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CANADA

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W.L.M. KING PAPERS

Memoranda and Notes

1940-1950

MG 26 J 4 Volume 396

Pages C278444-C279232

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

PUBLIC ARCHIVES
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C 278699 June 4 file

(Statement supplied by National Defence)

Re: Troops in West Indies

Information was received ~~today~~ January that a contingent of Canadian troops had arrived in the British West Indies. These troops were despatched at the request of the United Kingdom Government, in order to release British Regular Forces from that area for duty elsewhere.

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278700

file

OFFICE OF THE PRIME MINISTER

MEMORANDUM

8

Memo for the Prime Minister.

I attach a suggested Statement about Italy. I am going in the country for a little while. Dr Skelton has handed me the confidential despatches about McNaughton & the C.E.F. I will prepare a statement for the House on that subject this evening upon my return. I hope the sun of Kingsmere is shining upon you with kindness.

Respectfully.

Genevieve

Lord Bordington.

Re Evacuation of Armies

Re Vining

Re Canadian Troops

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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PUBLIC ARCHIVES
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C 278701

Referred to N.D.(Mil)
Judge Advocate General
P.M.

Office of the
High Commissioner for Canada,
Canada House,
London, S.W.1.

19th June, 1940.

No. A. 196.

Sir,

With reference to your Telegram 650 of June 2nd on measures taken under the Visiting Forces Act to cover the position of Canadian Forces in Bermuda and Jamaica, I am forwarding herewith copy of a communication addressed on receipt of that telegram to the Under-Secretary of State for the War Office; a copy of which was also sent to the Dominions Office as well as to Canadian Military Headquarters.

On receipt of your covering despatch 218 of June 1st, I addressed a communication to the War Office (with copy to the Dominions Office), two copies of which are also attached to this despatch.

I have the honour to be,

Sir,

Your obedient Servant,

L.B. PEARSON

for

High Commissioner.

The Right Honourable
The Secretary of State for External Affairs,
Ottawa.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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C 278702

4th June, 1940.

Sir,

I am directed by the High Commissioner for Canada to state that an Order-in-Council, P.C. 2218 of May 23rd, 1940, has been made under the Visiting Forces Act to cover the position of Canadian Forces in Bermuda and Jamaica. This action is similar in principle to that taken by P.C. 3391 of November 2nd, 1939, and amendments covering the position of Canadian Forces in the United Kingdom.

A summary of the operative portions of the Order of May 23rd, as cabled to this Office, is as follows:-

(1) That all Military Forces of Canada at present in the West Indies and Bermuda do serve together therein with the Military Forces of the United Kingdom and the Military Forces of the said Colonies, assisting in the West Indies and Bermuda.

(2) That in respect of any Military Forces of Canada serving in the West Indies and Bermuda those parts thereof as may from time to time be detailed for that purpose by the appropriate Canadian Service authorities as from time to time designated by the Minister of National Defence shall act in combination with those Forces of the United Kingdom at present in the West Indies and Bermuda and those Forces of the said Colonies to which the same have been so detailed.

(3) The appropriate Canadian Service authorities are authorized to take such action as may be necessary to effect the attachement of members of the Military Forces of the United Kingdom and of the said Colonial Possessions to the Military Forces of Canada and vice versa.

The Bermuda Forces will be detailed to act in combination at all stages.

It will be necessary for the appropriate authorities to take such action as may be required to give effect to the above arrangements. Special reference in this connection should be made to Section 5 of the United Kingdom Act and to action taken by the Army Council and other United Kingdom authorities, following upon the passing of Canadian Order-in-Council P.C. 3391 referred to above. We are not, however, clear whether action in this regard should be taken in London or in Bermuda and Jamaica. If the former it would be appreciated if the required steps are taken here; if the latter, if instructions could be given to the Colonial authorities in Bermuda and Jamaica for action to be taken by them.

The High Commissioner has been requested by the Canadian Government to forward to Ottawa copies of any Orders-in-Council that have been made, or any action taken under Section 5 of the United Kingdom Act, and also copies of any Orders or other action taken pursuant to the request made above.

I am,
Sir,
Your obedient servant,
(Sgd.) L.B. PEARSON
Official Secretary.

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19th June, 1940.

Sir,

Referring to my letter of June 4th, I am sending herewith copies of Canadian Orders-in-Council P.C. 2218 of May 28th, 1940, and P.C. 2219 of the same date, made under the Visiting Forces Act to cover the position of Canadian Forces in Bermuda and Jamaica, a summary of which was sent you in my communication referred to above.

I am forwarding also copy of a communication from the Department of National Defence in Ottawa to the Under-Secretary of State for External Affairs, dealing with this matter. Copies of the above communications have also been sent to the Governor of Bermuda and the Governor of Jamaica.

The High Commissioner has been informed that it is considered a matter of importance that any necessary Army Orders relating to this question should be made promptly and communicated both to Ottawa and to Bermuda and Jamaica. It is also hoped that the local authorities in Bermuda and Jamaica will be in a position to take any action necessary to facilitate the arrangements for the Canadian troops. The communication from the Department of National Defence to the Department of External Affairs, referred to above and attached to this letter, sets forth in detail the measure that may need to be taken in this regard. It is assumed that the United Kingdom authorities will give consideration to all the points raised in this letter, and will take whatever action may be considered appropriate to comply with the Canadian Department's requests and suggestions.

I am,
Sir,
Your obedient servant,

Official Secretary.

The Under-Secretary of State,
WAR OFFICE, S.W.1.

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Mc/DT/WL

TELEGRAM

C278704

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

MOST SECRET LONDON. December 29th, 1941.

CYPHER

No. 240

No. 240. Most Secret. We are anxious to recall for service elsewhere the Fourth Battalion of the Cameron Highlanders, one company of which has been for some time stationed in Bermuda, and we should be most grateful if His Majesty's Government in Canada would consider possibility of undertaking this commitment and sending a Company to Bermuda in the same way as they agreed to send garrison to Jamaica. If the Canadian Government find it impossible to send a Company for this purpose from one of the units now serving in Canada, it is suggested that they might be prepared to send one of the companies of the battalion in Jamaica. It is thought there would be no objection to this on strategical grounds.

Canadian Government may like to know we are hoping to obtain agreement of the United States Government to relieve our troops now in Aruba and Curacao which form the rest of battalion of Cameron Highlanders.

SECRETARY OF STATE FOR DOMINION AFFAIRS

Rec'd Ottawa 7:52 p.m.

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TELEGRAM

Mc/D C WD 78705

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

MOST SECRET

CYPHER

NO. 8

LONDON, January 9, 1942.

No. 8. Most Secret. Your telegram of January 7th, No. 12. Canadian company for Bermuda.

We are very grateful for the Canadian Government's acceptance of suggestion. Details will be arranged as suggested.

Ca 10/1-42

SECRETARY OF STATE FOR DOMINION AFFAIRS

Rec'd, 12:31 A.M.

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R

C278706

TELEGRAM

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

MOST SECRET

CYPHER

NO. 84

LONDON, April 11, 1942

No. 84. Your telegram of April 9th No. 101, company for Bahamas. Canadian Government's decision is greatly appreciated.

12-4-42

SECRETARY OF STATE FOR DOMINION AFFAIRS

Rec'd, 2:00 P.M.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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C 278707

FILE:

MILITARY CO-OPERATION with UNITED KINGDOM -- Volume V

ARMY

Special Canadian Units

Firefighters

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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Jan

NC / — Fire Fighters

TELEGRAM

C 278708

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CODE

LONDON, October 7th, 1940.

No. 1678

No. 1678. Your telegram of September 30th, No. 1527, offer of firemen. United Kingdom Government have asked me to say that they warmly welcome generous suggestion of Canadian Government and are most anxious to take advantage of this. It is not thought <u>immediate action</u> is necessary, as authorities here are now receiving re-enforcements from trained firemen in military forces. It is suggested that detailed arrangements should be discussed between this office and Home Office, and these discussions are being entered into at once and cover points mentioned in last sentence of your telegram under reference.

Mackenzie King
Oct 10-40

MASSEY

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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R

Mc I — Firemen

TELEGRAM

C 278709

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CODE

NO. 1685

LONDON, October 9, 1940.

No. 1685. Following for the Prime Minister from Gardiner, Begins:

Firemen offer popular and useful here. Suggest Davis be asked to check possibilities of special training for firemen in our cities on lines followed here. Training could be put on civic voluntary basis under War Services encouragement and guidance. Men could be recruited either by Defence or War Services. I think this would be most useful for home defence and future help to Britain. If this agreed, Waterous will make full enquiry here and recommend plan on return. Ends.

Mail Mar Council Dec 10-40

HIGH COMMISSIONER

Rec'd Ottawa: 11.00 A.M.

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MG 26 J 4, Volume 396, pages C278444-C279232

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A/G Firemen

C 278710

Minister of National Defence for Air

Ottawa, October 12th, 1940.

SECRET

Memorandum to A. D. P. Heeney, Esq.,
Clerk of the Privy Council:

Re: Canadian Firemen for the United Kingdom:

In pursuance of instructions received from the War Committee of Cabinet, I consulted separately the Honourable Mr. Mackenzie and the Honourable Justice Davis, Deputy Minister, Department of National War Services.

Conclusions arrived at may be summed up as follows:

(1) A substantial number of trained fire fighters could be raised from the Municipal Fire Brigades across Canada;

(2) Such personnel, if recruited, should not form part of any of the Service Departments, but should be under the control of the Department of National War Services;

(3) No trainig, other than that which they normally receive as firemen, would be required. Recruiting and despatch overseas could, therefore, take place within a very short period of time;

(4) No training in Canada is either necessary or desirable. In fact the Fire Brigades of a great many Canadian Cites have been mobilized as Air Raid Precaution Wardens under the various Air Raid Precaution Committees set up at the beginning of the war under the jurisdiction of the Department of Pensions and National Health.

The despatch from the Canadian High Commissioner does not indicate that there is any urgent desire of the part of the United Kingdom Government for Canada to assist by participating in that particular form of endeavour.

Honourable

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Honourable Mr. Gardiner might be requested to get all information and to enquire further as to whether the United Kingdom Government feels that this particular kind of assistance should have priority over commitments which are already in hand.

(sgd) Charles G. Power

Minister.

PRIVY COUNCIL
OFFICE
CANADA

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M/C - Sp. U

JER/S

C278712 Jan.9/41

NOTE FOR THE PRIME MINISTER.

A copy of Canada House telegram #3, dated January 2, 1941, together with our telegram #1653 of October 22, 1940, are enclosed for information.

2. These are concerned with the establishment of a volunteer Canadian fire-fighting contingent for service in United Kingdom towns.

3. The proposals came originally to the Canadian Government from different sources. Premier Braken transmitted an offer from the Firemen's Association of Winnipeg. Firemarshal Scott of Ontario transmitted another proposal, and Attorney-General Conant sent a proposal, originating from a Vancouver official.

4. The Department was informed, in October, that the matter was now being handled by the Department of National War Services. This telegram has, however, been brought to the attention of the Department of National Defence and Finance, as they may have an interest. It may be observed that the proposal that will now be made is to organize a contingent on the same basis as the Canadian Forestry Unit, the Canadian Government to be responsible for pay, allowance and pensions, and the British Government to cover board and lodging and equipment, while the contingent is in the United Kingdom. Transportation to the United Kingdom is to be borne by the Canadian Government, and travel within the United Kingdom by the British Government.

5. The proposal will ask for 1,000 trained men.

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m/c - Sp.U.

C 278713

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CODE

NO. 3

LONDON, January 2, 1941.

No. 3. Your telegram No 1527 of September 30th, and your telegram No 1653 of October 22nd.

In view of developments of concentrated attacks on various cities of the United Kingdom and consequent strainpphaseddoon fire-fighting personnel in this country, Home Office are anxious to reopen discussions regarding offers of firemen from Canadian municipalities.

It is expected proposals somewhat along following lines will be made by United Kingdom Government shortly;

(1) Experienced firemen from Canada would be regarded as Volunteer Canadian Contingent to be divided into units of about 100 men for service either (a) in general service attached to regular brigades, or (b) special emergency units for supplementary water supplies, and heavy fire-fighting duties to be held in reserve for transfer to meet emergencies.

(2) In either case formations would be organized as Canadian units with their own officers; but attached to one or more particular brigades.

(3) In either case it is understood that the Canadian officers would be responsible for discipline, and administration, and would be under orders only in matters concerned with operations.

(4) It is proposed there should be usual Canadian

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C 278714

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON.

term of service as regards pay, allowances, and pensions, these to be paid by the Canadian Government as in the case of Canadian Forestry unit. The British Government would bear cost of board and lodging, and equipment of contingent while in the United Kingdom. Cost of transport of contingent to and from this country would be borne by the Canadian Government while all travel in the United Kingdom would be paid by the British Government.

(5) All equipment and auxiliary fire service uniforms, if worn by the Canadian contingent, would be provided by the British Government.

(6) As regards number required, urgent measures are now being taken to augment the auxiliary fire services, and a Canadian contingent up to a total number of 1000 trained men would be especially welcome.

I hope consideration may be given these proposals in anticipation of their official communication. The experience of London last Sunday night shows the gravity of fire-fighting problem.

MASSEY

Rec'd Ottawa 1:42 a.m., Jan. 5rd.

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C 278715

M/C-Sp.U

COPY

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

TO: THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN, LONDON

NO. 1653

CODE

Ottawa, October 22, 1940.

1. Your telegram No. 1678 October 7, 1940, concerning offer of Firemen. The discussions referred to should furnish helpful information and your report will be useful in determining what policy should be adopted here.

2. It is hoped that United Kingdom Government will not be under misapprehension as to position. The cable of September 30, No. 1527 was not an offer by the Canadian Government, but simply an inquiry for information to be furnished to different agencies interested in helping to cope with the present difficulties.

3. Meanwhile, you might inform Mr. Gardner that suggestions in your telegram No. 1685 October 9 were conveyed to Prime Minister and the matter was considered by Council. The matter is being brought to the attention of Mr. Davis and report by Mr. Waterous will be most helpful in formulation of policy by Government after Mr. Gardner's return.

Secretary of State
for External Affairs.

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Copy

MC/SU/F

C 278716

DEPARTMENT OF NATIONAL WAR SERVICES

Ottawa,
17th January 1941.

TO THE WAR COMMITTEE OF THE CABINET:

Attached herewith is copy of telegram dated January 2nd, addressed by the High Commissioner for Canada to the Secretary of State for External Affairs.

It will be remembered that while in Great Britain members of my staff discussed with the Home Office the question of Fire Fighting personnel to be recruited in Canada and to be sent to Great Britain to aid Great Britain.

At that time it was intimated to us that such assistance was not needed. It would appear from the attached telegram that the situation is changed and that the British Government will be shortly asking for this type of assistance.

I would recommend that in principle we agree to render this assistance to the extent of, say, one thousand men.

The question to be decided is whether or not this Force should be recruited as part of the military forces of this country.

I presume that the recruiting could be more easily done through existing recruiting machinery in Canada.

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A decision would have to be reached as to the control of this force in Great Britain should it be sent there.

A report is available in my Department as to how this type of organization functions in Great Britain, and should it be decided that the recruiting of these men be gone on with and should it be decided that some other Department of Government should handle the matter, then this report will be available.

Another question to be decided is the question of payment for these men, including the cost of recruiting, cost of transportation to Great Britain, possibilities of pensions, question of pay, separation allowances, etc. It is noted that the British Government will bear the cost of board and lodging and the equipment of a contingent while in Great Britain, including uniforms while in Great Britain. All other expenses would have to be borne by Canada.

The telegram suggests that one thousand men be recruited.

(sgd.) James G. Gardiner.

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TELEGRAM

C 278718

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CODE

NO. 3

LONDON, January 2, 1941.

No. 3. Your telegram No 1527 of September 30th, and your telegram No 1653 of October 22nd.

In view of developments of concentrated attacks on various cities of the United Kingdom and consequent strain placed on fire-fighting personnel in this country, Home Office are anxious to reopen discussions regarding offers of firemen from Canadian municipalities.

It is expected proposals somewhat along following lines will be made by United Kingdom Government shortly;

(1) Experienced firemen from Canada would be regarded as Volunteer Canadian Contingent to be divided into units of about 100 men for service either (a) in general service attached to regular brigades, or (b) special emergency units for supplementary water supplies, and heavy fire-fighting duties to be held in reserve for transfer to meet emergencies.

(2) In either case formations would be organized as Canadian units with their own officers; but attached to one or more particular brigades.

(3) In either case it is understood that the Canadian officers would be responsible for discipline, and administration, and would be under orders only in matters concerned with operations.

(4) It is proposed there should be usual Canadian

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The telegram suggests that one thousand men be recruited.

(sgd.) James G. Gardiner.

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TELEGRAM

C 278718

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CODE

NO. 3

LONDON, January 2, 1941.

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TELEGRAM

C 278719

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON.

term of service as regards pay, allowances, and pensions, these to be paid by the Canadian Government as in the case of Canadian Forestry unit. The British Government would bear cost of board and lodging, and equipment of contingent while in the United Kingdom. Cost of transport of contingent to and from this country would be borne by the Canadian Government while all travel in the United Kingdom would be paid by the British Government.

(5) All equipment and auxiliary fire service uniforms, if worn by the Canadian contingent, would be provided by the British Government.

(6) As regards number required, urgent measures are now being taken to augment the auxiliary fire services, and a Canadian contingent up to a total number of 1000 trained men would be especially welcome.

I hope consideration may be given these proposals in anticipation of their official communication. The experience of London last Sunday night shows the gravity of fire-fighting problem.

Mod Gl London
G Mar Comm
4-2-41

MASSEY

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Mc 1 Sub C 278720

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CODE

No. 167

LONDON, January 28th, 1941.

No. 167. My telegram No. 3 of January 1st, and my telegram No. 100 of January 17th. Proposal for Canadian firemen contingent. I would appreciate indication whether proposal would be acceptable on principle so that I could tell authorities here that matter is under consideration, even if there are material difficulties in arriving at decision regarding details which would delay final answer.

Matter considered by War Cabinet 3-2-42

MASSEY

Rec'd Ottawa, 2:03 p.m.

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TELEGRAM MC/SU/F C278721

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

TO: THE HIGH COMMISSIONER FOR CANADA, LONDON, ENGLAND.

Ottawa, February 13th, 1941.

No. 219

CODE

Your telegram No.167 of January 28th regarding proposal to send Canadian firemen to the United Kingdom. Question has been further considered since return of Ministers of National Defence and Munitions and Supply and conclusion reached that, as Canadian war programme for the coming year has just been established on a basis of the estimated national capacity in men, money and materials, the Government would prefer not to assume responsibility for the organization of an auxiliary fire fighting force for use in the United Kingdom. If, however, the United Kingdom authorities felt the need was pressing, we would be prepared to give the matter further consideration on the understanding, however, that the United Kingdom Government would assume full responsibility for organization, control and compensation of fire fighting personnel, and that Canadian Government's undertaking would be confined to making known opportunities for voluntary enlistment with United Kingdom fire fighting services.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS.

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MC/FF 278722

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CODE

NO. 504

LONDON, March 24th, 1941.

/3 1

No. 504. Your telegram No. 219 of February 19th, regarding proposal to send Canadian firemen to the United Kingdom.

United Kingdom Government feel need for trained personnel is pressing, and is anxious that it should still be found possible to make some other arrangements to enable Canadian firemen to come over for service in the United Kingdom.

At a meeting with the Home Secretary and Mr. Malcolm Macdonald, it was proposed that Mr. Macdonald should take the matter up with the Canadian Government on his arrival, on the understanding, mentioned in your telegram under reference, that the United Kingdom Government will assume responsibility for the organization, control and compensation of Canadian firemen. Mr. Macdonald has been furnished with memorandum containing possible basis for volunteer scheme for Canadian firemen, and authorities here most anxious that it should be given consideration. As regards pay, it is felt that pay issued to Canadian volunteers in the United Kingdom should not exceed pay normally issued to equivalent ranks of firemen in the United Kingdom. It is, however, realized that this may entail hardship, especially to firemen with family responsibilities in Canada, and it is hoped that means may be found to meet difference between United Kingdom and Canadian rates in pay and

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278723

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

allowances, possibly through arrangement to continue pay to Canadian firemen by their own municipal authorities to make up difference.

MASSEY

Rec'd Ottawa 1.55 P.M.

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C 278724

Office of the High Commissioner
for the United Kingdom,
Ottawa.

No. 18. 28th April, 1941.

Sir,

I have the honour to transmit to you herewith a copy of a memorandum which has been drawn up by the authorities in London outlining recent discussions on the subject of the recruitment in Canada of trained firemen for fire-fighting in the United Kingdom.

2. It will be observed from the fifth paragraph of this memorandum that the proposal was made by the High Commissioner for Canada in London that I should take this matter up on my arrival in Canada with the Canadian municipalities, having first secured the concurrence and assistance of the Federal authorities. I should be very grateful if I might receive your advice on how to proceed in this matter and if I might also be informed of the views of the Canadian Government on the proposals as they now stand.

I have the honour to be,
Sir,
Your obedient servant,

(Signed) W.C.Hankinson
for the High Commissioner.

The Secretary of State for External Affairs,
Ottawa.

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SUGGESTED RECRUITMENT IN CANADA OF TRAINED FIREMEN FOR FIRE FIGHTING IN THE UNITED KINGDOM

1. On several occasions suggestions or enquiries have come from Canada as to the employment of Canadian firemen to fight fires in the United Kingdom. In particular the Firemen's Association of Winnipeg intimated through President Bracken of Manitoba that a number of their firemen were prepared to come to England to help in fire fighting, and the Federal authorities enquired informally as to the way in which such offers could best be directed into the most appropriate channel. Quite recently an enquiry on the same subject was received from the Mayor of Toronto through the Lord Mayor of London.

2. As a result of informal consultations which have taken place with the High Commissioner and with Mr. Gardiner, Canadian Minister of Agriculture and Minister of National War Services and Mr. Waterous, a member of the delegation which was in this country last autumn, draft proposals were submitted for the consideration of the Canadian Government on the following lines:-

(i) The Canadian Government to be responsible for recruiting and organising the Canadian fire contingent and transporting it to the United Kingdom.

(ii) The financial arrangements to cover the service of this contingent in the United Kingdom to approximate, as far as possible, to those made for the Canadian Forestry Units serving in the United Kingdom, namely,

(a) The Canadian Government to bear the cost of the pay, family, dependants and other allowances and pensions of the officers and men forming the contingent.

(b) All other charges for the maintenance and equipment of the contingent while in the United Kingdom to be borne by H.M. Government.

(c) The cost of transport to and from Canada to be borne by the Canadian Government.

(d) The cost of travelling in the United Kingdom to be borne by H.M. Government.

(iii) It was suggested that a total number of 1,000 men divided into units of about 100 men would be welcome from Canada, and that this contingent should be attached to selected regular brigades or be employed as special emergency units for supplementing water supplies and heavy fire fighting duties where reinforcements were required to meet emergencies.

3. The Canadian Government replied on 13th February, 1941, that they would prefer not to assume responsibility for the organisation of a contingent of firemen for service in the United Kingdom, but that if H.M. Government would assume full responsibility for the organisation, control and compensation of such a contingent, the Canadian Government, on their part

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would be willing to make the opportunity for fire fighting service in the United Kingdom known among the Canadian fire services.

4. At a meeting between the Home Secretary and the High Commissioner for Canada which took place on the 18th February, the Home Secretary expressed the hope that, if the Canadian Government were unable to sponsor the scheme, it would still be possible to make some other arrangements to enable Canadian firemen to come over. Not only was there pressing need for additional further personnel, but he felt, and the High Commissioner agreed, that such an arrangement would provide an opportunity for Canadian civilians to share with the civilians in the United Kingdom in the battle for Britain and would at the same time provide useful experience of war-time fire fighting for Canadian firemen.

5. At this meeting the High Commissioner suggested that the best course would be to revert to the original proposal, made by the Firemen's Association of Winnipeg, that volunteers should be recruited from their own and similar municipal organisations and, acting on this suggestion, it has been agreed that the approach to the Canadian Municipalities should be made through the High Commissioner for the United Kingdom in Canada; that he should endeavour to secure the concurrence and, it is hoped, the assistance of the Federal authorities, with a view to the volunteers being recruited direct from the various fire brigades or through the Firemen's Associations. It was also agreed that arrangements should be made, if possible, to secure the secondment of one or more Canadian officer firemen to advise the High Commissioner for the United Kingdom in Canada on these measures.

6. The financial arrangements have also been discussed, and it is agreed that the approach to the Canadian Municipal authorities should be made on the following general basis:-

(i) H.M. Government to be responsible for:-

(a) The pay of the volunteers (in sterling) at the normal rate for auxiliary firemen in the United Kingdom.

(b) The cost of maintaining and equipping the contingent while in the United Kingdom, including accommodation according to normal Auxiliary Fire Service standards or hostel or camp accommodation, as may be arranged according to the duties the contingent will perform.

(c) Cost of transportation in the United Kingdom.

(ii) The Canadian authorities to be responsible for:-

(a) Any balance of pay or allowances which it may be desired to grant to members of the contingent over and above their Auxiliary Fire Service pay, etc., provided by H.M. Government.

(b) Any pensions which may become payable, and

(c) The cost of transporation to and from the United Kingdom.

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7. The contingent to be employed in the United Kingdom could either be attached to the London Fire Brigade or the fire brigades of large provincial cities, in bodies of, say, 100 or more, for general service in the brigade, or be organised as more or less independent units operating under central or regional control, for special fire fighting duties. In either case, the contingent would be employed as reinforcing units in support of local brigades in case of serious outbreaks of fire. They should come under their own officers and could wear their own uniforms or be provided with Auxiliary Fire Service uniforms, with a distinctive badge, as may be preferred.

1a

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C 278728

FILE:

MILITARY CO-OPERATION with UNITED KINGDOM -- Volume V

ARMY

Special Canadian Units

Forestry

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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R

Mil. Coop C 278729
Can. Eng. Corps
" Forestry "

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CODE

LONDON October 3rd, 1939.

No. 454

No. 454. War Office enquiring whether Canadian Government would be in a position to assist by raising railway troop units and forestry companies for service overseas. Headquarters railway construction and maintenance group, railway survey and railway construction companies, Royal Engineers would be needed. War Establishment serial numbers for the above which are in possession of military authorities in Canada would be W.E. IV/1931 (/15) (/1) 13 (/2) 16 (/1) respectively. Establishment of company of Canadian Forestry Corps as in 1918. It is suggested that equipment for the Forestry units be provided in Canada and equipment for railway units be discussed. Understand that formal request will be sent through Dominions Office and if acceded to details of numbers of units and dates they will be required will be suggested. Please pass on this information to National Defence.

MASSEY

Rec'd Ottawa 12:10 P.M. E.S.T.

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278730

Request for Forwarding by "R"

"R"

TELEGRAM

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

Mil. Co-op Army Rly & Transport Units.

SECRET

CYPHER

LONDON, October 7, 1939.

No. 87. No. 87.Secret. We are most grateful for your telegrams No. 84 and No. 86 of September 30th regarding proposals for despatch of technical units from Canada. These proposals are receiving urgent consideration and as requested, the Army Council hope to be able to communicate their views very shortly.

In the meantime suggestion has been made that His Majesty's Government in Canada might be prepared to provide

(1) Forestry companies and

(2) Certain special transportation units.

Any assistance which the Canadian Government may be in a position to afford in these respects would be of the greatest value.

As regards (1) it has been suggested that, as in the last war, Canada would be the best source for provision of such companies. Forestry companies will shortly be required for work in France in forests taken over by British Expeditionary Force, and, if the Canadian Government should be prepared to fall in with this suggestion, we should be glad to supply detailed information as to the number of companies required and approximate dates at which they would be needed. It is hoped Canadian Government would be able to arrange for such companies to be completely fitted out with modern equipment in Canada.

As regards (2) we should be grateful for assistance in numbering of following units:-

W.E.4/1931/15/1-A Headquarters Railway Construction and Maintenance group, Royal Engineers.

W.E.4/1931/13/2-A Railway Survey Company, Royal Engineers.

W.E.4/1931/16/1-A Railway Construction Company, Royal Engineers.

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C 278731

TELEGRAM

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

The serial numbers as given above are those of war establishments of these particular units, copies of which it is understood are in the possession of the military authorities in Canada. The question of provisions for these units has been under preliminary discussion between the Director General of Transportation and Movements and the Canadian Military Liaison Officer in London. If the Canadian Government was able to assist in this way, we should be glad to be informed of details of assistance which can be provided.

SECRETARY OF STATE
FOR DOMINION AFFAIRS

Received Ottawa
3 p.m.

Read Cabinet Oct 10th -
Ber Mayor to report.

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C 278732

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS OTTAWA CANADA

TO: THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN, LONDON

CIPHER

SECRET

No. 462

Ottawa, October 20, 1939

Your telegram Code No.454, October 3, 1939, in respect to raising of railway troop units and forestry companies for service overseas, the Department of National Defence takes the position that pending negotiations in connection with Air Training Scheme, it is not considered desirable to give an affirmative answer at this time to the suggestions contained in your telegram.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS

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C 278733

M.C. Forestry Troops Assit to U.K.

"R"

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER

No. 791.

LONDON, June 6th, 1940.

file

No. 791. Your telegram No. 588 of May 23rd, paragraph four. United Kingdom Government closely examining question of transportation and Forestry units and I am informed that in the latter field in particular it is becoming very evident that Canadian assistance on a scale comparable with that of forestry troops in last war can be a most important contribution of Canada to the Allied war effort. Dominions Secretary states that he will be communicating definite proposals on this subject in the very near future.

HIGH COMMISSIONER

Received Ottawa 11.20 AM

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"R"

TELEGRAM

C 278734

Forestry

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER

LONDON, June 8, 1940.

No. 809.

Part 1.

No. 809. My telegram No. 791 June 6th. Army Council grateful if Canada could organize and despatch:

(a) One Headquarters Railway Construction Company and maintenance group;

(b) One Railway Survey Company;

(c) Two Railway Construction Companies together with

(d) one Headquarters Railway Operating Company.

(e) Before autumn 1941 two further Railway Construction Companies and two further Railway Operating Companies, and

(f) one Railway Workshop Company will be needed.

Establishment of these units in officers and other ranks respectively is:-

(a) 3 and 22

(b) 7 and 62

(c) 6 and 265

(d) 3 and 24

(e) 5 and 356

(f) 5 and 380

Financial conditions would be those stated in my telegram No. 26 of January 9th.

Regarding forestry units, Allied timber supply position has gravely deteriorated, requirements have increased and import facilities impaired. As a result efforts are being made to double

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C 278735

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

domestic production in the United Kingdom and France. This depends on additional labour, plants and machinery with 27,000 skilled and 56,000 unskilled workers required, in addition to those already engaged in this field. Such figures entirely beyond resources of the United Kingdom and France. Every effort being made to secure labour from other sources in Europe and elsewhere. Government here feels that assistance of Canada in this respect is essential for prosecution of common war effort.

With this background the United Kingdom hopes that Canadian forestry personnel can be made available in considerable numbers and with the least possible delay, and would be grateful if a Canadian Forestry Corps similar to that of the last war might be brought into being at an early date on which units immediately required could be based. Financial conditions same as in the case of transportation units.

HIGH COMMISSIONER

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"R"

Forestry

C 278736

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER

NO. 809

LONDON, June 8th, 1940

Part 2

No. 809. As regards immediate requirements of the United Kingdom, suggest consideration be given formation of 20 Forestry Companies, 10 operating in the United Kingdom and 10 in France. This would be of the greatest possible assistance especially if the first arrivals could take place in late summer with further companies arriving later in the present year. Company establishment proposed is that adopted in the last war with units functioning in the same manner as then, though it may be necessary to suggest that organization be so arranged as to make it possible for smaller units such as half companies to operate in United Kingdom forces. The United Kingdom would be grateful if the Canadian Government could investigate whether necessary equipment including mills could be furnished from Canada and inform them of the extent to which this could be done. To secure continuous and intelligible flow of timber supplies at a time when war effort is likely to reach its greatest expansion, further 40 companies operating in the main in France would be needed from Canada in 1941. It is hoped that the Canadian Government would be prepared to take necessary steps to provide them. If the Canadian Government can see their way to cooperate on the above scale it is thought that they would themselves wish to initiate at a very early stage necessary staff for the effort and to send to the United Kingdom advance party with technical experts

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C 278737

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

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LONDON,

at the earliest possible moment. Steps have been taken in conjunction with the French Government to establish an Anglo-French Timber Production Commission which would be charged with selection of areas in which forestry units will work. This Commission would work in closest touch with suggested Canadian Forestry Organization. Our views on these proposals requested at the earliest possible date.

HIGH COMMISSIONER

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"R" C 278738 M/C Forestry

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER

NO. 932

LONDON, June 21, 1940

No. 932, Your Telegram No. 753, June 16th. As regards Forestry Companies none obviously will now be required for service in France. In the United Kingdom the position appears to be that army timber requirements are expected to be small while those for civil purposes will remain of considerable magnitude. In these circumstances a certain reluctance is noticeable at the War Office to continue to ask for military units to serve civil needs and the position they appear to be taking is that a solution might appropriately be found along civilian lines.

As regards the four Railway Construction Companies the War Office have informally intimated that in view of recent developments these units will not now be required. Ends.

MASSEY

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MG 26 J 4 C 278739

"R"

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER

NO. 1015 LONDON, June 29, 1940

No. 1015. Further to your telegram No. 853, June 16th Forestry and Railway units. Official communication now received as follows:

Transportation units previously requested not at present required. United Kingdom regret necessary to cancel request and express great appreciation of Canadian response and hope they may rely upon our assistance again if, as still possible, situation may later make it necessary to ask for such units from Canada.

Urgent need still exists in the United Kingdom for 20 Forestry Companies previously requested which it is hoped will still be available by late summer. Suggested however that recruiting in excess of these 20 companies should be postponed.

Circumstances may make request for additional companies necessary later, but in any event total requirements will now fall greatly short of 80 companies originally asked for. Recent experience in France and military situation here, make it most important to ensure that Forestry Companies should have received appropriate scale of military training before they arrive here. Military advisers here state this training would last approximately two months, of which five weeks would be devoted to ordinary military training including drill, musketry, anti-gas, and use of weapons, and about three weeks for training and construction of ordinary field works and elementary demolitions. Have been requested to emphasize the importance of this question of

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C 278740

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,
-2-

training; also that units should arrive fully equipped with operating and transporting equipment. Would be greatest difficulty in supplying such equipment here. If conditions as to training mentioned above are fulfilled, United Kingdom Government would be very glad if four Forestry Companies, now understood to be ready for despatch at an early date, could be sent over as soon as possible.

United Kingdom suggested that an further discussions of details connected with Forestry units might be conducted direct between Canadian Military Headquarters and the War Office.

This procedure would be greatly facilitated if, as previously suggested, the Canadian Government could send advance party with such technical experience as might be required at the earliest possible date to establish contact with military authorities in this country. Idea that Forestry units might be civilian in character has been abandoned.

MASSEY

Rec'd Ottawa 7.50 p.m.

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"R" C 278741 Mc/Kk/ 5 Troops

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA.

TO: THE HIGH COMMISSIONER FOR CANADA IN THE UNITED KINGDOM,

SECRET

CYPHER

No. 870

Ottawa, July 2nd, 1940.

Your 1015 June 29th. It is noted that transportation units previously requested are not at present required.

Canadian Government will raise and despatch twenty Forestry Companies under financial arrangement stated in your telegram 26 January 9th. Companies will be trained in Canada for two months in accordance with your proposal. Operating and transporting equipment will be supplied here as requested but will be a charge against United Kingdom Government in accordance with financial arrangement above referred to. Should it be found that all above equipment cannot be supplied in time to accompany companies overseas remainder will follow as soon as it can be obtained.

No recruiting has been done for the four companies you refer to and therefore none will be ready to sail before about end of September.

The United Kingdom suggestion that further discussion of details be conducted direct between Canmilitry and the War Office is concurred in.

Reference your last paragraph an advance party with technical experience will be despatched as suggested, date to be notified later.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS

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PRESS CLIPPINGS C 278742 Office of The Prime Minister

Name of Publication Montreal Gazette

Date July 10, 1940

Subject C. A. S. F.

GEN. WHITE IS HEAD OF FORESTRY CORPS

Montrealer Named O.C. of 20-company Force for Service Overseas

Ottawa, July 9.—(CP)—Mobilization of a Canadian Forestry Corps for service overseas was announced today by Defence Minister Ralston.

Brigadier General John B. White, D.S.O., E.D., of Montreal, who commanded the Canadian Forestry Corps in France in the last war and was deputy director of timber operations with the British armies, will command the corps.

Twenty companies will be raised in various parts of Canada, six of these to be recruited immediately with headquarters at Kingston, Montreal, Quebec, Saint John, Winnipeg and Victoria. The others will follow as speedily as possible.

The companies will receive intensive training before leaving Canada, and men who are skilled in forestry and lumbering and allied trades will be given preference.

Recruiting will be carried out through the military district offices.

Brig.-Gen. White, who is 66, has been associated with the forest industries all his life, is vice-president and director of Canadian International Paper Company and president of the Canadian Forest Industries Association.

In 1911 he was granted a commission in the 17th Duke of York's Royal Canadian Hussars. He went overseas and served in France, and after the war commanded his original regiment, the 17th Hussars, and also was in command of the 3rd Mounted Brigade. He was a president of the Canadian Cavalry Association.

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PRESS CLIPPINGS 378742

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C 278743

FILE:

MILITARY CO-OPERATION with UNITED KINGDOM -- Volume V

ARMY

Special Canadian Units:

Signallers

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MR

MC/C 278744
Signals

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CODE

NO. 1287

LONDON, August 5, 1940.

No. 1287. War Office state very anxious to secure services of some 25 signal officers and ex-officers of the R.C.C.S. who are at present surplus to Canada's immediate requirements. If so, and if Canadian Government agree, officers who offer services would be granted emergency commissions in British forces as Second Lieutenants with immediate grant of acting rank of Captains or Majors if they already hold these ranks in the Canadian Army. They would remain with the British forces and would receive normal pay and allowances and enjoy normal conditions of service of officers in Royal Corps of Signals. Full cost would be borne by United Kingdom Government, including that of their transportation to this country and their return to Canada at the end of hostilities. Suggested maximum age limit should be 48 and candidates would be required to fulfil conditions regarding medical fitness and technical qualifications laid down by the War Office for British forces. Precise arrangements as regards this and other points which may arise, could be dealt with by the War Office direct with Canadian Military Headquarters. Stated that help of the Canadian Government in the above matter would be greatly appreciated.

MASSEY

Rec,d Ottawa 2.05 p.m.

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FILE: C 278745

MILITARY CO-OPERATION with UNITED KINGDOM -- Volume V

ARMY

Special Canadian Units

Transportation

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C 278746

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CODE

LONDON October 3rd, 1939.

No. 454

No. 454. War Office enquiring whether Canadian Government would be in a position to assist by raising railway troop units and forestry companies for service overseas. Headquarters railway construction and maintenance group, railway survey and railway construction companies, Royal Engineers would be needed. War Establishment serial numbers for the above which are in possession of military authorities in Canada would be W.E. IV/1931 (/15) (/1) 13 (/2) 16 (/1) respectively. Establishment of company of Canadian Forestry Corps as in 1918. It is suggested that equipment for the Forestry units be provided in Canada and equipment for railway units be discussed. Understand that formal request will be sent through Dominions Office and if acceded to details of numbers of units and dates they will be required will be suggested. Please pass on this information to National Defence.

MASSEY

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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COPY C 278747

FROM: THE SECRETARY OF STATE FOR DOMINION AFFAIRS

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

SECRET

CYPHER

LONDON , October 7, 1939

No. 87.

No. 87. Secret. We are most grateful for your telegrams No. 84 and No. 86 of September 30th regarding proposals for despatch of technical units from Canada. These proposals are receiving urgent consideration and, as requested, the Army Council hope to be able to communicate their views very shortly.

In the meantime suggestion has been made that His Majesty's Government in Canada might be prepared to provide:

(1) Forestry companies and

(2) Certain special transportation units.

Any assistance which the Canadian Government may be in a position to afford in these respects would be of the greatest value.

As regards (1) it has been suggested that, as in the last war, Canada would be the best source for provision of such companies. Forestry companies will shortly be required for work in France in forests taken over by British Expeditionary Force, and, if the Canadian Government should be prepared to fall in with this suggestion, we should be glad to supply detailed information as to the number of companies required and approximate dates at which they would be needed. It is hoped Canadian Government would be able to arrange for such companies to be completely fitted out with modern equipment in Canada.

