by the President in launching what has come to be known as Operation

Pan America, which proposes to find new and bold solutions to the economic and social problems of Latin America, so that the American hemisphere may play a more positive part in the development and fulfilment of Western democratic policies. Both the Brazilian and the Canadian Foreign Ministers expressed their common desire to see the two countries' delegations at the United Nations continue to work very closely on the problems facing the United Nations.

The question of Canadian membership in the Organization of American States was of course raised. As the Minister explained to the Brazilian press, the Canadian Government, in looking at this question, must keep in mind Canada's existing commitments, which are already heavy, towards the Commonwealth, the United Nations, NATO, the Colombo Plan, etc. Participation in the OAS would necessarily imply additional commitments in financial and personnel resources which our country might ill afford at this time. However, the Minister emphasized that Canada was becoming increasingly conscious of the importance of Latin America and that the question of Canadian participation in the OAS was under constant review in his Department. No decision had been reached, one way or the other, nor was one likely to be reached in the near future. The Minister also had frequent occasions to point out that there might be other ways open for Canada to show its real interest in Latin American affairs than by joining the Organization of American States. Indeed, few people realize, for instance, that one-quarter of Canada's diplomatic missions in the world are in Latin America. Furthermore, as the Minister also pointed out, Canada's contributions to the peace and prosperity of other areas are of advantage to Latin America.

While in Rio, the Minister also set two days aside to hold a conference with the Heads of the Canadian diplomatic missions in South America, to review their problems and study with them the Canadian political, economic and cultural objectives in Latin America.

Needless to say, the reception extended by the Brazilian Government and the Brazilian people to the Minister and his party was most cordial. Brazilian hospitality, which is famous for its warmth, displayed itself in a thousand and one ways. In one instance, President Kubitschek himself cancelled a mere formal call the Minister was to pay on him and gave instead a luncheon at his palace to which he invited not only the Minister's party but all Canadian Heads of mission in South America who had gathered in Rio for the above-mentioned conference with the Minister.

Speaking at the luncheon, Mr. Smith said:

Columbus never visualized how North and South America were to exceed his wildest expectations, how truly different from the old worlds this New World was to be. How new is our civilization, how new is our culture, how new our economy! Pre-Columbian civilizations have no doubt left their mark but the significant phenomenon seems to be the effervescence which has swept this hemisphere from Argentina to Canada. Our American nations have grown and expanded at a rate unknown before in history! They have more than expanded; they seem to have exploded to further and further reaches of their territories. Even the United States of North America, by far the most highly developed nation in our hemisphere, is still a young and growing country by the standards of other

continents. . . Our Canada is similarly expanding, indeed reaching now to its vast northern regions previously scarcely more than touched by the explorer . . .

And your Brazil, Mr. President, whose vast hinterland has resources which have as yet only in part been surveyed. As I flew over it, I was struck by its immensity, by its luxurious beauty I could picture from up above, but at the same time by the stupendous amount of human energy its development must require What better symbol can I find of it, Mr. President, than this new capital city which your countrymen had dreamed of for decades but which you, Mr. President, with your moving belief in your country's potential, are striving so hard to give them. What a symbol it is for the New World, this Brasilia surging from the jungle to become the most modern, the most beautiful capital of this dynamic and inspiring country. Such a grandiose realization is typical of what can take place in the New World. I hope, Mr. President, you will give me your permission to visit Brasilia next Monday with my wife.

To facilitate the journey, the President put his own Viscount aircraft at the disposal of the Minister to go to Brasilia and, from there, to Sao Paulo.

Brasilia is the realization of a dream long cherished by the Brazilians that the capital should be removed from Rio de Janeiro and established on the central plateau in order to promote the development of the hinterland. From the air, one is struck by the size of this future capital and the length and width of boulevards which, for the time being, have to contend with hardly any traffic. At this stage, few buildings have been completed but several more are already partly built. The presidential palace, where the present incumbent frequently goes, is an architectural gem in a delightful setting. The Minister and Mrs. Smith took a helicopter ride over the rising city.

In Sao Paulo often described as the fastest-growing city in the Americas, the Minister and his party called on the State Governor, Mr. Janio Quadros, and the Mayor, Mr. Adhemar de Barros. They also visited the Cubatao hydro-electric installations built by the Brazilian Traction Corporation, a Canadian organization. In Sao Paulo, as in Rio de Janeiro, the Minister had opportunities to meet the many Canadians living and working in these two cities.