As regards (2) we should be grateful for assistance in numbering of following units:-

W.E.4/1931/15/1-A Headquarters Railway Construction and Maintenance group, Royal Engineers.

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W.E.4/1931/13/2-A Railway Survey Company, Royal Engineers.

W.E.4./1931/16/1-A Railway Construction Company, Royal Engineers.

The serial numbers as given above are those of war establishments of these particular units, copies of which it is understood are in the possession of the military authorities in Canada. The question of provisions for these units has been under preliminary discussion between the Director General of Transportation and Movements and the Canadian Military Liaison Officer in London. If the Canadian Government was able to assist in this way, we should be glad to be informed of details of assistance which can be provided.

SECRETARY OF STATE

FOR DOMINION AFFAIRS

Received Ottawa

3 p.m.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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R/ "R" C 278749 JER/S Oct.20/39

FROM - THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS OTTAWA CANADA

TO - THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN, LONDON.

CIPHER

SECRET

NO. 462

Ottawa, October 20, 1939.

Your telegram Code No.454, October 3, 1939, in respect to raising of railway troop units and forestry companies for service overseas, the Department of National Defence takes the position that pending negotiations in connection with Air Training Scheme, it is not considered desirable to give an affirmative answer at this time to the suggestions contained in your telegram.

read Oct 21st

Secretary of State
for External Affairs.

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R.

278750 Exped Forces

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

C. CODE

No. 26

LONDON, January 9, 1940.

No.26. Your telegram No. 462 of October 21st. War Office wish to reopen the question of possibility of Canada supplying two Railway Survey Companies for service with B. E. F. Matter now stated to be one of particular urgency as certain essential work necessary in France and personnel for that purpose with requisite training and experience not available in this country. Establishment of these two companies would involve total of fourteen officers and one hundred and twenty-eight other ranks. War Office suggest financial arrangements might be the same as those of the last war, namely the Canadian Government would bear the cost of pay, pensions, dependants' and field allowances, officers' mess allowances, cost of transport to and from this country and all initial personal equipment, while all other expenses connected with equipment, work or maintenance would be borne by the United Kingdom.

I have been asked to emphasise the great urgency and importance of this matter.

LC

MASSEY,

Received Ottawa 3.30 p.m.

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R. "R" Exped. Forces

TELEGRAM C 278751

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER LONDON, January 9, 1940.

No. 27

No. 27. Your telegram No. 598 of November 30th, last paragraph, supply of mechanical transport for ancillary troops. Here insert text of my immediately following telegram.

HIGH COMMISSIONER.

Received Ottawa 3.40 p.m.

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R.

Exped. Forces
Railway units

C 278752

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

C. CODE

LONDON, February 15th, 1940.

No. 194.

No. 194. War Office enquires whether the Canadian Government in addition to two railway companies requested in our despatch No.A.13 of January 10th, which units also referred to in McNaughton to Minister of the Department of National Defence telegram G.S. 178 of February 14th, would be willing to furnish on the same terms one headquarters of a railway construction and maintenance group, comprising three officers and twenty-two other ranks and four railway construction companies each comprising six officers and 265 other ranks. The respective establishments of these bodies are contained in war establishments IV/1931/15/1 and IV/1931/16/1. We have been asked to explain that this matter is of considerable urgency and War Office would be grateful for decision at earliest possible moment.

Australia have already agreed to cooperate over provision of transportation and forestry units and in response to request for details, have been asked to send one railway survey and three railway construction companies and two forestry companies. New Zealand have agreed to provide one headquarters railway construction and maintenance group, one railway survey company, one railway construction company and one forestry company, who are sailing from New Zealand next month.

MASSEY

Received Ottawa 5.45 p.m.

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R.

"R"

C 278753 Min. Coops Transportation

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

TO: THE HIGH COMMISSIONER FOR CANADA IN THE UNITED KINGDOM, LONDON.

IMPORTANT

MOST SECRET

CYPHER

No. 299

OTTAWA, March 19th, 1940.

Referring to your telegram No. 315 I have today sent the following message to Mr. Chamberlain, Begins:

Quote 1. Our High Commissioner has telegraphed me saying War Office considers provision of Railway Survey Companies as of outstanding importance and that as Canadian Government is unable to supply thesetroops they are considering despatching telegram to the Presidents of Canadian railways inviting them to make known to members of their organizations that young engineers or surveyors are urgently required in the British Army. Proposed telegram would express hope that Presidents would facilitate release of volunteers to total number of sixty. Message adds that before taking this action Army Council would be glad to know that it meets with approval of Canadian Government and would further be glad of any assistance the Canadian Government could afford.

2. As you are aware, an election campaign is just drawing to a close. Voters go to the polls on Tuesday next week. Thus far we have been fortunate in avoiding any injection into the campaign of controversy regarding commitments upon specific phases of Canada's war effort. A course such as is suggested by the War Office could not fail to precipitate a wholly unwarranted political controversy if taken at this time. I have in repeated telegrams made clear that my colleagues and I are most anxious to do everything we possibly can to meet reasonable requests but have also necessarily

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made it clear that until the elections are over and the position of Government definitely known, fresh commitments cannot possibly be undertaken without possibility of serious embarrassment.

3. I would deeply appreciate your good offices in seeing that War Office and Army Council refrain from taking the course suggested, at least until there is opportunity of having the whole matter carefully considered by the Cabinet. No such opportunity can be made until after election March twenty-sixth. Unquote.

My colleagues and I are quite unable to understand why in this last week of the political campaign, which thus far has been free of embarrassment with respect to the concrete features of Canada's war effort, we should be asked to approve any proposal of the kind made. You personally know enough of the circumstances of the last week of a campaign to appreciate our embarrassment in being expected to take action one way or another with respect to the proposal mentioned and I shall be grateful if you will explain this aspect of the situation to whoever is responsible for the suggestion being put forward by the Army Council. In the event of the present administration being returned, I will be glad to have the whole situation reviewed after the elections. Meanwhile, it is impossible to attempt more because of the impossibility of having further meetings of the Cabinet. Ends.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS

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"R" C 278755 Mil. Co-op. Transportation

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

TO: THE SECRETARY OF STATE FOR DOMINION AFFAIRS, LONDON

MOST SECRET

CYPHER

NO. 37

Ottawa, March 19th, 1940

Following from our Prime Minister for your Prime Minister, Begins:

1. Our High Commissioner has telegraphed me saying War Office considers provision of Railway Survey Companies as of outstanding importance and that as Canadian Government is unable to supply these troops they are considering despatching telegram to the Presidents of Canadian railways inviting them to make known to members of their organizations that young engineers or surveyors are urgently required in the British Army. Proposed telegram would express hope that Presidents would facilitate release of volunteers to total number of sixty. Message adds that before taking this action Army Council would be glad to know that it meets with approval of Canadian Government and would further be glad of any assistance the Canadian Government could afford.

2. As you are aware, an election campaign is just drawing to a close. Voters go to the polls on Tuesday next week. Thus far we have been fortunate in avoiding any injection into the campaign of controversy regarding commitments upon specific phases of Canada's war effort. A course such as is suggested by the War Office could not fail to precipitate a wholly unwarranted political controversy if taken at this time. I have in repeated telegrams made clear that my colleagues and I are most anxious to do everything we possibly can to meet reasonable requests but have also necessarily made it clear that until the elections are over and the position of Government

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definitely known, fresh commitments cannot possibly be undertaken without possibility of serious embarrassment.

3. I would deeply appreciate your good offices in seeing that War Office and Army Council refrain from taking the course suggested, at least until there is opportunity of having the whole matter carefully considered by the Cabinet. No such opportunity can be made until after election March twenty-sixth. Ends.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS

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R.

M.C. Transportation

"R"

TELEGRAM

C 278757

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER

LONDON, March 20th, 1940.

No. 329

No. 329. Your telegram No. 299, March 20th. Very much regret any embarrassment which my telegram No. 315, March 16th, may have caused. This telegram employed more or less the actual phraseology viz. by War Office in their communication to me embodying proposal which I transmitted. Even if suggestion had been an appropriate one, which I had to regard it as being, the wording was unfortunate. I felt it my duty to transmit proposal which had been made for your consideration. Directly on receipt of your telegram No. 299, I took steps to get in touch at once with appropriate War Office authorities explaining relevant aspects of situation and am assured that all action or correspondence relating to the matter in question will be postponed in accordance with your request.

HIGH COMMISSIONER

Received Ottawa 5.50 p.m.

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"R"

Transportation

TELEGRAM

278758

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

MOST SECRET

CYPHER

NO. 28

LONDON, March 21, 1940.

No. 28. Most Secret. Your telegram 19th March, No. 37. Following for Prime Minister from my Prime Minister, Begins:

I have received your message regarding railway survey personnel. I fully appreciate the considerations mentioned in your telegram: indeed, it was with a view to ensuring that the despatch of such a message as that in question to the Presidents of the Canadian Railway companies should not take place without full knowledge and prior concurrence of the Canadian Government that enquiry was made through Mr. Massey. I should like to assure you at once that your wishes will be respected and that matters here will be deferred until such time as the Canadian Cabinet have intimated their views. We note that this will be after the general election, and we shall await a further message in due course. Ends.

SECRETARY OF STATE FOR DOMINION AFFAIRS

Received Ottawa 8.20 p.m.

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"R" C 278759

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

SECRET

CYPHER

No. 315

LONDON, March 16th, 1940.

file

No. 315. Secret. Your telegram No. 204, of February 23rd. Provision of Railway Troops for service with British Expeditionary Force.

War Office considers provision of Railway Survey Companies as of outstanding importance and state that as Canadian Government is unable to supply these troops they are considering despatch of a telegram to the Presidents of the Canadian National Railway and the Canadian Pacific Railway inviting them to make known to the members of their organizations that young engineers or surveyors are urgently required in the British Army. Terms offered volunteers would be enlistment in forces in United Kingdom with normal rates of pay, sea transport at United Kingdom expense from Canada to this country and from this country to Canada at the end of hostilities. Telegram would express the hope that the two Presidents would facilitate release of volunteers to a total number of sixty. Before taking this action Army Council would be glad to know that it meets with the approval of the Canadian Government and would further be glad of any assistance the Canadian Government could afford.

HIGH COMMISSIONER

Received Ottawa 12.50 p.m.

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R.

"R" C 278760 Expd Party Transportation

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA, CANADA

TO: THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN, LONDON.

TELEGRAM NO. 335

SECRET

CYPHER

Ottawa, April 1, 1940.

Your secret cypher No.315 March 16th provision of Railway troops for service with British Expeditionary Force. Canadian Government has noted that War Office considers provision of railway survey companies as of outstanding importance and further suggestions that young engineers or surveyors are urgently required in the British Army. Our Government will be pleased to take initiative in obtaining services of sixty volunteers as requested, meeting all expenses up to arrival in United Kingdom for enlistment in British Army. May we take it that with provision of this personnel the requirements of War Office for transportation and forestry units will be completed?

SECRETARY OF STATE FOR EXTERNAL AFFAIRS.

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R. Mil. Coop. Transportation

C 278761

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

TO: THE HIGH COMMISSIONER FOR CANADA IN THE UNITED KINGDOM, LONDON

IMMEDIATE

CYPHER

Telegram No. 564

Ottawa, May 19, 1940.

My telegram No. 335, April 1. Railway troops. Please send earliest possible reply.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS.

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M/C-Transportation

"R"

TELEGRAM C 278762

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON, May 20th, 1940.

CYPHER

No. 648.

No. 648. Your telegram No. 564, railway troops. See my telegram No. 633, May 19th, paragraph 10.

MASSEY

Received Ottawa, 4.15 p.m.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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"R"

TELEGRAM

278763

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER

NO. 678

LONDON, May 24, 1940.

No. 678. Your telegram No. 588, May 23rd. Provision of railway troops. Army Council have sent formal grateful acceptance of offer to obtain 60 volunteers for Railway Survey Companies and have enclosed statements showing conditions of service for officers and other ranks and technical qualifications required for railway surveyors which are being forwarded by mail. Army Council say impossible to forsee full ultimate requirements for railway and forestry service for British Expeditionary Force but numbers still fall a long way short of those found necessary for last war. Whole question now under consideration as a result of Canadian Government's offer of further assistance.

HIGH COMMISSIONER

Rec'd Ottawa: 3:00 p.m.

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K. for "R" re Mil Coop Transportation

TELEGRAM

278763

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER

NO. 678

LONDON, May 24, 1940.

No. 678. Your telegram No. 588, May 23rd. Provision of railway troops. Army Council have sent formal grateful acceptance of offer to obtain 60 volunteers for Railway Survey Companies and have enclosed statements, showing conditions of service for officers and other ranks and technical qualifications required for railway surveyors which are being forwarded by mail. Army Council say impossible to forsee full ultimate requirements for railway and forestry service for British Expeditionary Force but numbers still fall a long way short of those found necessary for last war. Whole question now under consideration as a result of Canadian Government's offer of further assistance.

HIGH COMMISSIONER

Rec'd Ottawa: 3:00 p.m.

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CROSS REFERENCE SHEET

C 278764

Name or Subject

Tel 1015 HC London

File No.

M/C
Transportation Units

Regarding

Explaining decision to cancel requisition for Railway units; and immediate need for forestry units.

Date

June 29, 1940

SEE

Name or Subject

Military Co-operation
Forestry Units.

File No.

REQ. 222
5,000—1-4-38

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278765

FILE:

MILITARY CO-OPERATION with UNITED KINGDOM -- Volume V

ARMY

Special Canadian Units

Tunnelling

Transferred to folder in Cabinet #2

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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278766

FILE:

Military Co-operation

Army -- France

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R Gen

"R"

M/C France
c/r. Dist. of Troops

TELEGRAM

C 278767

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

MOST SECRET

CYPHER

No. 79

LONDON, June 11th, 1940.

No. 79. Most Secret. Following for Prime Minister from my Prime Minister, Begins:

At this historic moment when Canadian division is proceeding to France for service in the field, I should like to send you for myself and my colleagues a word of greeting. Once again Canadians will be in the forefront of battle. Of Canada's own thoughts it is not for me to speak, but I know well the profound emotion with which in due time the people of this country will learn of Canadians' arrival in France and the encouragement which it will be alike to them and to our Allies. Our thoughts are with the people of Canada and our good wishes for success of Canadian arms. Ends.

SECRETARY OF STATE FOR DOMINION AFFAIRS

Rec'd Ottawa 2:26 P.M.

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Aug 1/39 Hazen Motion

C 278768

Ex to Do (PM) 63 of Sep 3/39

Lei G Campbell to Dr Skelton
Sep 6/39 + Memo

Do to Ext No 59 Sep 6/39

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M/C-Exped. Force June 11/40
c/r Distribution of Troops

1.

C 278769

I have an announcement to make to the House which this country has awaited with proud expectation. The men of the First Division of the Canadian Expeditionary Force are today operating in France in cooperation with their British and French comrades. Reasons of security no longer require this news to be withheld.

I have received from Mr. Churchill, the Prime Minister of Great Britain, the following cable:

"At this historic moment when Canadian division is proceeding to France for service in the field, I should like to send you for myself and my colleagues a word of greeting. Once again Canadians will be in the forefront of battle. Of Canada's own thoughts it is not for me to speak, but I know well the profound emotion with which in due time the people of this country will learn of Canadians' arrival in France and the encouragement which it will be alike to them and to our Allies. Our thoughts are with the people of Canada and our good wishes for success of Canadian arms."

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To that stirring message from the Prime Minister of the United Kingdom, I have sent this reply:

"I thank you for your greeting. Canada will hear with pride that her soldiers stand today on the field of battle by the side of the men of Britain and France. In a glorious company, they fight for freedom on hallowed earth. The Canadian people have witnessed with deep emotion the undaunted heroism of our two great motherlands. Our youth, true to the spirit of their fathers, share with exaltation, the heat and burden of these historic days. United and resolute we shall be with you, to the limit of our strength, until the hour of victory."

I am prevented from giving to the House at this time any further information concerning the disposition of the Canadian forces. Once ready for service in Norway, once before assembled on the quayside prepared for embarkation to Calais or Dunkerque, they are now defending the soil of France. They are in high spirits and good health. They have faith in their cause, and in their commander. We have supreme confidence in him and in them. No men ever faced a harder or a nobler task. In that task, the soldiers of Canada will neither falter nor fail; for they are the flower of this land and the sons of their fathers. Fervent prayers from every heart will follow them through

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the days of battle, and sustain their loved ones through the days of anxiety. The brave men who fight for us are the first and last defences of our liberties. To them we owe a simple but sacred duty. Whatever unceasing toil and the resources of this land can do to help and support them, will be done with all our heart, and all our strength, and all our might.

Mr. Speaker, I propose, with the approval of this House to send to General McNaughton, and the men under his command this message:

> "The Government, the Parliament and the people of Canada send to you and the officers and men under your command, this expression of their pride and devotion as you take your place on the battlefront. Your countrymen pledge to you and your comrades in arms, in this solemn hour, the utmost strength of a united Canada in support of the cause of human freedom. May Divine Providence guide and protect you. The prayers of your homeland will follow you always."

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"R"

M/C Exped Force. Jr. Dist. Troops

TELEGRAM

C 278772

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

SECRET

CYPHER

No. 828

LONDON, June 11th, 1940.

No. 828. Secret. For reasons of military security it is important that the movement of the First Canadian Division to France be not made the subject of premature announcement. To this end, arrangements have been made that the first announcement be made by the Canadian Prime Minister at 21:00 hours British summer time on a date when the General Officer Commanding, British Expeditionary Force considers security reasons no longer require the news to be withheld from the enemy. Alternatively, should the enemy be presumed to have identified division, Canadian release should immediately be made on receipt of cabled word: "Chelsea". Release of Canadian press cables will be made 30 minutes after despatch of code word and War Office announcement one hour thereafter. Authorities here desire that the Prime Minister's announcement should be confined to simple statement that the Canadian troops are now operating in France in cooperation with the British and French forces coupled with such additional information as it may be possible to furnish at the last moment.

9 o'clock 4 o'clock (Can.)

MASSEY

9

Rec'd Ottawa 3:40 P.M.

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COPY SECRET distribution of troops M/C France

TELEGRAM

From - Canadian Military Headquarters, Great Britain C 278773

to - National Defence Headquarters, Ottawa.

14th June, 1940

C.G.S.

MOST IMMEDIATE LONDON,

DEFENSOR 14th June, 1940

OTTAWA

G.S. 605. MOST SECRET. FROM POPE TO C.G.S. PURSUANT TO SENIOR OFFICER'S INSTRUCTIONS TELEPHONED FROM PLYMOUTH SPOKE TO DEWING TROOPERS TONIGHT WHO SAID AS REPORTS FROM FRENCH ARMY INDICATED THAT ORGANIZED RESISTANCE WAS NO LONGER POSSIBLE DECISION HAD BEEN TAKEN NOT(REPEATED NOT) TO COMMIT 1ST CANADIAN DIVISION TO FRANCE. IN CONSEQUENCE FIRST FLIGHT WHICH HAD DISEMBARKED BREST TODAY WOULD RE-EMBARK TONIGHT AND RETURN TO UNITED KINGDOM.

CANMILITRY.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

PUBLIC ARCHIVES
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CANADA

Distribution of troops M/C - France

SECRET TELEGRAM C 278774

FROM: CANADIAN MILITARY HEADQUARTERS, GREAT BRITAIN.

TO: NATIONAL DEFENCE HEADQUARTERS, OTTAWA.

15th June, 1940.

C.G.S.

.....

MOST IMMEDIATE

DEFENSOR

OTTAWA

15th June, 1940,
LONDON.

G.S. 609. MOST SECRET.

FROM SENIOR OFFICER TO C.G.S.

On return to London have seen O.C.I.G.S. and D.M.O. Result of discussion yesterday between Brooke, Weygand and Georges was agreed conclusion that in view of end of organized resistance by main French armies impossible to hold Brittany with isolated and comparatively small British and French forces. Brooke's recommendation that British forces which beforehand large number in base organization be withdrawn from Cherbourg and Brest concurred by Cabinet early last evening 14th. Movements of Canadians immediately put in reverse. First Infantry Brigade Groups which were disembarking at Brest or en route to Lemans expected to complete return to United Kingdom next 48 hours. Remainder already at Aldershot or on way from Plymouth.

CAN MILITRY"

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

PUBLIC ARCHIVES
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CANADA

M/C Dist. of Troops France

"R"

TELEGRAM

C 278775

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

MOST IMMEDIATE LONDON, June 17th, 1940.

SECRET

CYPHER

NO. 886.

No. 886. Secret. June 17th. Your telegram No. 756. All First Canadian Division, with the exception of 75 officers and 1600 other ranks, have returned to the United Kingdom. From information just received and timed 11 A.M. today these latter with complete equipment, less field ambulances, were expected to embark at Brest during the course of today. Will report in further detail morning of June 18th.

MASSEY.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

PUBLIC ARCHIVES
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"R"

Distribution of Troops M/C France

C 278776

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

MOST IMMEDIATE

CYPHER

No. 902.

LONDON, June 19, 1940.

No. 902. Further to my telegram No. 888, June 18th. War Office reports all, repeat all, personnel evacuated from Cherbourg, St. Malo and Brest, and McNaughton reports all personnel have arrived at Aldershot except portion of Headquarters, First Canadian Infantry Brigade, but no reason to believe this detail will not turn up during the course of today. All Canadian guns despatched to France have been returned. Some mechanized transports, however, could not be evacuated and therefore had to be destroyed.

MASSEY

Rec'd Ottawa 8:21AM

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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C 278777

FILE:

Military Co-operation

Army -- Iceland

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

PUBLIC ARCHIVES
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"R" (M/C.) Iceland.

C 278778

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS OTTAWA

TO: THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN LONDON

Ottawa, 4th June, 1940

Telegram No. 666

SECRET

CYPHER

My telegram No. 588 of May 23rd.

Military cooperation.

In telegram under reference we indicated willingness to provide infantry brigade for garrison service in Iceland with certain equipment, and added it was assumed that United Kingdom was arranging such artillery, anti-aircraft, air and naval protection as was considered appropriate. Please advise what provision has been or is being made by the United Kingdom in these latter respects.

SECRETARY OF STATE FOR

EXTERNAL AFFAIRS.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

PUBLIC ARCHIVES
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"R" C 278779 Iceland

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER

LONDON, June 6, 1940

No. 792

Part 1.

No. 792. Your telegram No. 666, June 4th, Iceland. Recent reconnaissance has shown that the proposed force insufficient to deny Reykjavik to the enemy or to provide for the security of the naval base. United Kingdom Government have, therefore, reached the conclusion that additional measures for the security of the island should, if possible, be commenced without delay and would be most grateful if Canada would agree to assume the responsibility for the defence of Iceland on increased scale considered necessary as a result of new appreciation of the situation. Chiefs of Staff Committee state that the principal troops required for adequate defence, in addition to the existing brigade, are as follows:-

Two rifle battalions;

One machine-gun battalion;

Six flying-boats;

One battery of heavy anti-aircraft guns;

Some additional coast defences, together with probable need next winter for additional infantry battalion.

Certain ancillary units are also required as detailed in Part 2 of this telegram. It would, of course, be for the Commander of the Canadian Force to make final recommendations to the Canadian Government as to numbers and disposition of troops required after making his own

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278780

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

appreciation of the situation on the spot. Some Field Artillery and necessary coast defence equipment could be provided by the United Kingdom, but it is regretted that in the existing situation heavy anti-aircraft guns mentioned above, cannot, at present, be made available. As temporary expedient to meet emergency, requirements in air reconnaissance, refuelling and mooring facilities in Iceland are now being provided for. Royal Air Force flying-boat unit in the Shetlands and the question of the despatch of light aircraft to Iceland is under investigation. No flying-boats, however, which could be based in Iceland are available and the United Kingdom would therefore be very grateful if the Canadian Government could consider provision of a flight of general reconnaissance land-plane aircraft. Details of local conditions and facilities considered necessary are being investigated and will be communicated by the Air Ministry to Royal Canadian Air Force Headquarters in London.

If it would help, United Kingdom would provide the second battalion for service in the West Indies which the Canadian Government had agreed to make available. United Kingdom fully appreciate the heavy commitments already undertaken by Canada but hope that we will give the above suggestions immediate consideration in view of the present grave emergency which necessitates such heavy calls on available military strength here for the

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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C 278781

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

defence of the United Kingdom and cooperation with the Allies. Urgency of the situation is such that very early reply would be appreciated.

Part 2 follows.

MASSEY

Received Ottawa: 11.42 a.m.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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"R" Iceland

TELEGRAM C 278782

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CHPHER

No. 792 LONDON, June 7th, 1940.

Part 2, No. 792. List of ancillary units and of their numbers, referred to in Part 1, and which cancels list transmitted to Department of National Defence by Canadian Military Headquarters in telegram No. G.S. 493 of May 26th, is as follows:

(a) Artillery already in Iceland. Approximate manning requirements follow in each case.

Two 4-inch C.D. guns, 100;

Two 3.7-inch howitzers, 25;

Four 2-pounder pom-poms, 25;

Two 3-inch case 1 A.A. guns, 50.

(b) Proposed additional coast defenses.

Four 6-inch guns (2 batteries), 240;

Two 12-pounder guns, 60;

Eight defence electric lights (4 batteries),140.

In addition it will be necessary to provide personnel for Fire Command Headquarters (including reserve for casualties) which is estimated at approximately 60 and also signals personnel estimated at approximately 15.

(c) Ancillary troops now in Iceland followed by number of officers and Commanding Officer in each case.

Force Headquarters 18 and 70.

Detachment Headquarters Field Security Police Section 1 and 5.

Detachment Movement Control Group 3 and 10

Artisan Works Company R.E. 6 and 257.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

Detachment Dock Section 2 and 80.

Brigade Signal Section 1 and 36.

Detachment Wireless Section nil and 9.

One Supply Personnel Section (3 butchers attached) 1 and 22.

One Sub-section Field Bakery nil and 24.

One Section Mechanical Transport Company (including six motor ambulances) 2 and 96.

One Sub-section Workshop Mechanical Transport Company nil and 21.

Field Ambulance 12 and 234.

Hospital Royal Army Medical Corps (200 beds) 36 and 99 (including 22 Queen Alexandra's Imperial Military Nursing Staff).

Field Hygiene Section 1 and 28.

Light Aid Detachment 1 and 12.

Detachment Ordnance Ammunition Company nil and 9.

Detachment Base Ordnance Depot 1 and 15.

Company Auxiliary Military Pioneer Corps 3 and 275.

(d) Additional Ancillary Troops considered necessary by Officer Commanding Troops, Iceland.

Despatch Riders with motorcycles 6.

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278784

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

-3-

LONDON,

Linesmen 4.

Wireless Telegraphy Operators for civil sets 6.

Operators for number 11 sets 12.

Military Police small detachment.

The requirements given in (c) and (d) relate to the force now in Iceland, namely, an Infantry Brigade of 3 Battalions.

It is not anticipated, however, that any material increase will be necessary for the larger force. Message Ends.

MASSEY

Received Ottawa: 10.09 a.m.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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"R" C 278785

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER

LONDON, June 14, 1940.

NO. 860

No. 860. .United Kingdom Government would be very grateful for early reply to my telegram No. 792, Iceland. Informed today, informally, that the War Office are considering leaving their brigade in Iceland even if additional Canadian troops go as increasing importance being attached to safeguarding the situation there.

MASSEY

Received Ottawa 5.02 p.m.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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R Jan 27

"R" C 278786 M/C Iceland

C

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

TO: THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

SECRET

CYPHER

No. 749 Ottawa, June 15, 1940

Your telegram No. 792 June 6th, Iceland.

1. Subject to approval of any recommendations which may be received from Canadian Force Commander now en route to Iceland, Canadian Government have approved in principle that Canada shall assume responsibility for providing military garrison mentioned on the understanding that armament, equipment and ammunition not available in Canada will be provided and maintained by War Office.

2. Arrangements being made for provision of Canadian equivalents for all miscellaneous military personnel and units mentioned in your telegram No. 792 including existing garrison and additional units mentioned. Personnel for manning coast defence and anti-aircraft armament and lights will not be available for approximately two months. Recruiting for some other units in your list has only recently commenced and will require to be trained before despatch. Ultimate strength of Canadian force including extra battalion for winter will be approximately 346 officers and 8464 other ranks. This paragraph 2 subject to information which may be received under paragraph 5.

3. Canada is not in a position to provide any aircraft.

4. Canadian Government accept the offer of United Kingdom to relieve Canada of responsibility for providing a second battalion for service in the West Indies.

5. In view of your No. 860, June 14th, indicating that British Brigade Iceland will remain there, please ascertain whether all personnel and units mentioned in your telegram No.792 are still required to be sent from Canada. Early information desired as to any deletions which may be made from force we have

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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C 278787

been asked to provide.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS.

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R Lacy

"R"

278788 Iceland. Dist. of Troop

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

MOST IMMEDIATE LONDON, June 17th, 1940.

CYPHER

No. 872

No. 872. It has been suggested here, and War Office agree, that a considerable force of Canadian troops was landed in Iceland on June 16th, 1940, would be most. Authorities here are most anxious to make an announcement themselves but I have asked them to postpone it until you have been given an opportunity to make first announcement. Please telegraph at once that this has been done and then announcement can be made here as well.

MASSEY

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C 278789 Iceland c/n Dstbn. Troops ODS/AH

June 17,1940.

MEMORANDUM FOR THE PRIME MINISTER.

Attached is a telegram, No.872, from Mr. Massey regarding announcement of landing of Canadian troops in Iceland. The message was decoded exactly as received. There was evidently an error in coding in London, but presumably the first sentence should read as follows:

> "It has been suggested here and War Office agree that as a considerable force of Canadian troops was landed in Iceland on June 16th an early announcement would be most desirable".

In view of your telegram yesterday, I have just telegraphed Mr. Mahoney, who has an appointment with Mr. Hull at eleven o'clock, telling him that he can inform Mr. Hull that in accordance with the United Kingdom request we have sent troops to Iceland.

. 5.

Note press despatch re Iceland attack

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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"R"

C 278790

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

MOST IMMEDIATE LONDON, June 17th, 1940.

CYPHER

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MASSEY

Rec'd Ottawa 10:15 a.m.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

PUBLIC ARCHIVES
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CANADA

Subject

Date June 17,1940 *Publication* Toronto Globe and Mail

German Attack on Iceland By Air and Sea Is Forecast

Stockholm, June 16 (BUP). — Unconfirmed reports circulated in Stockholm tonight that Germany is contemplating immediate sea and air operations against Iceland, 500 miles off the northern tip of Scotland, in preparation for an invasion of the British Isles.

The German attack on Iceland, which was occupied by British naval forces immediately after Adolf Hitler's invasion of Norway, would be launched from Germany's new Norwegian bases, it was said in these reports.

Hitler and his general staff were represented in Stockholm as believing that the occupation of Iceland, now held by comparatively small British forces, is essential if and when the long-threatened Nazi attack against Great Britain is unleashed.

A considerable number of fresh German troops now are being transported to Norway, landing at Oslo, Kristiansund, Stavanger, Haugesund, Bergen and Trondheim, it was reported.

Meanwhile despatches from Rovaniemi in the far north of Finland said that German troops were occupying the Finmark region of Norway and establishing military headquarters in Kirkenes, supposedly as result of a decision to occupy Finmark as well as the Narvik region.

Some reports said this decision was reached following the Soviet military occupation of Lithuania.

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278792

TORONTO GLOBE AND MAIL, June 17, 1940.

GERMAN ATTACK ON ICELAND BY AIR AND SEA IS FORECAST.

STOCKHOLM, June 16 (BUP) - Unconfirmed reports circulated in Stockholm tonight that Germany is contemplating immediate sea and air operations against Iceland, 500 miles off the northern tip of Scotland, in preparation for an invasion of the British Isles.

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Some reports said this decision was reached following the Soviet military occupation of Lithuania.

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C 278793

DEPARTMENT OF EXTERNAL AFFAIRS

Ottawa, June 20

7.45 pm

To THE PRIME MINISTER

FOR INFORMATION

Characteristically, not a word about their guns, planes etc.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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Ian "R" C 278794 Iceland c/r. Distrib. Troops

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

IMMEDIATE LONDON, June 20th, 1940.

MOST SECRET

CYPHER

NO. 920.

Sent Ind. 8.

Your telegram No. 749, June 16th. Iceland.

Further representations made here that changed situation on the continent has increased strategic importance of the Island and increased the danger of an attack on it by Germany at any moment. Force occupying Iceland must therefore be increased as soon as possible to at least one division with appropriate ancillary units, air and naval defences. Units now earmarked by Canada for Iceland will absorb more than two-thirds of infantry strength of division, and United Kingdom Government therefore suggest that the Canadian Government may feel in the circumstances that the Second Canadian Division, less such units as are not required for garrison, should proceed to Iceland. This would probably release United Kingdom infantry brigade now in Iceland for the defence of the United Kingdom itself. Have been asked to put the matter in this light before you in order that you may immediately consider the suggested employment of greater part of Second Canadian Division in Iceland. Pointed out that many details regarding subsidiary defences of the Island and forces to be maintained there, pending the arrival of further troops from Canada, will have to be arranged at the earliest possible moment, and it is suggested that this should form the subject of discussion between Canadian military authorities in this country and the appropriate defence departments. Should the Canadian Government decide to send the Second Division so constituted to Iceland, as soon as shipping and other conditions permit, it is pointed out that this need not be a permanent

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C 278795

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

arrangement but that the Canadian Government might desire, on the completion of actual immediate training of Third Canadian Division, to send that force to Iceland in relief of the Second Division. This would enable the Second Division to be sent to this country when, subject to strategic position at the time, it would no doubt be the Canadian Government's wish as it would be the United Kingdom's, to see the formation of a Canadian Corps.

MASSEY

Rec'd Ottawa: 6.30 P.M.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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C 278796

FILE:

Military Co-operation

Army -- Newfoundland

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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"R" C 278797 M/C - Army NFlnd.

FROM: THE GOVERNOR OF NEWFOUNDLAND, ST. JOHN'S

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

SECRET ST. JOHN'S, June 25, 1940

CYPHER

UNNUMBERED

Unnumbered message. Secret. Following for Secretary, Department of National Defence, from Officer Commanding Black Watch, Begins:

All equipment and stores unloaded. Battalion established Botwood and Newfoundland Air Port, where Headquarters have been set up. Will make full report later. Ends.

GOVERNOR

Rec'd Ottawa, 1:45 p.m.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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R

"R"

Defence of Nfld.

for

C 278798

FROM: GOVERNOR OF NEWFOUNDLAND, ST. JOHN'S

TO: SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

SECRET

CYPHER

NO. 26.

ST. JOHN'S, July 20th, 1940.

No. 26. Secret. Your telegram No. 29, Secret, July 19th. Following for Mr. Ralston, Minister of National Defence, Begins:

Following upon prior request of Naval Headquarters, Ottawa to which we had agreed, H.M.S. "Caradoc" arrived this morning carrying sailing orders No. D. 030-1/3, July 17th, from Commodore Jones, S.O., Halifax, of which copy should now be at Naval Headquarters, Ottawa. We assume this will cover subject matter of your message. Ends.

GOVERNOR

Rec'd Ottawa 4.52 P.M.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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m/C-4d

C 278799

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA.

TO: THE GOVERNOR OF NEWFOUNDLAND, ST. JOHN'S.

OTTAWA, 30th September, 1940.

No. 50

CODE

Arrangements are being made to move one Infantry (Rifle) Battalion to St. John's as soon as satisfactory temporary accommodation can be arranged in Memorial Hall or other suitable Building. It is not considered advisable to put troops under canvas.

It would be helpful if your officials would discuss the matter with Officer Commanding "W" Force and District Officer Commanding at Halifax to expedite investigation of the suitability and time available and cost of making ready temporary quarters pending the completion of arrangements for permanent hutments.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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"R" MC/TT

TELEGRAM

C278800

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER LONDON, January 7th, 1941.

No. 27

No. 27. Your telegram No. 27 of January 3rd. Tunnelling Company, Gibraltar. United Kingdom Government informed as requested. War Office state that any announcement regarding despatch of troops in question should be withheld until they actually arrive. We will inform you of arrival.

Announcement regarding formation of Second Tunnelling Unit is of course purely a matter for Canadian decision, but War Office hope that in any such announcement there will be no implication of any despatch of troops to Gibraltar until they actually reach destination.

MASSEY

Rec'd Ottawa, 9:25 a.m.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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"R" MC/T.T 278801

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

SECRET

CYPHER

No. 209

LONDON, February 5th, 1941.

No. 209. Secret. Further to my telegram No. 27 of January 7th. Second Canadian Tunnelling Company has been duly mobilized, and is awaiting orders to embark for Gibraltar. Will advise when unit has arrived at destination.

MASSEY

Rec'd Ottawa, 2:20 p.m.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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"R"

MC 278802

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER

NO. 297.

LONDON, February 19th, 1941.

No. 297. Further to my telegram No. 209. Second Canadian Tunnelling Company still awaiting orders to embark.

MASSEY

Rec'd Ottawa 10:30 a.m.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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"R"

MC-TT

C 278803

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER

NO. 862

LONDON, May 13th, 1941.

No. 862.

(1) Balfour, Beatty Company Limited, under contract with Ministry of Aircraft Production, has been concerned in the construction of power development tunnel in connection with addition to aluminium factory near Fort William in Scotland. This project considered of great national importance and is listed as emergency project. Balfour, Beatty Company unable to get sufficient tunnellers to complete the tunnel in adequate time, and as a result, approach was made for assistance by the First Canadian Tunnelling Company. McNaughton agreed to loan one officer and approximately 65 other ranks to render this important assistance on the understanding that:

(a) Troops could be withdrawn at any time.

(b) Pay, allowances and maintenance of troops would be recoverable from contractors.

(c) Work would be under the direct supervision of contractors who would supply all plant and equipment.

(d) Ministry of Aircraft Production will supply necessary vehicles at no expense to Canada.

(2) Following are proposed financial arrangements relating to loan of personnel which may be extended to November 1st, 1941.

(3) Canadian Government will be responsible for the following charges with this personnel:

(a) Military medical attendance and hospital treatment for men sick or injured whilst employed.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

PUBLIC ARCHIVES
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CANADA

C 278804

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

(b) Pension or other gratuity which would normally be paid for disability or death in accordance with Canadian Pension Act.

(c) Transportation to and from the place of employment in respect of any replacements of men found unsuitable, or replacement at the wish of the Canadian authorities.

(d) Cost of railway warrants for men going on leave.

(4) Following charges are to be borne by Balfour, Beatty Company:

(a) Reimbursement to Canada of all pay and other allowances, including dependents allowances.

(b) Accommodation and quarters at place of employment.

(c) Costs or rations.

(d) Transportation to and from place of employment of original detachment and of men to replace any who may be sick or injured.

(e) One leave of seven days per man on full pay between now and November.

(f) Any special clothing and equipment.

(5) In respect of method of financial adjustment, it is proposed amounts will be submitted by Chief Treasury Officer monthly to Balfour, Beatty Company, and payment of accounts will be to the Receiver General of Canada.

(6) Personnel of First Canadian Tunnelling Company commenced work on April 23rd, 1941, and in order to implement financial arrangements, request early authorization.

MASSEY

Rec'd Ottawa, 7:55 p.m.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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MC/Su/TT JER/S
May 28/41

FROM - THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA; C278805

TO - THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN, LONDON.

No. 806 Refer to: P.M.
N.D.(Army)
CYPHER Mr. Heeney
N.D. (Minister)
Finance

Ottawa, May 28, 1941.

Your telegram No. 959 May 26, 1941.

Proposals as set forth in your telegram No. 862 concerning loan of Canadian personnel for power development, are approved.

SECRETARY OF STATE
FOR EXTERNAL AFFAIRS

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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C 278806

Department of External Affairs,
Canada.

Ottawa, 6th March, 1941.

SECRET and IMMEDIATE

My dear Mr. Hankinson,

I have been instructed to reply to your Secret letter of March 1st on the subject of a proposed establishment in western Canada of a Field Experimental station for gas and chemical warfare, and to inform you that while the Canadian Government cannot entertain the proposal for the financing of the project put forward in your letter they would be prepared to contribute one-third of the total cost of the scheme.

Yours sincerely,

N.A. ROBERTSON

W.C.Hankinson, Esquire,
Office of the High Commissioner
for the United Kingdom,
Ottawa.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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COPY

Previous
C 278807

Office of the High Commissioner
for the United Kingdom,
Ottawa

1st May, 1941.

SECRET

No.19

Sir,

I have the honour to refer to Mr. Robertson's letter of the 4th April stating that the Canadian Government agreed that the proposal for the establishment of a Field Experimental Station for gas and chemical warfare should be proceeded with on the basis that all costs should be shared equally by the two Governments.

2. The United Kingdom Government, to whom this information was conveyed, have now asked that an expression of their warm appreciation may be conveyed to the Canadian Government for their co-operative attitude in this matter. It is agreed that detailed arrangements regarding the proposal should be made between the appropriate Canadian authorities and Mr. E.L. Davies, the Ministry of Supply expert on this subject, who is now in Canada.

I have the honour to be,

Sir,

Your obedient servant,

W.C. HANKINSON

for the High Commissioner.

The Secretary of State
for External Affairs,
Ottawa.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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C 278806

OFFICE OF THE HIGH COMMISSIONER
FOR THE UNITED KINGDOM,
EARNSCLIFFE,
OTTAWA.

975E/31 20th June, 1940.

IMMEDIATE

MOST SECRET

Mydear Prime Minister,

With reference to the High Commissioner's most secret letter of the 17th June about Aruba, the further telegram promised by the Secretary of State for Dominion Affairs has now been received.

Lord Caldecote states that the danger envisaged in the first paragraph of Sir Gerald Campbell's letter might arise at very short notice. In that event, the United Kingdom authorities might have to ask the Canadian authorities to despatch to Aruba the battalion of Winnipeg Grenadiers now in Jamaica, less a small rear party to be left in the latter island. Such a request for immediate action might have to be made whether or not the Canadian Government felt able to accept the responsibility for the security of Aruba for the duration of hostilities, though the United Kingdom Government naturally hope that they will do so.

Lord Caldecote states that if Aruba has to be protected by moving the Winnipeg Grenadiers from Jamaica and if the Canadian Government accept responsibility for the protection of that island during the war, the United Kingdom authorities would hope that another Canadian battalion might be sent for the defence of Jamaica.

The High Commissioner is informed that the officer commandin; the garrison at Jamaica has been instructed to go by air to Aruba to make contact with the French authority there.

Yours sincerely,

W.C. Hankinson.

The Right Honourable W.L. Mackenzie King, M.P.,
Secretary of State for External Affairs,
OTTAWA.

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CANADA

C 278803

OFFICE OF THE HIGH COMMISSIONER
FOR THE UNITED KINGDOM,
EARNSCLIFFE,
OTTAWA.

975E/31 20th June, 1940.

IMMEDIATE

MOST SECRET

Mydear Prime Minister,

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Yours sincerely,

W.C. Hankinson.

The Right Honourable W.L. Mackenzie King, M.P.,
Secretary of State for External Affairs,
OTTAWA.

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PUBLIC ARCHIVES
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CANADA

C 278809

FILE:

MILITARY CO-OPERATION -- Army

Czechoslovak Army

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

PUBLIC ARCHIVES
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CANADA

L/CS C 278810

WLK

CZECHOSLOVAK CONSULATE GENERAL

Room 801 Keefer Bldg.,
1440 St. Catherine St., W.,
MONTREAL, P.Q.

No. 181/41.

February 4, 1941.

Sir,

I have the honour to approach you on behalf of the Czechoslovak Government in London and to submit to you their request concerning the organization of a Czechoslovak Army in Canada.

My Government would be grateful if they could send to Canada a special military mission consisting of about six members, at the head of which would be Colonel Hutnik. It is intended that this mission be entitled to negotiate with the competent Canadian authorities regarding the questions connected with the organization of our Army here.

In outline, the following questions are chiefly concerned:

1. To what extent and under what conditions it would be permitted to recruit the Czechoslovak citizens in Canada.

2. Whether it would be possible to train these troops in Canada.

3. Whether the Government of Canada would be willing to grant to the Czechoslovak Government credit to defray the expenses of concentration, maintenance and training of our troops and payment of allowances to their families.

My Government is most anxious that the Czechoslovak volunteers from Canada complete the Czechoslovak Army in Great Britain in the shortest possible time and that their training therefore be completed in the Spring of 1941.

I have the honour to submit to you this request of my Government and in connection with the credits, I would like to add, that His Majesty's Government in Great Britain and Northern Ireland is giving to the Czechoslovak Government the necessary credits for the maintenance of our Army in Great Britain. My Government would be very grateful if the Government of Canada could, at an early date, consent to the dispatch of the military mission mentioned above, as the force of Czechoslovak volunteers from Canada would constitute a valuable supplement to our Army.

Should you consider it advisable for me to call on you in connection with these matters, I should be greatly honoured to do so.

I have the honour, etc.,

DR. F. PAVLASEK
Consul General of the
Czechoslovak Republic.

The Rt. Hon. W. L. Mackenzie King,
Prime Minister of the Dominion
of Canada,
O t t a w a.

read WLK
11-2-41

(REFERRED TO NATIONAL DEFENCE (Militia))

(REFERRED TO NATION...

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FILE:

MILITARY CO-OPERATION -- Army

C 278811

Jewish Army

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CANADA

M/C Army Jewish Unit

O 278812

CANADIAN LEGATION

WASHINGTON

CONFIDENTIAL

June 8, 1940.

No. 1126

Sir:

I have the honour to report that Mr. Benjamin Akzin, a member of the Presidency of the New Zionist Organization, has called twice at the Legation in order to inform us of the proposals of his organization to raise a Jewish Army. He has also discussed the hope of the New Zionist Organization that, after the war, Great Britain will agree that every Jew in Central Europe should be offered an opportunity to emigrate to Palestine.

2. Lord Lothian telephoned late yesterday afternoon concerning the first of these proposals that a Jewish Army be raised to fight in Europe. He said that he was today cabling the Foreign Office asking whether the United Kingdom would in principle welcome the formation of such a Jewish Army. Lord Lothian pointed out that, if the proposal were to be made effective, it would be necessary for the Jews to leave this country individually in order to be enlisted in Canada. He said he would be grateful if I could let him know whether you viewed the proposal with favour.

3. I informed him that, according to Mr. Akzin, a representative of the New Zionist Organization, Mr. Elias Ginsburg, had seen the Minister of National Defence in Ottawa and had submitted his proposals to him. I said, however, that I had not been informed of the position which you had taken on the matter, but that I would let him know as

The Right Honourable,
The Secretary of State for
External Affairs,
Ottawa.

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as soon as I heard anything from you.

4. During these conversations at the Legation on June 4, Mr. Akzin said that, after he had had a talk with Lord Lothian, he had discussed the proposals for the formation of a Jewish Army with Colonel Read, Military Attache of the British Embassy, and they had agreed on slight modifications of the original proposal. It might be better, they thought, to begin by forming a small infantry unit. This would arouse the enthusiasm of the Jewish masses. Afterwards Jewish volunteers might go into the technical services.

5. As the negotiations were making progress in Ottawa and in London, Mr. Akzin had thought it would be desirable to discuss his proposal with the State Department. He had therefore called on Mr. James Clement Dunn, Political Adviser of the Department of State. In response to his enquiry, Mr. Dunn had said that, as far as the United States was concerned, there was no objection either in law or in practice to the proposal which he had made. He hoped, however, it would be possible to work out an arrangement under which United States citizens would not have to take an oath of allegiance. He also pointed out that of course there should be no actual recruiting or equipping of volunteers in this country.

6. Mr. Akzin was anxious to explain the background of the proposal which the New Zionist Organization is making. He said that what they desired was that there be established a co-belligerent Jewish Army. This army would not include citizens of Allied countries, unless the Allied country concerned preferred that their citizens,

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or some of them, enlist in the Jewish Army. It would be composed of two contingents. The first would consist of refugees and stateless Jews, especially those from Poland, since already difficulties had arisen between the Jews and other elements in the Polish Army in France. The second contingent would be composed of Jewish volunteers from neutral countries, especially the United States, Cuba and the Argentine. He stated that in the last war a considerable number of Jews from the Argentine had enlisted in the Jewish Legion.

7. He said that under the Government of Mr. Chamberlain it had been impossible to make any progress with the proposals which the New Zionist Organization was making. However, the new Government under Mr. Churchill had shown much more interest. Mr. Churchill was himself a friend of Mr. Jabotinsky, the head of the New Zionist Organization, who had, during the last war, organized the Jewish Legion. Mr. Duff Cooper favoured the proposal for propagandist reasons since it would help to demonstrate that Great Britain was fighting for small nations and had the assistance of small nations in its struggle. Sir Archibald Sinclair, the Minister for Air, also favoured it.

8. Mr. Akzin said that another reason that the proposal was desirable was that in a number of countries, and especially in this country, the story was spread about that the war had been in large part caused by the Jews, that it was being fought in their interests, but that in spite of that, the Jews/were themselves not fighting. The formation of a Jewish Army would meet this criticism.

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9. He explained the reason why the New Zionist Organization was making this proposal. They were not in favour of dispersed Jewish immigration. They wanted Palestine to be opened up for the Jews from Central Europe. There were, he said, some four millions of these Jews. How many would be alive at the end of the war was, of course, unknown. If the war ended with an Allied victory, the New Zionist Organization were hoping that Great Britain would be forced to agree that every one of these Jews from Central Europe should be offered an opportunity to emigrate to Palestine. He thought that probably three-quarters would accept and that the actual physical transfer could be accomplished very quickly. He said, for example, that the exchange of populations between Greece and Turkey after the war had been accomplished in some seven months.

10. If the Jews had a Jewish Army serving in the war, their position at a peace conference would be strengthened a great deal. The Central European countries and the dominions would, he thought favour the proposal, since the immigrant-receiving countries such as the Dominions did not want further Jewish immigration, and the Central European countrieswould say that, unless a substantial number of their Jews migrated, anti-Jewish feeling would once more become violent. He thought therefore that it was in Canada's interest to support their proposal concerning Palestine, since otherwise the pressure on Canada to accept furtner Jewish immigration would be enormous.

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11. I, of course, expressed no opinion on the political question which Mr. Akzin had raised about the future of Palestine after the war. I did, however, say that were Canada to agree to cooperate in the raising of a Jewish Army, it would be necessary for the competent Canadian authorities to work out some arrangement in order to facilitate the admission to Canada of the potential recruits from the United States.

12. I assume that the Canadian Immigration authorities will desire to have some assurance from these recruits that, after the war, they will be able to return to the United States. The potential recruits who are United States citizens should have no difficulty in returning to the United States after the war, so long as they had not lost their United States citizenship by taking an oath of allegiance. It seems to me however that it will be extremely difficult to secure any assurance that those potential recruits who are permanent legal residents of the United States will be able to return to the United States after the war. I am informed that a precedent has been created by the treatment accorded to resident aliens in the United States who enlisted with the Loyalist or Nationalist Forces during the recent civil war in Spain. According to this precedent, a persons who becomes subject to military rule is considered as unable to return to the United States freely or of his own volition, since his movements are subject to the control of the military forces of which he is serving. He is therefore presumed to have given up his residence in the United States.

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13. It might, however, be possible to arrange that the resident alien secure a reentry permit before leaving the United States. A reentry permit is valid for one year, and can, if good cause be shown, be extended for periods not exceeding six months each. It does not, however, carry with it an absolute assurance of readmission to the United States, because the alien must be found admissible under the general immigration requirements on each occasion of application for admission.

14. As far as the general proposal of a Jewish Army is concerned, you will recall that Mr. Jabotinsky, the head of the New Zionist Organization, which is sometimes referred to as the Revisionist Zionists, was the organizer of the illegal Jewish defence forces in Palestine and of the recent illegal immigration to Palestine, and that the rival, and I believe, majority Jewish organization, is the Jewish Agency.

I have, etc.,

M.M. MAHONEY

Charge d'Affaires.

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WC

C 278818

OFFICE OF THE HIGH COMMISSIONER
FOR THE UNITED KINGDOM,
Earnscliffe,
OTTAWA.

CONFIDENTIAL
(Circular Z. 37)

8th February, 1941.

My dear Prime Minister,

I have been asked by the Secretary of State for Dominion Affairs to inform you that following discussions with Dr. Weizman representing the Jewish agency for Palestine, the United Kingdom Government have approved in principle arrangements on the following lines for recruiting Jews in various countries for service in the British Army:-

1. Authority will be given to recruit a contingent of approximately 10,000 for incorporation in the British Army.

2. Not more than 3,000 of these recruits will be drawn from Palestine. The remainder will be drawn from various parts of the world where recruitment is possible. Each Jewish volunteer will have to satisfy the recruiting officer that he will be re-admitted on demobilisation to the country from which he was recruited.

3. The Jewish contingent, including its officers, will be trained in the United Kingdom, the officers being selected on Jewish nomination subject to the approval of the War Office.

4. The Jewish contingent will be liable for service in any theatre of war.

5. Equipment will be provided by His Majesty's Government in the United Kingdom, as and when their resources allow. The cost of equipment and maintenance of the Jewish contingent and of their pay and allowances will be borne by His Majesty's Government in the United Kingdom.

An announcement to the above effect will be made as soon as details now under consideration are settled.

In the meantime the United Kingdom Government ask that the

/matter

The Right Honourable W. L. Mackenzie King, M.P.,
Secretary of State for External Affairs,
O T T A W A.

mail WC 11-2-41

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matter may be treated as strictly confidential. The United States Government are being informed in confidence.

Yours sincerely,

W. C. Hankinson.

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C 278820

FILE:

MILITARY CO-OPERATION -- Army

Polish Army

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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CANADA

Mil. Coop. Exped. Forces

C 278821

CANADIAN LEGATION
PARIS.

September 21st, 1939.

CONFIDENTIAL.

No.374.

Sir,

Following the entry of Canada into the war, I called on the Polish Ambassador to express my admiration for the Polish people and their Armed Forces in their magnificent resistance against overwhelming odds. I told him how gratified I was to find my Country by the side of Poland in the cause of liberty.

2. Mr. LUKASIEWICZ was depressed at the situation in Poland and was frankly disappointed that England and France were not helping Poland by sending bombing planes to bomb (a) German industrial centres where war material was being manufactured and (b) the German troops advancing in Poland.

3. He could not understand that no effort was being made to prevent the Germans from continuing to turn out airplanes and attacks. It was all very well to prepare for a long war but, during this time, Poland was being crushed. Besides, the effect on neutral countries in the Balkans was very unfortunate, as he had heard there was a certain amount of uneasiness there as a result of Anglo-French inaction. When pressed for help, the English and French had answered that they did not wish to disperse their forces and, moreover, they had to consider public opinion in the United States. The Ambassador said that, in his opinion, these were only excuses and that the real reason was that they feared reprisals.

The Secretary of State for
External Affairs,
Ottawa, Canada.

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4. The Polish Ambassador added that reports from his Country indicated that the German soldier, without his mechanical aids, was not nearly as good a fighter as the Pole.

5. M. LUKASIEWICZ had spoken to a very important Neutral who had been in Berlin on the 8th of September; this Neutral stated that he had had conversations with some of the Nazi leaders who were extremely perturbed about the situation.

6. The Polish Ambassador said that he was very anxious to form Polish legions in France and abroad and, in this connection, inquired whether the Canadian Government might see its way to allowing Poles from the United States to cross the border in order to enlist in Canada. I answered that this was a question which would have to be referred to my Government: he then asked me to take no action in the matter for the present. A few days later, when I met him at luncheon, he said that instructions had now been sent to the Polish Consul General in Canada requesting him to take the matter up with your Department.

I have the honour to be,

Sir,

Your obedient servant,

George P. Vanier.

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CANADA

Copies to: Minister Defence C 278823 9/23/39
Minister Mines & Resources.
Consulate General of the Republic of Poland

Ottawa, September 16,1939.

CONFIDENTIAL

Nr. 48/11

Sir:

In connection with my conversation of today I have the honour to communicate to you as follows:

According to information received from the Embassy of Poland in Paris a big Polish army unit is going to be organized in France. This unit will constitute a part of the Polish army.

Volunteers to this army unit will be recruited from Polish citizens residing abroad and overweas.

Owing to the fact that in Canada there are many Polish citizens who would enlist in this voluntary unit, I have the honour to request the Canadian Government for permission to open recruiting offices in Canada for this action, including among these volunteers Polish citizens residing in the United States of America who desire to join the above mentioned Polish army in France.

Any further particulars and information can be secured, if necessary, in due course.

Hoping you will be kind enough to give the above request favourable consideration,

I have the honour to be,
Sir,
Your obedient servant,

(Signed) Jan Pawlica.

Consul General of Poland.

O.D.Skelton,Esquire, M.A., PH.D.,LL. D.
Under-Secretary of State
for External Affairs,
Ottawa,Canada.

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POOR PRINT
Epreuve illisible

Similar letter to Minister National Defence

C 278824

N-305-6
1939

Ottawa
September 23, 1939

C-975-6
1939

Honourable T. A. Crerar, M.P.,
Minister of Mines and Resources,
Ottawa, Ontario.

My dear Crerar,

Re Recruiting
Volunteer Polish Citizens

I am enclosing a copy of a letter addressed to Dr. Skelton by M. Jan Pawlica, Consul General of Poland, which speaks for itself. I enclose also a copy of Dr. Skelton's memorandum with reference to the letter.

You will recall that, at yesterday's meeting of the Cabinet, it was felt, apart from this communication altogether, an immediate effort should be made to enlist the services of the Consul General of Poland in some useful capacity and in a manner which will permit of immediate provision being made for the distressing condition in which he and Madame Pawlica find themselves in consequence of the plight of their government and country.

I shall be grateful for anything you may be able to do in this matter.

Yours sincerely,

W. L. Mackenzie King

MK/EH:DR

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POOR PRINT
Epreuve illisible

Similar letter to Minister Mines & Resources

C 278823

Ottawa
September 23, 1939

Honourable N. M. Rogers, M.P.,
Minister of National Defence,
Ottawa, Ontario.

My dear Rogers,

Re Recruiting
Volunteer Polish Citizens

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Yours sincerely,

W. L. Mackenzie King

MK/EH:DR

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POOR PRINT
Epreuve illisible

R. Copies to: Minister Defence
Minister Mines & Resources } 9/23/39 C 278826 ODS/ET 18 Sept.1939

MEMORANDUM FOR THE PRIME MINISTER:

The Polish Consul-General, in calling on Saturday, made a request for enlisting Polish citizens in Canada for service in France.

I asked him to let me have a note in writing. He has done so(copy attached). The request has to do with Polish citizens only, not Canadians of Polish ancestry.

I asked the Consul-General whether these volunteers were to form part of the Polish army in France. His note implies that they will. I asked him further who was to be responsible for the recruiting,enlistment and maintenance of these men. He said he had no information on the subject,but that it would be very satisfactory if Canada would undertake to maintain such a unit in France. I suggested that he obtain more definite information on this point.

I pointed out that the suggestion that Polish citizens residing in the United States should come to Canada to join these forces would require special consideration.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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R.

Mil. Co-op. Exped. Force

C 278827 N.306-6. 1/961

CANADA

MINISTER OF NATIONAL DEFENCE

September 26, 1939.

My dear Prime Minister,

I have received your letter of the 23rd September, with respect to the recruiting of volunteer Polish citizens.

I am referring this matter to the responsible Officers of the Department and shall be very pleased to communicate with you again when I have their report.

Yours sincerely,

Norman A.L. Rogers

The Right Hon. W.L.Mackenzie King,
Prime Minister,
Ottawa.

H/

SEP 2 7 1939

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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R.

C 278828

CANADA

MINISTER OF NATIONAL DEFENCE

Ottawa, October 3, 1939.

My dear Prime Minister:

Re: Recruiting - Volunteer Polish Citizens

Further to my letter of the 26th September, with respect to the recruiting of volunteer Polish citizens, I have now received a report from the responsible Officers of my Department.

Since receipt of your letter of September 23rd, I am informed that temporary employment has been found for the Polish Consul General in the Secretary of State's Department.

The question raised in connection with the enlistment of Poles in the Canadian Forces is being studied by our Officers.

Yours sincerely,

Thomas A. L. Rogers

The Right Honourable W.L. Mackenzie King,
Prime Minister,
O t t a w a.

ho

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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Mil Co-op. Exped. Force

C 278829

CANADIAN LEGATION

WASHINGTON

October 7th, 1939

SECRET

No. 1892

Sir,

In the course of the call which, according to custom, I paid the Polish Ambassador this week he mentioned a subject which was under discussion before I left Ottawa, viz; the desire of some people that a large number of the Polish residents in this country should be sent or induced to go to Canada to be formed into a Polish Legion and despatched to Europe as a fighting force, as a part of a Canadian force or otherwise.

2. Count Potocki told me that he and his Embassy had had and would have nothing whatever to do with any such project. They were being extremely careful to observe their obligations under international law and comity in this respect. They were taking no steps that could in any way be regarded as recruiting activities in this country. I understood him to say that they were not acknowledging letters of application that might reach them. He expressed great annoyance at a speech made recently in Paris by General Sikorski (?) who, I understand, is a member of the Polish Government there, and who, according to Count Potocki, said in the course of his speech that they were counting upon getting

together/

The Right Honourable,

The Secretary of State for External Affairs,

Ottawa, Canada.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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C 278830

together a large number of soldiers from among the Poles in the United States.

3. I told the Ambassador I was glad to hear what he said, since it was exactly the line that this Legation had taken and was taking. I added that, as regards the matter of Poles going from this country to Canada, I was aware that it had recently been brought to the attention of the Canadian Government who, I understood, considered that no arrangements or discussions concerning any such matter could take place on United States soil on their behalf and that, if there was any question of such a discussion with the Canadian Government it could take place only between them and duly authorized Polish representatives in Ottawa. The Ambassador said that this entirely accorded with his own position and we agreed that no such discussion could take place between himself and myself.

I have the honour to be,
with the highest respect,
Sir,
Your most obedient,
humble servant,
(sgd) Loring C. Christie

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C 278831

No copy furnished
for External Affairs,
but copy has been made.

M. McK.

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R/Poland C 278832

OFFICE OF THE HIGH COMMISSIONER
FOR THE UNITED KINGDOM,
Earnscliffe,
OTTAWA.

SECRET IMPORTANT.
537/131

28th February, 1941.

My dear Prime Minister,

With reference to my letter of the 24th February about the proposed visit of General Sikorski to America, I have now received a telegram from the Secretary of State for Dominion Affairs stating that His Majesty's Ambassador at Washington has reported that the United States Government would welcome a visit by General Sikorski and that the President would be glad to receive him.

The Secretary of State would be very grateful for an early expression of the views of the Canadian Government with regard to the proposed visit to Canada.

Yours sincerely,

W. C. Hankinson.

The Right Honourable W. L. Mackenzie King, M.P.,
Secretary of State for External Affairs,
O T T A W A.

The Department of External Affairs
FEB 28 1941
Ottawa

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R

R/Poland C 278833

Ottawa, March 4th, 1941.

My dear Mr. Hankinson,

The Prime Minister has asked me to reply to your letters of February 24th and 28th regarding the prospective visit of General Sikorski to Canada and the United States, and to inform you that the Canadian Government would welcome a visit by General Sikorski.

Yours sincerely,

N.A. Robertson

W.C. Hankinson, Esq.,
Acting High Commissioner
for the United Kingdom,
Ottawa.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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R

Norway W.H.M. 26.3.41 C 278834

MEMORANDUM FOR THE PRIME MINISTER:

KOHT, Dr. Halvdan. (Ph.D., D.Litt.) (Speaks good English)

Norwegian historian
b. 1873 Educ. Oslo, Copenhagen, Leipzig and Lorbonne
Lecturer in history Oslo University 1908,
Professor 1910-1935.
President and Vice-President Oslo Academy since 1923. Lectured in American and Canadian history.
Minister of Foreign Affairs, 1935.
Member of Labour Party.

Recently resigned as Foreign Minister.
Steen says: "He is 68, and thought younger men should take over."

Arrived Ottawa 12.15 noon Wednesday, met by W.H.M. at train.

Is accompanied by Mr. Daniel Steen, Consul General of Norway.

Would like to see Mr. R. B. Hanson if P.M. has no objection.

Will go to Washington after Ottawa visit.

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COLOURED PAPER
PAPIER DE COULEUR

"R"

C 278835

TELEGRAM

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

SECRET

CYPHER

CIRCULAR D. 103

LONDON, February 28th, 1941.

Circular D. 103. Secret. Following for your Prime Minister, Begins:

Denmark.

Having recently received information that the Germans intended to seize twelve Danish torpedo boats, we urged the Danish Government to sabotage or scuttle these ships, at the same time warning them that failure to do so must affect our attitude towards Denmark at peace conference.

Danish Government, though they removed all guns, wireless, searchlights, etc. from the ships, failed to carry out required action through fear of German reprisals.

We have now sent message to the King of Denmark in the sense that we are unable to accept reasons advanced by the Danish Government for their inability to sabotage or scuttle the torpedo boats, particularly as they were able to remove guns etc., and must have had prior warning of German intentions. Since it must now be expected that the Germans will claim Danish submarines, if Danish Government do not scuttle these, we must regard Danish Government as acting voluntarily in German interests and adapt our policy accordingly, both now and when peace comes to be made. Ends.

SECRETARY OF STATE FOR DOMINION AFFAIRS

Rec'd Ottawa, 6:01 p.m.

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COLOURED PAPER
PAPIER DE COULEUR

"R"

TELEGRAM

C 278836

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER

NO. 464

LONDON, March 18, 1941.

No. 464. Polish Ambassador informs me that General Sikorsky, Prime Minister of the Polish Republic, expects to pay his visit to Canada shortly before Easter. This will be after his visit to the United States.

MASSEY

Rec'd Ottawa, 2:04 p.m.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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PAPIER DE COULEUR

"R"

TELEGRAM

C 278836

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER

NO. 464

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Rec'd Ottawa, 2:04 p.m.

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R 2a

MC/Italian C 278837

NAR/SR
20.2.41

MEMORANDUM FOR THE PRIME MINISTER

I told Mr. R.B. Hanson this morning about the arrangements approved by the War Committee on Tuesday, February 18th, for the transit through Canada of Italian volunteers on their way to the United Kingdom from the United States. I told him that these men, while awaiting ships to take them to the United Kingdom, would be quartered at the Royal Canadian Mounted Police barracks at Fredericton and that it was most important that there should be no publicity whatever about their presence there. He said he was most anxious to cooperate in this matter and he would not say anything about it to anyone. He suggested that the local Officer Commanding the R.C.M.P might ask the Fredericton newspapers to refrain from making any reference to the presence of these Italians in Canada.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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C 278838

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS OTTAWA

TO: THE HIGH COMMISSIONER FOR CANADA IN LONDON.

Ottawa, 23rd February, 1941

Telegram No. 268

Your telegram No. 252 of February 12th regarding movement of Italian volunteers from United States to United Kingdom.

Necessary arrangements have been made by the Police and Immigration authorities for their transit through Canada.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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R/Norway C 278839

Ottawa, March 5, 1941.

Dear Mr. Kinley,-

May I refer to your correspondence with the Deputy Minister of Justice, and particularly to your letter of February 6, 1941, with regard to the imposition of taxes by the town of Lunenburg on lands held by the King of Norway.

I understand that the lands and buildings are used for a training camp established by the Norwegian Government, and that a question has arisen as to whether the town of Lunenburg can impose municipal taxation upon this property.

I think that it would be undesirable that a question should arise as between the Town and the Norwegian Government. It would have an unfortunate effect upon public opinion, if it were thought that there was a dispute of this sort with one of the allied governments.

In the circumstances, I think that it would be preferable to work out some compromise arrangement which would prevent the town of Lunenburg from suffering any substantial loss of tax revenue, but which could be carried out without raising the legal issues as to the right of the Town to impose the taxation or the immunity of the Norwegian Government from taxation.

J. J. Kinley, Esq., M.P.,
House of Commons,
Ottawa,
Canada.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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Accordingly, I am asking the Minister of Public Works to endeavour to negotiate a temporary arrangement with the Town, covering the payment of compensation for loss of tax revenue for the period of occupation by the Norwegian Government for training purposes and for a reasonable period thereafter, in order to provide for the disposition of the property, but not exceeding one year. This compensation would be paid by the Canadian Government, without prejudice to any legal position that might be maintained either by the Town or by the Canadian Government or by the Norwegian Government itself.

I am sure that a solution along these lines will commend itself to you, and it may be necessary, at a later stage, to ask you to use your good offices in discussions with the Town authorities.

Yours sincerely,

W. L. Mackenzie King

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C 278841

FILE:

MILITARY CO-OPERATION with UNITED KINGDOM

NAVY

General

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MG 26 J 4, Volume 396, pages C278444-C279232

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Mil. Co-op. Navy

C278842

ODS/AH

Aug. 25,1939.

Secret

Prime Minister

MEMORANDUM

With reference to Dominions Office telegram Circular D. 5 of August 24th (Most Secret) referring to equipment of trawlers and whalers for anti-submarine work and mine-sweeping and for the immediate temporary utilization of other vessels, Sir Gerald Campbell stated this morning that the Admiralty wished to make it clear that they would not be able to spare any vessels for this purpose for use in Canadian waters.

Copy given Mr Mackenzie.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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Epreuve illisible

Mil Co-ora Navy

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Aug. 25,1939.

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Copy given Mr Mackenzie.

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Mil. Coop. Navy.

SECRET

C 278843

ODS/ET
25 August, 1939

MEMORANDUM FOR THE PRIME MINISTER:

Sir Gerald Campbell said at noon today that he had received a telegram from the Commander-in-Chief of the America West Indies Squadron, who is at present at a port in Maine, stating that he would like to base his flagship the BERWICK, (and later the YORK), on Halifax immediately. I told him I would bring this matter to the attention of the Prime Minister and the Minister of National Defence at once, but suggested that he should put this request in writing, which he said he would do immediately.

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MG 26 J 4, Volume 396, pages C278444-C279232

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Mil. Co-op. Navy

C 278844

OFFICE OF THE HIGH COMMISSIONER
FOR THE UNITED KINGDOM,
EARNSCLIFFE,
OTTAWA.

25th August, 1939.

MOST SECRET & IMMEDIATE

My dear Dr. Skelton,

In accordance with your request at our conversation this morning that I should send you a written reminder on the subject, I write to say that a telegram was received early this morning from the Commander-in-Chief, America and West Indies Station, expressing his desire for early information if any objection were seen to the use of Halifax by His Majesty's Ships.

I understand that you have mentioned this matter to the Prime Minister and I need not emphasise how anxious I am to be able to reassure Sir Sidney Meyrick on this point at the earliest possible moment.

Yours sincerely,

Gerald Campbell.

Dr. O.D. Skelton,
Under-Secretary of State for External Affairs,
Ottawa.

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MG 26 J 4, Volume 396, pages C278444-C279232

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Mil. Co-op. Navy C 278845
Aug. 28/39

COPY

SECRET

MINISTER OF NATIONAL DEFENCE
CANADA

Dear Dr. Skelton:

I have your letter of the 28th August with reference to Admiral Meyrick's request for basing ships at Halifax.

This was discussed in Council on the 25th August and I wrote the High Commissioner for the United Kingdom on the same day advising him that the Canadian Government had no objection to basing HMS. BERWICK and HMS. YORK at Halifax.

I regret that, on account of the stress of work, yourwere not notified of this communication at the time.

Yours sincerely,

(SGD) IAN MACKENZIE.

Dr. O. D. Skelton, M.A., Ph.D.,
Under Secretary of State for
External Affairs,
Ottawa, Ont.

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MG 26 J 4, Volume 396, pages C278444-C279232

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C 278846
Navy

COPY

ODS/MT
Aug. 30, 1939

SECRET

Dear Mr. Mackenzie,

I am in receipt of your letter of August 28th, indicating the reply which was made to the High Commissioner for the United Kingdom regarding the enquiry as to basing H. M. S. BERWICK and H.M.S. YORK at Halifax. I have brought your letter to the attention of the Prime Minister, who had asked what action had been taken.

Yours sincerely,

"O. D. SKELTON"

The Hon. Ian Mackenzie,
Minister of National Defence,
OTTAWA.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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PARAPHRASE OF CYPHER **TELEGRAM** C278847

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

IMPORTANT

SECRET

Cypher

No. 57

LONDON, September 3rd, 1939.

Secret. No. 57. Admiralty have had under consideration question of buoyage of searched approach channels to Canadian ports. Requirements of buoys for searched approach channels have been investigated on principle that channel will be marked on route lines only and that buoys can be accepted about two and one miles apart. Revised number of buoys required on this basis is Sydney (Cape Breton) 7, Halifax 6. Distance apart in these cases is two miles owing to prevalence of fog. It is essential that buoys should be light buoys. Admiralty would be glad to learn whether buoys would be available to meet these requirements.

THE SECRETARY OF STATE FOR DOMINION AFFAIRS.

Rec'd Ottawa 10.50 P.M., D.S.T.

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Navy

278848

Extract from Memorandum, enclosed with letter of September the 6th, from High Commissioner for the United Kingdom

MEMORANDUM

SECRET AND IMMEDIATE

(a) Navy.

1. The six destroyers of the Royal Canadian Navy to be placed under Admiralty orders (unless it is necessary from the Canadian point of view to retain two destroyers on the west coast the Admiralty would prefer to employ them on the east coast).

2. The completion of the fitting of Asdic equipment to "Saguenay" and "Skeena" and 14 minesweepers.

3. Naval bases at Halifax and Esquimalt, especially the former, to be placed in complete readiness including Anti Submarine boom and to be available for Royal Navy.

4. 8 Minesweeping vessels to be taken up and fitted out at Sydney, Cape Breton, and 6 Minesweeping and three Anti Submarine at St. Jon's Newfoundland.

5. m Provision for the maintenance of a reserve of 30 thousand tons of naval fuel oil at Halifax.

6. Small craft for Anti Submarine and Minesweeping duties to assist the Commander-in-Chief, America and West Indies Station, in West Indian local defence.

7. Provision of aircraft for seaward reconnaissance at the convoy assembly port of Halifax.

8. Fleet air arm. Aerodrome facilities for the operation of 6 aircraft and accommodation at Esquimalt for 3 aircraft and 8 reserve aircraft. Accommodation at Halifax for 1 officer 13 Chief Petty Officers and 28 men and at Esquimalt for 1 officer 5 Chief Petty Officers, -- Petty Officers and 11 men. The maintenance at Halifax of 500 tons D.T.D. 230 aviation spirit and 30 tons aero lubricating oil D.T.D. 109.

--number being ascertained.

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9. Fitting out "Letitia", at present at Quebec, as a Merchant Cruiser at an east coast port. Fitting out as Merchant Cruisers at Esquimalt of Monowai and Rajputana at present in Australia and China respectively, to be capitalized later.

10. Canadian Government to proceed with arming of Defensively Equipped Merchant Ships. If convenient, the majority of equipments at Esquimalt to be transferred to the east coast. Defensively Equipped Merchant Ships instructional staff mainly required at Canadian ports (appendix CBO 1764/39) and gun-layers in Defensively Equipped Ships to be provided from Canadian sources, His Majesty's Government in the United Kingdom regret that trained personnel from the United Kingdom cannot at present be made available.

11. 2 trained officers will be sent for duty at the convoy assembly port at Halifax to assist in organizing convoy service. Additional personnel required for this staff and for naval control service staffs at Sydney Cape Breton Quebec and Vancouver to be supplied from Canada.

12. Naval reserves surplus to Canadian requirements to be made available for Royal Navy.

13. Recruitment from civilian life of officers and technicians with specialist qualifications, viz. trained civilian pilots for service in the fleet air arm, yachtsmen or ex mercantile marine officers suitable for Royal Naval Volunteer Reserve commissions, telegraphists and signalmen, artificers, sdientists, electrical and wireless telegraphy and skilled electrical workmen.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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14. Examination of possibility of building vessels, escorts "Black Swan" type, small mine sweepers and Anti Submarine trawlers for Royal Navy.

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MG 26 J 4, Volume 396, pages C278444-C279232

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C 278851

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

September 8th, 1939.

CODE

NO. 363

re our purchase of flotilla leader

Part 1.

No. 363. Re communication dated August 28th to this Office from Captain Murray, Admiralty interviewed and following is substance of letter being sent by Admiralty today to Dominions Office.

(See part 2 in Cypher)

HIGH COMMISSIONER

Received Ottawa 11 p.m. D.S.T.

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R 278852

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

SECRET

CYPHER

No. 363

LONDON, September 8th, 1939.

Part 2.

Secret. No. 363. In the present circumstances, Admiralty very anxious to retain services of this ship for a short while until their anti-submarine trawlers come forward in quantity.

Part 3 follows in code.

HIGH COMMISSIONER

Received Ottawa 11 p.m. D.S.T.

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C 278853

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

September 8th, 1939.

CODE

No. 363

Part 3.

No. 363. They would be grateful if Canadian authorities would agree to mid-October as the date of transfer. It would, of course, be understood that if submarine situation in Canadian waters became acute before then, then matter will be open to reconsideration.

HIGH COMMISSIONER

Received Ottawa 11 p.m. D.S.T.

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MG 26 J 4, Volume 396, pages C278444-C279232

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R

C 278854

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER

LONDON Ottawa, September 9th, 1939

My telegram No. 363 should have commenced

"Secret. Your telegram No. 183, June 2."

HIGH COMMISSIONER

Received Ottawa 4.15 p.m. D.S.T.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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CANADA

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Epreuve illisible

LCG

JG

Ottawa, September 11, 1939.

No. 190

Sir,

I have the honour to request that you notify your Government that, in consequence of the state of war which exists with Germany, and in accordance with Article 24 of the London Naval Treaty signed March 25, 1936, His Majesty the King, in respect of Canada, hereby suspends, in so far as he is concerned, all obligations of the said Treaty.

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

O D SKELTON

FOR THE
Secretary of State for
External Affairs.

The Chargé d'Affaires,
Legation of the United States
of America,
Ottawa.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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278850

LCG

JG

Ottawa, September 11. 1939.

No. 22

Sir,

I have the honour to request that you notify your Government that, in consequence of the state of war which exists with Germany, and in accordance with Article 24 of the London Naval Treaty signed March 25, 1936, His Majesty the King, in respect of Canada, hereby suspends, in so far as he is concerned, all obligations of the said Treaty.

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

O D SKELTON

FOR THE Secretary of State for
External Affairs

Count Robert de Dampierre,
French Minister to Canada,
O t t a w a.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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R.

278857 Mil Comp. Navy

FROM:
THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA, CANADA.

TO: THE HIGH COMMISSIONER FOR CANADA IN THE UNITED KINGDOM.

Ottawa, September 28th, 1939.

CIPHER

TELEGRAM

No.369

Canadian Government has approved project for training engineer physicists for anti-submarine work. The Physics Department, University of Toronto, are willing to act as centre for gathering and training candidates. Men could be examined at once and probably 25 despatched immediately. Estimate 50 more in three months and additional 100 in six months. Canadian Government will be pleased to cooperate by meeting expenses involved in collection, maintenance and training preparatory to despatch overseas, also transportation expenses in full to London. General McNaughton, who has the matter in hand, has asked that Dr. Boyle inform Wright to this effect.

If Admiralty accepts, please cable full particulars of qualifications and physical and medical requirements. Also conditions and terms of service under Admiralty. An answer at earliest possible date would be appreciated.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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R

C 278858 Mil. Co-op. Navy

TELEGRAM

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS OTTAWA

TO: THE HIGH COMMISSIONER FOR CANADA IN THE UNITED KINGDOM

LONDON, S.W.1.

No. 381

CODE

OCT 3 1939

Ottawa, 30th September, 1939.

Your secret despatch of the 15th September, 1939 A-200. Canadian Government has no objection to proposed delay of the transfer of H.M.S."KEMPENFELT" to the middle of October. Arrangements have been made and personnel to be in the United Kingdom at that time.

Regarding the last paragraph of Mr. Eden's letter, while it is confirmed that we wish to take over the ship with the minimum refit, it is pointed out that the extent of the refit will depend to a large degree upon results of examinations such as boiler drill test, etc., which should be carried out at the commencement of the refit. Should the boiler drill test disclose that the life of the tubes is such that re-tubing would be essential within a very few months, it would be preferred to have this work carried out before the ship sails for Canada owing to the difficulty in obtaining boiler tubes over here.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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Mil. Navy
Econ. General.