Mexico

The Minister then flew to Mexico City, where he arrived on November 30. It was the Minister's pleasant task, as Special Ambassador, to represent Canada at the inaugural ceremonies marking the beginning of the presidential term of H. E. Sr. Adolfo Lopez Mateos. As Head of the Canadian Special Mission which included, in addition to officials from Ottawa, all officers of the resident mission and an RCAF Officer, the Minister brought to the new President the expression of the Canadian Government's warmest wishes for a prosperous term in office.

In a television interview at Mexico City on December 3, Mr. Smith spoke of the political, commercial and cultural relations between Mexico and Canada. In this connection, he said that exchange visits of symphony orchestras and ballet companies have enhanced cultural relations between the two countries and in recent years the increase in the number of Mexican students studying in Canada and Canadian students studying in Mexico had been very gratifying.

On the way to and from Rio, the Minister stopped twice for a few hours in Lima, Peru. In the course of the first stopover, the Peruvian Foreign Minister, Sr. Raul Porras Barrenechea, came to the airport to greet him and both Ministers reviewed common problems.



Mr. Smith, the Secretary of State for External Affairs, with the Brazilian Foreign Minister, Sr. Francisco Negro de Lima, at the Brazilian Foreign Office. In the background can be seen the former Brazilian Ambassador to Canada, Sr. Afranio de Mello Franco.

The Minister of Finance in Asia

IN October and November, Mr. Donald Fleming, the Minister of Finance, completed a 48-day world tour which took him to a number of South and Southeast Asian countries. The purpose of the tour was threefold: to attend the annual meetings of the Boards of Governors of the International Monetary Fund, the International Bank for Reconstruction and Development and the International Finance Corporation in New Delhi; to visit a number of Commonwealth countries to which Canadian aid is extended under the Colombo Plan; and to visit Japan for discussions with various members of the Government. Included in the itinerary were: the United Kingdom, Belgium, India, Pakistan, Ceylon, the Federation of Malayā, Singapore, Thailand, Hong Kong and Japan. On the return journey he visited Honolulu and San Francisco. The tour was undertaken by commercial airlines, involving 28 hops, and encompassing over 30,000 miles.

Accompanied by Mrs. Fleming, the Minister arrived in Brussels on September 30. He was in attendance on HRH, Princess Margaret, during her visit to the Canadian Pavilion at the World Fair. With the Commissioner General for Canada to the Fair, Mr. Glen Bannerman, Mr. Fleming called on the Secretary-General of the Exposition, and visited various exhibits. He attended a luncheon given by the British Ambassador for Princess Margaret, at which Her Majesty, Queen Elizabeth of the Belgians, and Prime Minister Eystens were present. Mr. and Mrs. Fleming were guests of the Canadian Ambassador, Mr. Charles Hébert. Returning to London, where the Minister and Mrs. Fleming stayed with the Canadian High Commissioner, the Honourable George A. Drew, Mr. Fleming and the Minister of Agriculture, Mr. Douglas Harkness, were honoured at a luncheon given by the Lord Chancellor, Lord Kilmuir. The Minister also had talks with the Governor of the Bank of England. Mr. and Mrs. Fleming flew to New Delhi, via Zürich, Beirut and Bahrain, on October 5, arriving on October 6.

Bank and Fund Meetings

From October 6 to 10, the Minister attended the Bank-Fund meetings, held at the Vigyan Bhavan. During their course, he made a statement on behalf of the Canadian Government in which he reviewed the Commonwealth Trade and Economic Conference at Montreal, of which he was chairman. Mr. Fleming expressed Canada's support for the United States' proposal, subsequently adopted, that IMF Executive Directors study the question of enlarging the resources of the Fund and make appropriate recommendations:

May I say, on behalf of Canada, that we regard the idea of increasing the Fund resources as a very timely one, and we shall be prepared to give our warm support to a general increase in Fund quotas of at least 50 per cent of the present quotas.