"R"

TELEGRAM

278859

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON, October 20, 1939

SECRET

CYPHER

No. 538

No. 538. Secret. Your telegram No. 369 of September 28th. Contents communicated to Admiralty through Boyle and by letter. Wright called at this Office for a discussion at which Boyle was present and stated that the Admiralty were greatly impressed with the generosity of the offer which was much appreciated but they felt that there was some misapprehension as to their requirements and methods of dealing with anti-submarine problems. It was gathered that the number required of trained engineer physicists would be limited and might be available here. On the other hand the supply of skilled experimental workers in the wireless field was inadequate. Admiralty considering the position and Wright promised a full reply shortly.

HIGH COMMISSIONER

Read Wrong Oct 29-39

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R

Navy

C 278860

QUOTE NO.

CANADA

Department of National Defence

SECRET.

(Naval Intelligence & Plans Divn.) Ottawa, Canada,

19th December 1939.

FROM: THE DIRECTOR OF NAVAL INTELLIGENCE, OTTAWA.

TO : THE SECRETARY TO HIS EXCELLENCY THE GOVERNOR GENERAL OF CANADA, OTTAWA.

THE SECRETARY TO THE PRIME MINISTER OF CANADA, OTTAWA.

THE SECRETARY TO THE MINISTER OF NATIONAL DEFENCE, OTTAWA.

The following additional details of the "Graf Spee" action have been received:

Smoke of "Graf Spee" was sighted just after daylight on 13th December. She fired first and was then attacked by 6" Cruisers on one side and "Exeter" on the other. "Ajax's" aircraft was used for spotting fall of shot. The enemy used her 11" guns mainly on "Exeter", occasionally putting one turret on "Ajax" and "Achilles". These two ships were in action for eighty-one minutes and closed to 8,000 yards. The enemy six-inch fire deteriorated during the action but her 11" was always very accurate.

"Exeter" has one turret partially demolished and both guns are beyond repair. One other gun is out of action and she has considerable below water damage.

E Brand.

(E. S. BRAND).
COMMANDER, R.N.
Director of Naval Intelligence.

Nat. Def. A 168a

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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Navy

C 278861

QUOTE NO. NS.1032-2-21.

CANADA

Department of National Defence SECRET.

(Naval Intelligence & Plans Divn.) Ottawa, Canada.

19th January 1940.

FROM: THE DIRECTOR OF NAVAL INTELLIGENCE, OTTAWA.

TO : THE SECRETARY TO THE PRIME MINISTER OF CANADA, OTTAWA.

The enclosed copy of a private letter, received by a gentleman in Vancouver from the Marine Superintendent of a large British Company in Montevideo, may be of interest to you.

(E. S. BRAND).
CAPTAIN, R.C.N.
Director of Naval Intelligence.

Enclosure

Nat. Def. A 168a

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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R. C 278862 W.H

FROM THE PRIME MINISTER

TO Mr. Heeney

Thank Captain Brand for letting me see the attached.

To be fyled at Laurier House re war records.

23/1/40 (Z)

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COPY

Captain J.N. Edwards of "Trevanion" left yesterday for home. He had his Chief Officer, Chief Engineer and Radio Operator with him. The rest of his crew together with remainder of crews of "Tairoa", "Doric Star", "Huntsman", "Newton Beech", "Ashlea", were left on board the German supply ship "Altmark" which had been in attendance on the "Graf Spee" during her raiding activities. Both "Graf Spee" and "Altmark" were due back in Wilhelmshaven on 15th January. "Graf Spee" only fuelled from the "Altmark" 5 days before the battle, i.e. 8th December, and then came along this way to bag a few Plate traders before making for home. The only one she caught was the tramp "Streonshalh" homeward bound with grain, all the crew of which were landed here.

The "Altmark" disguised herself as the "Sogne" of Oslo, with big Norwegian flags painted on her sides, and is now probably making her way home alone. She was not only a tanker, but had refrigerating space and large storerooms. She has great speed, about 20 knots or more.

The crew of the "Spee" were nearly all boys, from 17 to 21, and it was the first experience of the stark horror of war these untried boys had and they didn't like it. They vomited all round the decks at the sight of the mutilated bodies of their killed and wounded shipmates, and I am inclined to think that the reason why the Captain decided to run for safety was because these boys ran for cover and abandoned the guns.

I feel practically convinced that the reason for the scuttling of the ship was their refusal to go out and fight again. From Thursday till Saturday night repairs were being rushed feverishly, and on Saturday large quantities of provisions were taken aboard. Then from 3 pm to 7:30 pm Saturday afternoon there was trouble with the crew. They were mustered on deck several times and harangued by the officers but they broke formation, protested loudly, became undisciplined and almost mutinous according to eye witnesses on 3 different vessels and appeared to be refusing duty. After the final muster and address by the Captain himself, they were dismissed, Captain went ashore and remained until late. Repairs were continued. Port Authorities were so convinced that the "Spee" would go to sea and fight Saturday night that they closed the port until 10 pm, and then

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Epreuve illisible

only allowed ships for B.A. to leave. At 2 am Sunday morning repairs on the "Spee" were suddenly suspended although some were still unfinished. At the same hour 2 German tugs and a barge were ordered from Delfino at B.A. to come over and receive the crew of the "Spee" Sunday evening. They arrived at 7 pm and met the "Spee" when she went out. All day Sunday was spent in undoing much that had been done Saturday. All gear received from the Merchantman Tacoma was sent back to her; also all the provisions received from shore were transhipped to Tacoma, and during the afternoon 900 officers and men were transhipped.

It would seem credible that the men's refusal to sail was cabled to Berlin at 8 pm Saturday and reply ordering the scuttling was received about 2 am Sunday. Captain had some trouble with his officers at 2 am Sunday who seemed to be protesting against something, probably the order to destroy the ship.

I shall never forget that sunset picture Sunday night. The sky was gorgeous. At 9 pm the final scene I saw was red-gold on the skyline, fading to yellow, pale green and blue, merging into purple overhead where a lone star glistened. At the right edge of the picture the extreme point of the coastline. In the middle left the Tacoma and the craft with the transhipped "Spee's" crew outlined against the western sky. Still further to the left and a long way out to seaward where the evening dimmed the line between the sea and sky could be seen the flicker of a morse lamp and the flash of a distant searchlight on an inquisitive British cruiser. While in the centre of the picture, rising high to heaven, a sombre column of dense black smoke from the blaze of vivid flame that formed the funeral pyre of the German raider.

She burned for 6 days so must have had a lot of fuel aboard.

I had a sort of private detective job for the Naval Control here, maintaining continuous vigilance in the bay on every movement of the "Spee", what went aboard and what came ashore, and I was rather glad when she blew up. She was getting a nuisance and worrying me at all hours of the day and night.

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The general opinion of the local press about the destruction of the "Spee" was that it seemed an ignominious reflection on the memory of that naval hero Graf Von Spee who went down with colours flying at the battle of Falklands 25 years ago. During the battle with the British cruisers a shell exploded in the "Spee's" wardroom, destroying a large picture of Von Spee. This would seem to be a prophecy.

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Epreuve Illisible

R. Navy

"R"

C 278866

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA.

TO: THE HIGH COMMISSIONER FOR CANADA IN THE UNITED KINGDOM, LONDON

SECRET

CYPHER

Ottawa, April 8th, 1940.

No. 368

Reference my telegram No. 323, March 26th. Following from National Defence, Begins:

Confirm authority to place order for two Tribal destroyers with variation in specifications to meet Canadian requirements subject to details and terms of contract to be worked out as per our message 323. Minister National Defence arriving England within next fortnight and will discuss details and terms with Admiralty. Ends.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS

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"R"

Mil. Coop. Navy.

TELEGRAM

C 278867

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER

NO. 594

LONDON, May 15th, 1940

No. 594. Further to your telegram No. 517 of May 10th. The United Kingdom Government state that they are very glad to accept Canadian Government's offer of two destroyers for service in the West Indies. Naval Commander-in-Chief of America and West Indies is communicating direct with Chief of the Naval Staff at Ottawa with regard to employment of these vessels.

MASSEY

Rec'd Ottawa 3:55 p.m.

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M Co.op Naval

TELEGRAM

C 278868

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CODE

LONDON, May 18th, 1940.

CIRCULAR D. 196.

Circular D. 196. His Majesty has been pleased to approve the issue to the personnel of the Merchant Navy of a badge bearing letters "M.N." surmounted by a naval crown to secure recognition on shore their important part in the maintenance of vital supplies. Badge is being issued to all personnel engaged in the United Kingdom for service in British foreign-going, home trading, coasting and deep sea fishing vessels wherever registered. It was found impracticable to confine issue to the personnel engaged for service in ships registered in the United Kingdom since this would exclude the case of United Kingdom seamen serving sometimes on ships registered in the United Kingdom and sometimes on ships registered in a Dominion or elsewhere as a British ship.

It is thought that His Majesty's Government in Canada may wish to consider the position in relation to seamen engaged in the Dominion for service in vessels of the kind specified.

SECRETARY OF STATE FOR DOMINION AFFAIRS

Rec'd Ottawa: 11.00 A.M.

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Epreuve illisible

"R"

Mil. Coop Navy
Shells

TELEGRAM

C 278869

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

IMMEDIATE

LONDON, May 23rd, 1940.

MOST SECRET

CYPHER

No. 673

No. 673. Most Secret. United Kingdom have put forward additional suggestion for assistance considered to be of utmost value, namely, immediate reinforcement of home flotillas by Royal Canadian Navy destroyers now engaged on convoy work at Halifax. Urgency due to possibility in near future of sea-borne invasion of United Kingdom accompanied by aircraft escort. Largely by means of destroyers that such invasion would be opposed and sea-borne trade in home waters maintained. Recent developments and the attitude of Italy have left the United Kingdom sadly lacking in available destroyers in home waters for these tasks. Furthermore, submarines in the near future certain to be very active against shipping but more especially in waters adjacent to the United Kingdom than in wider oceans. To this extent, likelihood of submarine attack off Canadian shores has diminished. Message concludes by expressions of deepest appreciation of what has been done and assurance that this fresh contribution requested only because of absolute conviction of its necessity in present circumstances.

Asked also to mention as a smaller but important matter the possible provision of any available Canadian stocks of 4.7 high explosive shell temporarily short here.

MASSEY

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Mil.-Co-op. Navy

278870

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA.

TO: THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN, LONDON.

MOST IMMEDIATE

MOST SECRET

CYPHER

NO. 598

Ottawa, May 24, 1940.

Your No. 673 of May 23rd. Please communicate at once to United Kingdom Government following decision of Cabinet War Committee at meeting held immediately upon receipt of your telegram:

1. In view of extreme emergency of situation, as described in High Commissioner's telegram, Canadian Government agree to make available at earliest possible moment, for service with home flotillas of Royal Navy, four Royal Canadian Navy destroyers presently based on Halifax.

2. Chief of Naval Staff will communicate by telegram direct to Admiralty within a few hours as to date of sailing from Canada, supply of ammunition and other details.

3. Inasmuch as despatch of four destroyers referred to above will leave no destroyers immediately available, owing to other Royal Canadian Navy destroyers being under repair and in West Indies, Canadian Government would appreciate, if considered practical by Admiralty, if "Caradoc" could be sent from West Indies to Halifax, or if some other arrangement could be made to cover Canadian East Coast.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS

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"A"

M/C-Navy

TELEGRAM

C 27887

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

Cypher

LONDON, May 25, 1940.

No. 698.

No. 698. Your telegram No. 598 of May 24th. Prime Minister is sending you a message expressing high appreciation of the action which Canada is taking. First Lord of the Admiralty has also asked me to convey to the Minister of Defence his personal thanks for ready of need here. He adds that they have given immediate consideration to suggestion that His Majesty Ship "Caradoc" should go to Halifax and readily agree that this or another cruiser at Leeward Islands and West Indies Station should be sent. Admiralty also propose that "Fraser" should be sent to Halifax in order to provide measure of anti-submarine protection there.

Canadian destroyer in W. Indies.

HIGH COMMISSIONER

Received, Ottawa, 5.30 P.M.

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Epreuve illisible

MC-Navy
C278872

Personal. Ottawa, May 25, 1940.

Rear Admiral Percy Nelles,
Chief of the Naval Staff,
Ottawa, Ontario.

Dear Admiral Nelles:

The Minister of National Defence has suggested that, in the light of certain happenings, a message might be sent in the name of the government to certain units of the Royal Canadian Navy.

I have pleasure in enclosing a message for this purpose, and shall be obliged if you will have it transmitted to the appropriate person, and in such manner as you consider required in the circumstances.

Yours sincerely,

WJT/MS

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C 278873

as sent

In this hour when the skill, the strength, and the will power of the combined Allied forces are so greatly needed to cope with the diabolical warfare of a wholely unscrupulous and brutal foe, Canada will be proud indeed when she learns that, as the enemy pursues his endeavours to invade the British Isles, destroyers of the Royal Canadian Navy have crossed the Atlantic to be in immediate association with the Royal Navy in United Kingdom waters.

I send to you and to the men under your command the proud assurance that the government has every confidence that, in your resolute hands, the honour of the Royal Canadian Navy, the traditions which it has inherited, and which it has created, are safe and sure. This confidence will be shared with equal pride by all of Canada once the Canadian people become aware of the presence of Canadian destroyers in British waters.

You will be supported in your noble mission by the continued and utmost cooperation of all branches of the defence forces of Canada and by the single purpose of the Canadian people in this war. Wherever duty may call you our thoughts and prayers will be with you all.

W. L. Mackenzie King.

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In this hour when the skill, the strength, and the will power of the combined Allied forces are so greatly needed to cope with the diabolical warfare of a wholely unscrupulous and brutal foe, Canada will be proud indeed when she learns that, as the enemy pursues his endeavours to invade the British Isles, ~~a portion of the forces~~ destroyers of the Royal Canadian Navy have crossed the Atlantic to be in immediate association with the ~~forces of the~~ Royal Navy in United Kingdom waters.

I send to you and to the men under your command the proud assurance that the government has every confidence that, in your resolute hands, the honour of the Royal Canadian Navy, the traditions which it has inherited, and which it has created, are safe and sure. This confidence will be shared with equal pride by all of Canada once the Canadian people become aware of the presence of Canadian destroyers in British waters.

You will be supported in your ~~double~~ noble mission by the continued and utmost cooperation of all branches of the defence forces of Canada and by the single purpose of the Canadian people in this war. Wherever duty may call you our thoughts and prayers will be with you all.

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C 278875

~~The unremitting labours of~~

You will be supported ~~by them~~ in your noble mission by the continued ~~highest~~ ultimate ~~[illegible]~~ cooperation of all branches of the ~~Canadian~~ Defence forces of Canada and the ~~single purpose~~ ~~unremitting~~ single purpose ~~labours of her people~~ of ~~our country~~ ~~in this war~~ the Canadian people in this war. ~~Their own thoughts and prayers will follow~~

~~You~~ Wherever duty may call you our thoughts and prayers will ~~follow~~ ~~you~~. In with ~~you~~ all

W. L. Mackenzie King

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Mr. Churchill — I suggest the following should be the basis on which the congratulations of Parliament should be conveyed to Admiral Miller and the officers and men under his command. [illegible] Admiral Miller — Mention should be made of the [illegible] which has been received, and which [illegible] with any further suggested amendments [illegible]

It does more than this. It is the strength, and the great power of the combined allied forces as so greatly marked & confirmed the diabolical murder of a [illegible] and cruel foe, Canada will be proud indeed when it learns that a portion of the [illegible] forces of the Royal Canadian Navy have crossed the Atlantic & the immediate association with the [illegible] of the Royal Navy in United Kingdom waters as the enemy pursues his endeavours to invade the British Isles. [illegible]

I send to you and to the men under your command the assurance that the Government has every confidence that in your resolute hands the honour of the Royal Canadian Navy, the traditions which it has inherited, and which it has created, are safe and sure. This confidence will be shared by all of Canada and by the Canadian people [illegible] (over)

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OFFICE OF THE PRIME MINISTER C 278876

MEMORANDUM

WJT/MS
25.5.40.

FOR THE PRIME MINISTER:

Mr. Rogers has suggested that a message might be sent to Admiral Nelles who in turn has undertaken to see that it goes forward to the Officer commanding the unit involved.

Message to be prepared by Mr. Brockington.

W. J. T.

W. J. T.

Please return entire file as here (except letter signed by Nelles.

26-5-40

K

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In the name of the government and the people of Canada I send to you and the men under your command these words of pride and confidence. The honour of the Royal Canadian Navy, the traditions which it has inherited and the traditions which it has created are safe in your resolute hands. In this hour when all our skill, all our strength and all our willpower are needed to halt the ruthless enemy, Canada is proud that her seamen have been given this great but solemn opportunity to show their heroic mettle. The citizens of Canada are united in supreme effort and unwavering purpose, determined that victory can and will be won. Their unremitting labours will support you. Their prayers will follow you wherever duty may call you.

LWB/PM
25.5.40

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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POOR PRINT
Epreuve illisible

May 25-'40

(Secret)

C 278878

Message sent to Rear Admiral Nelles for transmission to Captain Commanding, Destroyer Flotilla. R.C.N.

In this hour when the skill, the strength, and the will power of the combined Allied forces are so greatly needed to cope with the diabolical warfare of a wholely unscrupulous and brutal foe, Canada will be proud indeed when she learns that, as the enemy pursues his endeavours to invade the British Isles, destroyers of the Royal Canadian Navy have crossed the Atlantic to be in immediate association with the Royal Navy in United Kingdom waters.

I send to you and to the men under your command the proud assurance that the government has every confidence that, in your resolute hands, the honour of the Royal Canadian Navy, the traditions which it has inherited, and which it has created, are safe and sure. This confidence will be shared with equal pride by all of Canada once the Canadian people become aware of the presence of Canadian destroyers in British waters.

You will be supported in your noble mission by the continued and utmost cooperation of all branches of the defence forces of Canada and by the single purpose of the Canadian people in this war. Wherever duty may call you our thoughts and prayers will be with you all.

W. L. Mackenzie King.

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R.

Jan

"R"

Defence / Navy

C 278879

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS OTTAWA

TO: THE HIGH COMMISSIONER FOR CANADA LONDON.

L

Ottawa, 3rd June, 1940

Telegram No. 660

MOST SECRET

CYPHER

MOST IMMEDIATE

Please advise whether the United Kingdom authorities would see any objection to announcement being made here very shortly to the effect that some Canadian destroyers are now serving with the Royal Navy in United Kingdom waters.

SECRETARY OF STATE FOR
EXTERNAL AFFAIRS.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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"R"

Navy

C 278880

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS OTTAWA

TO: THE HIGH COMMISSIONER FOR CANADA LONDON.

Ottawa, 3rd June, 1940

Telegram No. 660

MOST SECRET

CYPHER

MOST IMMEDIATE

Please advise whether the United Kingdom authorities would see any objection to announcement being made here very shortly to the effect that some Canadian destroyers are now serving with the Royal Navy in United Kingdom waters.

SECRETARY OF STATE FOR
EXTERNAL AFFAIRS.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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Reg

Comptroller Imperial Naval

TELEGRAM

C 278881

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

SECRET LONDON, June 3, 1940.

C. CODE

CIRCULAR D. 225.

Circular D. 225. Secret. One or two requests have been received for permission for neutral men of war to visit British ports. Admiralty feels that in present circumstances such permission should not be granted, and His Majesty's Government in the United Kingdom accordingly propose issue of a notification to all neutral Governments to the effect that since ports are in a state of preparedness for war, requests for courteous visits by neutral men of war to ports in the United Kingdom and Colonies, cannot be entertained, and that where calls are essential for embarking fuel and provisions, length of visit should be limited to time necessary for taking in supplies.

It is hoped that other British Commonwealth Governments will be prepared to take similar action, and I shall be glad to learn as soon as possible whether it is desired that similar notification should be made on behalf of His Majesty's Government in Canada to those Governments to whom no Canadian diplomatic representatives are accredited.

LR

SECRETARY OF STATE FOR DOMINION AFFAIRS

Received Ottawa 11.10 PM

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R Parr

"R"

Arthur Mavey

TELEGRAM

C 278882

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

MOST IMMEDIATE

MOST SECRET

CYPHER

No. 767

LONDON, June 4th, 1940.

No. 767. Most Secret. Your telegram No. 660, June 3rd. Admiralty state that they have no objection to announcement and hope statement may also be made here simultaneously. If agreeable please telegraph time and date of release.

MASSEY

Rec'd Ottawa 12:15 P.M.

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MG 26 J 4, Volume 396, pages C278444-C279232

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Eg.

Co-ops Naval

C278883

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS OTTAWA

TO: THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN LONDON.

Ottawa, 4th June, 1940

Telegram No. 669

~~Typhon~~ Code

Most Immediate

~~Your telegram No. 767 of this date~~.

I am making following statement in House of Commons today between 3.30 and 4 daylight saving time: Begins.

As a result of cooperation with the Royal Navy a re-arrangement of forces has been put into effect whereby certain Canadian destroyers are now serving with the Royal Navy in United Kingdom waters. Their place has been taken by certain units of the Royal Navy assigned to service protecting our Atlantic seaboard. This re-arrangement will, it is believed, have the advantage of making certain operations more effective. Ends.

SECRETARY OF STATE FOR

EXTERNAL AFFAIRS.

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MG 26 J 4, Volume 396, pages C278444-C279232

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C 278884

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA.

TO: THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN, LONDON.

TELEGRAM No. —

SECRET

CYPHER

OTTAWA, 8th June, 1940.

British United Press despatch from London states naval correspondent London Daily Telegraph reported seven Canadian destroyers, which were all named, were cooperating with British Navy in British waters. In announcement here we carefully abstained from any language which would indicate the number of destroyers overseas or give ground for enemy quarters assuming whole force was absent. Please advise why above report was passed by responsible authorities.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS.

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R [illegible]

M/C-Navy

"R"

278885

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER

LONDON, June 10, 1940.

No. 822

June 10th. 822. Your telegram No. 703, Canadian destroyers.

Announcement in "Daily Telegraph" was not submitted to censors here but was published on newspaper's own responsibility without authorization as speculative comment on official announcement. Our strong feelings on this matter have been expressed to Ministry of Information who are taking the matter up with the newspaper in question.

MASSEY

Received Ottawa: 9.59 p.m.

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MG 26 J 4, Volume 396, pages C278444-C279232

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"R"

M/C-Navy

TELEGRAM C78886

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON, June 11th, 1940.

CYPHER

No. 833.

No. 833. Further to your telegram No. 703, Canadian destroyers. "Daily Telegraph" state that original story read:

"It is understood that a number of Canadian destroyers crossed the Atlantic. Canada possesses seven destroyers (which were then named)." This sub-edited to read:

"It is understood that seven destroyers" etc. They express regret for indiscretion.

MASSEY.

Received Ottawa, 2.11 p.m.

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MG 26 J 4, Volume 396, pages C278444-C279232

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"R" M/C - Navy

TELEGRAM 278887

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON, June 18, 1940.

SECRET

CYPHER

No. 86.

No. 86. Secret. In the light of what occurred in Norway and the Netherlands, His Majesty's Government in the United Kingdom have under consideration steps to prevent the arrival in the United Kingdom of enemy troops or war material concealed in merchant ships. Among other measures it is proposed:

(a) All ships whether British, Allied or neutral, bound for this country in convoy should be searched for this purpose at convoy assembly port, and

(b) Ships arriving otherwise than in convoy should be directed to certain specified ports in the United Kingdom where examination would be conducted.

We should be glad to learn whether His Majesty's Government in Canada would be prepared to assist by arranging search of this nature at Halifax by qualified staff. It is thought that in the case of ships belonging to reputable private British lines examination could probably be cursory and certain ships would be issued with exemptions, but adequate search of all other ships would be important.

It is proposed that the masters of ships which pass examination satisfactorily should be given certificate in suitable form signed by a responsible officer stating that ship has been submitted to search and granted clearance. It would help in preventing evasion scheme if it could be arranged that each certificate should carry a serial number and that these numbers should be included in the convoy signal, telegraphed by the

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C 278888

TELEGRAM

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

Naval authorities to the Admiralty. If Canadian Government can arrange for search, Admiralty would communicate direct with C.N.S., Ottawa, regarding details.

SECRETARY OF STATE FOR DOMINION AFFAIRS

Rec'd Ottawa 2:30PM

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C 278888

TELEGRAM

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

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SECRETARY OF STATE FOR DOMINION AFFAIRS

Rec'd Ottawa 2:30PM

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"R" C 278889 M/C-Navy

TELEGRAM

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

IMMEDIATE LONDON, June 24th, 1940.

SECRET

CYPHER

CIRCULAR D. 285

Circular D. 285. Secret. Newfoundland, No. 476.
My telegram Circular D. 275 of June 19th, Newfoundland No. 451.

Following instructions have been issued from the Admiralty to the naval authorities, Begins:

French ships are not, repeat not, to be allowed to sail from any British port. Force should not be used unless an actual attempt to sail is made. If necessary, you should explain to French masters that in view of the signing of the Armistice by the French Government it is necessary to hold shipping until the situation in the French Empire is clarified. Ends.

We should be grateful if similar action could be taken by the other British Commonwealth Governments.

SECRETARY OF STATE FOR DOMINION AFFAIRS

Rec'd Ottawa 3:30 p.m.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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C 278890 M/C-Navy

"R"

FROM: THE GOVERNOR OF NEWFOUNDLAND, ST. JOHN'S

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

SECRET ST. JOHN'S, June 24, 1940

CYPHER

Addressed to the Secretary of State for External Affairs Ottawa, repeated to Director of Naval Intellegence, Ottawa, from Governor of Newfoundland.

Secret. We have detained in St. John's two French trawlers pending clarification of the situation. We understand that about 15 French trawlers are operating on the Banks and these may attempt to return to France or to St. Pierre.

We would like to enquire if it would be practicable for a destroyer to be sent to this area forthwith and any trawlers or other vessels of French nationality directed to proceed to British ports. We could accept them in St. John's. You may consider men should be placed on board to ensure compliance. We shall be glad to learn by telegraph of your views. We have informed Dominions Office.

GOVERNOR

Rec'd Ottawa, 11:14 p.m.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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PRESS CLIPPINGS C27889 Office of The Prime Minister

Name of Publication Montreal Daily Star

Date July 9, 1940

Subject

Naval Portfolio Given To Hon. Angus Macdonald

Opposition Leaders Invited to Join War Committee of Ministry By Prime Minister

BY AUSTIN F. CROSS

Star Staff Correspondent.

OTTAWA, July 9—Five new Cabinet posts were announced by Premier King in the House of Commons yesterday, during the course of a 90-minute statement, containing over 80 pages. All important Government appointments from the beginning of the war to date were chronicled and thus put on Hansard.

Catching many by surprise, he also extended an invitation to Hon. R. B. Hanson, leader of the Opposition, and Hon. Grote Sterling, a former Minister of National Defence, to join the War Committee of the Cabinet. Moreover, if these two accepted, he wanted M. J. Coldwell, C.C.F. leader, and J. H. Blackmore, Social Credit chief, with the War Cabinet too. All four sought time to think over the offer.

Cabinet Appointments

The new cabinet appointments made by Mr. King were:

Hon. J. L. Ilsley, Minister of Finance (formerly Minister of National Revenue).

Hon. P. J. A. Cardin, Minister of Transport and Public Works (formerly Minister of Public Works).

Hon. James G. Gardiner, Minister of National War Services (formerly Minister of Agriculture).

Hon. Angus Macdonald, Minister of Naval Affairs (formerly Prime Minister of Nova Scotia).

Col. W. P. Mulock, Postmaster-General (M.P. for North York).

Col. Colin Gibson, Minister of National Revenue (M.P. for Hamilton West).

To give Mr. Macdonald a place in his Cabinet, a new portfolio of Naval Services has been created, and Mr. King himself put through a bill for it yesterday.

The Minister of Agriculture's post goes unfilled for the moment.

Treachery Act

The Commons also heard from the Minister of Justice that the new Treachery Act, introduced yesterday, will make death the extreme penalty for treason.

The new Minister of Finance, Mr. Ilsley, said he would introduce a bill allowing an exemption of $400 on income for each refugee.

During the evening, the Alberta Bank Bill, which asked for the establishment of a bank in Alberta under the Social Credit aegis, was bounced out of the Commons into oblivion.

As soon as the House convened, Mr. King rose, to make his long-awaited Cabinet announcements.

In discussing the reasons for and difficulties in filling cabinet posts, Mr. King said:

"In making the extensive additions to the administrative service which have been required by wartime needs, the Government has adopted the single criterion of ability. No political, partisan or personal considerations have diverted us from getting the most suitable man available for the particular job required to be done.

Cabinet Responsibility

"The filling of Cabinet posts is a more complicated task than the filling of administrative posts. Ability to direct the work of the Government departments concerned is of course an important requisite. It is, however, far from being the only one. A Cabinet Minister must also be prepared to assume his full share of responsibility for all acts of government, and for explaining the policies of the government to parliament and to the country. He must, of course, be a Member of Parliament. If he is not in Parliament when he is called to the Cabinet he must find a constituency and be elected in it. Above all he must have a capacity to work in immediate association with other Ministers in the Cabinet in the formulation of policy. Nothing would paralyze government more quickly than divided counsels or dissension within the Ministry.

"That does not mean that narrow party considerations or, as some impatient criticis are too eager to suggest, the dictates of "party politics" or personal whim, govern the choice of Ministers particularly in wartime. But it does mean that different qualities are required for effective work as a Cabinet Minister from those required in an administrative or executive post. It is a common experience to find that a business man is willing to make very great personal sacrifice in order to serve his country in an administrative capacity, but is exceedingly reluctant to enter the Cabinet because a Ministerial post involves election to Parliament, public speaking and other activities for which he feels he has neither aptitude nor training.

"Furthermore, the acceptance of a Cabinet post involves a more complete severance of business and professional ties than is necessary in undertaking temporary administrative or advisory appointments. There is no business of any magnitude or importance in this country to which the war has not brought particular problems of its own. Highly placed executives may be spared by such concerns, either in an executive or advisory capacity, for whole or part-time, without the disks attendant upon a complete severance of business relations such as would be involved in their entering the Ministry.

"If I ever had any doubt on this score, it has been removed by some of the steps I have recently taken in seeking to increase confidence in the disinterested motives of the Ministry by bringing into the Cabinet, one or more persons whose inclusion would, I felt, have demonstrated the readiness of the Government to meet, if that were possible, the wishes of members of political parties to have the basis of representations in the Cabinet widened by the inclusion in the Cabinet of persons known to command their confidence. It is an open secret that I have directly and indirectly offered to take into the Ministry outstanding persons, none of whom are at present in public life, but whose presence in the Ministry would, I believe, have made wholly apparent the readiness of my colleagues and myself to associate with ourselves in the work of the Ministry persons whose appointment could in no sense be regarded as made from any party political motive, but only on the ground of the outstanding qualities they were known to possess. Were I at liberty to give their names, I am sure that honorable members in all parts of the House would consider them among persons highly qualified to inspire confidence in the non-partisan character of the government's war effort.

Attempt Abandoned

"I have found that those I approached felt that such special services as they could render could be given more effectively, either in administrative posts or in an advisory capacity or by their continuing to occupy an eminent and independent position in the community. The prevalence of this attitude was not the least of the reasons which led me to abandon the attempt to add to the Cabinet from outside the ranks of those without previous experience of public life.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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PRESS CLIPPINGS C 278892 Office of The Prime Minister

Name of Publication .....

Date .....

Subject .....

"I have come to the conclusion that, for the present at least, the most effective use can be made of the services of men without previous experience of public life by bringing them into association with the Ministry, in an administrative or advisory capacity rather than by their inclusion in the ministry itself.

"From like motives, I have also given considerations to the appointment of an advisory committee to the war committee of the Cabinet which would include a limited number of persons chosen because of their prominence in representative fields of activity. To this proposal there are a number of objections, which, everything considered, appear to me to rob such a step of the advantages it might, at first sight appear to possess.

"Business men and professional men of wide experience and high standing can always be consulted and are, in fact, continually being consulted by the Government whether they are members of an administrative branch of government or not.

Opposition Invited

"Realizing the importance of increasing public confidence through bringing to the aid of the Ministry all points of view and opinions, I have considered yet another means by which this end might possibly be attained. I have thought of inviting leading members of the Opposition to become associate members of the war committee of the Cabinet, to share its deliberations and to assist in the formation of its proposals to the Cabinet. Regardless of what course may be adopted, the Government itself must, in the last analysis, take the responsibility for whatever is done or left undone. That responsibility canot be escaped or evaded. It is difficult even to share it. It would not be my idea, in case members of the Opposition became associate members of the War Committee of the Cabinet, for the Government by that means to seek in any way to evade full and final responsibility for Canada's war effort.

"At the present time, one of the great difficulties of Government lies in the fact that many matters of which the Government has knowledge, many steps which the Government takes, many actions which the Government plans are, in the very nature of things, highly confidential, and must remain so for varying periods of time. This obstacle would, in part at least, be overcome by the proposed associate membership of Opposition leaders in the war committee of the Cabinet, where to its members, their experience, advice and point of view would certainly be of value. I believe that such a step would be of real assistance to the Government in the discharge of its great responsibilities.

"I am therefore prepared to invite the leader of the Opposition, and the hon. member for Yale, who shares his desk, and was a former Minister of National Defence, to become associate members of the war committee of the Cabinet. Were the invitation accepted, it would be my wish that they should be present at all meetings of the war committee and take part in all its proceedings. I am prepared, also, if this invitation is accepted by my hon. friends opposite, and if it is agreeable to the other political groups in the House, to consider the extension of the invitation also to their leaders.

If the House and the gentlemen whom I have invited look upon the proposal with favor, it would mean that the country would have the benefit of their wisdom, advice and experience, the Government would retain the responsibility for the direction of Canada's war effort, with which it has been charged.

It would also be understood that members of the various Opposition groups in this House would continue to be free to criticise the Administration as they think fit, and to vote and act with complete independence.

"If the honourable gentlemen opposite should feel that they were unable to accept the invitation I have just extended, I am prepared to make yet another proposal — weekly conferences between the war committee and the members of the Opposition and by similar conferences held at intervals when Parliament is not in session.

"At such conferences the Government will be prepared to disclose, in confidence, full and detailed information, both as to its actions and the considerations on which those actions are based." Mr. King then announced the names of the Cabinet Ministers."

Hanson Critical

Mr. Hanson was anything but complacent when he got up to answer Mr. King. He described the whole affair as an effort "to bolster up the shattered fortunes of this government." He said he was "just a little bit surprised" that without any notice to himself and his colleague, this invitation was given.

"Such an offer is not one one would lightly refuse, at this critical time in Canada's history. Neither is it one that I think I ought to accept without the gravest reflection. I have never on any occasion as far as I can recall, refused to co-operate with the Government, in the furtherance of their war effort, and I do not intend to begin now."

Mr. Hanson went on to say that this was "a valiant attempt to stem the tide of adverse opinion against this government in the country. Let there be no mistake about that, that the fortunes of this Government are badly shattered. Public opinion at the moment is running strongly against the Government, and I suggest to the Prime Minister that public opinion in Canada has been looking for far more than he offered this afternoon."

He referred to the earlier part of Mr. King's speech as "just padding," and the only things the Prime Minister omitted were the names of messengers and office boys, "and the new Minister of Agriculture." He quoted Horace, that "the mountain has been in labor, and a ridiculous mouse has been brought forth."

He referred to the effort for some weeks of the Prime Minister to bring in men "of national calibre and of the Conservative faith." He as Conservative leader did not stop them, but the Prime Minister did. He made it impossible for them to go in.

Good cabinets, said Mr. Hanson, were not to be obtained merely by shuffling the cards. Then he praised Hon. Angus Macdonald, Nova Scotia's Prime Minister, as a valuable acquisition. "He will be a welcome addition to this chamber," said Mr. Hanson.

Partisanship Charged

"Unfortunately," continued Mr. Hanson, "when faced with the greatest opportunity ever given a Canadian statesman, he has permitted too close a devotion to a narrow party spirit to lead him to neglect my well intentioned suggestions for the creation of a truly national government, and in effect has announced today that he will continue to place loyalty to party in too prominent a place in his decision."

Mr. Sterling who also was invited to join the Cabinet, said he would have to think things over.

"Never did it occur to me for a minute that I should find myself in the position of receiving what is virtually an invitation from the Government to become some sort of colleague of it," he admitted.

M. J. Coldwell also wanted to ponder on the invitation. He said too that at the end of war, there were "grave defects in the economic structure to be remedied." He would like to know how this was going to be done. Meanwhile, not many farmers, not many laborers, had as yet been called in to assist the government.

J. H. Blackmore, Social Credit chief, said the invitation had come like a bolt from the blue. He said he would gladly "do anything to co-operate with the Prime Minister." But he wanted to leave the offer open to see what it involved.

Premier Explains

Mr. King, in speaking a second time to explain his invitation, said he meant no discourtesy in not notifying the members invited to join his Cabinet ahead of time. He wanted to put "the exact proposal in unmistakable language in the presence of all members." Next, he did not have any privately conducted conferences, for they led to different meanings. The various members might have got one idea, and he another.

Mr. King then made it clear that unless the Opposition accepted, the C.C.F. and Social Credit members could not count themselves in the new Cabinet.

Rt. Hon. Ernest Lapointe, Minister of Justice, then introduced a bill, which in substance, can bring hanging for treason or extreme subversive activities. It is to be known as the Treachery Act.

Next a bill to allow the establishment of a Department of Naval Affairs was introduced by Mr. King. This is the new portfolio Hon. Angus Macdonald will head.

The Prime Minister also announced, in answer to a question by Mr. Stirling, that a bill to incorporate the Ministry of War Services would shortly be introduced.

Jean Jos. Pariseau Pouliot, (Lib. Temiscouata) said Mr. Hanson had acted like a spoiled child because Hon. H. A. Bruce or Arthur Meighan were not selected for the Cabinet.

During the evening Mr. Pouliot again was on the floor, attacking divorce, with vigorous adjectives.

G. H. Ross, (Lib., Calgary East), referring to the Alberta Bank Bill, introduced by the Social Credit bloc to get their own bank started in Alberta, said that, according to the Social Credit philosophy, interest is ungodly and unjust only when it is payable by Social Crediters. When it is payable to Social Crediters it is most godly and most just. He concluded by stating that "surely such a bank has no future and no hope but failure. I call upon this House to take the necessary steps to avoid any further squandering of the money of the province of Alberta by defeating this ridiculous and hopeless measure."

T. L. Church, (Cons. Toronto Broadview), urged the Government to establish a system of insurance for soldiers overseas.

Hon. J. L. Ilsley, Minister of Finance—It will be given consideration.

For the rest of the evening, only a few stayed in the House to hear the budget debate crawl along.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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C 278893

ODS/HMP.
September 3rd, 1940.

Naval C. of S/M

MEMORANDUM FOR THE

PRIME MINISTER -

Attached is a telegram which Mr. Macdonald has sent via Naval Service to the British Admiralty', regarding Sir Gerald Campbell's statement that the United Kingdom wished all the United States destroyers manned by Canada to be sent to the United Kingdom. You will recall that the question whether these vessels were to be part of the Royal Navy or the Royal Canadian Navy was left vague in Campbell's statement.

O.D.S.

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MG 26 J 4, Volume 396, pages C278444-C279232

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C 278894

COPY

NAVAL MESSAGE

DRAFTED BY
MINISTER FOR
NAVAL

To: Admiralty(for First Sea Lord)...693

From: C.N.S.

"AIDAC" IMPORTANT

MY 1621/28/8. ATTITUDE OF CANADIAN GOVERNMENT ON MATTER WILL BE INFLUENCED BY DECISION AS TO WHETHER SIX VESSELS IN QUESTION WILL BECOME PART OF R.C.N. OR PART OF R.N. CANADIAN GOVERNMENT DESIROUS OF OPERATING VESSELS AS PART OF R.C.N. AND ARE PREPARED TO CONSIDER ACQUIRING VESSELS, IF SUCH STEP IS WITHIN SCOPE OF U.S. - U.K. ARRANGEMENT.

IN EXISTING CIRCUMSTANCES WOULD ENDEAVOUR TO MAINTAIN FOUR OF THE SIX IN ACTIVE OPERATION IN EUROPEAN WATERS, THUS BRINGING CANADIAN DESTROYER CONTRIBUTION IN SAID WATERS TO A FLOTILLA OF EIGHT.

REQUEST YOUR VIEWS AT EARLIEST OPPORTUNITY.

1501/2

Copies to - Dr.Skelton
Mr.Heeney
Minister
Deputy Minister

W/T CYPHER REC'D SDO 1505/2 G.B. 2-9-40 0160

Read at war Committee Sept 5th 40
Hanson

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MG 26 J 4, Volume 396, pages C278444-C279232

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C 278895

MIC-N

ODS/ff
September 12, 1940.

MEMORANDUM FOR THE PRIME MINISTER -

Attached is a naval message from Admiralty to Canadian Naval Services regarding the six destroyers.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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C 278896

M/C-Navy

Copy

NAVAL MESSAGE

To:

C.N.S. CANADA

Copy to Dr. Skelton
Mr. Heeney
Minister
Deputy Minister

From:

ADMIRALTY
FIRST SEA LORD

PERSONAL.

YOUR 1501/2. WE SHOULD WELCOME AN ARRANGEMENT UNDER WHICH THE 6 DESTROYERS TO BE MANNED BY CANADIAN PERSONNEL WOULD BE COMMISSIONED AS PART OF R.C.N. THE AGREEMENT WITH THE UNITED STATES PRESENTS NO OBSTACLE TO THEIR ACQUISITION BY CANADA. IN ORDER THAT THEIR COMMISSIONING MAY NOT BE DELAYED WHILE THEIR ACQUISITION BY CANADA IS BEING CONSIDERED. WE WOULD SUGGEST THEY BE COMMISSIONED AS SHIPS OF R.C.N. AS SOON AS CANADIAN CREWS CAN BE PROVIDED. BEING REGARDED MEANWHILE AS LENT TO CANADIAN GOVERNMENT FOR SERVICE IN R.C.N.

(2) WE GRATEFULLY ACCEPT PROPOSAL 4 OF 6 DESTROYERS BE IN U.K. HOME WATERS BRINGING NUMBER OF CANADIAN DESTROYER CONTRIBUTION HERE UP TO A FLOTILLA OF 8

1039/11

W/T NC(FO) REC'D SDO JCP 11.9.40 2066

1527/11

Sept 17-40

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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COPY

C 278897 M/C-Navy

1000/15 **MOST SECRET**

Office of the High Commissioner
for the United Kingdom
Earnscliffe,
Ottawa

11th September, 1940

My dear Dr. Skelton,

Thank you for your letter of the 9th September on the subject of the United States destroyers. I communicated yesterday by telegraph to the authorities in London the substance of your letter and intimated that the Canadian Government would appreciate a very early indication of the views of the United Kingdom Government. I will let you know as soon as I receive a reply.

In the meantime you may like to know that I have received a telegram from the Secretary of State for Dominion Affairs stating that it is proposed to call the destroyers which will be commissioned in the Royal Navy after the names of towns common to the United Kingdom and the United States and that it has been suggested that the Canadian Government might like to adopt a similar procedure as regards the United States destroyers commissioned in the Royal Canadian Navy. If this idea commends itself to the Canadian Government the United Kingdom authorities would be glad to learn the names which the Canadian Government would like to adopt in order to avoid any possibility of duplication. Lord Caldecote adds that it is hoped to submit to the King very shortly the names for the destroyers to be commissioned in the Royal Navy and that they would therefore be grateful for an early expression of the views of the Canadian Government in this matter.

Yours sincerely,

GERALD CAMPBELL

Dr. O.D. Skelton,
Under-Secretary of State for External Affairs,
Ottawa.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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C 278898

M/C - Navy

Office of the High Commissioner
for the United Kingdom

1000/14
SECRET

Ottawa, 12th September, 1940

Dear Dr.Skelton,

With further reference to your letter of the 10th September about the United States destroyers, I write to let you know that I have just received a telegram from the Secretary of State for Dominion Affairs stating that the First Sea Lord replied yesterday to the message of the 2nd September, welcoming arrangements under which the six destroyers to be manned by Canadian personnel would be commissioned as part of the Royal Canadian Navy and gratefully accepting the proposal that four of the six destroyers should be maintained in United Kingdom waters.

You will no doubt be kind enoughto let me have a reply to my letter of the 11th September regarding names for these six destroyers as soon as possible.

Yours sincerely,

GERALD CAMPBELL

Dr.O.D.Skelton,
Under-Secretary of State
for External Affairs,
Ottawa.

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C 278899

M/C-N

NAVAL MESSAGE

TO:
ADMIRALTY 67

(R) C-in-C A. & W.I. 286
N.S.H.Q.
C.O.A.C.
SEABORNE

FROM:
F.O.C. 3rd B.S.

IMPORTANT

REGRET TO REPORT ON ENTERING HARBOUR LAST NIGHT U.S.A.DESTROYER "WOOD" RAMMED U.S. DESTROYER "HERNDON"s STERN WHEN COMING ALONGSIDE. BOTH SHIPS REQUIRE DOCKING. ESTIMATED DURATION OF REPAIRS TO "WOOD" ONE WEEK,"HERNDON" ONE MONTH.

1742/11

Copies to Dr.Skelton
Mr.Heeney
Minister
Deputy Minister

PRELIMINARY COPY TO D.N.I. AT 1855/11

T/T CODE REC'D S.D.O. GB 11.9.40 2096

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R

COPY

C 278900

M/C-N

NAVAL MESSAGE

TO

ADMIRALTY 69
(R) C N S OF CANADA
C O A C
C IN C A W I 287
C IN C WESTERN APPROACHES
HOME FLEET
C IN C THE NORE
C IN C PORTSMOUTH

FROM:

F O C 3 B S

MY 1902/7 REGRET UNFORESEEN CIRCUMSTANCES HAVE ARISEN. VARIOUS MINOR BUT IMPORTANT MACHINERY DEFECTS REQUIRE IMMEDIATE ATTENTION, ALSO CONSIDERABLE NUMBER OIL FUEL TANKS CONTAIN WATER. DESTROYERS WILL BE SAILED IN GROUPS AS THEY BECOME FIT FOR OCEAN PASSAGE. DATES WILL BE SIGNALLED WHEN KNOWN.

1744/11

Copies to Dr.Skelton
Mr.Heeney
Minister
Deputy Minister

(RE COMMISSIONING U.S.DESTROYERS)

T/T CODE REC'D S.D.O. RK 13.9.40 2136

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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COPY C 278901 C-N

R

NAVAL MESSAGE

TO:
HIGH COMMISSIONER 248

FROM:
C N S CANADA

YOUR TELEGRAM NO.1538 OF SEPTEMBER 11.

PLEASE PASS FOLLOWING TO COMMANDER ROY. BEGINS. YOU MUST USE YOUR DISCRETION IN FULL KNOWLEDGE OF THE CIRCUMSTANCES. YOU ARE HOWEVER AUTHORIZED TO APPROACH HIGH COMMISSIONER AND ADMIRALTY OFFICIALLY TO ENQUIRE WHETHER YOUR COMPLETE TRAINED CREW COULD BE UTILISED TO MAN SOME OTHER RUNNING DESTROYER. HOW FAR OFF COMPLETION IS "MARGAREE" NOW. ENDS.

1816/11

Secret copies to - Minister
Deputy Minister
Dr.Skelton
Mr.Heeney

(ORIGINAL HELD BY D.N.I.)

L/T INTERDEPT. REC'D SDO 1823/11 P.W. 11.9.40 1573

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M/C-Navy

R

"R"

TELEGRAM

C 278902

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON, September 11, 1940.

MOST SECRET

CYPHER

NO. 1538.

No. 1538. Most Secret. Following for Chief of Naval Staff from Commander Roy, Begins:

Under existing intensity of air attack on London docks there appears to be no possibility of completing "Margaree" even though works or ship are not hit either of which eventualities would postpone completion indefinitely. I am taking steps to remove all personnel on board except for a small fire party. The most satisfactory solution would be to get Admiralty to agree to substitute a running destroyer for "Margaree" but unofficial enquiries into this possibility were not well received. Request instructions. Ends.

HIGH COMMISSIONER

Rec'd Ottawa, 1:14 p.m.

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C 278903

MC / Naval

OFFICE OF THE HIGH COMMISSIONER
FOR THE UNITED KINGDOM
EARNSCLIFFE
OTTAWA.

1st October, 1940.

1010A/1S
SECRET.

My dear Dr. Skelton,

I have received a telegram from the Secretary of State for Dominion Affairs asking me to inform the Canadian Government that the Admiralty have been considering the problem of continuing the work of the naval training and experimental establishments in the United Kingdom in the event of enemy action rendering it necessary to move them. As a first step alternative sites are being earmarked and generally an endeavour would be made to maintain experimental and certain training establishments at these alternative sites but it is possible to envisage circumstances in which it might be desirable to transfer some of the training establishments overseas, these being in general those providing for long term training only.

The Admiralty emphasise that this investigation is essentially a precautionary measure and is in no way dictated by the present situation. The intention is to review the situation in October in the light of the war position at that time. Only if considerable damage should have been sustained by these establishments before that time, and it is judged that alternative sites in the United Kingdom would not be altogether satisfactory during the future course of the war, would it be deemed necessary to approach Dominion Governments with a request for accommodation for certain training establishments. The Admiralty consider that it is unlikely that this necessity will arise and they do not desire at this stage that the Dominion Governments should be asked to carry out any building or requisitioning on their behalf. They have however suggested that the Dominion Governments should be informed of the general lines of the proposal in order that, as a result of preliminary investigations now, the scheme might be put into operation more quickly if events should make its adoption necessary later.

The United Kingdom authorities would be glad if the Canadian authorities could consider whether, if the circumstances made the transfer advisable, it would be practicable for them to make available facilities and accommodation for the establishments details of which are contained in the enclosed memorandum.

Lord Caldecote has asked me to explain that these details are in the broadest terms and the accommodation estimated on a generous scale. It is possible that slightly less accommodation would suffice. Most of the apparatus would be sent from the United Kingdom.

Yours sincerely,

Gerald Campbell.

Dr. O.D. Skelton,
Under-Secretary of State
for External Affairs,
OTTAWA.

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MEMORANDUM

SECRET

1. CADETS.

(a) Personnel.

500 cadets,
43 officers,
40 masters,
5 nursing sisters,
200 ratings.

(b) Accommodation for instruction.

About 25 lecture rooms,
4 seamanship rooms or sheds,
gun drill battery,
laboratory,
engineering workshop,
rifle range,
library,
assembly hall,
sick quarters,
gymnasium,
swimming baths,
facilities for boat work,
recreation grounds.

2. ARTIFICER APPRENTICES.

(a) Personnel.

1,000 including instructors.

(b) Accommodation for instruction.

134,000 square feet floor space for instructional appliances and lecture rooms.

3. MECHANICIANS.

(a) Personnel

240 including instructors.

(b) Accommodation for instruction.
20,000 square feet of floor space for instructional appliances and lecture rooms.

Total Personnel about 2,500

Read & consult
Privy Council
3-10-40

1st October, 1940.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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C 278905 C/Naval

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA.

TO: THE SECRETARY OF STATE FOR DOMINION AFFAIRS, LONDON.

SECRET

CYPHER

No.208

IMPORTANT

OTTAWA, November 19th, 1940.

Following from Prime Minister for your Prime Minister. Begins:

1. The vital importance of the war at sea continues to impress my colleagues and myself with the urgency of doing everything possible to develop our ship-building facilities to the utmost.

2. In Canada we have already built, and are building, both for the Royal Navy and for ourselves, the smaller types of naval vessels, namely, corvettes, mine-sweepers, motor launches and motor torpedo boats.

3. We believe that it would be entirely practicable to undertake, in Canadian yards, the building of destroyers and cruisers as well, if the Admiralty could assist us by providing a number of key men and constructors, either from their own or from private yards in the United Kingdom.

4. The Chief of our Naval Staff has already communicated to the Admiralty the Canadian government's wish to initiate the building of destroyers in Canada, at the earliest possible date.

5. We trust that this proposal will commend itself to your judgment as a helpful undertaking on the part of this country in the common cause. Ends.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS.

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C 278906

FROM THE PRIME MINISTER

TO Mr. Gibson.

Please note particularly what is said about Canadian Navy - opinions from England.

8/12/40

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R

M/C - Navy

C 278907

27.11.40

MEMORANDUM FOR THE PRIME MINISTER:

Some time ago you expressed a desire to see the complete broadcast by Commander Fletcher, Parliamentary Secretary to the First Lord of the Admiralty.

I attach a copy with the cordial references to Canada marked in ink.

L. W. B.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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C 278908

Nov. 14/40

From BBC to the
National Network of the
Canadian Broadcasting
Corporation

BRITAIN SPEAKS

Commander Fletcher
Parliamentary Secretary to the
First Lord of the Admiralty

I am very proud to be given the privilege of speaking to our friends and kinsmen overseas on the work of the Navy on the morrow of two events at sea which have added to the laurels of the service.

Let me refer first to the gallant action of the Jervis Bay. This armed merchant cruiser, maintaining only a light armament, whilst escorting a convoy of 38 merchant ships was attacked by a German warship of greatly superior speed, armour and armament. Without hesitation the Jervis Bay faithful to the task of protection committed to her, engaged, and though inevitably sunk, by her action robbed the raider of his prey and enabled 30 ships of the convoy to reach port safely. We salute the memories of officers and men who maintained in every detail traditions of the Navy. Their conduct is thrown into relief by the action in this same week of two Italian destroyers similarly engaged on convoy duty, but which, when surprised by our forces fled, leaving their convoy to its fate.

Now let me turn to the second event. Some few days ago, the Italian Air Force endeavoured to pay a visit to London to leave their cards for us. They did not succeed. But we are a very courteous nation. So, we took the will for the deed and immediately arranged for the Navy to return the call. They did so at Taranto. The fleet air arm is the youngest branch of all our fighting services. In one short decisive action it crippled half the Italian capital ships strength at a cost of two aircraft. That was indeed the Nelson touch. It would be difficult to find a parallel in Naval history for such results being gained so swiftly at so small a cost. Those results alter the balance of sea power in our favour throughout the seven seas. And achieved as it was in conjunction with our Greek Allies, for whom when attacked we undertook to do all that we could , the victory at Taranto shows that we are well able to help our friends. Such events as these however must ~~xxxxxx~~ necessarily be exceptional in the war at sea in which our enemies either seek to avoid action or rely upon the U-Boats, Mines and the dive bombers, and whose sea traditions do not forbid them to sink ships carrying children or to machinegun helpless fishermen and light-ship crews or even men engaged in work of rescue. The work of the British navy in this war is for the most part unspectacular. It is a record of the routine duties of mine sweeping, submarine patrol, escort of convoys, work performed with an efficiency and regularity which is based upon endurance, professional skill and devotion to duty.

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In all weather, under all conditions, the ships of the Navy go about their appointed tasks. Whatever the job may be, the job is done and all is done as a matter of course in a service which takes the highest standard of performance as normal, which looks for no praise, and in which, as the naval saying goes "actions of condemnation is commendation". In spite of all obstacles the seas are kept open, and here let me say that the whole Navy recognizes that its own standards of resolution and duty are fully matched by the officers and men of the mercantile marine, thanks to whom our commerce continues and our communications with the world are maintained. In all the work of the Navy, the First Lord of the Admiralty, Mr. Alexander, sets an example of which the whole service is conscious. Working night and day, never sparing himself, and never turning a hair. As for the officers and men, let me quote an instance of the gay spirit in which their arduous tasks are performed. One of our ships recently carried out a most remarkable and successful service in action against enemy aircraft. She met with some rather startling adversities herself, emerging safe and ready to fight another day, but slightly breathless and not entirely unscathed. In due course she received the signal of contratulations from the Board of Admiralty. The commanding officer replied that the ship's company deeply appreciated their lordship's message, and added "see Job, Chapter 5, Verses 6 and 7". A Bible was found, the reference looked up, and their lordships read "Although affliction cometh not forth of the dust, neither doth trouble spring out of the ground. Yet man is born unto trouble as the sparks fly upward."

We have had invaluable help from our Dominions, the deeds of the Achilles at the river Plate and in the Mediterranean, will forever be coupled with the name of New Zealand. Nor shall we forget Australia's pride in the sinking of the Bartholemeo Carioni (Cavour) by the Sydney. Let me however mention particularly tonight the part Canada has played in the sea affair. The ships of the Canadian Navy were instantly placed at our disposal on the outbreak of war. Canadian Naval personnel has been increased from 4,000 to some 13,000. The Canadian Government has cooperated not only with most valuable assistance at their own magnificent naval base at Halifax but have contributed results of signal value in enabling us to man the Salmon class destroyers. Canadian destroyers have worked alongside our own on equal terms in

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every way, showing themselves able to stand up to the hardest of work and capable of long endurance at sea. They have entered fiercely into the prosecution of the war against the submarines. They have carried out duties in connection with the protection of trade with great zeal and efficiency. During the evacuation of Dunkirk the Fraser was lost. Anxious to maintain the Canadian flag in the line, the Canadian Government immediately asked the Admiralty to let them have a destroyer to take her place, and the request was gladly acceded to. Two Canadian destroyers have been lost. The Fraser, already mentioned, and the Margaree. The crews of both maintained fine discipline. Six others, Ottawa, Saguenay, St. Lawrence, Skeena, Assiniboine and Restigouche are operating on this side. The First Lord of the Admiralty visited some of these destroyers on their arrival here, and was well impressed with the bearing of the personnel. A considerable Canadian construction programme is in hand, and more ships carrying the maple leaf on their ensigns will come to join and be welcomed by our Navy. I must not forget to mention that the St. Lawrence rescued not less than 850 survivors from the Arandora Star. What Canada has done is but an example of the manner in which the whole Commonwealth has poured out its men and resources for our common cause. Canada is a great dominion. Newfoundland is smaller, and not rich, but from Newfoundland have come to aid us some of the finest seamen whoever trod a deck.

So it goes on. Each and all of the many races of the Empire have made their contribution, and it's surely a stirring thought that the whole of the English speaking nations of the world are now united and assisting in common resistance to the aggression and tyranny of the dictators. We owe an enormous debt of gratitude to the United States of America, and not least for the moral encouragement which their understanding of what we are fighting for gives us. But there is more to it than that. It is a magnificent fact that public opinion in America is united on a policy of all the aid possible for Britain and as rapidly as possible. Her great production plants are working and expanding on our behalf. She sends us a steady stream of aircraft and other munitions with every convoy which crosses the Atlantic. The ex-American destroyers have proved stout craft and are doing yeoman service. We rejoice to think that the bases we have leased to America will contribute to the defence of the western hemisphere. This tremendous rally of the English speaking nations is one of the most impressive events in history. In itself alone it means that we cannot be beaten. But there are other

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reasons for believing as the Prime Minister has said that we have turned the corner. The threat of invasion has not matured, while our defences against it have been secured. The air menace has been beaten off, and the spirit of our people has been tried in the fire of the Blitzkrieg, and has emerged hardened and tempered for any ordeal. The blockade of U-Boat, mine and aircraft has inflicted sometimes heavy losses, but food and commodities come in while reinforcements to garrisons overseas go out. Our production of war requirements is settling into its stride, and the defence services can now look forward with confidence to the completion of their programmes. The army is equipped and trained as never before. The airforce has proved the incomparable equal quality of its aircraft and pilots. The whole nation is conscious of the resolute, inspiring leadership of Mr. Churchill, and above all, we have a righteous cause. Stern ordeals lie ahead, and believe, there will be blood and tears in abundance to be shed on the road to victory. We dare not falter for one moment. We have to continue right to the end. At the height of one of his battles, Wellington said to his staff - "Hard pounding, gentlemen. Let's see who can pound the longest." It is the same story to-day. It is the British Commonwealth which can pound the longest, and so we are going to win.

Let me conclude with some great words of that great democrat and lover of freedom, Abraham Lincoln, "Let us have faith that right makes might; and in that faith let us dare to do our duty as we understand it."

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for

C 278912 file 3 Naval Censor

ODS/HMP.

December 3, 1940.

MEMORANDUM FOR THE

PRIME MINISTER -

The attached reveals a very serious situation. We have been having some conversations with Naval Service and the Postal Censor about which I would like to speak to you shortly.

15

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C 278913

Secret

NAVAL MESSAGE

TO: C. IN C.A.& W.I.
ADMIRALTY
D.N.T. OTTAWA

FROM:
S.O. (I) KINSTON JA.

Following message November first from Japanese Charge d'Affaires Panama to Foreign Office Tokyo intercepted by United States Intelligence. Begins:- ITALIAN MINISTER CALLED OCTOBER 31ST AND PROPOSED EXCHANGE OF INFORMATION REGARDING POSITION AND DISPOSITION OF BRITISH AND AMERICAN SHIPS IN ATLANTIC AS NOW RADIOED TO TOKYO BLANK WHEN OBSERVED BY JAPANESE SHIPS EN ROUTE. I HAVE ALREADY EXCHANGED SUCH IMPORTANT INTELLIGENCE WITH ITALIANS ALONG LINES DESIRED BY ITALIAN MINISTER. HOWEVER BLANK THIS IMPORMATION AS YOU ARE AWARE BLANK THEREFORE IN ORDER FOR ME TO CARRY OUT EXCHANGE IT IS REQUESTED THAT OUR VESSELS BLANK BE INSTRUCTED TO REPORT POSITIONS NOTED WHILE THEY ARE EN ROUTE ENDS. BLANKS are undecypherable groups.

1255/30.

L/T CYPHER REC'D SDO 0314/1 VS 1 12 40 7456

Secrety copy to - Dr. Skelton.

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C "R" 27891

Naval ?
w/ships

TELEGRAM

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

SECRET

CYPHER

No. 187

LONDON, December 18th, 1940.

No. 187. Secret. Your telegram November 19th, No. 208. Following for your Prime Minister, Begins:

I am very grateful for your message, and we fully appreciate all the work that you are doing for us in smaller types of ships. Rapidity with which you have produced these craft has been a great help to us, and so has the personnel which you have provided for many of the vessels.

With regard to building larger vessels in Canada, such as destroyers and cruisers, there are two questions which must be considered.

Firstly, a considerable proportion of special apparatus would in all probability have to come from the United Kingdom, and it is this part of the equipment which is nearly always the main difficulty.

Secondly, provision of a number of key men and constructors presents great difficulty. You will realize that there has necessarily been a great expansion in this country, where technical experts have had to be spared for supervision of the large programme which we have in hand, and also for all the small private yards. In addition to this, we have had to establish bases and augment repair facilities in a large number of places abroad, such as Alexandria, Freetown, Gibraltar, Simonstown, Durban, Bombay and Calcutta. These commitments have used up all of our key men and constructors, and although we are trying to attain more from every available

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C 278915

TELEGRAM

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

source, we are still short of requisite numbers. We have regretfully concluded therefore that it is impracticable to carry out your proposal exactly as you suggest in your paragraph 3. I think however that it might be feasible, and would certainly be of the greatest assistance to the common cause, if you could undertake building, say a flotilla of destroyers to the latest American design, obtaining technical help from the United States. It would probably also be possible to obtain from the same source much of the special equipment for ships. This is usually a bottle neck here and provision from United States would save shipping space.

I should be grateful for your views on this proposal. If you agree, would you desire to approach the American Government directly, or would you like me to make a suggestion in the first place? Ends.

SECRETARY OF STATE FOR DOMINION AFFAIRS

Rec'd Ottawa, 7:38 a.m.

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C 278916

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CODE

NO. 61

LONDON, January 13th, 1941.

No. 61. For the information of the Minister of Naval Service.

Following signal has been sent from the Admiralty to the Commander-in-Chief of Western Approaches, Begins:

Their Lordships have noted with gratification the fine seamanship and spirit of perseverance shown by the Commanding Officer, Officers and men of H.M.C.S. "Saguenay" bringing their ship safely to harbour after being torpedoed. Ends.

HIGH COMMISSIONER.

Rec'd Ottawa, 3:43 p.m.

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C 278917

PRESS CLIPPINGS

Office of
The Prime Minister

Name of Publication: Montreal Daily Star

Date: April 22, 1941

Subject:

MR. MACDONALD'S SPEECH

HON. ANGUS MACDONALD, Minister of National Defence for Naval Services, delivered a speech to the Canadian Club here yesterday which was encouraging and courageous without undue optimism and which contained certain passages worth remembering on the subject of inconsidered criticism of what is being accomplished in this country.

Mr. Macdonald is naturally in a position to know more than most Canadians about what is going on in naval affairs. An increase in the number of warcraft under the Canadian flag from 15 to 196 since the outbreak of war (remembering always that we had to start from scratch in building vessels of this kind) does not look as though time had been entirely wasted. Neither does there appear to be any lack of either enthusiasm among young Canadians for naval service or willingness or efficiency in recruiting them, as the figures of enlistments quoted by Mr. Macdonald show. Naval personnel, which has jumped from 1,774 to 17,451, or a tenfold increase since the war began, is surely nothing to criticize.

But criticism, as Mr. Macdonald said, is "inevitable in a democracy—there is none in Germany or Italy." That perhaps should reconcile us to the existence of much unconsidered and ill-based fault-finding, that rises and falls, wave like, in this war as it did in the last. The Minister did not lay claim to an ideal accomplishment. But, as he said, what we might have done under ideal conditions is one thing: what we have been able to do under conditions which have been anything but ideal, is another.

Mr. Macdonald's viewpoint is eminently well-balanced between a recognition of the seriousness of the present situation and a quiet confidence in the future, subject to the putting forth of every effort of which we are capable. He does not ask for a cessation of criticism of the Government's efforts: he desires merely that it shall be reasonable. And that is surely no more than he has a right to ask.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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C 278941

PRESS CLIPPINGS

Office of
The Prime Minister

Name of Publication: Montreal Daily Star

Date: April 22, 1941

Subject:

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R

C 278918 M/C - Naval

"R"

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER

NO. 796

LONDON, May 6th, 1941.

No. 796. War Office has informed me that a Mission is leaving shortly for the United States to give advice and assistance, in the light of experience here, to American authorities on the question of port security. The Mission is to consist of Brigadier A. Maxwell Craig R.M., representing Admiralty, Lieutenant Colonel G. L. Stratton and possibly Major John Maude. It is proposed that Mission should leave by air about May 12th. I have been asked to enqire whether Canadian Government feel that Mission could usefully pay a visit to Halifax. If so, they would be very pleased to do so. They probably would not get to Canada much before the beginning or middle of June.

I may say that I have received from M.I.5 a Memorandum dealing with certain questions related to the security of port of Halifax. Commodore Murray has examined this and feels that several of suggestions made would be useful to our authorities, and I am sending by next bag a memorandum by Murray dealing with the subject. It is apparent from reports of Masters of vessels and others that security of port of Halifax is at present not such as to ensure maximum degree of safety to vessels using it.

cc
Read A Bonnell
13-5-41
K

MASSEY

Rec'd Ottawa, 4:23 p.m.

(REFERRED TO: MR. MACDONALD
NATIONAL DEFENCE (NAVAL)

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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"R" Nav C 278919

TELEGRAM

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA.

SECRET

CYPHER

NO. 78

LONDON, May 9th, 1941.

No. 78. Secret. Present oil storage capacity of 5,000 tons at Suva, Fiji, of which 2,500 tons are retained as minimum for military use, is sufficient only for routine fuelling. Should tank position render frequent replenishment difficult and, in view of present situation in the Far East, and in light of representations by His Majesty's Government in New Zealand, Admiralty have decided to instal additional oil storage tank with capacity of 5,000 tons. It is understood that Canadian naval units will probably require to make increasing use of fuelling facilities at Suva.

His Majesty's Government in the United Kingdom will be glad to know whether His Majesty's Government in Canada would be prepared to contribute towards cost of these additional facilities, which is estimated to amount to approximately £20,000. Site is being provided free by the Government of Fiji, but in view of heavy defence and other expenditures to which Colony is committed, Government are unable to make further contribution. It is suggested that above cost might be shared equally by the Governments of the United Kingdom, Canada, Commonwealth and New Zealand.

As regards costs of maintenance, terms on which Asiatic Petroleum, who have been asked to undertake the work, will administer supplies, are not yet known, and no estimate can therefore be given at present. Since, however, it is not

(REFERRED TO: FINANCE
NATIONAL DEFENCE (NAVAL)

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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TELEGRAM

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

possible to forecast the relative requirements of the Dominions and the United Kingdom, Admiralty would be prepared to accept liability for maintenance, the share of the Dominion Governments being regarded as covered by usual departmental charges on supplies delivered to their ships.

Cc
Read A Cotnam
13 5-41
1c

SECRETARY OF STATE FOR DOMINION AFFAIRS

Rec'd Ottawa, 12:28 a.m., May 10th.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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M/C-Navy-Gen

"R"

TELEGRAM C278921

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

TO: THE HIGH COMMISSIONER FOR CANADA, LONDON, ENGLAND.

Ottawa, May 14th, 1941.

No. 724

CYPHER

Your telegram No.796 of May 6th. Canadian authorities cordially welcome suggestion that Mission on Port Security now en route to America should visit Halifax. Usefulness of their visit would probably be increased if they could arrange to visit Ottawa and consult with officials concerned with security questions before proceeding to Halifax.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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MC/Nav C 278922
9r EC/ Shipping

N.S. 1047-14-2.

SECRET

THE MINISTERS.

1. In accordance with instructions contained in the Minutes of the Meeting of the Cabinet War Committee dated May 6th 1941, the Committee has reviewed, in the light of present conditions, the policy with regard to the transport overseas of Service personnel with a view to seeing what additional precautions, if any, can be adopted.

2. After a careful review of the situation the Committee find themselves unable to visualise any additional precautions in the present circumstances.

3. The Committee desire, however, to reiterate their previous recommendation contained in a memorandum to the Ministers, N.S. 1047-14-2, dated 17th November, 1940, which read as follows:- ".....Because of the imperative need to send Service Personnel to the United Kingdom the only practical solution is to reduce the risk as much as possible by embarking in suitable vessels such numbers of men as will not exceed, together with passengers and crew, 50 per cent of the actual life-saving capacity of the ship in which they are being carried".

4. Submitted for consideration.

.....Rear-Admiral
Chief of the Naval Staff

.....Major-General
Chief of the General Staff

.....Air Vice-Marshal
Chief of the Air Staff

14th May 1941.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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C 278923

Hansard
p.3063-64
May 15, 1941

ROYAL CANADIAN NAVY

EDITORIAL COMMENT ON PRECEDENCE OF SENIOR OFFICERS WHILE IN PORT

On the orders of the day:

Hon. ANGUS L. MACDONALD (Minister of National Defence for Naval Services): Mr. Speaker, I should like to refer to an editorial appearing in to-day's issue of the *Globe and Mail* of Toronto, entitled "Ridiculous Pomposity." The editorial is rather lengthy, and I shall not endeavour to read all of it. However, I shall place before the house the more important parts. It begins thus:

There is a far Canadian city which has been deprived of its name. It is now known as "An eastern Canadian port." The population of this city knows that Canada is at war. Its harbour is full of ships one day and almost deserted the next. It is the seat of Canada's naval power, and it is in this port that the Rear-Admiral commanding the Canadian navy flies his flag.

There is another admiral in that port. He is there actually, not theoretically. He commands a British battle squadron, which includes some very powerful units of the Royal Navy operating in the north Atlantic. Because he may not infringe upon the dignities and prerogatives of the newly created Rear-Admiral commanding the newly expanded Canadian navy, the British admiral may not establish a suitable headquarters ashore. Instead, he is obliged to operate from a small vessel which is just removed from the wharf by the interposition of a hulk with gangplanks stretched across it. Thus propriety, etiquette and prerogative are preserved, and no challenge is made to the authority of the Canadian Rear-Admiral.

Rear-Admiral Bonham Carter, C.V.O., D.S.O., R.N., is the man who is primarily responsible for keeping open the sea lanes of the Atlantic. Canada owes it to him and the men under his command that two divisions of Canadian troops were transported to the British isles without casualty. The admiral himself is not the sort of man who cares very much whether he flies his flag in the eastern Canadian port or whether he is comfortably billeted. But it does seem a little unfortunate that the commander of a British battle squadron should in any way be inconvenienced or circumscribed by reason of the presence of an equal width of new gold braid around another pair of sleeves.

Then—I omit some paragraphs which are not relevant—it continues:

But, because two admirals cannot fly their flags in the same port, the commander-in-chief of the British battle squadron must stay at sea, so that the authority of the Canadian admiral shall be unchallenged.

I would like to say in the first place that the editorial is basically inaccurate, because the Rear Admiral of the Royal Canadian Navy does not fly his flag in Halifax. The Royal Canadian Naval establishment in Halifax is commanded by a commodore of the Royal Canadian Navy, who flies his broad pendant at His Majesty's dockyard there. In the second place, with reference to the "newly created Rear Admiral commanding the newly expanded Canadian navy" the Canadian Rear Admiral is senior in date of appointment to the British Rear Admiral at Halifax. In the third place, it is a traditional principle of the admiralty that an officer in command of a seagoing force should fly his flag afloat, and there is no case known to me or to my staff of an exception to that rule, apart from a short period at the beginning of the war when the British Rear Admiral at Halifax flew his flag ashore until it was possible to acquire a floating headquarters, now known as His Majesty's Ship *Seaborne*.

Furthermore, the present position is perfectly well understood by all concerned. The British Rear Admiral at Halifax, the commanding officer on the Atlantic coast, the naval staff here, have all maintained continuously the closest cooperation and harmony. Rear Admiral Bonham Carter has his headquarters on a ship, which it is true is moored to a dock in Halifax, but he has a house in the city where he lives with his wife and chlidren when off duty.

Rear Admiral Bonham Carter is a most gallant and genial gentleman, universally esteemed and liked, and I am sure that no one will be more annoyed and displeased than he at this inaccurate and unnecessary publicity.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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PRESS CLIPPINGS

Office of
The Prime Minister

Name of Publication TORONTO GLOBE & MAIL

Date MAY 15 1941

Subject

C 278924

RIDICULOUS POMPOSITY.

There is a far Canadian city which has been deprived of its name. It is now known as "An Eastern Canadian Port." The population of this city knows that Canada is at war. Its harbor is full of ships one day and almost deserted the next. It is the seat of Canada's naval power, and it is in this port that the Rear-Admiral commanding the Canadian Navy flies his flag.

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The Americans use the word protocol to describe the stiff formality which takes note of ceremonial custom, usage, rank and precedent. A certain amount of protocol is necessary in a national capital, where it is most important that no invidious treatment should be meted out to foreign dignitaries through lack of a standard code of practice. But as between colleagues engaged in a common task such formalities should, of course, give place to considerations of practical convenience.

In any event, courtesy and good manners are of vastly more importance than protocol. Canadian officialdom, under the leadership of the present Prime Minister, is inclined to be altogether too touchy about Canadian sovereignty. It is almost as though it weren't quite sure whether we really enjoy sovereign status, and is always afraid that some one might take advantage of us.

All precedents and all protocol were smashed to smithereens by President Roosevelt when, in a warm-hearted spirit of hospitality, he steamed out in his yacht to meet a British battleship bearing the new British Ambassador, instead of waiting for Lord Halifax to come to the White House and present his credentials before recognizing his existence. But, because two Admirals cannot fly their flags in the same port, the commander-in-chief of the British battle squadron must stay at sea, so that the authority of the Canadian Admiral shall be unchallenged.

This sort of thing is understandable in the case of two Admirals in the same naval service, for the status of one must be determined in relation to the status of the other, and their respective jurisdictions defined. But Admiral Bonham Carter is a Rear-Admiral, R.N., and the chief of the Canadian naval staff is a Rear-Admiral, R.C.N. The duties of the former are prescribed by the British Admiralty, and his authority is limited by the jurisdiction of the British Admiralty, while the duties of the chief of the Canadan naval staff are prescribed by the Minister of Naval Services.

It has been suggested that, with the addition of new craft and the further expansion of the Canadian naval personnel, the chief of the Canadian naval staff may be raised to the rank of a Vice-Admiral. Now a Vice-Admiral is a very mighty man indeed. The flag of a Vice-Admiral is the symbol of an authority which cannot be challenged by any lesser mortal, even though he does command a powerful British battle squadron. It may then be safe to let Admiral Bonham Carter come ashore.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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CROSS REFERENCE SHEET

C 278925

Name or Subject

Ltr 1003A/1 UK HC

File No.

Military Co-operation with UK (Naval)

Regarding

Ltr 1003A/1 UK HC - Comments on need for greater repair facilities for ships at Canadian ports.

Date

May 15-'41

SEE

Name or Subject

File No.

Economic Co-operation with UK (SHipping)

REQ. 382
5,000—14-6-39

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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C 278926

"R"

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA.

TO: THE CANADIAN MINISTER TO THE UNITED STATES, WASHINGTON.

No. 168 Ottawa, May 16, 1941.

CYPHER

The Chief of the Naval Staff has sent the following signal to the First Sea Lord of the Admiralty: Begins,

Reference Western Hemisphere Defence Plan No. 2, we are concerned with the lack of information provided regarding the approximate dispositions and movements of U.S. warships in waters adjacent to Canadian and Newfoundland Coasts covered by Naval and Air Force patrols. To facilitate identity, prevent false enemy reports being passed on and possibility of offensive action being taken against these vessels, it is important that the Coastal Commands should be kept informed as expeditiously as circumstances permit. It is understood U.S. Authorities are agreeable to providing the information but have been deterred on the advice of your Naval Mission at Washington. Our main concern is to have this information transmitted by the quickest method, viz: direct from the originating authority. If you have no objections, it is requested that the U.S. Authorities may be informed accordingly. The movements of ships within five hundred miles of the Coast Line is what we are most interested in. This request is being formally represented to the U.S. Government through External Affairs. Ends.

(over)

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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C 278927

Please discuss this matter with the appropriate authorities in Washington and make a formal request for the establishment of an arrangement for the transmission of the information desired.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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"R" Nav C 78928

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA.

TO: THE SECRETARY OF STATE FOR DOMINION AFFAIRS, LONDON.

SECRET

CYPHER

No. 83

Ottawa, May 22, 1941.

Reference your telegram of May 9th, 1941, No. 78, oil storage at Suva.

We are informed that it is most improbable that Canadian units will require to make increasing use of fuelling facilities at Suva. The only anticipated usage is by a Canadian Armed Merchant Cruiser which at the express request of the New Zealand Navy Board has been carrying out duties in waters of the New Zealand area, which would otherwise have to be carried out by ships of the New Zealand Division. These duties are of a temporary nature only. In these circumstances it is not considered that the Canadian Government should be called upon to contribute towards the cost of the increased fuelling facilities at that point.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS.

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Convoys - MC - Navy
4 Nfd C278929

COPY

Office of the High Commissioner
for the United Kingdom

Earnscliffe
Ottawa

IMMEDIATE

24th May, 1941.

SECRET

My dear Mr. Robertson,

The High Commissioner has received a telegram repeating to him a telegram which has been addressed by the Secretary of State for Dominion Affairs to the Governor of Newfoundland in the following terms:

1. The Admiralty desires as a matter of the greatest urgency to use St. Johns, Newfoundland, as advanced base for convoy escort forces operating in the North Atlantic.

2. Force contemplated to be based on St. Johns is approximately as follows, of which about a quarter may be expected to be in the harbour at a time:-

   15 destroyers
   15 corvettes
    3 sloops
    3 cutters.

3. Following is outline of main requirements.

   As far as Admiralty can judge these should not clash with requirements of the R.C.N. or with areas and facilities accorded to U.S.A. in the neighbourhood.

4. Control.

   Will be signalled later.

5. Local defences.

   Admiralty hope the Canadian Government will continue to accept responsibility of the provision and manning of local defences.

6. Mine-sweeping.

   It is hoped that a force of 2 LL and 4 OROPESA sweepers could be provided locally and manned by local R.N.V.R. forces.

7. Berthing facilities.

   Berthing will be required alongside and berths in harbour for one Depot ship, one store ship and one oiler.

N.A. Robertson, Esq.,
Acting Under-Secretary of State
for External Affairs,
Ottawa.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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C278930

8. Repairs and maintenance.
It is anticipated that refits and large repairs would be carried out at Halifax, in the U.S.A. or in the United Kingdom and facilities for running repairs and maintenance only will be required at St. Johns.

9. Oil.
The use of a 4,000 ton tanker is contemplated. Until this is available it is proposed that an Admiralty oiler should be utilised.

10. Armament, Naval and victualling stores.
Buildings ashore would be required.

11. Personnel
Recreational facilities and canteen on shore would be required for about 65 officers and 1,000 men.

12. Medical
It is proposed that local hospitals be utilised.

13. Shore establishments.
Admiralty contemplate that shore requirements arising should be met in existing buildings as far as practicable and that any additional buildings and local services required shall be arranged by the Newfoundland Government on an agency basis in accordance with plans and estimates to be approved by the Admiralty for which arrangements would be made through officer to be appointed to take charge of base.