In respect of the Bank, Mr. Fleming said:

I should like to re-emphasize our very active and continuing interest in the Bank as an instrument for aiding less-developed countries. While development is proceeding rapidly in Canada, and she is the largest net importer of capital in the world, we do not contemplate turning to the

Bank for assistance. Nevertheless, we have been glad to release the full 18 per cent of our initial capital subscription, and the Bank has placed several issues of securities in Canada.

With the Minister in the Canadian Delegation at the meetings were Mr. Louis Rasminsky, Deputy Governor of the Bank of Canada, and Mr. A. F. W. Plumptre, Assistant Deputy Minister of Finance. Mr. and Mrs. Fleming were guests of the Canadian High Commissioner, Mr. Chester A. Ronning, in India.

On October 7, Mr. and Mrs. Fleming were received at lunch by the Prime Minister, Mr. Nehru. They were also presented to the President, Dr. Rajendra Prasad. During his stay in New Delhi, the Minister had an opportunity for talks with members of the Indian Government, including Mr. Jain, the Minister of Food and Agriculture, and Mr. Desai, the Minister of Finance; with the Governor of the Reserve Bank; with the Chancellor of the Exchequer, Mr. Derick Heathcoat Amory, and the U.S. Secretary of the Treasury, Mr. Robert Anderson. With Mr. Desai, the Minister concluded an agreement under which Canada extended a further \$8.8 million loan to India for the purchase of Canadian wheat. This was announced at a press conference later.

Mr. and Mrs. Fleming visited privately at Ratlam over the weekend of October 11 to 14, then travelled to Agra to see the Taj Mahal, returning to New Delhi on October 15.

Pakistan

The party arrived in Karachi, Pakistan, on October 16, where they were guests of the Canadian High Commissioner, Mr. H. O. Moran. The following day, Mr. Fleming paid calls on General Ayub Khan, Commander-in-Chief and Chief Martial Law Administrator, and President Iskander Mirza. The President entertained him at lunch, General Khan at dinner. Mr. and Mrs. Fleming were also given a dinner by the former Minister of Finance, Mr. Amjad Ali. On October 18, the party flew in an aircraft of the Pakistan Air Force to Lahore where they were guests of the Governor of West Pakistan. From there, Mr. and Mrs. Fleming went on to Peshawar, and on a trip through the Khyber Pass, where the Minister was presented with two sheep by the Headmen of the Pathan tribes of the Khyber in an ancient ceremonial, and given lunch by the officers of the Khyber Rifles in their mess. He then toured the Warsak Dam project, being constructed by Canada and Pakistan under the Colombo Plan, visited the project hospital, and met Canadians on the job at a reception at the clubhouse and later at a private dinner. While in Pakistan, Mr. Fleming announced at a press conference that Canada would supply Pakistan with \$2 million of wheat under the Colombo Plan and would construct the link between Karaphuli and the Dacca-Chittagong power connector in East Pakistan. Mr. Fleming had talks with officials in Karachi respecting the utilization of outstanding Colombo Plan funds.

Mr. and Mrs. Fleming visited Bombay from October 20 to 22 as guests of the Governor of Bombay State. They were honoured at a dinner given by the Acting Canadian Government Trade Commissioner, Mr. W. J. Collett, and at a reception by the Indo-Pan-American Association. The Minister inspected the Canada-India experimental reactor being built at Trombay under the Colombo Plan. From October 22 to October 24 the party visited Madras, again as guests of the Governor of the State. The Minister was entertained at

a private dinner by leading state officials and businessmen. A visit was paid to Mahabalapuram, south of Madras, an ancient centre of Hindu culture. Mr. Fleming was the first Canadian minister to have visited South India.

Ceylon

He was also the first Canadian Finance Minister to visit Ceylon, where the party were state guests from October 24 to October 28. In Colombo, Mr. and Mrs. Fleming stayed at "Temple Trees", the residence of the Prime Minister, Mr. S. W. R. D. Bandaranaike. Over the weekend, the Minister and Mrs. Fleming were guests of the Governor General, Sir Oliver Goonetilleke, in the King's Pavilion, Kandy. While in Kandy they called on Sir Nicholas Attygalle, the Vice-Chancellor of the University of Ceylon, to which Canada donated two buildings under the Colombo Plan. In Colombo, Mr. and Mrs. Fleming were entertained at a luncheon given by the Prime Minister and attended by members of the Cabinet, and at a reception and dinner given by the Canadian High Commissioner, Mr. Nik Cavell. Mr. Fleming inspected the fish refrigeration plant, the aerial survey project, and the Katubedde technical school, all Canadian Colombo Plan undertakings. He announced at a press conference that Canada was prepared to provide an additional \$1.2 million to continue the aerial survey of Ceylon in 1958-59 and 1959-60.