14. In view of the great urgency and importance of these requirements the Admiralty would be grateful to learn as early as possible that the project is acceptable to the Governments of Newfoundland and Canada respectively. If this is so they would propose that matters of detail be pursued forthwith with them by the Admiralty through the Naval Officer in Charge, St. Johns, and the Chief of Naval Staff of Canada respectively with a view to bringing the base into operation immediately.

It is understood that the above has been repeated by the Admiralty to the Chief of the Canadian Naval Staff. The High Commissioner trusts that, in view of the great urgency and importance of these requirements, the Canadian Government will feel able to give their consent to the project so far as they are concerned. The High Commissioner asks me to add that if Ministers should desire to discuss the matter he will of course be very ready to do so and will hold himself at their disposal.

La
Prof W. Montgomery
re
29-5-41

Yours sincerely,

(signed) W.C. HANKINSON

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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Convoys 42 Nfld 278931

OFFICE OF THE HIGH COMMISSIONER
FOR THE UNITED KINGDOM
EARNSCLIFFE
OTTAWA

516/K40
IMMEDIATE. SECRET.

26th May, 1941.

My dear Mr. Robertson,

May I refer to my letter of the 24th May regarding the use of St. Johns, Newfoundland, as an advanced base for convoy escort forces operating in the North Atlantic.

The Governor of Newfoundland has now repeated to the High Commissioner the following reply which he has sent to the telegram from the Secretary of State for Dominion Affairs, the substance of which was given in my letter under reference:-

> Project is acceptable to Newfoundland Government and we will make every endeavour to meet your requirements. We assume number quoted in paragraph 2 includes Canadian corvettes (see message 2108/Z May 21st from Naval Service Headquarters, Ottawa) some of which are now on their way to this port. If on the other hand Canadian corvettes are additional, port of St. Johns would be so congested as to prevent its effective use as a naval base. See telegram 0203/Z May 23rd, from Naval Officer in Charge, St. Johns, to Admiralty. These conditions will also apply during the winter months when experience has shown that the harbour will be full of ships which have left convoys due to damage or breakdown and have come to the nearest port for repairs. Ministry of War Transport can confirm this.
>
> Following are observations on certain other paragraphs:
>
> 6. Minesweepers.
> We presume these will be provided and manned by Canada.
>
> 8. Repairs and Maintenance.
> All facilities at dock and repair shops at St. Johns will so far as possible be made available.
>
> 10. Stores and other buildings.
> Existing buildings seem likely to be insufficient and are generally speaking built of wood and in bad repair. Some additional accommodation will have to be erected.
>
> 11. Recreational facilities
> Existing limited facilities are already fully occupied by troops and additional buildings will have to be erected.
>
> 12. Medical
> As you know, local hospital facilities are extremely limited and additional accommodation and personnel will have to be provided by Admiralty.
>
> 13. Shore establishments.
> Procedure proposed will be acceptable to us.

N.A. Robertson, Esq.,
Actg. Under-Secretary of State
for External Affairs,
Ottawa.

Yours sincerely,
(Signed) W.C. HANKINSON

Received OW 27-5-41

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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R

MC-Navy

C 278932

Department of External Affairs

Ottawa, June 4th, 1941.

NO. 72.

Sir:

With reference to your despatch of April 2nd, 1941, No. 82, I have the honour to transmit a memorandum giving the views of the Department of National Defence for Naval Services on the question of the definition of responsibility for the strength, seaworthiness and stability of His Majesty's Canadian Ships.

I shall be glad to learn that the United Kingdom Government has found it possible to make a favourable decision in regard to the loan to Canada of the construction personnel listed in the last paragraph of the memorandum under reference.

I have the honour to be,

Sir,

Your obedient servant,

N. A. Robertson,

for Secretary of State for External Affairs.

The Secretary of State for Dominion Affairs,
London, England.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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C 278931

MEMORANDUM.

June 4th, 1941.

The Canadian Naval Service has, since its inception, fully recognised the principle that in normal circumstances the Chief of the Naval Staff is responsible for the strength, seaworthiness and stability of H.M.C. Ships in Classes (a) and (b). All H.M.C. Ships with the exception of auxiliary craft have either been acquired from the Admiralty, built under the supervision of the Admiralty, or built from Admiralty designs, plans and specifications. In addition, these vessels have been consistently maintained strictly in accordance with Admiralty practice, including basic design and all alterations and additions, insofar as they are consistent with Canadian conditions and requirements have been made, in full recognition of Admiralty knowledge and experience in these matters.

In the present circumstances certain exceptions to this responsibility must be taken into consideration. Classes (a) and (b) require further subdivision, each into two sections:-

(1) Those operating in Canadian waters controlled, repaired, and alterations and additions carried out by Canadian Naval Officers in Canadian Dockyards and Establishments.

(2) Those operating outside Canadian waters temporarily controlled by the Admiralty, and repaired and altered by Admiralty Dockyards or under Admiralty officials in commercial yards.

The Canadian Naval Service will continue to accept full responsibility for Classes (a)(1) and (b)(1), but cannot accept responsibility for Classes (a)(2) and (b)(2). In these, the Admiralty has been given a free hand to repair and carry out essential alterations without detailed reference to Canada; and while it is assumed that the usual practices, regulations and precautions as for R.N. Ships under refit are being extended to R.C.N. Ships, the strength, seaworthiness and stability of such vessels must in the circumstances be an Admiralty responsibility. Similar service has been extended to R.N. Ships by the R.C.N. as in the cases of H.M. Ships "LETITIA" and "RAJPUTANA".

Lack of trained officers makes it impossible to maintain a suitable Canadian Naval organization in the United Kingdom, which would in any case overlap the work of the Admiralty and be both wasteful and redundant.

In regard to Class (c), i.e., ships which are initially units of the R.N. but are manned temporarily by the R.C.N. and commissioned, while so manned, as Canadian ships, this class must also be sub-divided into sections (1) and (2). The Canadian Naval Service is only prepared to accept responsibility for Class (c)(1), i.e. ships operating under the direct supervision and maintenance of Canadian Officers in Canadian waters. Class (c)(2) must be an Admiralty responsibility.

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MG 26 J 4, Volume 396, pages C278444-C279232

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C 278934

1

For similar reasons, it is assumed that the Admiralty accepts complete responsibility for the strength, seaworthiness, stability, fighting efficiency and completion in all respects in accordance with Admiralty practice of the four Tribal Class destroyers now building or on order in the United Kingdom.

The introduction of a Naval Constructors Branch in the R.C.N. has been under consideration for many years but it has proved impossible to find suitable men with sufficient naval experience. It is considered essential that the Branch should be headed by an officer with experience at least equal to that of a Senior Constructor of the Department of the Director of Naval Construction. The Canadian Naval Service is particularly concerned in this matter in view of the intention to build Tribal Class destroyers in Canada.

The present First Sea Lord was approached in September 1939 with a view to obtaining the loan of a Naval Constructor and certain key men. A similar request was made in Secret Despatch No. 208 of 19th November, 1940 from the Department of External Affairs to the Secretary of State for Dominion Affairs. No encouragement, however, was received from either source. It is fully realized that the Admiralty is badly pressed in this regard but at the same time it is felt that what Canada can offer in naval construction provides reasonable compensation, and it is strongly urged that further consideration may be given to this request.

The R.C.N. has recently been successful in obtaining the services of a technically-qualified Constructor, for some years Professor of Engineering at a Canadian University but unfortunately having no naval experience. Two cadets are being entered for training as Constructors and in course of time it is hoped that it will be possible to build up a Canadian organization.

In order to cope with the building of destroyers in Canada the Canadian Naval Service would like the loan of a Senior Naval Constructor and the following, with overseeing experience in destroyer work:-

1 Engineer Officer of Commander or Lieutenant-Commander's rank.

1 Overseer, Inspector of Shipwrights.

1 Overseer, Inspector of Fitters.

1 Electrical Officer, particularly experienced with destroyer high and low power circuits.

1 Engine draughtsman.

1 Hull Draughtsman.

1 Electrical Draughtsman.

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MIC-Navy Convoys

C 278935

HLK
JG

SECRET

No. 27

Ottawa, June 9, 1941.

Sir,

With reference to Mr. Hankinson's letter of June 3rd regarding the additional proposals for the use of the Port of St. John's, Newfoundland, as an advanced base for convoy escort forces, I have the honour to inform you that the Canadian Government approves of the proposals outlined in the letter under reference. The Royal Canadian Navy accepts the proposal for the increased requirements outlined in paragraph 4, and the technical officers of the Naval Service are concentrating their attention on this undertaking in the hope that they may be able to comply with the request outlined in paragraph 5 within the next few days.

While the Canadian Government is in correspondence with the Newfoundland authorities in regard to this matter, it is hoped that the Government of the United Kingdom will on their part inform the Newfoundland Government that the new arrangement is being made at their request and with their approval.

I have the honour to be,
Sir,
Your most obedient servant,

N A ROBERTSON

FOR THE Secretary of State for External Affairs.

The High Commissioner for the
United Kingdom,

O t t a w a.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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PRESS CLIPPINGS

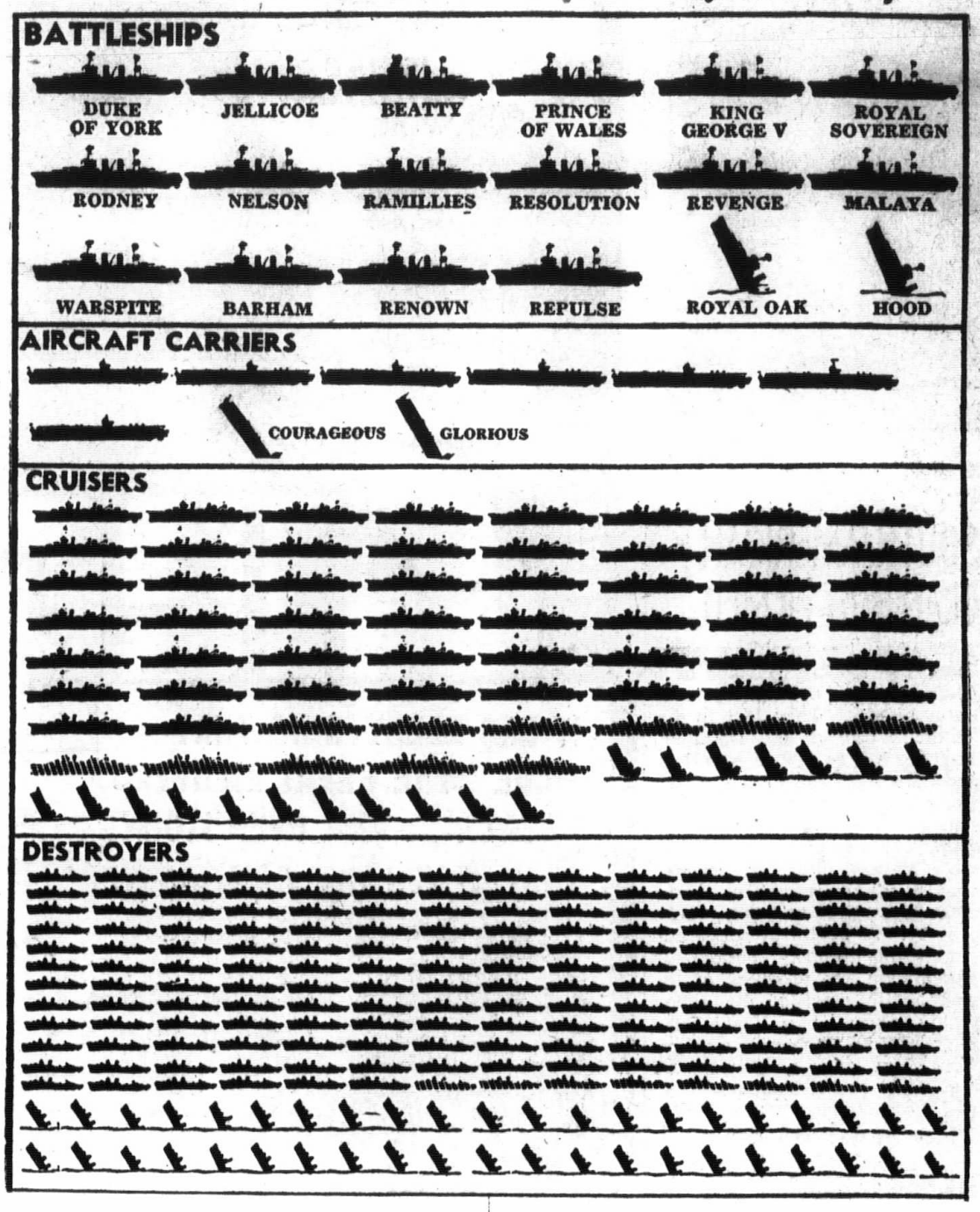
Office of
The Prime Minister

Name of Publication Victoria Times.

Date June 10 /41

Subject

Britannia Still Rules the Waves . . .
Losses Make Small Dent in Royal Navy



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MG 26 J 4, Volume 396, pages C278444-C279232

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C 276921

PRESS CLIPPINGS

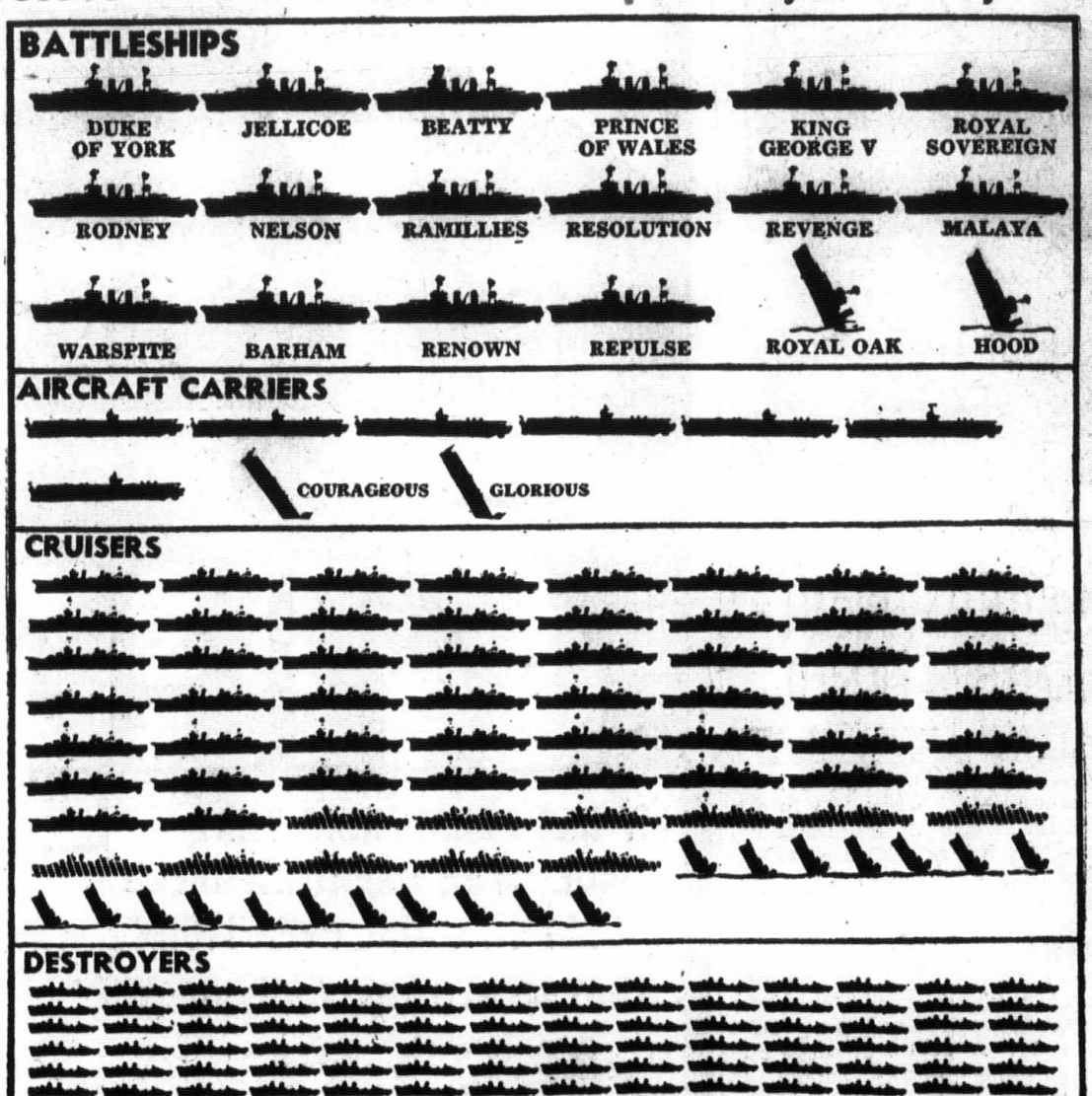
Office of
The Prime Minister

Name of Publication Victoria Times.

Date June 10 /41

Subject

Britannia Still Rules the Waves . . .
Losses Make Small Dent in Royal Navy



Striking power of the British navy has been reduced only slightly despite loss of the battleship Hood, the cruiser York and Axis claims of more warships sunk off Crete. Chart compares reported or admitted sinkings with total number of vessels Britain has on duty in Atlantic, Mediterranean and elsewhere.

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PRESS CLIPPINGS

Office of
The Prime Minister

Name of Publication Montreal Gazette

June 13, 1941

BATTLESHIPS HELP TO CUT SEA LOSSES

Heavy Warships as Escorts, Use of Flying Boats Reduces Atlantic Toll

By CRAIG THOMPSON
(Special Cable to The New York Times and The Gazette.)

London, June 12.—Sinkings for May of British shipping—amounting to the as yet unofficial figures of slightly more than 350,000 tons—show that the battle of the Atlantic has moved westward across the ocean to the point where effective German submarine action is more often nearer North American shores than those of these islands.

Not only that, the sinking of the Robin Moor at a point about halfway between Pernambuco and Cape Town suggests that the Germans have obtained bases on the West African coast for operations against the supply line which is vital to the British operations in the Middle East.

Althqugh it is unknown just where these bases are it is suggested they might be either Dakar or the Cape Verde Islands.

Premier Winston Churchill in the Commons gave figures suggesting that the May sinkings of British supply ships might be around 344,000 tons. Actually this figure is slightly under the expected total, because belated reports of additional sinkings during that month are still trickling in and may raise to the neighborhood of 360,000 tons.

Taking in the losses sustained in trying to maintain supply lines to Crete, which are not yet announced, this is regarded likely to establish the lowest volume of North Atlantic losses since February.

March with 487,000 tons lost established the North Atlantic high thus far. The April losses of 489,000 tons topped it but 187,000 tons were actually lost in the Mediterranean in trying to maintain supply lines to Greece, which reduced the losses in the rest of the world to 302,000 tons, mostly in the North Atlantic.

ATLANTIC LOSSES LOWER.

Subtracting the Mediterranean losses in the Crete battle, it is expected that the May losses will show the North Atlantic total even less than the April. This optimistic picture of declining losses of ships in face of the increasing production of them in British and American shipyards is believed primarily due to the fact, as revealed by Mr. Churchill for the first time officially, that capital ships—battleships like the Rodney and the Ramillies—have now been assigned to convoy duty.

At the time of the Hood sinking it was revealed that these two ships had been detached from operations in mid-Atlantic to join the search for the Bismarck. That gave away the nature of the convoy escorts that had been resorted to in the effort to maintain supply lines between North America and this island. Since then this had been officially unconfirmed until Mr. Churchill made it known.

The use of capital ships as convoy escorts has forced the Germans to go further and further toward the North American shore in the effort to find a point at which convoys might be attacked before they join their protection.

Where the area of the major number of torpedoings was once defined by longitudes 20 to 30 — as was true during April — the frame of operations is now bounded roughly by longitudes 35 to 50. All this occurs in the neighborhood of latitude 60.

For this reason the Germans are believed now to be using longer range submarines than ever before, or else they have established bases for supplies much nearer the locale of operations than were hitherto available.

In connection with latter belief it is pointed out that there are miles of coast in uninhabited sections of Greenland on which supply bases might be set up and go undiscovered for a long period of time.

In addition to the use of capital ships for convoy protection there is another factor which is becoming increasingly important for protecting convoys. The growing number of Consolidated Catalina flying boats reaching here make possible an increased surveillance of the ocean for raiders and submarines by long-range flights for which these airboats are especially adapted. It is said here they have become one of the most important contributions America is making toward the protection of convoys.

The point at which the Robin Moor was sunk is regarded here as a new menace to shipping. There is a line of supplies now becoming more and more important which goes from the American coast around the southern tip of Africa to Suez. These supplies are becoming more vital every day. The fact that the ship was sunk where it was means that the Germans have been able to base raiders from a point at which this line can be possibly cut, and may mean that less attention is now being paid the North Atlantic than in March and April.

Those were the months in which the shift of military operations to the Middle East took place and in this war ships necessarily follow soldiers.

The British estimate of German ship losses for May was 257,000 tons, or nearly three-fourths of the British losses. This is a new high for any month and may ultimately mean the strangling of Germany by cutting off vital supplies, which is the reason the struggle for oil in the Middle East may mean so much.

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C 278938

Office of the High Commissioner

for the United Kingdom,

Ottawa.
20th June, 1941.

1010B/1
IMPORTANT
SECRET

My dear Mr. Robertson,

In a telegram received from the Dominions Office we have been informed that recent reports (received by the Admiralty direct from the Director of Naval Intelligence, Ottawa) by the Canadian naval authorities, on the subject of the anti-submarine training carried out in the schools at Halifax and Esquimalt, have been read with interest. It is noted that a further expansion of facilities is dependent on the supply of instructional apparatus from the United Kingdom, and the Admiralty state that this will be sent as soon as it is available.

In this connection the High Commissioner has been asked to inform the Canadian Government that the whole situation in regard to anti-submarine training has been under consideration, in view of the threat of enemy activity in the United Kingdom and of consequent interruption of facilities. Mr. MacDonald has been instructed to ask the Canadian Government to consider the possibility of further expanding their establishments in order to enter and train additional S.D.personnel for service in ships of the Royal Navy. It is hoped that expansion might be calculated on the basis of doubling the output of present establishments.

If the Canadian Government agree that such expansion may be brought about, the United Kingdom Government would be glad to learn the extent to which expansion seems likely to be possible on the assumption that demonstration apparatus for types 123A, 128A and 134 would be supplied by Canadian manufacture and that additional instructional staff, together with asdic attack teachers, mass procedure teachers, and gear for fitting mobile training units would be sent from the United Kingdom.

Yours sincerely,

(Signed) W.C.Hankinson.

N.A.Robertson,Esq.,
Acting Under-Secretary of State
for External Affairs,
Ottawa.

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C 278939

FILE:

MILITARY CO-OPERATION with UNITED KINGDOM

NAVY

Canadian Naval Action Reports

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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C 278940

SECRET

IMMEDIATE

DEPARTMENT OF NATIONAL DEFENCE

(Naval Service)

Ottawa

10th September, 1939.

Sir,

The following signal has been sent to all Canadian Naval Authorities:

"Commence hostilities at once against Germany,"

Admiralty, Commander in Chief, America and West Indies Station, and Staff Officer (Intelligence), Jamaica, have been informed.

I am, Sir,

Your obedient servant,

L. R. LAFLECHE

Deputy Minister.

The Under Secretary of State
for External Affairs,
Ottawa.

Sent to: U.S.S. for E.A.
D.M. of Transport.
D.M. of National Revenue (Customs).
D.M., Post Office Department.
Commissioner, R.C.M.P.

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Copy.

FROM: The Commanding Officer,
H.M.C.S. FRASER,

TO: The Naval Secretary,
Department of National Defence, Ottawa.

Copies to: The Commanding Officers, H.M.C.S. RESTIGOUCHE, ST. LAURENT, SKEENA.

DATE: 5th June 1940.

- - - - - - - - - - - - - - - - - - -

Submitted for the consideration of the Department:

It is requested that the grateful thanks of the Commanding Officers, Officers and Ships' Companies of H.M.C. Ships FRASER, RESTIGOUCHE, ST. LAURENT and SKEENA, may be conveyed to the Honourable the Prime Minister, Mr. W.L. MacKenzie King for his enheartening message timed 1436/29.

W.B. Creery
Commander, R.C.N.
Commanding Officer.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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C 278943

OFFICE OF THE PRIME MINISTER

MEMORANDUM 15.1.40

Mr Handy

The attached photographs were submitted by Defence with this week's summary of activities of the Naval Service.

They were taken on a Canadian destroyer on Dec 26th

The PM wd, I'm sure, be interested. JWP

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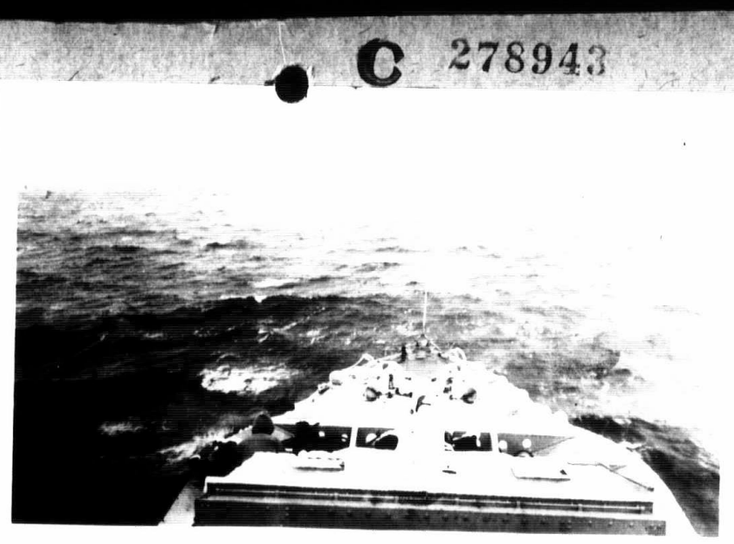









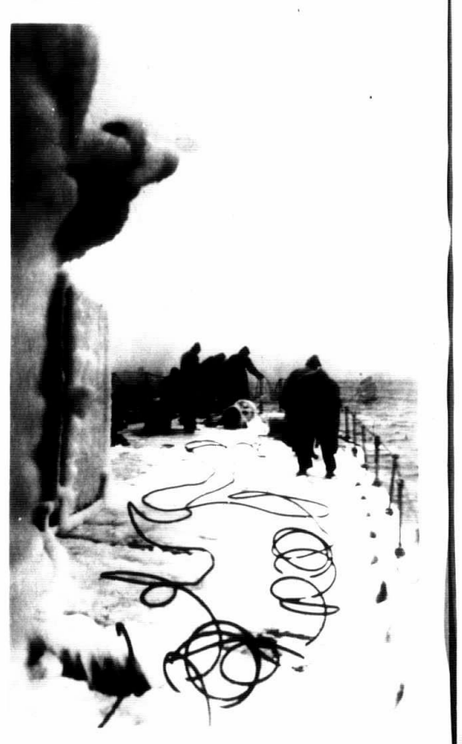



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Mil. Coop - Navy

C 278944

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS OTTAWA

TO: THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN LONDON.

Ottawa, 3rd June, 1940

Telegram No. 659

MOST IMMEDIATE

MOST SECRET

CYPHER

Please advise immediately whether any information available regarding submarine action referred to in D.W.290 and if so, whether any statement could be made here this afternoon.

SECRETARY OF STATE FOR
EXTERNAL AFFAIRS.

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MG 26 J 4, Volume 396, pages C278444-C279232

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"R" M/C-Navy

C 278945

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

TO: THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN, LONDON.

TELEGRAM NO. 686

SECRET

Ottawa, June 6, 1940.

CYPHER

Word confidentially communicated makes mention of Canadian destroyers having been in action against U-boat. If possible would be pleased to receive particulars if available. Also to know if same might be communicated in radio address to public which I hope to be able to make tomorrow, Friday night.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS.

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C78946 Mc Navy

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

TO: THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN, LONDON.

TELEGRAM NO.

SECRET

CODE

Ottawa, June 6, 1940

Word confidentially communicated makes mention of Canadian destroyers having been in action against U-boat. If possible would be pleased to receive particulars if available. Also to know if same might be communicated in radio address to public which I hope to be able to make tomorrow, Friday night.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS.

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"R" C 278947 M/C-Navy

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

MOST IMMEDIATE
MOST SECRET
CYPHER
NO. 799

LONDON, June 7th, 1940

No. 799. Most Secret. Your telegram No. 686, June 6th. Have consulted Admiralty who state that although Canadian destroyer requested to take part in hunt for submarine, no action actually took place and there was no definite result.

HIGH COMMISSIONER.

Rec'd Ottawa, 9:15 a.m.

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C 278948

OFFICE OF THE HIGH COMMISSIONER
FOR THE UNITED KINGDOM,
Earnscliffe,
OTTAWA.

The Department of External Affairs
JUN 26 1940
Canada

26th June, 1940.

MOST IMMEDIATE.

My dear Prime Minister,

I have just received a telegram from the Secretary of State for Dominion Affairs asking me to say that he profoundly regrets to state that information has just been received that His Majesty's Canadian destroyer "Fraser" was rammed by H. M. S. "Calcutta" at 10.15 p.m. on 25th June off the mouth of the Gironde. The Captain, first Lieutenant, ten other officers and one hundred and sixteen ratings have been saved.

Lord Caldecote adds that full information will be sent to the Canadian Government as soon as available, which it is hoped will be very shortly.

Yours sincerely,

Gerald Campbell

The Right Honourable W. L. Mackenzie King, M.P.,
Secretary of State for External Affairs,
Ottawa.

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NAVAL MESSAGE

TO: NS HQ OTTAWA...255

ADMIRAL COMDG. W.A....759

FROM: ADMIRALTY

PLEASE CONVEY TO OFFICERS AND MEN OF THE ROYAL CANADIAN NAVY THEIR LORDSHIPS' SYMPATHIES IN LOSS OF "H.M.C.S. FRASER".

THEIR LORDSHIPS WISH TO TAKE THIS OPPORTUNITY TO EXPRESS THEIR THANKS TO ALL RANKS AND RATINGS OF THE ROYAL CANADIAN NAVY FOR SPLENDID CONTRIBUTION THEY ARE MAKING TO THE WORK OF HIS MAJESTY'S FLEET IN COMMON CAUSE.

1252/28.

28.6.40.

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C 278950
N.S. 1018-1-2.

July 3rd, 1940.

Dear Mr. Prime Minister.

I am enclosing for your retention a communication received from the Commanding Officer, H.M.C.S. "Fraser" expressing appreciation of your kind message on the occasion of departure from Canada of H.M.C. Ships.

I am sure that all officers and men of the Canadian Naval Forces appreciate your keen interest in the welfare of the Canadian Naval Service, and that your encouragement is an incentive for all to contribute their share towards the successful conclusion of hostilities.

I feel that this thought is well borne out by the supreme sacrifice already made by many of the Ship's Company of H.M.C.S. "Fraser", and also by the heroism of their fellow officers and men in rescuing such a large proportion of the "Fraser's" crew.

Yours sincerely,

-- Percy Nelles.

The Right Honourable W.L. Mackenzie King, P.C., LL.D.,
Prime Minister of Canada,
OTTAWA.

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Rpar

ODS/ET Navy
27 Sept.1940

MEMORANDUM FOR THE PRIME MINISTER:

re Capture of "Weser"

C 278951

You will recall that one of our armed merchantmen seized a German vessel yesterday about 4½ miles from the Mexican coast. There has been some suggestion in the New York papers that this was in violation of the Declaration of Panama establishing a neutral zone 300 miles round the coasts of the Americas south of the 49th parallel. As a matter of fact, Mexico does not seem to have raised the question, as the only comment so far from there was to point out that apparently the seizure took place outside Mexican territorial waters. So far as the United States and Latin American Republics generally are concerned, I doubt if any protest would be made, at least of other than a purely formal character. We could contend that the vessel was intended to fuel German submarines in the South Atlantic or South Pacific and therefore it was itself engaged in belligerent operations.

OK
27-9-40

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R

C 278952 Navy

DEPARTMENT OF NATIONAL DEFENCE

Press Liaison Office

October 26, 1940.

NAVAL SERVICE HEADQUARTERS No. 67 Release No. 496

NOT to be released or broadcast until 5:30 a.m. Eastern Daylight Saving Time, Monday, 28th October.

Ottawa - Naval Service Headquarters at Ottawa deeply regrets to announce that H.M.C.S. MARGAREE was lost in collision with a large merchant ship in the North Atlantic Ocean during the night hours of 22nd October. Both ships were completely darkened at the time in accordance with precautions considered necessary in the submarine zone.

Some survivors were rescued by the merchant ship and are en route to Canada. It is believed there was a total of 171 officers and men on board the MARGAREE. Of this number 31 are believed to have been saved. The rest are presumed to have been lost.

The next of kin of all officers and men missing and believed drowned have already been notified. The issuance of this announcement has been purposely withheld until such time as the private notification could be completed.

Amongst those named as lost is the Commanding Officer, Commander Joseph Wilton Rouer Roy, R.C.N. He was born at Ottawa, Ontario, during April of 1901 and was the son of James R. Roy, civil engineer and inspector-general of the Department of Public Works. Commander Roy was educated at Loyola College in Montreal and upon graduation from that institution entered the Royal Naval College of Canada in 1916. He remained there until 1918.

His experience has been extensive and his career distinguished. He attended the Royal Naval Staff College in England and acted as Director of Operations at Naval Service Headquarters, Ottawa, until June, 1940. Amongst the various shore establishements and ships that he saw service in are: H.M.C.S. "SKEENA", "FUNDY", "PATRIOT" and H.M.S. "AARON", "ROYAL SOVEREIGN", "BENBOW", "EXCELLENT", "VALERIAN", "VIVID", "PEMBROKE" and H.M.C. Dockyards at Esquimalt and Halifax.

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On the 22nd July, 1929, Commander Roy was married to Miss Eileen Pamela Shaw. They have two children and Mrs. Roy, at the present time, resides at Halifax.

H.M.C.S. MARGAREE was commissioned as a unit of the Royal Canadian Navy on September 6, 1940, in England, replacing H.M.C.S. FRASER which was lost off Bordeaux during evacuation operations in that area. The MARGAREE was formerly H.M.S. DIANA. Her keel was laid down in June, 1931, and she was launched June 16, 1932, and completed December 20, 1933. Displacement tonnage, 1,375; normal complement, 145; armament 4 4.7" and 6 smaller guns; 8 21" torpedo tubes; maximum speed, 36 knots. The MARGAREE is a type known as the Defender class, the same class as H.M.C.S. St. LAURENT, OTTAWA, RESTIGOUCHE, and FRASER.

The following is the list of casualties as transmitted by Wireless Telegraphy. Attention is drawn to the fact that owing to the difficulties of communication at sea in war time, errors are possible.

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NAVAL SERVICE NO. 67 — With release No. 496

SURVIVORS LIST

RANK	NAME	NEXT OF KIN
Lieutenant, R.C.N.	William M. Landymore	Father F.W. Landymore, 63 Lorne Crescent, Brantford, Ontario.
Surgeon Lieut.R.C.N.V.R.	Timothy B. McLean	Father Neilson J. McLean 10627 - 83rd Avenue, Edmonton, Alberta.
Lieutenant, R.C.N.	Patrick F.X. Russell	Mother Mrs. Kathleen M. Russell 1045 Belmont Avenue, Victoria, B.C.
Commissioned Engineer	E.J. Sawdy	
Sub. Lieut. R.C.N.	Robert W. Timbrell	Mother Mrs. E.H. Jupp, 2015 Inglewood Avenue, Hollyburn, B.C.

SURVIVORS LIST

NAME	NO.	RATING	NEXT OF KIN
Owen Robert Clover	2359	Able Smn. RCN	Wife, Mrs. Muriel L. Clover, 100 Burnside Rd., E., VICTORIA, B.C.
Paul Dubois	40289	C.P.O. Writer RCN	Wife, Mrs. Margaret Gaudisaubiois dit Dubois, 79 Connaught Street, Halifax, N.S.
John B. Elder	V11298	Ord. Smn. RCNVR	Mother, Mrs. Wilhelmina Kay Elder, 805 Empress Street, Saskatoon, Sask.
Brian Aldon Hanson	3234	Ord. Smn. RCN	Father, Mr. Horace Hanson, Box 705, Port Alberni, B.C.
Harold J. Hart	V7468	St. I RCNVR	Mother, Mrs. Rose Hart, 1 Ashdale Avenue, Toronto, Ont.
Victor Hardwick Holman	2606	Able Smn. RCN	Brother, Russell Holman, General Delivery, Duncan, V.I.

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NAME	NO.	RATING	NEXT OF KIN
Charles James	A2013	Sto. P.O. RCNR	Wife, Mrs. Elizabeth James, 2nd Avenue, ORANGEVILLE, Ontario.
Frederick Charles Johnson	21258	St. P.O. RCN	Wife; Mrs. Janet Johnson, 61 Queenston Street, St. CATHERINES, Ontario.
Allan Charles Kent	21412	E.R.A., RCN	Wife; Mrs. Margaret E. Kent 244 Barrington Street, HALIFAX, N.S.
Harry Furness Leggett	2545	Ldg. Smn. RCN	Wife; Mrs. Margaret Leggett 8 Mitchell Street, HALIFAX, N.S.
Roderick James MacIntyre	3137	Able Smn. RCN	Mother; Mrs. Mary MacIntyre P.O. Box 92, BAWLF, Alberta.
Gordon James Martell	A 1201	Steward RCNR	Mother; Mrs. Annie Martell, 66 Hollis Street, HALIFAX, N.S.
Ewen Archibald Moore	2828	Able Smn. RCN	Mother; Mrs. Jean Moore, 177 Maddock Avenue, VICTORIA, B.C.
John A. McKinnon	21659	Sto. II RCN	Mother; Mrs. Marian McKinnon, WADENA, Sask.
Gerard Marie McKenny	40577	P.O. Steward RCN	Mother; Mrs. M.F.McKenny, 52 St. Louis Street, QUEBEC, P.Q.
Stanley Meddings	2888	A.B., R.C.N.	Mother: Mrs. Mabel Meddings 448 Arlington Avenue, TORONTO, Ontario.
John Parnell	A1299	A/Ldg. Smn. RCNR	Wife; Mrs. Irene Parnell c/o Mrs. W.A. Moxsom, ELMSDALE, Hants Co., N.S.
Ernest Arthur Parsons	21310	Ldg. Sto. RCN	Wife; Mrs. Louise M. Parsons, 65 Cunard Street, HALIFAX, N.S.
George Louis Proulx	21599	St. II RCN	Mother; Mrs. Ann Proulx MELVILLE, Sask.
Francis Gordon Ralph	21648	E.R.A. RCN	Father; Mr. Thomas Ralph, 928 Empress Avenue, VICTORIA, B.C.
Ernest Rothwell	40381	P.O. Steward RCN	Wife; Mrs. Violet Rothwell 8 Stairs Place, HALIFAX, N.S.

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NAME	NO	RATING	NEXT OF KIN
Donald Edward Snelgrove	3418	Ord. Smn. RCN	Mother; Mrs. Edith Snelgrove 2236 Osler Street, REGINA, Sask.
Francis D. Stapley	A 1399	Sto. I RCNR	Wife; Mrs. Mabel C. Stapley, 29 Cornwallis Street, HALIFAX, N.S.
Douglas K. Watson	V 7614	Ord. Smn. RCNVR	Mother; Mrs. Muriel Watson, 120 Geoffrey Street, TORONTO, Ontario.
James Edward Wickes	40518	Ldg. Cook (O) RCN	Wife; Margueretta Wickes, 1775 Denman Street, VICTORIA, B.C.
Ronald Chesley Young	3367	Ord. Smn. RCN	Father; Mr. George Young, 1353 Scarth Street, REGINA, Sask.

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NAME	RANK	ADDRESS (NEXT OF KIN)
B.A. Lewis	Commissioned Gunner (T)	Wife: Mrs. Dorothy R. Lewis, 638 Lampson St.,Esquimalt, B.C.
A.E. McMurtry	Lieutenant	Father: Mr. Alex O.McMurtry, 481 Prince Albert Avenue, MONTREAL, P.Q.
R.C. Pope	Lieutenant	Mother: Mrs. D.I. Pope, c/o Senator Pope, COOKSHIRE, P.Q.
J.W.R. Roy	Commander	Wife: Mrs. Eileen P. Roy, c/o Cdr. H. DeWolfe, 49½ Inglis St., Halifax, N.S.

NAME	RATING	NO.	ADDRESS (NEXT OF KIN)
Thomas Akam	Ch.E.R.A.,RCN	21214 Wife:	Mrs. Jean G.A. Akam c/o Mrs. Wm. McGrath McGrath's Cove, Halifax County, N.S.
Alfred W.B. Amyes	E.A., R.C.N.	21606 Wife:	Mrs. Margaret M. Amyes 945 Cloverdale Avenue Victoria, B.C.
George Archer	Ch.P.O., RCN.	2556 Wife:	Mrs. Mary A. Archer 538 Lampson Street Esquimalt, B.C.
Arthur Armstrong	Tel.,R.C.N.	2235 Wife:	Mrs. Gladys Armstrong, 6 Livingstone Place Halifax, N.S.
Robert S. Arnott	Ldg.Smn.,RCN.	X2639 Mother:	Mrs. Lillian Arnott 11 Vienna St. Halifax, N.S.
George Vallellie Aulenback	A.B., RCN.	2966 Uncle:	Mr. William E. Feener Liverpool, N.S.
Owen C. Baker	A.B., RCNR.	A1795 Sister:	Mrs. Rita Arnold, East Jeddore, Halifax County, N.S.
Thomas Morley Baker	A.B.,R.C.N.	3265 Father:	Mr. Harry F. Baker 2355 Heron Street Oak Bay, Victoria, B.C.
Israel Barrow	Sto.P.O., RCN.	X41077 Wife:	Mrs. Lilliam May Barrow 97 Summit Avenue Sault Ste. Marie, Ont.

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NAME	RATING	NO.	ADDRESS
William I Beattie	A.B.,RCNVR	V17026	Mother: Mrs. Pearl Beattie, LUCAN, Ont.
Gerald Joseph Beaucamp	A.B.,RCN	2807	Mother: Mrs. Constance Beaucamp, 2150 Oxford Street, VANCOUVER, B.C.
Edward J. Bingham	C.P.O.,RCN	1998	Wife: Mrs. Edna L Bingham, 3 Cabot Place, HALIFAX,N.S.
Joseph Philias Laurent Boileau	Boy Smn.,RCN	3496	Mother: Mrs. Florida Boileau, 2026 Dorion Street, MONTREAL, P.Q.
Charles H. Boutet	Ord. Smn.,RCN	3340	Mother: Mrs. Marie Boutet, 178 Royal Avenue, ST.LOUIS-DE-COURVILLE,P.Q
John Grant Brebber	A/Ldg.Sto.,RCN	21501	Mother: Mrs. Martha Flynn, c/o Postmaster (Box199), SHAUNOVAN, Sask.
John Henry Burnett	Sto.2Class,RCN	21619	Mother: Mrs. Jane Osborne, 1159 Old Esquimalt Road, ESQUIMALT, B.C.
William Allen Calder	Ldg.Smn.,RCN	2482	Mother: Mrs.Emily M. Calder, 1443 Tenth Ave., East, VANCOUVER, B.C.
Donald Leslie Campbell	A.B.,RCN	3086	Mother: Mrs. Jean Campbell, 4116 Kingsway, NEW WESTMINSTER, B.C.
Alexander Aylett Candy	Ldg.Smn.,RCN	2516	Father: Mr. George Candy, 298-3rd Avenue, KAMLOOPS, B.C.
Malcolm A. Cann	A.B., RCNR	A1717	Father: Mr. John L. Cann, R.R. No.3, Overton, YARMOUTH, N.S.
James Carse	Sto.2nd Cl., RCN	21666	Mother: Mrs. Jean McEwen, 1242-7th Ave.,East, VANCOUVER, B.C.
Victor Edward Carter	A/Ldg.Smn.,	2818	Mother: Mrs. Ada Carter, 1339 Harwood Street, VANCOUVER, B.C.

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Ward Donald Chedister	Ldg.Smn.,RCN	2661	Father: Mr. Willard Chedister, CADILLAC, Sask.
Ralph Leslie Clarke	Tel.,RCN	2824	Mother: Mrs. Enid F. Hamilton, 619 David Street, Victoria, B.C.
John Ward Cole	Sig.,RCN	3033	Mother: Mrs. Edna Cole, 1058 King Street, REGINA, Sask.
Leo C. Conway	A.B.,RCNVR	V2215	Wife: Mrs. Laura Conway, 254 Maynard Street, HALIFAX, N.S.
William H. Corbin	A/P.O.,RCN	2531	Wife: Mrs. Isabella Corbin, 665 Burnside Road, VICTORIA, B.C.
Thomas Coxon	A.B.,RCN	2838	Wife: Mrs. Lellean Coxon, 49 North Park Street, HALIFAX, N.S.
Alan Creighton Crane	E.R.A.,RCN	21550	Mother: Mrs. Dora Crane, 1037 Lyall St., ESQUIMALT, B.C.
Edward Arnott Cunningham	A.B.,RCN	2934	Mother: Mrs. Jean Cunningham, 1110-6th Avenue, NEW WESTMINSTER, B.C.
Stanley Gordon Day	Ldg.V.A.,RCN	40513	Wife: Mrs. Eileen Day, 2347 McBride Ave., VICTORIA, B.C.
Alex. J. Dickens	Ord.Smn.,RCNVR.	V9575	Mother: Mrs. Millicent Hurcus, 726 Mulvey Avenue, FORT ROUGE, Man.
Eric Curt Domeier	A.B.,RCN	3173	Mother: Mrs. Ida Domeier, 1713 Fifth Avenue, A North, LETHBRIDGE, Alta.
William Donaldson	Ldg.Smn.,RCN	2816	Wife: Mrs. Theresa Donaldson, 629 St. Paul St., KAMLOOPS, B.C.
Norman W. Edwards	Ord.Smn.,RCNVR	V6372	Mother: Mrs. Sarah Edwards, 147 Rochester Street, OTTAWA, Ont.
Vernon William Estabrooks	A.B.,RCN	2870	Wife: Mrs. Irene Estabrooks, Budge Street, SACKVILLE, N.B
Charles Edgar Feary	Ord.Smn.,RCN	3251	Father: Mr. Charles Feary, 1070 Athol Street, REGINA, Sask.

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NAME	RATING	NO.	ADDRESS (NEXT OF KIN)
Morris St. George Fenerty	P.O.Tel.,RCN.	2153	Wife; Mrs. Pearl May Fenerty 214 Agricola St., Halifax, N.S.
Robert Scott Ferguson	Ord.Smn.,RCN.	3239	Father: Mr. Duncan Ferguson, 1454 Princess Street Regina, Sask.
Ronald J. Fleming	V.A.,RCNVR.	V25157	Mother: Mrs. Stella Flemming Norton, Kings County, N.B.
James Augustine Francis	Cook (S) RCNR	A938	Wife: Mrs. Rachael Francis, 41 Henry Street, Halifax, N.S.
David George Frankham	Ord.Smn.,RCN	3313	Sister: Miss Lucy E. Frankham, 507 Head Street, Esquimalt, B.C.
Donald Lawrence Frayer	A.B.,RCN.	2809	Father: Mr. L.W. Frayer, c/o Hudson Bay Co., Vancouver, B.C.
Lawrence V. Frost	A.B.,RCNR.	A1777	Mother: Mrs. Ethel Frost, Westport, Brier Island, Digby County, N.S.
Raymond Harold Fuller	A.B., RCN.	3273	Mother: Mrs. Ada I. Fuller, 602 Garbalcy Road, Victoria, B.C.
John H. Gill	O.A.4th Cl., RCNVR	V5687	Mother: Mrs. W.J. Nieman, 2587 Bannantyne Avenue Verdun, P.Q.
William Edward Goldsmith	A.B., RCN.	3180	Father: Mr. Thomas Goldsmith, 1855 Burna Vista Road, R.R. #1, WHITE ROCK, B.C.
Harold F. Gray	Sto.,RCNVR.	V248	Mother: Mrs. Margaret Gray, 75 Agricola Street Halifax, N.S.
Neville Howard Guttridge	Sto. P.O.,RCN.	21314	Mother: Mrs. Bertha Guttridge 456 West 13th Avenue Vancouver, B.C.
Sydney C. Hancock	A/P.O., RCN	2622	Mother: Mrs. Gertrude Hancock, Irandale P.O., Ont.
Edgar Harrington	Sto.,RCN.	21680	Father: Mr. Freeman Harrington Parrsboro, N.S.
Ernest C. Hartley	Sto.,RCNVR.	V5395	Mother: Mrs. Elsie Hartley 205 Ontario St., West, Montreal, P.Q.
William James Harvey	A.B., RCN.	3021	Mother: Mrs. Jennie Harvey, 5335 Dumfries St., Vancouver, B.C.

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Renfred C. Heale	A.B.,RCN.	2689	Wife: Mrs. Marlowe Heale 34 Kenyon Road North End, Portsmouth,Eng.
John D. Hean	Ldg.Sig.,RCN.	2278	Wife: Mrs. Mary Ann Hean 4 Sebastian Place Halifax, N.S.
James Marin Henderson	Sig., RCN.	2939	Mother: Mrs. Iris Henderson 820 B Street N.E., Washington, D.C. U.S.A.
Selwyn Ruse Heycock	A.B.,RCN.	3283	Mother: Mrs. Mary Heycock 1164 Comox Street Vancouver B.C.
James Robert Holland	Sig.,RCN.	2882	Father: William Holland, 46 Dresden Row Halifax N.S.
Arthur George Holloway	Cook (S), RCN.	40487	Wife: Mrs. Thedosia Holloway, 86 North Street, Halifax, N.S.
Jack H. Hopper	Sto.,RCN.	21763	Father: Mr. James Hopper, 131 Bleinheim Road, DEAL, Kent, England
Ackland Hubert Jones	Ord.Smn. RCN.	3421	Mother: Mrs. Margaret Jones, 5025 Cypress Street Vancouver B.C.
Alfred Ernest Jones	Boy Smn.,RCN	3422	Mother: Mrs. Lily Jones, R.R. #3 Cloverdale, B.C.
Robert Keeping	A.B., RCNR	A1178	Sister: Miss Isabel Keeping, Burnt Islands, Newfoundland.
James George Kelly	E.R.A., RCN.	21390	Wife: Mrs. Eva J. Kelly, 244 Barrington Street, Halifax, N.S.
Thomas A. Kirk-wood	Ord.Smn.,RCN.	3499	Mother: Mrs. Elinor Kirkwood, 965 Dunlop Ave. Outremont, P.Q.
Kenneth Harvey Kyle	A.B.,RCN.	3182	Father: Mr. John Kyle 1326 2nd Avenue, N.W., Moose Jaw, Sask.

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Michael Laak	Ldg.Smn., RCNVR.	V13193	Mother: Mrs. Annie Laak, 620 - 6th Ave. East, Calgary, Alta.
Thomas Harry Lamb	E.R.A.,RCN	21552	Mother: Mrs. Fanny Lamb Marigold P.O.; Saanich, B.C.
Marcel Legault	Sto.I,RCN.	21416	Mother: Mrs. Legault, 10537 Iberville St. Montreal, P.Q.
Joseph Edward Lemieux	Sto.P.O., RCN.	21248	Wife: Mrs. Margaret Lemieux, 14 Kent Street, Halifax, N.S.
James Lindsay	Sto.P.O.,RCN.	21289	Wife; Mrs. Elizabeth Lindsay, 279 Agricola St., Halifax, N.S.
Gordon W. MacDougall	Ship't, RCN.	40667	Mother: Mrs. E.A. MacDougall Spryfield P.O., Halifax, N.S.
Ronald Mackie	A.B.,R.C.N.	3263	Mother: Mrs. Violet Mackie 66 - 40th Avenue East, Vancouver, B.C.
William James McAlister	Ord.Smn.,RCN	3389	Mother: Mrs. Catherine McAlister Box 73; Easton, Sask.
James C. McConnell	S.B.A., RCNVR.	V6389	Uncle: Mr. George Campbell, 346 Gloucester Street Ottawa, Ontario
Edward McIldoon	Ldg.Smn., RCN	2819	Wife: Mrs. Isabel McIldoon, 1205 Juna Street, Esquimalt, B.C.
Desmond Scott McKinnon	Ch.Sto., R.C.N.	21202	Wife; Mrs. Mary McKinnon, 202 Dundas Street, Victoria, B.C.
William R. McLuskie	V.A.,RCNVR.	V25209	Mother: Mrs. Jean McLuskie 2 Berlin Street, Halifax, N.S.
David Alexander McTaggart	Tel., RCN.	2710	Mother: Mrs. James H. McTaggart 462 Stadacona West, Moose Jaw, Sask.
John Joseph Mara	P.O.,RCN.	2489	Wife: Mrs. Annie M. Mara, 105 Hawthorn St. Dartmouth, N.S.
Jean M. Martin	Ldg.Sto.,RCN	21407	Mother: Mrs. Lydia Martin, 5954 Cartier St., Montreal, P.Q.
Merle C. Martin	A/Cook (S) RCNVR.	V25198	Father: Mr. William J. Martin 67 Agricola Street, Halifax, N.S.

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Sydney T. Martin	P.O. Cook (S)	40406 RCN	Wife; Mrs. Mary Ruth Martin, 435 Brunswick St., HALIFAX, N.S.
Thomas H. Matthews,	A.B., RCN	3136	Father, Mr. Leonard Matthews, 338 King's Road East, NORTH VANCOUVER, B.C.
William Henry Maynard	Steward, RCNR	A826	Mother; Mrs. Lilly Snow, 51 Agricola Street, HALIFAX, N.S.
Charles Blackburn Meadows	Ord. Tel., RCN	3012	Father; Mr. Ernest Meadows, 2323 Wark St., VICTORIA, B.C.
Francis Millan	A.B., RCN	2711	Wife; Mrs. Mary R. Millan, 827 Pandora Ave., VICTORIA, B.C.
James Bertram Miller	A.B., RCN	2592	Wife; Mrs. Frances D. Miller, 1219 Carlisle St., ESQUIMALT, B.C.
James Ralph Millar	Ord.Smn., RCN	3475	Mother; Mrs. Nellie Miller, 74 -3rd Ave., OTTAWA, Ont.
Frederick John Mills	Ord.Smn., RCN	3231	Mother; Mrs. Margaret Mills, 4014 Cambridge St., VANCOUVER, B.C.
Ronald J. Moore	Ord.Smn., RCNVR	V273	Father; Mr. James Moore, 66 Hollis St., HALIFAX, N.S.
Gordon W. Munro	Ldg. Smn., RCN	2995	Mother; Mrs. Violet C. Munro, 26½ Clarence St., HALIFAX, N.S.
Wallace Haig Murray	St.I.RCN	21569	Father; Mr. James de Pas Murray, 2324 Heywood Ave., WEST VANCOUVER, B.C.
Russell Edward Mylrea	St.,II RCN	21597	Mother; Mrs. Margaret Mylrea, 542 Assiniboine St., WINNIPEG, Man.

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Cyril A. Norris	Tel, RCN	2686	Mother: Mrs. Emma Norris, 89½ Gottingen St., HALIFAX, N.S.
Clarence Joseph Olson	Ord.Smn.,RCN	3326	Mother Mrs. B. Olson, Box C. INVERMAY, Sask.
Ole Adrian Olson	Sto.I,RCN	21555	Mother Mrs. Bessie M. Olson, Box 41, ROBSART, Sask.
Ernest Kenneth Overy	A/Sto.P.O., RCN	21344	Wife: Mrs. Winnifred Overy, 26 Stairs Place,HALIFAX,N.S.

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NAME	RATING	NO.	ADDRESS (NEXT OF KIN)
John C. Pegnam	P.O.,RCN	3227	Wife: Mrs. Gladys Pegnam, 7002 Durocher St., MONTREAL, Que.
Selby Jack Penney	A.B.,RCNR	A991	Wife: Mrs. Lila K. Penney, 560 Robie St., HALIFAX, N.S.
Clifford Petts	Ldg.Smn., RCNVR.	V7403	Wife: Mrs. Evangeline E. Petts, 225 Kingston Road, TORONTO, Ont.
Harold R. Ponder	A.B.,RCN	3632	Mother: Mrs. Isobel Ponder, Box 103, SMITHERS, B.C.
Stephen Bruce Powell	Ord.Smn.,RCN	3333	Father: Mr. Ernest J. Powell, 433 Lydia Street, SARNIA, Ont.
Robert Benzie Reid	O.A.4/c,RCN	21639	Father: Mr. William Reid, MILLTOWN, N.B.
William Dalton Robertson	Sto.I,RCN	21566	Mother: Mrs. Della Robertson, Box 861, SWIFT CURRENT, Sask.
Frederick E. Rowe	Ldg.Smn.,RCN	2719	Wife: Mrs. Rita Rowe, 356 Robie St., HALIFAX, N.S.
Edward Grant Rowse	Ldg.Smn.,RCN	2926	Mother: Mrs. Edward H. Rowse, 1329 - 15th Avenue, West, CALGARY, Alta.
Leslie Sanders	A.B.,RCN	3494	Mother: Mrs. E. Sanders, 427½ Agricola Street, HALIFAX, N.S.
Donald H. Simpkin	Ldg.V.A.,RCN	40525	Mother: Mrs. Mary E. Simpkin, 123 Duncan Street, HALIFAX, N.S.
Edward Lomas Skinner	A.B.,RCN	3306	Mother: Mrs. Beryl F. Skinner, 5th Street, SYDNEY, B.C.
Cedric Smith	Ldg.Sig.,RCN	2533	Mother: Mrs. Maria B. Smith, 9215 - 87th Street, EDMONTON, Alta.
George Smith	E.A.,RCNVR	V5469	Mother: Mrs. Catharine Smith, 2611 Holt Street, Rosemount, MONTREAL, P.Q.
Gordon E. Smith	A.B.,RCNVR	V3220	Friend: Miss Esther C. Napier, 211 Champ Fleuri, QUEBEC, P.Q.

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NAME	RATING	NO.	ADDRESS
Robert Smith	Ord.Smn., RCN	3317	Mother, Mrs. Emma Smith, 2100 Gallagher Ave., WINNIPEG, Man.
Robert B. Smith	Ord.Smn., RCNVR	V266	Mother; Mrs. Mary Smith, 471½ North Street, HALIFAX, N.S.
David Baker Smithson	A.B., RCN	3279	Mother; Mrs. Bertha L. Smithson, 19B Allowance Ave., MEDICINE HAT, Alta.
Ernest Walter Snowsell	A.B., RCN	3308	Mother, Mrs. Hilda Snowsell, Box 567, KELOWNA, B.C.
Thomas Standing	Ldg.Smn., RCN	2415	Wife; Mrs. Alice Standing, 720 Yates Street, VICTORIA, B.C.
H.G. Stark	Tel.,RCN	V6408	Father; Mr. James S. Stark, CARLETON PLACE, Ont.
Richard H. Stephens	St. I., RCNVR	V5387	Sister, Miss Theao G. Stephens, c/o Mrs. Tickle, 315 Dingel Park Road, LIVERPOOL, England.
William Todos	Ord. Smn., RCN	3398	Mother; Mrs. Mary Todos, 545 Q Avenue North, SASKATOON, Sask.
John Comber Underwood	A.B.,RCN	3072	Mother; Mrs. Annie E. Underwood, 1215 Pembroke Street, VICTORIA, B.C.
Joseph Raoul Venne	V.A.,RCN	40502	Mother; Mrs. Matilda Venne, L'ASSOMPTION, P.Q.
William Walker	Ldg.Sto.,RCN	21275	Wife; Mrs. Ethel Walker, 639 Constance Ave., ESQUIMALT, B.C.
Harry Watkins	Ord.Sig.,RCN	3031	Father; Mr.George Watkins, Suite 5 Parkleigh Apts., 265 Morley Avenue, WINNIPEG, Man.
Horace Merle Webb	Ldg.Smn.,RCN	2822	Mother; Mrs. Ethel Webb, 573 Manchester Street, VICTORIA, B.C.
Valentine Gordon Webb	St.P.O.,RCN	21195	Wife; Mrs. Mary Webb, 4321 Cambridge Street, VANCOUVER, B.C.

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NAME	RATING	NO.	ADDRESS
Lincoln E. Weiser	Sto.I.RCN	21672	Wife; Mrs. Ada Jean Weiser Crossfield, R.R. 1, c/o Box 39, Alta.
Victor S. Wheeler	Ord.Smn., RCN	3268	Mother; Mrs. Freda Wheeler, NANTON, Alta.
Allan Ernest Wight	Sto. II RCN	40555	Mother; Mrs. Gertrude Wight, 126 Lebreton Street, OTTAWA, Ont.
Robert Williams	A.B.,RCN	2805	Mother; Mrs. Rachael Williams, 1343 Esquimalt Road, ESQUIMALT, B.C.
Daniel Curtis Willis	A.B.,RCN	3175	Mother; Mrs. Celia Willis, HANNA, Alta.
Charles M. Wilson,	P.O.,RCN	2371	Mother; Mrs. Elizabeth E. Wilson, Beverley Hotel Apartments 724 Yates Street, VICTORIA, B.C.
George Reynolds Wilson	E.R.A.,RCN	21651	Sister; Miss Margaret Wilson, 108 North Street, HALIFAX, N.S.
Stanley E. Wood	A.B.,RCN	3094	Wife; Mrs.Lola B.Wood, 1837 Crescent Road, VICTORIA, B.C.
Alfred Young	A. B.,RCN	3007	Sister; Miss Isabel Young, 1353 Scarth Street, REGINA, Sask.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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CROSS REFERENCE SHEET

C278967

Name or Subject: Press Statement by P.M.

File No.: M/C - Navy

Regarding:

Date: October 28, 1940

re loss of "Margaree"

SEE

Name or Subject

File No.

P.M.-Press Statements

REQ. 382
5,000—14-6-39

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J-4, Volume 396, pages C278444-C279232

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C 278968

COPY

Office of the
High Commissioner for Canada,
Canada House,
London, S.W.1.
5th November, 1940.

No. 633

Sir,

In a communication which I have just received from the First Lord of the Admiralty Mr. Alexander makes the following reference to the recent loss of H.M.C.S. Margaree.

> "May I take the opportunity of expressing my deep personal regret at the loss of this fine ship and of many officers and men. They cooperated splendidly with the home flotillas in their arduous task and we shall not forget the invaluable services they rendered to the common cause."

I have the honour to be,
Sir,
Your obedient servant,

(sgd) VINCENT MASSEY

Rt. Hon. the Secretary of State
for External Affairs,
Ottawa.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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"R"

C 278969

M/C Naval

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

IMMEDIATE

CYPHER

No. 1995

LONDON, December 2nd, 1940.

re U.K. warships

No. 1995. Admiralty have received message from H.M.S. "Rochester" saying that message intercepted from H.M. C.S. "Saguenay" reporting struck by torpedo on starboard hand. Further message from H.M.S. "Highlander" reports "Saguenay" proceeding stern first, "Highlander" screening. No information available as to whether any casualties.

MASSEY

Rec'd Ottawa 1:44 P.M.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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"R"

C 278970
M/C Naval

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

IMMEDIATE

CYPHER

NO. 1996

LONDON, December 2, 1940.

No. 1996. My telegram No. 1995 of December 2nd. Following from F.O. I/c Greenock, Begins:

Sailed "Scheide" to assistance of "Saguenay". Ends. Message timed 12:04/2.

MASSEY

Rec'd Ottawa, 7:23 p.m.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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C 278971

Press Release

December 10, 1940

The loss, announced this morning, of the brave men who gave their lives in the cause of freedom when H.M.C.S. Saguenay engaged the forces of the enemy in the Eastern Atlantic will be deeply felt throughout the Dominion. Personally, and on behalf of my colleagues in the government, and indeed on behalf of all the people of Canada, I desire to express heartfelt sympathy to the next of kin of those who perished in this action, and our fervent hope that the wounded will speedily recover. The Saguenay, from reports received, bore herself in action in accordance with the highest traditions of British naval warfare. We have reason to feel grateful that the list of killed and wounded is fortunately comparatively small, and that the destroyer herself with other officers and men aboard has reached port in safety. The names and the memory of those who have been killed in action will be held in high honour by our country whose name and honour they, themselves, have so splendidly upheld.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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C 278972

NAVAL MESSAGE

TO: H.M.C.S.ST.LAURENT
H.M.S.VISCOUNT
(R) C. IN C. WEST.APP.
N.O.I/C.GREENOCK
N.O.I/C LIVERPOOL
CAPT. (D) GREENOCK
CAPT. (D) LIVERPOOL
C.N.S. CANADA 739

FROM:
ADMIRALTY

IT APPEARS PROBABLE THAT THE ATTACKS OF "H.M.C.S. ST.LAURENT" AND "H.M.S.VISCOUNT" ON 2ND DEC.1940 ACHIEVED DESTRUCTION OF A U-BOAT.

THEIR LORDSHIPS CONGRATULATE CAPTAINS,OFFICERS AND SHIPS COMPANIES ON SKILL AND PERSISTENCE WITH WHICH THE ATTACKS WERE CONDUCTED.

1632/13

(PREL. TO C.N.S.,D.C.N.S.,D.O.D.,D.N.I. AT 1748/13)

L/T CYPHER REC'D SDO AN 13/1/41 3672
1740/13

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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C 278973 Naval

ODS/HMP.
January 15th, 1941.

MEMORANDUM FOR THE

PRIME MINISTER -

The Naval Service say that it is desired that no publicity be given to the notification of the sinking of the U-Boat by the ST. LAURENT and VISCOUNT.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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C 278974 ODS/ET M/C-Navy
20 Jan., 1941

MEMORANDUM FOR THE

PRIME MINISTER:

You will recall that when the request of the United Kingdom for additional destroyers was received in December, you instructed that the matter be brought to the attention of the United States.

This was done in a letter to Mr.Mahoney of December 31st, enclosed. A reply was received from Washington on January 10th, stating that the Navy Department have no present intention of extending their patrol. I understand the Admiralty were informed last month that the desired Canadian destroyers would be sent.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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SECRET

Ottawa, 31st December, 1940

Dear Mr.Mahoney,

C278975

The Minister of National Defence for Naval Services has been considering for some time the possibility of building destroyers or small cruisers in Canada. This is particularly important in view of the delays which have arisen in completion of destroyers ordered in the United Kingdom. You may have noted that a large destroyer was launched in Australia last week, the first of a new series to be built there.

A request was sent to the Admiralty to release a few key men to assist in the undertaking, but a reply has been received that under present conditions that is not feasible, and London has suggested that we should enquire into the possibility of obtaining technical assistance from the United States. The Canadian Naval Attaché in Washington has been directed by the Minister to explore the situation in the United States and enquire into the suitability of United States plans and specifications and availability of technical assistance.

There is another phase of the destroyer situation with which it is desired you should deal. This past week an urgent request has been received from the United Kingdom Government for the despatch of additional Canadian destroyers to serve in cooperation with the Royal Navy in the north west approach to the British Isles where the need is great. If this request were met, it would leave for the protection of Canada's Atlantic coast only two destroyers at present sea-worthy. Two other destroyers are undergoing repairs in eastern ports and the cruiser "Caradoc" is stationed in the West Indies. In view of Canada's interest in North American defence, it is considered the United States should be informed of this urgent request, to which the Canadian Government are anxious to accede. Informal enquiry might be made as to whether the United States contemplate extending further their patrol in North Atlantic waters.

Yours sincerely,

O.D.SKELTON

M.M.Mahoney, Esquire,
Chargé d'Affaires,
Canadian Legation,
Washington, D.C.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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"R" C 278976

TELEGRAM

From THE CANADIAN MINISTER IN THE UNITED STATES

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER

NO. 17

WASHINGTON, January 10th, 1941

No. 17. Dr. Skelton's letter December 31st, third paragraph; destroyers to United Kingdom waters.

State Department inform us that Navy Department have no present intention of extending their patrol in north Atlantic waters.

CHARGE D'AFFAIRES

Rec'd Ottawa 3:59 p.m.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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C 278977 NAR/AH

March 7th, 1941.

MEMORANDUM FOR THE PRIME MINISTER.

We have received today, under cover of a despatch from the Legation at Washington, a memorandum from Commodore V.G. Brodeur tendering his resignation as Naval Attaché at the Legation. I understand from the Minister of National Defence for Naval Services that he hopes to have an opportunity of discussing Brodeur's resignation with you. In the meantime he has himself written to Brodeur and received a telegram in reply today to the effect that Brodeur will withdraw his resignation if his allowances are increased sufficiently to bring his total income up to that received by the Air Attaché, Air Commodore Kenny.

The allowances of the Service Attachés are admittedly out of line with each other. To bring them into line by raising them to the sum that Air Commodore Kenny gets would bring them further out of line with the allowances paid to Mahoney and Wrong, who are equally senior officials, doing more responsible work and under rather heavier social obligations. The allowances paid to the Service Attaches are provided by their respective departments, but the action taken is bound to have repercussions on the position of our officers in Washington and should, I think, be considered in relation thereto.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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Memorandum of papers sent to Prime Minister April 2,1941

Memorandum for the Prime Minister re interception of "Munchen" and "Hermonthis".

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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C 278979 MIC Navy

NAR/SR
2.4.41

MEMORANDUM FOR THE PRIME MINISTER

Naval Services advise that the German ships "Munchen" and"Hermonthis", which left Callao, Peru, on April 1st have been intercepted by the "Prince Henry". Both ships are on fire and reports indicate that there is little hope of salvaging either. The crew of the "Hermonthis" are on board the "Prince Henry" and efforts are being made to pick up the crew of the second vessel.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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C 278980 Naval

DEPARTMENT OF NATIONAL DEFENCE
NAVAL SERVICE

Ottawa, Canada.

May 25th, 1941.

Dear Mr. Robertson,

Confirming conversation yesterday afternoon I trust that the following summary from Admiralty signals which you desire before noon today, will meet your requirements. Mr. Macdonald will have informed the Prime Minister of important references, and regarding Newfoundland situation.

1100B/24. German Battleship "BISMARCK" and Cruiser "PRINZ EUGEN" 62°17' North 35°00' West, course 215° speed 24 knots. "BISMARCK" has received some damage, "NORFOLK" "SUFFOLK" and "PRINCE OF WALES" are in touch with the enemy. "PRINCE OF WALES" has two guns out of action. "HOOD" blown up by unlucky hits.

"KING GEORGE V" with "REPULSE" "VICTORIOUS" "KENYA" and "AURORA" may be about 230 miles to Eastward of enemy's position.

"RODNEY" with destroyers has been ordered to steer a closing course.

"RAMILLIES" has been ordered to place herself to Westward of enemy.

"MANCHESTER", "BIRMINGHAM" and "ARETHUSA" to establish patrol line.

Force H. is proceeding Westward from Gibraltar.

"EDINBURGH" to close and take over as standby shadower.

During the day a continuous series of signals from "NORFOLK" "SUFFOLK" and "PRINCE OF WALES" were received which indicated that they were successfully keeping up contact with the enemy and that the enemy was moving South and West.

At 1840B/24 "PRINCE OF WALES" reported the enemy in approximately 59°00' North 36°00' West.

At 2151B/24 "NORFOLK" was still in touch in position 58° North 36°30' West.

At 0130/25 "PRINCE OF WALES" had the "BISMARCK" in sight in position 58°North 36°24' West.

At 0238B/25 "NORFOLK" gave "BISMARCK'S" position as 56°03' North 36°18' West.

N.A. Robertson, Esq.,
Under-Secretary of State
for External Affairs,
Ottawa, Canada.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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At 0441B/25 "SUFFOLK" reported having lost touch but this signal did not indicate which of the enemy vessels she had been shadowing. Up to this time neither "NORFOLK" nor "PRINCE OF WALES" had given any indication of having lost touch with that part of the enemy force they were shadowing.

Afternoon 24th Admiralty asked C.N.S. to have long-distance aircraft available for reconnaissance from Newfoundland. This was done with the co-operation of R.C.A.F.

Admiralty made a signal at 2023B/24 giving a report of the situation at 1800/24. This showed "NORFOLK" "SUFFOLK" and "PRINCE OF WALES" still in touch. "KING GEORGE V" "REPULSE" "VICTORIOUS" and two cruisers were then in estimated position 58° N. 30°W. "RODNEY" in approximately 56N.28 W. with 3 or 4 destroyers. "RAMILLIES" approximately 45°45' N. 35°40' W. ordered to place herself to westward of enemy.

"MANCHESTER" "BIRMINGHAM" and "ARETHUSA" returning from North East of Iceland were proceeding to fuel at Hvalfiord.

"REVENGE" had left Halifax.

At 0430/25 (DST) Admiralty's 0741B/25 was received. This reported that our forces had lost touch with the enemy at 0306 in approximate position 56°30'N. 36°00'W. As this signal indicated that aircraft search would be needed C.O.A.C. in conjunction with Eastern Air Command prepared to bring air search into operation.

Admiralty's 1047/25 estimated the enemy's position at 0825B/25 as 57°N. 33°W. H.M.S. "RODNEY" and "RAMILLIES" were taken under orders of C-in-C Home Fleet and revised search commenced.

I am sending you a copy of this letter for Mr. Heeney if you please, in lieu of numerous intercepted and several addressed signals.

Our records show four R.C.N. Midshipmen in H.M.S. "HOOD".

At 9:30 A.M. Ottawa, no further reports that contact has been remade with the enemy. Estimated position of "BISMARCK" and "PRINZ EUGEN" 1010 miles North East of St. Johns, Nfld.

Yours very truly,

(Signed) BARRY GERMAN

P.S.: U.S. Navy Department have ordered out observation planes from Argentia Nfld., they have no warships in vicinity of present estimated position of "BISMARCK" and "PRINZ EUGEN" 1030 A.M. Ottawa.

B.G.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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C278982

FILE:

MILITARY CO-OPERATION with UNITED KINGDOM

Vol. I.

4) Navy

(a) Naval Service Reports
(Department of National Defence)

- -

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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C 278983 Navy

Department of National Defence QUOTE NO. CONFIDENTIAL.

(Naval Intelligence & Plans Divn.) Ottawa, Canada.

26th September 1939.

FROM: THE DIRECTOR OF NAVAL INTELLIGENCE, OTTAWA.

TO : THE SECRETARY TO THE PRIME MINISTER, OTTAWA.

The enclosed information may be of interest to the Prime Minister.

(E. S. BRAND).
COMMANDER, R.N.
Director of Naval Intelligence.

Enclosure

NAT. DEF. A-168-A

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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A reliable report was received last week to the effect that the Port of Salina Cruz, on the West Coast of Mexico, which had fallen into disuse had been re-opened with great secrecy and was showing signs of considerable activity.

A later report, judged to be fairly reliable, indicates that a German Submarine, carrying two guns, fuelled at Salina Cruz and sailed on 19th or 20th September.

Salina Cruz is about 16 days steaming at cruising speeds from our West Coast Ports. We cannot, of course, tell whether this Submarine intends to operate off the Western end of the Panama Canal or whether it will proceed Northward to the West Coast of Canada.

There are 21 German merchant ships in the Pacific; most of these are at present in Neutral Ports but all are capable of putting to sea as either disguised raiders or Submarine Supply Ships.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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C 278985

Nat. Def. Information

CANADA

Department of National Defence QUOTE NO.

SECRET.

(Naval Intelligence & Plans Divn.) Ottawa, Canada.

2nd October 1939.

FROM: THE DIRECTOR OF NAVAL INTELLIGENCE, OTTAWA.

TO : THE SECRETARY TO THE PRIME MINISTER, OTTAWA.

Information has been received that the German Pocket Battleship "ADMIRAL SCHEER" is operating off the East Coast of South America. She is already known to have sunk a British Ship, S.S. "CLEMENT". All shipping is being warned.

This may be of interest to the Prime Minister.

(E. S. BRAND).
COMMANDER, R.N.
Director of Naval Intelligence.

NAT. DEF. A-168-A

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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Mil. Co-op.
"Naval Efforts."

C 278986 **MOST SECRET.**

file

SUMMARY OF NAVAL INTELLIGENCE AND PROJECTED MOVEMENTS
10th OCTOBER 1939.

Considerable evidence makes it clear that the German policy is now to use a number of Armed Raiders against British shipping on the Trade Routes all over the world. These Armed Raiders probably include "pocket" battleships, large cruisers and armed merchant ships.

To meet this threat the Admiralty are making the following dispositions -

(a) The organisation of "hunting" groups in various focal areas. These groups consist of vessels at least able to damage, if not to destroy, "pocket" battleships.

(b) The abandonment of Convoy from Jamaica. All homeward convoys will in future assemble at Halifax.

(c) The provision of two Battleships and two Cruisers at Halifax for ocean escort of Convoys.

(d) The provision of a British Cruiser at Esquimalt for operations off our West Coast.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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C 278987 Navy

CANADA

Department of National Defence (Naval Service).

QUOTE NO.

MOST SECRET.

Ottawa, Canada,

22nd October 1939.

FROM: THE CHIEF OF THE NAVAL STAFF OF CANADA, OTTAWA.

TO : THE SECRETARY TO THE PRIME MINISTER OF CANADA, OTTAWA.

The German Pocket Battleship "Deuchland", which carries aircraft, has been reported by a Norwegian ship on October 14th in a position about 360 miles due East of St. John's, Nfld. She has not been heard of since.

On receipt of this report the Admiralty and Commander in Chief, America and West Indies, took immediate steps to dispose available vessels in such a manner as to endeavour to protect Convoys and shipping now in that area.

H.M. Ships "Enterprise" and "York" have been ordered out of Halifax to proceed to the Eastward.

H.M. Ships "Berwick" and "Perth are leaving Bermuda for the North Eastward.

The two Convoys due to sail in the next day or two will be escorted by Battleships. H.M. Ships "Repulse" and "Furious" have been ordered into the Atlantic from Scapa, and are subsequently to fuel at Halifax.

The "Duchess of Richmond", which left Montreal on Friday last, was given a route which takes her well to the Northward of "Deuchland's" reported position whilst "Cameronian", which left New York on the same day, was given a route which takes her well to the South of "Deuchland". It is to be hoped that neither of these vessels will be intercepted. It avidently appears to the Admiralty (who know of these routes) better to let them go on now than to send them back to American and Canadian waters, which movements might increase "Deuchland's" chances of intercepting one or both of them.

All merchant ships are being warned by coded broadcast of the presence of the German ship in the Atlantic.

(PERCY W. NELLES).
REAR ADMIRAL, R.C.N.
Chief of the Naval Staff.

Nat. Def. A-168

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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C 278988 Nat. Def. Naval Service.

CANADA

QUOTE No. MOST SECRET.

Department of National Defence

(Naval Service). Ottawa, Canada,

16th October 1939.

FROM: THE CHIEF OF THE NAVAL STAFF OF CANADA, OTTAWA.

TO : THE SECRETARY TO THE PRIME MINISTER OF CANADA, OTTAWA.

H.M. Ships "Resolution" (flying the Flag of Rear Admiral L.E. Holland), "Revenge", "Emerald", "Enterprise" and "Caradoc" arrived at Halifax at 0800 this morning, bringing with them on board £10,000,000 gold bullion.

H.M.S. "Caradoc", after disembarking bullion, is proceeding to Bermuda and thence to Esquimalt where she will relieve H.M.C.S. "Ottawa" and "Restigouche" for general operations and patrol off our Pacific Coast.

The two Battleships and two "E" Class Cruisers have been sent to provide ocean escorts for Convoys leaving Halifax as a counter measure against the possibility of Convoys being attacked by Pocket Battleships or other heavily armed surface craft.

It is indicated that a German submarine is in the vicinity of Newfoundland, and another further to the Southward.

(PERCY W. NELLES).
REAR ADMIRAL, R.C.N.
Chief of the Naval Staff
of Canada.

NAT. DEF. A-168-A

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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R:

C 278989

Naval Service Reports

CANADA

Department of National Defence QUOTE NO.

MOST SECRET.

(Naval Service). Ottawa, Canada,

25th October 1939.

FROM: THE CHIEF OF THE NAVAL STAFF OF CANADA, OTTAWA.

TO : THE SECRETARY TO THE PRIME MINISTER OF CANADA, OTTAWA.

H.M.C.S. "ASSINIBOINE" (ex-H.M.S. "KEMPENFELT") was taken over in England by the Royal Canadian Navy on the 19th October and will sail for Halifax about second week in November.

E. Brooughton
for Comdr.

(PERCY W. NELLES).
REAR ADMIRAL, R.C.N.
Chief of the Naval Staff.