Singapore

While in Singapore, the party were guests of the United Kingdom Commissioner-General for Southeast Asia, Sir Robert Scott. Mr. Fleming had talks with Sir William Goode, Governor of Singapore, Tun Lim Yew Hock, Chief Minister, and the Honourable T. M. Hart, Financial Secretary, and visited the Singapore Polytechnic where Canada equipped the machine shop. Mr. and Mrs. Fleming were entertained at luncheon by Mr. M. P. Carson, Canadian Government Trade Commissioner and at a dinner given by the Chief Minister and attended by leaders of the three other political parties in the Assembly.

Malaya

Mr. and Mrs. Fleming were guests of the Government during their brief visit to the Federation of Malaya, October 30 and 31. In Kuala Lumpur, they were received by Their Majesties, the Yang di-Pertuan Agong and Raja Permaisuri Agong. Accompanied by the Canadian High Commissioner, Mr. A. R. Menzies, Mr. Fleming had talks with the Deputy Prime Minister, Dato Abdul Razak, Sir Henry Lee, Minister of Finance, and Mr. Tan Siew Sin, Minister of Commerce and Industry. He urged upon the Government of the Federation the relaxation of discriminations against Canadian dollar imports. Mr. and Mrs. Fleming were entertained by Sir Henry and Mr. Tan and toured the Aboriginal Research Centre.

Thailand

October 31 to November 3 was spent in Bangkok, where the British Ambassador, Sir Richard Whittington, acted as host to the Minister and Mrs. Fleming. The Minister had talks with, and was given a luncheon by the Acting Minister of Finance, Dr. Serm Vinichakul. Mr. and Mrs. Fleming were honoured at a reception given by Mr. C. V. Narasimhan, Executive Director of the United Nations Economic Commission for Asia and the Far East, with whom the Minister had discussions respecting the Lower Mekong River power

project which ECAFE is promoting for the benefit of Thailand, Cambodia, Laos and Vietnam.

Hong Kong

In Hong Kong, Mr. Fleming laid a wreath at the Memorial in the Sai Wan Military Cemetery to the 300 Canadian soldiers who gave their lives in defence of the Colony in 1941. The Minister had talks with Mr. A. G. Clarke, Financial Secretary, Colonial Secretariat, inspected a refugee resettlement project, a textile mill, and toured the New Territories where he visited an experimental farm. Mr. and Mrs. Fleming were tendered luncheons by Sir Robert Black, Governor of Hong Kong, and Mr. W. J. Blackie, Director of Agriculture, and were entertained at receptions given by Mr. H. A. Angus, Director of Commerce and Industry, and Mr. C. J. Small, Acting Canadian Government Trade Commissioner.

Japan

The party flew to Tokyo November 6, touching down at Taipeh, Formosa, briefly en route. In Japan, Mr. and Mrs. Fleming were the official guests of the Foreign Minister, Mr. Aiichiro Fujiyama, who entertained in their honour at dinner on arrival.

The Tokyo portion of Mr. Fleming's five-day Japanese visit included an Imperial audience with Emperor Hirohito and the Empress, talks with the Prime Minister, Mr. Nobosuke Kishi; the Foreign Minister; the Minister of International Trade and Commerce, Mr. Tatsunosuke Takasaki; and the Minister of Finance, Mr. Eisaku Sato, who gave a luncheon for Mr. and Mrs. Fleming. Mr. A. F. W. Plumptre accompanied the Minister on his talks with government leaders. In Tokyo, the party was also entertained by the Canadian Ambassador, Mr. F. W. Bull, with whom the Minister and Mrs. Fleming stayed, and the Canada-Japan Society and the Japan-Canada Trade Council. Accompanied by Ambassador K. Yoshida, the party spent three days in the Kansai District, visiting Nagoya, Kyoto and Osaka. In Nagoya, the Minister was honoured at a luncheon given by the Governor of Aichi Prefecture, the Mayor of Nagoya and the President of the Nagoya Chamber of Commerce. In Osaka, Mr. Fleming met with the All-Japan Cotton Spinners' Association and, accompanied by Prince Iyemasa Tokugawa, was the guest of honour at the inaugural luncheon of the Canada-Japan Society of the Kansai. During his Kansai tour, Mr. Fleming inspected local industries and visited the Katsura Palace. In Tokyo, the Minister told a press conference:

I have brought to the Government of Japan an expression of the warm friendship of the people of Canada for Japan. We are happy that . . . our relations, both political and economic, recognize the substantial degree of common interest that exists between the 'new Japan' and Canada.

On the return journey, Mr. and Mrs. Fleming enjoyed a two-day holiday in Honolulu and a two-day stopover in San Francisco, where the Minister conferred with the Canadian Consul General, Mr. Christopher Eberts. Arriving back in Ottawa on November 16, Mr. Fleming said that he had found that Canada's Colombo Plan projects in South and Southeast Asia were making an effective contribution; that this type of aid was needed and appreciated. He reported an enthusiastic reaction to the Commonwealth Trade and Economic Conference. Of his trip, Mr. Fleming concluded:

It was timely. What is going on in Asia now is of the greatest significance to the whole world. I may say that this trip has re-emphasized, if it were necessary, in my own mind, the strategic importance of Asia, South and Southeast, and I include Japan as well, by every test or concept . . . Everywhere I went I encountered the friendliest feelings expressed towards Canada. Canada, among the Western nations, is not suspect because the Eastern nations recognize that Canada has no axe to grind in her international relations or in the aid that she is endeavouring to extend to the less-developed countries of South and Southeast Asia. Canada's favoured position is something that is a matter of very great gratification, and inevitably at the same time, a very great challenge.

Colombo Plan Conference of National Information Officers

The first Colombo Plan Conference of National Information Officers was held in Singapore on September 9 - 12, 1958, to review Colombo Plan publicity in the context of national development in the area. Seventeen member countries of the Colombo Plan participated in the Conference.

The discussions covered all aspects of information policy and work in the various countries represented. This exchange of views was useful for a better understanding of information possibilities and problems in the Colombo Plan countries. The Conference also adopted conclusions and recommendations which were placed before the Colombo Plan Council, and subsequently referred for consideration to the meeting of the Consultative Committee in Seattle, last October and November. Canada was represented at this Information Conference by Mr. E. R. Bellemare, Acting Head of the Information Division, Department of External Affairs; Mr. Charles Marshall, National Film Board Representative, Office of the High Commissioner for Canada, New Delhi; Mr. R. S. MacLean, Second Secretary; Office of the High Commissioner for Canada, New Delhi, and Mr. Barry Steers, Assistant Canadian Trade Commissioner, Singapore.

The Overseas Friendship Society Of Ottawa

UNDER the Colombo Plan and various United Nations agencies, an increasing number of students, fellows and trainees have been coming to Canada each year, with Ottawa the headquarters for arrivals and departures.

In the leading cities of the Western world, organizations such as International House and the Overseas League provide a centre for students and visitors from far countries. A group of Ottawa citizens felt that there was now a need for such a centre in Canada's capital city. They spent the summer of 1955 in arousing interest in the scheme and raising funds to finance it. The Overseas Friendship Society was the result of their efforts.

Friendship House, the main project of the Society, had a modest beginning in rooms in a private house on the Driveway. This space, however, soon became too small, and in 1957 quarters at 56A Rideau Street (near the centre of the city) were made available by the Government of Canada. This new home was officially opened by the Prime Minister on May 16, 1958. Mr. Sidney Smith, the Secretary of State for External Affairs, an Honourary President of the Society, was also present.

These quarters provide lounge and kitchen facilities, and a recreation hall large enough to seat 200 people. A radio with a record player, television and a library are there for those who wish to use them.

With the exception of festival days when there is a special celebration, the club is at present open only during the week-end. Entertainment is provided to suit all tastes. Friday evenings are usually devoted to dancing, bridge and other games. On Saturday evenings, Canada is shown to the visitors through films and once a month there is a "country night" when the visitors, in turn, with the aid of their embassies, put on a programme illustrating the history, development and culture of their countries. On Sunday afternoons there is tea and an opportunity to meet friends. This is often an occasion to entertain a distinguished guest from abroad, or a Canadian who is leaving for, or returning from, a foreign assignment.

Entertainment and hospitality are not confined to the club rooms. Arrangements are made for the visitors to be entertained in Canadian homes, to go skiing, to go on sleigh rides, to visit summer cottages, to see Canadian customs such as maple sugar making, or to visit points of interest outside Ottawa. In addition to entertainment, the Society maintains certain services such as locating accommodation for the visitors, making contacts in other cities across Canada, and generally helping them to become accustomed to Canadian ways and conditions.

The Overseas Friendship Society, responsible for all these activities, has a membership of over 200 residents of Ottawa. It is hoped to increase this number to 300 during the coming year. There are two types of members: first, those who think that the Society is worth supporting financially but who, for various reasons, cannot give much time to it and, secondly, the important group who contribute the modest fee and a good deal of time and energy as well.

On November 19, the Society, in conjunction with the Asian Committee of the Embassies of Ceylon, India, Indonesia, Japan and Pakistan, under the chairmanship of Lady Coomaraswamy, wife of the High Commissioner for Ceylon, sponsored an entertainment at the Glebe Collegiate. In "Asian Presentation", members of the Embassy staffs and students from Asian countries in Ottawa put on a colourful display of their native costumes, dances and customs. The object of the evening was not only to raise funds for Friendship House, but also to show the people of Ottawa something of the cultures of these countries.

In his report, the President, Mr. H. L. Trueman, announced that the books had closed for the year with a small balance. Reviewing the accomplishments of the Society, he said that much still remained to be done in improving facilities and programmes. The ultimate goal is to have a full-fledged International House in a residential district, with adequate club-room facilities, a resident manager and hostess, and a continually developing programme of hospitality and service.

The Overseas Friendship Society is affiliated with Friendly Relations with Overseas Students, a national organization with a local committee at each major university in Canada. In Vancouver, an International House is already under construction. This has been made possible by the gift of \$150,000 by the Rotary Club of Vancouver for this purpose, a sum which has been matched by the Government of British Columbia. It is to be hoped that in the future it will be possible to have similar facilities in other centres in Canada.



An evening of games and conversation at Friendship House.

APPOINTMENTS AND TRANSFERS IN THE CANADIAN DIPLOMATIC SERVICE

- Mr. L. D. Wilgress, Permanent Representative of Canada to the North Atlantic Council and the Office of the European Economic Co-operation posted to temporary duty in the Department effective October 20, 1958.
- Mr. J. B. C. Watkins, Assistant Under-Secretary of State for External Affairs appointed Canadian Ambassador to Denmark. Proceeded to Copenhagen November 5, 1958.
- Mr. W. M. Agnes posted from the Office of the High Commissioner for Canada, New Delhi to Ottawa effective November 6, 1958.
- Mr. J. E. Bryson posted from the Canadian Consulate General, Chicago to the Canadian Embassy, Tokyo. Proceeded to Tokyo from temporary duty in Ottawa effective November 7, 1958.
- Mr. P. M. Towe posted from the Canadian Embassy, Bonn to the Delegation of Canada to the North Atlantic Council, Paris, effective November 9, 1958.
- Mr. G. Ignatieff, Canadian Ambassador to Yugoslavia appointed Deputy High Commissioner to the United Kingdom. Proceeded from Belgrade on temporary duty in the Department effective November 15, 1958.
- Miss P. A. McDougall posted from Ottawa to the International Supervisory Commissions, Indochina, effective November 21, 1958.
- Mr. E. G. Drake posted from the Office of the High Commissioner for Canada, Karachi to Ottawa, effective November 22, 1958.
- Mr. C. E. Glover posted from the International Supervisory Commissions, Indochina to Ottawa, effective November 30, 1958.

The Department regrets to announce the death of Miss Louise Saint-Pierre, Third Secretary and Vice-Consul at the Canadian Embassy in The Hague, the Netherlands, on November 7, 1958, at Utrecht, as the result of injuries received in a car accident.

Miss Saint-Pierre was born at La Tuque, Quebec on April 15, 1930, and was educated at Laval University, the Sorbonne, and Cambridge. Miss Saint-Pierre joined the Department of External Affairs in September 1955. She took up her duties in The Hague on June 5, 1958.

CURRENT UNITED NATIONS DOCUMENTS*

A Selected List

a) Printed documents:

- International Court of Justice Yearbook 1957-1958.* 304 p. Sales No. 195.
- Report of the Agent General of the United Nations Korean Reconstruction Agency.* For the period 1 July 1957 to 30 June 1958. A/3907 N.Y. 1958 29 p. and Map. GAOR: Thirteenth Session Supp. No. 16.
- United Nations Korean Reconstruction Agency.* Financial Report and Accounts for the year ended 30 June 1958 and Report of the Board of Auditors. A/3941 N.Y. 1958. 16 p. GAOR: Thirteenth Session, Supp. No. 6B.
- Yearbook of the United Nations—1957.* United Nations Pubn. Sales No. 58.1.1 604 p. \$12.50.
- United Nations Conference on the Law of the Sea.* Official Records. Vol. VI: Fourth Committee (Continental Shelf). Summary Records of meetings and annexes. Geneva, 24 Feb.-27 April 1958.) A/CONF.13/42. Sales No. 58.V.4 Vol. VI \$1.50. 153 p.
- United Nations Conference on the Law of the Sea.* Official Records. Vol. 11; Plenary Meetings. Summary Records of meetings and annexes. Geneva, 24 Feb. - 27 April 1958. A/CONF.13/38 Sales No. 58.V.4, Vol. 11. \$1.75. 147 p.
- United Nations Conference on the Law of the Sea.* Official Records. Vol. V: Third Committee (High Seas: Fishing: Conservation of Living Resources). Summary Records of meetings and annexes. Geneva, 24 Feb. - 27 April 1958. A/CONF.13/41. Sales No. 58.V, Vol. V, \$1.75. 162 p.
- Reports of International Arbitral Awards.* Vol. VIII. Decisions of mixed claims Commission: U.S. - Germany; Part II. Sales No. 58.V.2 \$5.25. 520 p. (bil.).
- Second Asia and the Far East Seminar on the Prevention of Crime and the Treatment of Offenders.* Tokyo, 25 Nov. to 7 Dec. 1957. N.Y., U.N., 1958. ST/TAA/SER.C/34. 47 p.
- Trusteeship Council Official Records.* Twenty-second Session (9 June - 1 August 1958). Resolutions. Supp. No. 1. T/1403. 10 p. (bil.).
- Report of the Agent General of the U.N. Korean Reconstruction Agency.* For the period 1 July to 30 June 1958. GAOR: 13th Session. Supp. No. 16. (A/3907) N.Y. 1958. 29 p.
- Report of the Security Council to the General Assembly:* 16 July 1957 to 15 July 1958. GAOR: 13th Session. Supp. No. 2. (A/3901). N.Y. 1958. 68 p.
- Annual Report of the Director of the UN. Relief and Works Agency for Palestine Refugees in the Near East,* covering the period 1 July 1957 to 30 June 1958 GAOR: 13th Session, Supp. No. 14 (A/3931). N.Y., 1958. 46 p.
- United Nations Joint Staff Pension Fund.* Annual Report of the U.N. Joint Staff Pension Fund. GAOR: 13th Session, Supp. No. 8 (A/3938). N.Y., 1958. 27 p.
- United Nations Korean Reconstruction Agency.* Financial Report and Accounts for the year ended 30 June 1958 and Report of the board of Auditors. GAOR: 13th Session, Supp. No. 6B (A/3941). N.Y., 1958. 16 p.

*Printed documents of the United Nations may be obtained in Canada at the following addresses: Agents: The Ryerson Press, 299 Queen Street, W., Toronto; Sub-Agents: Book Room Ltd., Chronicle Building, Halifax; McGill University Bookstore, Montreal; Magasin des Etudiants de l'Université de Montréal, Montréal; University of Manitoba Bookstore, Winnipeg; University of Toronto Press and Bookstore, Toronto; University of British Columbia Bookstore, Vancouver.

Mimeographed United Nations documents are available to the general public by annual subscription from the United Nations Secretariat, New York; and to university staffs and students, teachers, libraries and non-governmental organizations from the United Nations Department of Public Information, New York.

For more complete information see "External Affairs" for April-May, 1958, page 117.

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