Nat. Def. A 168a

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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C 278990 Navy

CANADA

Department of National Defence QUOTE NO.

(Naval Service). Ottawa, Canada,

CONFIDENTIAL.

31st October 1939.

FROM: THE CHIEF OF THE NAVAL STAFF OF CANADA, OTTAWA.

TO : THE SECRETARY TO THE PRIME MINISTER OF CANADA, OTTAWA.

The following extracts from Admiralty signals may be of interest to the Prime Minister:

"Blockading squadrons brought in the following enemy merchant vessels: BIANNCHEU, GLORIA, POSEIDON, BISCAYA, totalling 19,165 tons to be dealt with by Prize Court in due course. In addition to these the 4,574 ton GONZENHEIN scuttled herself to avoid capture.

The German merchantman EMMY FRIEDERICH, 4,300 tons, scuttled herself near Bermuda on October 27th to avoid capture. The German communique stating that they have sunk 115 ships totalling 475,000 tons and have only lost 3 submarines is absolutely untrue. The actual figures till midnight 28th/29th October are 52 merchant vessels of 210,586 tons, 6 French merchant vessels of 42,061 tons and 29 neutral ships 73,000 tons.

The First Lord stated on October 17th that 13 "U" Boats sunk, 5 seriously damaged and several others damaged."

(PERCY W. NELLES).
REAR ADMIRAL, R.C.N.
Chief of the Naval Staff.

Nat. Def. A 168a

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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M/C - Navy

C 278991

CANADA

Department of National Defence QUOTE NO._____ MOST SECRET

NAVAL SERVICE Ottawa, Canada,

26th August, 1940.

FROM - Chief of the Naval Staff, Department of National Defence, Ottawa.

TO - Secretary to the Prime Minister.

- Secretary to the Minister. for Naval Services.

The enclosed signals show that a slow convoy of 40 ships which left Sydney, C.B., 15th August was met and attacked by a U-boat some distance to the westward of the normal U-boat area.

The escorting vessel, "H.M.S. PENZANCE", was sunk and it appears from the second signal that five ships of the convoy are at present missing. These may have either been sunk or scattered after the original attack.

The Admiralty are at present of the opinion that this U-boat may be on her way to operate off Canadian Coast and subsequent information tends to confirm this.

for

(PERCY W. NELLES),
Rear-Admiral, R.C.N.
Chief of the Naval Staff.

NAT. DEF. A-168

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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C 278992

S. 1320H
5 Mil.-5-40 (4975)
N.S. 815-9-1320H

NAVAL MESSAGE

To: CAPT. D. 9TH DESTROYER FLOTILLA
(R) ADMIRALTY 156
H.M.S. HIGHLANDER
H.M.S. HURRICANE
H.M.S. VOLTAIRE

From: C.IN C. WESTERN APPROACHES

" IMMEDIATE "

VIA RUGBY W/T

MY 0127/25. H.M.S. "PENZANCE" ESCORTING CONVOY S.C. 1 SUNK BY U-BOAT IN 056° 16' N. 027° 19' W. AT 1842 24TH AUGUST G.M.T. (X T) H.M.S. "HIGHLANDER", H.M.S. "HURRICANE" JOIN CONVOY AS QUICKLY AS POSSIBLE. CONVOY ROUTED THROUGH 057° 50' N. 022° 30' W. 057° 25' N. 018° 10' W. TO RENDEZVOUS IN 057° 40' N. 016° 46' W. AT 0530 BRITISH SUMMER TIME 27TH AUGUST SPEED 7 KNOTS. H.M.S. "VOLTAIRE" JOINING AS OCEAN ESCORT.

0147/25

W/T CYPHER REC.SDO 0855/25 E.M. 25.8.40 4479

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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S. 1320H
5 Mil.-5-40 (4975)
N.S. 815-9-1320H

NAVAL MESSAGE

C 278993

IMMEDIATE

To:
C INC WESTERN APPROACHES
CAPT. (D) 9TH DESTROYER"FLOTILLA"
"H.M.S. VOLTAIRE"

From:
"H.M.S. HIGHLANDER"

MAIN PORTION S C ONE. 35 SHIPS. POSITION 057° 32' NORTH 024° 19' WEST COURSE 060° SPEED 7 & 4.

1809/25

W/T CODE REC'D S.D.O. RK 25.8.40 4526
1545/25

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GERMANY

Naval Report

German battle cruisers "Scharnhorst" and "Gneisenau" were sighted on afternoon of March 8 about midway between Canary Islands and Cape Verde Islands

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EASF
Can. Corps

278995

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

IMMEDIATE

CODE

No. 1119

LONDON, July 13th, 1940.

No. 1119. Reference paragraph 8 of your telegram No. 930, July 11th. Following the usual practice, the War Office is making no announcement but have agreed that the following announcement may now be made in Canada:

"With the consent and approval of the Government of Canada, the War Office has set up a new Corps which will include the First Canadian Division and its ancillary units, together with certain British formations. The new Corps will be commanded by the present G. O. C., First Canadian Division. Later, when further formations and units become available from Canada for service in the field, this Corps will be developed into a Canadian Corps".

Important that no reference be made to number of new Corps or the designation of any British constituent.

HIGH COMMISSIONER

Rec'd Ottawa, 2:30 p.m.

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PRESS CLIPPINGS MC/CC

Office of
The Prime Minister

Name of Publication OTTAWA MORNING JOURNAL C 278996

Date JUL 15 1940

Subject

McNaughton Heads British Army Corps

New Formation Will Include Canadian First Division

Major General A. G. L. McNaughton, general officer commanding the First Canadian Division, Canadian Active Service Force, has been promoted to the rank of lieutenant general and placed in command of a new British army corps which will include the Canadian forces now in England, it was announced Sunday by Defence Minister Ralston.

It was understood here that the corps under General McNaughton would eventually become an all-Canadian corps.

It was said unofficially that such Canadian troops as arrive overseas from time to time would be attached to Gen. McNaughton's corps. Non-Canadian troops would give way in the organization to Canadian troops and eventually the corps would become an all-Canadian organization.

Official Statement.

The official statement, covering authorization of the new corps and General McNaughton's promotion, follows:

"With the consent and approval of the Government of Canada Major General A. G. L. McNaughton, General Officer Commanding the First Canadian Division, has been chosen to command a new corps which the War Office has set up.

"Included in this corps will be certain British formations and also the First Canadian Division and its ancillary units.

"General McNaughton will have the rank of lieutenant general."

Chief of Canada's general-staff in 1929, General McNaughton is in his early 50's.

He has emphasized the increasing importance of the engineer in modern warfare, and was drafted from his post as president of the National Research Council last Fall to take command of Canada's First Division.

At the age of 31 he commanded Canada's heavy artillery at the close of the last war. After six years as chief of the general staff he was made president of the Research Council because of his proven administrative and organizing ability coupled with a sound training in the fundamentals of science.

"Let's Get Done With Him."

"We must put Hitler and those who think like him out of power", said General McNaughton before taking the First Division overseas. "Let's get done with it and get back to the things some of us want to do."

Twice wounded and thrice mentioned in despatches in the First Great War, he holds decorations of Companion of the Order of the Bath; Companion of the Order of St. Michael and St. George; Companion of the Distinguished Service Order.

From the time General McNaughton took the First Division overseas it was generally felt he would receive a higher command as soon as the opportunity offered. When it was announced by the Government in the House of Commons, early this year, that a Canadian corps in the field would be organized, it was expected General McNaughton would command it.

That, however, was before the invasion of the Low Countries and the capitulation of France which altered plans for the new disposition of troops.

More recently it was announced, after General McNaughton's visit to Northern France at the time of the invasion of Holland and Belgium, that the Canadian officer's advice had been used by the British High Command in the successful evacuation of troops from Flanders.

Snatched by the First Great War from peaceful practice of his profession as an engineer, General McNaughton organized the Fourth Battery Canadian Field Artillery and went overseas with the First Canadian Division. He was wounded at Ypres in April 1915 but returned later to France in command of the 21st Howitzer Battery.

In 1916 he was promoted Lieutenant Colonel and took command of the 11th Brigade Canadian Field Artillery which he led through the Somme campaign until February 1917 when he was appointed counter - battery staff officer of the Canadian Corps.

Except for a month on leave at Soissons for recovery from wounds General McNaughton carried on at the front until October, 1918 when he became General Officer Commanding the Canadian Corps heavy artillery.

For this fight against Germany he helped to organize and train the First Division and took it overseas last Winter, arriving in England during the Christmas holiday.

By EDWIN JOHNSON.

Canadians in Vital Role.

WITH THE CANADIAN FORCES IN ENGLAND, July 14. —(CP)—The Canadian forces in England, brought to a state of unexcelled fighting efficiency under the command of Lieut. Gen. McNaughton, have entered upon a new vital role in defence of the Empire.

They have become part of a unique consolidated army corps embracing not only the Canadian 1st Division with its ancillary units, but also certain crack British formations. Their specific composition cannot be disclosed.

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PRESS CLIPPINGS C 278997 Office of The Prime Minister

Name of Publication

Date

Subject

Successor Not Named.

The corps will be commanded by General McNaughton, Canada's dynamic, democratic soldier-scientist, who has stepped up in rank from major general to lieutenant general. His successor as commander of the 1st Division has not yet been named.

With the approval of the Canadian Government and the British War Office, the new corps was created primarily to meet a special contingency, and will operate under its present setup on a temporary basis only.

Additional Canadian troops have been arriving in England almost weekly. Ultimately these forces will be absorbed into General McNaughton's command, temporarily-attached units released and the corps then converted into an outright Canadian fighting entity.

Although formation of the corps involves far-reaching shifts of the executive and administrative staff, the organization of this new striking force has been achieved so smoothly that it begins functioning immediately on the home front. Today it stands marshalled in a position in readiness, well-equipped and prepared to deal quickly and effectively with any hostile thrust.

For some time the formations making up the new corps have been working in close co-operation on operational schemes and mobile exercises and otherwise co-ordinating their efforts. The commanding officers and their staffs have met frequently, discussed problems of common concern, worked out plans of action together and reconnoitred the sector of operations they jointly hold. Close-knit team play was there long before announcement of the consolidation was made.

While key staff posts will be held by Canadian officers to facilitate the turnover when the mixed formation is ultimately dissolved, a certain number of corps appointments will be shared by officers of attached formations.

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R. Canadian Corps

Unrevised Hansard
July 29th, 1940, page 2238

Mr. Ralston:

Second, but of equal importance, and only secondary in the matter of immediate urgency, is the continued concentration of our resources on the training and equipping of the Canadian active service force now organized in this country. Where these troops will eventually serve depends, of course, on the developments of the future. In the meantime, our policy is to continue the training and equipping of these units eventually as divisions, so that they may be ready for operations in whatever theatre they may be required, either in Canada or overseas. The front line is the island fortress of the British isles, and we will shortly have a corps of two complete divisions and ancillary troops in that front line. The house may be interested to know that my advisers are definitely of the opinion that it would not serve the common cause at this time to have additional Canadian forces added to such a corps. It must be remembered that there is at the moment no shortage of man-power in England. The real demand is for equipment.

I am giving away no secret when I state that it is impossible for the United Kingdom to make up in two or three weeks the losses of equipment suffered by the gallant British expeditionary force during its epic struggle in, and the subsequent withdrawal from France.

Consequently, quite apart from any question of Canadian security, we can make our best contribution at the present by training and equipping our third and fourth divisions in this country. And so the "drive" is to bring the training and equipment of the divisions now organized in this country to the highest possible level in order that they may quickly be available for active operations, whenever and wherever the call may come for their services.

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C 278444

R. Canadian Corps

Unrevised Hansard
July 29th, 1940, page 2238

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COPY

Re | Financial 278999

Office of the High Commissioner
for Canada, Canada House,
London, S.W.I.

No.A.261

2nd September, 1940.

Sir:

With reference to your telegram No. 1335, dated 27th August, concerning financial responsibility for United Kingdom units attached to a Canadian Corps, I have the honour to enclose herewith, copy of a communication which the Secretary of this Office has addressed to the Under-Secretary of State, War Office.

I have the honour to be,

Sir,

Your obedient servant,

(Sgd) L. B. Pearson

for High Commissioner

The Right Honourable
The Secretary of State
for External Affairs,
Ottawa.

Referred to: Nat. Def. (3)
Finance
Mr. Heaney

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COPY

C 279000

Canada House,
London, S.W.I.

30th August, 1940.

Sir:

I am directed by the High Commissioner for Canada to refer to your letter of August 11th,(058/5321/F.1.) in regard to financial responsibility for certain Canadian non-divisional units. In this regard it is noted that the Army Council accept the proposal that the United Kingdom units remaining with the 7th Corps should continue to be the financial responsibility of the United Kingdom Government, but propose that, in the case of the establishment of a Canadian Corps, United Kingdom units required to serve with such a Corps should remain the responsibility of the United Kingdom Government only up to and including December 31st, 1940; that after this date the Government of Canada should accept such responsibility on the same basis as that accepted by the United Kingdom Government for certain Canadian non-divisional units up to September 1st, 1940.

The Canadian Government regret that they are unable to agree to this proposal, which from their point of view is open to many and serious objections. Experience has undoubtedly shown that such an arrangement, when applied to Canadian non-divisional units serving with a United Kingdom higher formation, has been a fruitful source of misunderstanding and administrative confusion. It would seem to be unwise to perpetuate this principle of divided responsibility, even under similar conditions.

The conditions, however, under which the United Kingdom proposal would operate, if it were carried into effect, are quite different from those visualised last autumn. At that time, when it was agreed that the United Kingdom Government would bear certain costs respecting Canadian non-divisional troops pending the formation of a Canadian Corps, special circumstances existed which no longer prevail; conditions of servite and a type of campaign were anticipated which have not in fact materialized. This earlier proposal does not, therefore, in the opinion of the Canadian Government, appear to afford a precedent for an arrangement such as is now suggested; an arrangement by which United Kingdom troops serving in the United Kingdom for the defence of this country, as part of a Canadian corps which would remain under the operational control and direction of the United Kingdom military authorities, would be, in certain respects, the financial responsibility of the Canadian Government.

The Under-Secretary of State
War Office, S.W.I.

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Épreuve illisible

C 279001

Furthermore, it is pointed out that under the suggested arrangement, it would be impossible to estimate, even approximately, Canada's financial obligations for the troops in question. The exact details of the division of financial responsibility between the two Governments in a situation of this kind would, in practice, be almost impossible to work out. Special United Kingdom units or formations might be attached to a Canadian Corps for a few days or for a special operation only, or for the duration of the war. The nature and scope of such attachments might, indeed, be determined in many cases by the War Office itself. Moreover, tactical matters of the greatest importance in connection with the use of the Corps would, if this proposed arrangement were carried out, continually be complicated by financial questions which would require frequent discussion and frequent decision.

For the above reasons, the Canadian Government feel that the proposal in question is open to grave disadvantages from the point of view of either Government, and it is therefore hoped that it will not be pressed. In any event, the Canadian Government could not see their way clear to accept it, even if this meant postponement of the formation of a Canadian Corps in the Field. The desirability of forming such a Corps, and its value to the common cause, will, of course, be as apparent to the United Kingdom as it is to the Canadian Government.

I am, Sir,
Your obedient servant,

(Sgd) L. B. Pearson

Official Secretary

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C 279002

Re. Canadian Corps

Unrevised Hansard
November 15, 1940, pages 157-8

Mr. Ralston:

The house will ask about the activities of these various troops of ours. We naturally think first of our men outside of Canada, on the front line in England and at various strategic points. We have in the United Kingdom the bulk of two divisions and their requisite proportion of corps troops. In addition to these, we have under command of Canadian military headquarters, reinforcements nearly equal in numbers to another division, besides the large numbers of reinforcements still on this side. We get weekly reports which give us in considerable detail the work which is done by our Canadian troops in England and some of the tasks to which they are assigned from time to time. No troops in England are more fit or ready for any task which comes. They know what their job is and are eager and anxious to take their turn in the battle of Britain. Their presence side by side with the troops of the old land, and the reputation they have already made, is a source of pride to Canada and I know too that at the war office no troops rank higher in dependability and efficiency.

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"R"

MC Finance

TELEGRAM

C ~~270003~~ 279003

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER , LONDON, November 27th, 1940.

No. 1973

No. 1973. Your telegram No. 1335 of August 27th, financial responsibility for United Kingdom units attached to Canadian Corps. War Office state that having regard to all circumstances and on the understanding that should any charges in respect of unit equipment, clothing and personal equipment of units provided from United Kingdom sources be incurred by the Canadian Government, the amount involved will not be reclaimed from the army funds, they agree that army funds should continue to bear cost of such of these units as are required to complete the Canadian Corps until similar units are available from Canadian sources.

MASSEY

Rec'd Ottawa, 4:43 p.m.

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M/C-Army

"R"

TELEGRAM

C 279004

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

IMMEDIATE

CYPHER

No. 2111

LONDON, December 19th, 1940.

No. 2111. Following from Ralston for the Prime Minister, Begins:

I am convinced that considerations of morale and esprit de corps of Canadian Active Service Force serving in the United Kingdom, quite apart from the beneficial effects which would accrue in Canada from such a step, make it desirable to take early action to constitute the Canadian Corps. During the previous Great War the Canadian Corps was formed in September 1915, and it would seem desirable that in this war similar action should not be deferred for any substantially longer related period. Consequently I should think it would be better that this important step should be taken within the calendar year 1940. Our present commitment is to form a Canadian Corps in the field, but conditions in this war are such that the field for this purpose might well be considered the United Kingdom. In addition to that, we have already accepted financial responsibility for the Canadian ancillary troops now serving with the 7th Corps as from September 1st, and the High Commissioner's recent negotiations with the War Office (Massey to External telegram No. 1973 of November 27th) make it clear that the United Kingdom will provide further ancillary units necessary for the completion of the Corps without cost to the Canadian Government, on the understanding that the Canadian Government will replace these units by Canadian troops as soon as practicable. Consequently there would appear no additional

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C 279005

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

financial commitments involved by the immediate formation of the Corps beyond those undertaken, and my recollection is that provision was made in the Departmental estimates for the full cost of the Corps.

On December 17th I discussed this question with the Secretary of State for War as planned, and he expressed himself as being entirely favourable. A formal announcement to this effect seems therefore all that is required. It will be understood that Canada will progressively replace British personnel now making up a proportion (about 30 per cent) of the Headquarters 7th Corps. As equipment becomes available and sea transport makes possible, Canada will furnish the ancillary units still required to make up the full composition of a Corps of two divisions. The great bulk of these ancillary units, which are not yet in or en route to this country, have already been mobilized in Canada.

Would be glad of your cabled views on this proposal, including suggested date of constitution of the Canadian Corps if approved, in which event I will settle details with Eden and advise you as to the final arrangements. Ends.

MASSEY

Rec'd Ottawa, 11:00 p.m.

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C 279006

OFFICE OF THE PRIME MINISTER

MEMORANDUM

Read by Mr King

file

FOR THE PRIME MINISTER:

Sometime ago the Prime Minister asked to have discussed in Council a matter re the Canadian Corps.

Council has now agreed with the Prime Minister's suggestion and Dr. Skelton is preparing a telegram to Mr. Ralston.

A.D.P.H.

December 20, 1940

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C 279007

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

TO: THE HIGH COMMISSIONER FOR CANADA IN LONDON.

TELEGRAM NO. 1977

IMPORTANT

CYPHER

Ottawa, 20th December, 1940.

Your telegram No. Z111 Canadian Corps. Following from Prime Minister for Mr. Ralston begins:

Your proposal that steps be taken forthwith to constitute Canadian Corps has been considered by Government here and is approved on the basis set forth in your telegram. I would suggest you see Eden at once to settle details. If it is possible to make necessary arrangements, We consider the effective date for constitution of the Canadian Corps might be Christmas Day. We also consider that the news of the formation should be first announced in Canada. I would be prepared to make announcement on Christmas Eve if that can be arranged. Ends.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS.

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"R"

MC/C 279008

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

IMMEDIATE LONDON, December 23rd, 1940.

CYPHER

No. 2131

No. 2131. Following from Ralston for Prime Minister, Begins:

Your telegram No. 1977 of December 20th. Had further discussion with Eden today and settled difficulty in connection with the constitution of Canadian Corps on basis set forth in my telegram No. 2111 of December 19th. It will, therefore, be appropriate for you to make announcement as planned on Christmas Eve. Eden has agreed to withhold the announcement in this country until Christmas Day. Suggest that your announcement might include the following points, Begins:

As from Christmas Day, a Canadian Army Corps is to be formed comprising the Canadian Divisions and non divisional troops now serving in the United Kingdom. This important step, taken in full accord with the Government of the United Kingdom, is significant of the steadily increasing scale of Canada's military effort. To the older members of the community as well as to the veterans this announcement will kindle memories of former Canadian Corps which achieved such distinction during the first Great War. To the members of the present Canadian Active Service Force it is a recognition of their long and arduous training and will serve as an incentive to them to emulate as occasion offers the example set by their fathers a generation ago. Ends. Message Ends.

MASSEY

Rec'd Ottawa, 5.17 p.m.

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OFFICE OF THE PRIME MINISTER

MEMORANDUM

Urgent

24. XII. 40

C 279009

Mr. Cummings
Prime Minister

Hon. Power is out of town for the day, but the draft announcement was read to Hon. Macdonald who approved its terms.

The facts regarding the composition of the Corps correspond with previous statements by Hon. Ralston forecasting developments (See attached)

W.L.M.K.

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Name of Publication Montreal Gazette

Date December 25, 1940

Subject Canadian Corps

ALL-CANADIAN ARMY CORPS NOW ESTABLISHED IN U.K., PREMIER KING ANNOUNCES

TROOPS ARE UNITED

2nd Division Joins McNaughton as Training Completed

FULL FORCE OVERSEAS

Complete Corps Units and Sufficient Reinforcements on Hand

Ottawa, December 24. — (CP) — Formation of a Canadian army corps, complete with two divisions, corps troops and sufficient reinforcing troops was announced by Prime Minister Mackenzie King tonight.

The corps, as anticipated will consist of the 1st and 2nd Divisions and the ancillary and corps troops now serving in the United Kingdom and will be under the command of Lt.-Gen. A. G. L. McNaughton.

Mr. King's announcement means that the 2nd Division under the command of Maj.-Gen. Victor W. Odlum of Vancouver now will replace another Empire division in the corps commanded by Gen. McNaughton since last July.

The 1st Division, commanded by Gen. McNaughton, reached England a year ago. Thereafter ancillary and corps troops were sent overseas with a view to the eventual formation of a Canadian corps. The units of the 2nd Division under Gen. Odlum, started arriving in England in midsummer and when the movement was completed that division went into intensive training as a division.

Last July a British-Canadian corps was formed—which was officially known as the 7th Corps—the 1st Division which was then considered ready for action and another Empire division. Gen. McNaughton was given command while Maj.-Gen. G. R. Pearkes, V.C., of Calgary, was promoted to command the 1st Division. Gen. McNaughton's corps headquarters staff from the first consisted largely of Canadian officers, selected in the main from the 1st Division.

RALSTON COMPLETES PLANS.

The Prime Minister's statement said final arrangements for the formation of the all-Canadian corps had been made by Defence Minister Ralston who now is in London, and had been approved by the Canadian Cabinet and had the full accord of the British Government.

"Establishment of a Canadian corps is significant of the steadily increasing scale of Canada's military effort," said Mr. King.

While no units of the corps have yet clashed with the enemy they have experienced the air attacks of the Germans on the United Kingdom and several times before the German conquest of western Europe was completed were on the point of being thrown into battle.

Some units of the 1st division went to northern ports for movement to Norway last spring but the operation in which they were to take part was called off.

One battalion actually reached France when it was decided to throw the division into the battle there, but it was ordered to return to the United Kingdom when hope of continuing the fight there was abandoned. Gen. McNaughton and some of his officers made a reconnaissance of the battle area in Belgium and his report was considered in the formation of plans for British military operations.

Formation of the corps recalls the performance of the Canadian corps in the Great War. Mr. King in his statement said "the announcement that a new Canadian corps is in being will kindle many memories of the military achievements of Canada in the last war."

The Canadian corps in the Great War came into being on September 13, 1915, when the 2nd Division landed in France and joined the 1st Division which had been there for more than six months and had passed through some of the bloody battles of that year.

Both divisions were recruited in Canada but largely organized and trained in England. The first corps commander was Lt.-Gen. E. H. A. Alderson, who took over command of the 1st Canadian contingent on its arrival in England in the fall of 1914, guided the troops through their training period and from the first contingent organized the 1st Division which he led to France and commanded in action.

On arriving in France the 2nd Division was not wholly complete. For a time it was supported by British artillery until the Canadian divisional artillery arrived.

Sir Julian Byng who later became governor-general of Canada commanded the corps at a later date and, in the latter years of the war, the period in which it achieved its greatest glory, the corps was under the command of a Canadian, Sir Arthur Currie, who at the time of his death was principal of McGill University.

By 1918 the Canadian corps had reached a strength of four complete divisions with the appropriate corps troops and under Sir Arthur Currie's command it was carefully groomed during the spring and early summer for the big Allied offensive in the late summer. The 3rd Division went to France in December, 1915 and the 4th Division in June, 1916.

In that offensive the Canadian corps played a stellar role and shared with the other Allied formations the satisfaction of smashing through the German defences, putting the enemy into retreat and pursuing him across northern France and Flanders until the armistice put an end to the fighting.

The Canadians were the first Allied troops to enter the Belgian city of Mons from which the British staged their famous retreat in the early months of the war. After the armistice the Canadians marched into Germany and for a time shared with other Allied troops the duty of garrisoning the bridgeheads on the Rhine.

Following is the text of the statement issued by Prime Minister Mackenzie King:

I am pleased to be able to announce that, as from Christmas Day, there will be a Canadian army corps in the United Kingdom. The new corps will be composed of the two Canadian divisions and the Canadian non-divisional troops now serving in Britain.

The eventual formation of the Canadian Corps was forecast last over his speech to the Italian people, for news of it has been printed in all newspapers and broadcast in thorough fashion, although the text has not been given. Premier Mussolini has accepted the challenge and, in a statement read by an official source to the foreign press this morning, the address was called a "puerile manoeuvre" and "an appeal for a compromise peace."

Thus Italy and Britain have made a dramatic contact over the radio waves in the midst of war and that fact is considered here to transcend in importance either what Mr. Churchill said or what the Italians answered.

The Italian statement replied to the Prime Minister point by point. It starts by asserting that it is historically false to say Britain helped Italy during the risorgimento, and although Italians and English fought together in the World War Italy was badly recompensed by Britain afterward. Sanctions are called an "unforgettable" event, and it is claimed that Britain wanted the war and proved it by her guarantee to Poland and her attempts to encircle the totalitarian states.

The fact that Italy is a prisoner in the Mediterranean and other vital aims of the war were not mentioned by Mr. Churchill, continues the statement, which goes on to say that "Italy, the regime, and the people are one and the classically English attempt to detach the people from their leaders is a puerile propagandistic manoeuvre of the fourth class."

At this point attention was called to the fact that the Crown Princess Marie Jose yesterday, at her own request, became a member of the Fascist Party. It was also pointed out that the King has just sent a Christmas message to the combatants, which concludes by saying that he and the whole nation are certain of their victory.

This exchange of ideas and sentiments between Britain and Italy is the first that has occurred since the war started. By coincidence or not, Mr. Churchill made his address the day after Virginio Gayda's remarkable editorial saying that the general aims of Italy and Britain were the same. Mr. Churchill's speech is considered here "an appeal for a compromise peace," so the idea has at least been thrown into the air.

It does not follow that Italy is seeking a separate peace since it clearly is not. But Mr. Churchill's message partly through accident and partly through Mussolini's acceptance of his challenge, has brought Italy and Britain into direct contact. A barrier has been broken down.

Mr. Churchill has spoken once to the Italian public and can do so often, if he pleases, and the Duce can do the same to the English people if he wants to. The radio has shown its power by surmounting the obstacles of language, political restraint and war censorship.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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Military co-op
C 279011 (4)

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON, September 15th, 1939

CODE

NO.389.

No. 389. Would appreciate earliest possible information, confidentially, regarding any decision arrived at by the Government on the subject of forces to be sent overseas. This would greatly help this office in connection with future plans.

MASSEY

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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CANADA

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"R"

Military co-op
XF

C279012

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CLEAR THE LINE

MOST IMMEDIATE LONDON, September 18, 1939.

SECRET

CYPHER

No. 390

No. 390. Secret. Colonel Loggie of this Office has received from the Chief of the General Staff at Ottawa telegram to say that consideration is being given to despatch of token force of one division and instructing him to consult War Office immediately. As this involves matter of high policy, Loggie quite properly referred matter to me before acting. Would therefore appreciate immediate information on this subject with appropriate instructions. May I refer to my telegram No.389?

attached

MASSEY

Rec'd Ottawa 8.45 a.m. D.S.T.
18th September

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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Mil-Co-op.
Expeditionary Force

C 279013

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

IMMEDIATE

LONDON, September 20th, 1939.

CODE

NO. 399.

Part 1.

No. 399. Both Exchange Telegraph and Reuters state this morning that it is officially announced in Canada that an Expeditionary Force is to be organised in Canada. Enquiries being made of this Office where it is naturally assumed we would have definite information.

May I please have word on this subject at the earliest possible moment. Part 2 follows.

MASSEY

Received Ottawa 10.05 a.m. D.S.T.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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"R"

TELEGRAM

C 279014

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

IMMEDIATE

CYPHER

NO. 400.

LONDON, September 20th, 1939.

Part 2.

No. 400, My immediately preceding telegram in which connection please see my telegram No. 390, September 18th.

MASSEY

Received Ottawa 9.18 a.m. D.S.T.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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Expeditionary Force JER/S Sep.23/39

C 279015

FROM - THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS OTTAWA CANADA

TO - THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN LONDON

SECRET

CIPHER

IMMEDIATE

NO. 354 Ottawa, September 23, 1939.

Informal exchanges have taken place between Chief of the General Staff, Ottawa, and Chief of the General Staff at War Office, through Colonel Loggie, Liaison Officer in London with regard to organization, despatch and equipment of Expeditionary Force. This has now reached a stage where it becomes both desirable and necessary that further communications on all matters of policy relating to organization, despatch and equipment of Expeditonary Force should be made through the regular channels including both Canada House and Earnscliffe. In this manner, it will be possible for the questions of policy involved to be examined in relation to the other aspects of the general policy of co-operation that are a matter of concern to both Governments.

In matters of detail not involving policy exchanges can, of course, still be made through Colonel Loggie. In explaining the matter to him you should point out that the change should not be regarded as reflecting upon any action taken by him, but merely as indicating that a new stage had been reached in the negotiations involving this treatment. You should discuss this question with the appropriate authorities with a view to making immediate arrangements for the adoption of this course.

Read to Council

SECRETARY OF STATE
FOR EXTERNAL AFFAIRS.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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R

C 279016

Air. Co-op. Exped Force

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON, September 25th, 1939

SECRET

CYPHER

NO. 418

No. 418. Secret. Your telegram No. 354, September 23rd. Very glad to have your decision as to principle applying to correspondence between Governments on the subject of Expeditionary Force, which is entirely in accord with my own understanding and that of Colonel Leggie, in connection with which may I refer to my telegrams No. 390 and No. 399, September 18th and 20th respectively. In this particular instance information as to the Canadian Government's policy in most important matter was conveyed first to the War Office and only some days later did this Office receive any official information on the subject from Ottawa, as a matter of fact only after it had appeared in the press.

Have discussed matter with Leggie who shares my satisfaction at decision conveyed in your telegrams. Appropriate authorities here have been asked to follow prescribed course.

Vincent Massey

HIGH COMMISSIONER

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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"R" C 279017 Exped. Force

Sep. 30/39

FROM - THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS OTTAWA CANADA

TO - THE SECRETARY OF STATE FOR DOMINION AFFAIRS, LONDON.

SECRET

CIPHER

No. 86

Ottawa, September 30, 1939

My telegram Secret No. 84, September 29. There should be added to the list one medium Battery, in addition to the technical units mentioned therein.

SECRETARY OF STATE
FOR EXTERNAL AFFAIRS.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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R.

C 279018 ~~Ext Aff.~~ Exped. Force.

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA.

TO: THE HIGH COMMISSIONER FOR CANADA, LONDON, ENGLAND.

CODE

No. 385

Ottawa, October 3rd, 1939.

Your telegram No. 446. No objection whatever to release of Times telegram to which you refer. I shall reply on general questions tomorrow.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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PRESS CLIPPINGS C279019 Office of The Prime Minister

Name of Publication Ottawa E. Citizen

Date October 7, 19.9

Subject Expeditionary Force

Commander Of First Division Now Appointed

Major General A. G. L. McNaughton To Lead First Canadian Active Service Forces, It Is Announced.

Major-General A. G. L. McNaughton, president of the National Research Council and former chief of the general staff, will command the first Canadian division of the Canadian Active Service Force, it was announced last night by the National Defence Department. The appointment was forecast by The Citizen earlier this week.

When Units Assembled.

Major-General McNaughton, an officer with outstanding military qualifications and long experience, temporarily retired from the active list of the Canadian militia when he was appointed president of the Research Council on June 1, 1935.

He is now to be released from that responsibility and take up active military service again. He will assume the duties of inspector-general of units, First Canadian Division, C.A.S.F., "and will assume command of the 1st Canadian Division when the units are assembled," according to the Defence Department announcement.

As commander of the First Division, military sources here said it would be logical to assume that General McNaughton might become commander of the Canadian Corps if other divisions are sent overseas.

Now Being Trained.

The First Division has been recruited and is now being trained in its various units throughout Canada. It will number from 16,000 to 20,000 men and may go overseas early next year, according to unofficial reports. A second division is being formed and will be kept under arms in Canada as a measure of preparedness.

The First Division will be made up of three brigades of infantry, divisional headquarters, a mechanized brigade, divisional engineers, army service corps, medical corps and various other minor units.

Each infantry brigade will consist of three battalions of infantry and one machine gun battalion.

In the first Great War the commander of the First Canadian Division was Lieut.-General E. A. H. Alderson, a British officer. About 33,000 troops sailed from Canada in the first contingent and the First Division of between 18,000 and 20,000 was formed in England before going to France.

The appointment of General McNaughton, a product of the Canadian military service, thus is a departure from the procedure followed at the start of the other world conflict.

A Notable Record.

After achieving a notable record as an artillery officer in the first Great War, rising from lieutenant to brigadier-general, Major-General McNaughton was appointed to the permanent active militia Jan. 1, 1920, and held a series of senior staff appointments.

From 1920 to the end of 1922 he was director of military training and staff duties at defence headquarters here. For four years he was deputy chief of the general staff and chief of the general staff from Jan. 1, 1929, to May 31, 1935, when he became president of the National Research Council.

Born at Moosomin, Sask., he is 52 years of age and received his education at the local schools, Bishop's College at Lennoxville, Que., and McGill University, from which he graduated with the degrees of Bachelor and Master of Sciences.

After two years on the university instructional staff he entered a private engineering practice for a brief period in 1914.

While still engaged in academic studies, he attended the special course for university candidates for commissions in the regular army which was conducted at McGill in 1909-10.

Organized Battery.

At the outbreak of the first Great War, he organized the 4th Battery, Canadian Field Artillery. This battery formed part of the 2nd C.F.A. Brigade of the First Canadian Division.

He was wounded at the second Battle of Ypres in April, 1915, but returning to France, commanded the 21st Howitzer Battery of the Second Canadian Division.

Promoted to lieutenant-colonel in March, 1916, he took over the 11th Brigade, C.F.A. of the 3rd Canadian Division, and commanded it through the battles of the Somme and until February, 1917, when he was appointed counter battery staff officer of the Canadian Corps.

Except for one month's leave of absence while recovering from wounds at Soissons, General McNaughton continued to carry out his duties until October, 1918, when he became general officer commanding the Canadian Corps heavy artillery.

He was mentioned three times in dispatches and was awarded the Distinguished Service Order and the Companionship of the Order of St. Michael and St. George.

On Return to Canada.

On his return to Canada in May, 1919, General McNaughton was appointed a member of the committee for reorganization of Canada's military forces. He became director of military training on Jan. 1, 1920, and deputy chief of the general staff three years later. In the interval he had passed the staff college, at Camberley, England.

When the Imperial Defence College was instituted in 1927, General McNaughton was selected as first representative for Canada. On returning to this country he was appointed officer commanding military district No. 11 in British Columbia.

Then in 1929 he was appointed to the highest military office in Canada and served four years as chief of the general staff. In 1933 he was given an extension and his appointment to the National Research Council presidency followed in 1935.

With Research Council.

As head of the Research Council, General McNaughton's great energy stimulated the activities of the varied research branches.

He was primarily responsible for building up an electrical engineering laboratory, especially for high voltage work, the subject in which he did post-graduate work at McGill University. He was also directly responsible for development of the aeronautics laboratory and the cathode ray direction finder.

General McNaughton was instrumental in developing industrial contacts for the Research Council and promoting research of direct practical value to industry. Because of that knowledge chiefly, he accompanied a delegation of Canadian industrialists to the United Kingdom two months ago in connection with war supply contracts.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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PRESS CLIPPINGS C 279020 Office of The Prime Minister

Name of Publication Ottawa Morning Journal

Date October 7, 1939

Subject Military Co-operation - Expeditionary Force

Major General McNaughton To Command First Division

Noted Soldier Gives Up Presidency of National Research Council to See Active Service Overseas

Major General A. G. L. McNaughton, president of the National Research Council and former Chief of the General Staff, will command the First Division of the Canadian Active Service Force, it was announced Friday night by the National Defence Department.

Announcement of appointments of other senior officers of the First Division is expected today.

As Corps Commander.

As commander of the First Division, military sources here said it would be logical to assume that General McNaughton might become commander of the Canadian Corps if other divisions are sent overseas.

Major General McNaughton played a distinguished part in the last war, his scientific knowledge proving a tremendous asset in the conduct of modern military operations. His appointment as commander of the First Division has been expected for some time in military and Parliamentary circles and was forecast by The Journal three weeks ago.

An officer with outstanding military qualifications and long experience, he temporarily retired from the active list of the Canadian Militia when he was appointed president of the Research Council on June 1, 1935.

He is now to be released from that responsibility and taking up active military service again. He will assume the duties of Inspector-General of Units, First Canadian Division, C.A.S.F., "and will assume command of the First Canadian Division when the units are assembled", according to the Defence Department announcement.

The first division has been recruited and is now being trained in its various units throughout Canada. It will number from 16,000 to 20,000 men and may go overseas early next year, according to unofficial reports. A second division is being formed and will be kept under arms in Canada as a measure of preparedness.

Make-up of Division.

The first division will be made up of three brigades of Infantry, Divisional Headquarters, a mechanized brigade, Divisional Engineers, Army Service Corps, Medical Corps and various other minor units.

Each infantry brigade will consist of three battalions of infantry and one machine gun battalion.

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The appointment of General McNaughton, a product of the Canadian military service, thus is a departure from the procedure followed at the start of the other world conflict.

A. G. L. McNaughton.

After achieving a notable record as an artillery officer in the first Great War, rising from lieutenant to brigadier general, Major General McNaughton was appointed to the Permanent Active Militia Jan. 1, 1920, and held a series of senior staff appointments.

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Except for one month's leave of absence while recovering from wounds at Soissons, General McNaughton continued to carry out his duties until October, 1918, when he became General Officer Commanding the Canadian Corps Heavy Artillery.

He was mentioned three times in despatches, and was awarded the Distinguished Service Order and the Companionship of the Order of St. Michael and St. George.

On his return to Canada in was appointed a member of the committee for reorganization of Canada's military forces. He became Director of Military Training on January 1, 1920, and Deputy Chief of the General Staff three years later. In the interval he had passed the Staff College, at Camberley, England.

Represented Canada.

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General McNaughton was instrumental in developing industrial contacts for the research council and promoting research of direct practical value to industry. Because of that knowledge chiefly, he accompanied a delegation of Canadian industrialists to the United Kingdom two months ago in connection with war supply contracts.

No definite announcement has yet been made as to Major General McNaughton's immediate plans, but it is expected his headquarters for the time being will be in Ottawa.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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R.

PRESS CLIPPINGS C279021

Office of
The Prime Minister

Name of Publication Ottawa M. Journal

Date October 9, 1939

Subject Expeditionary Force

Gov't Pleased McNaughton To Lead Troops

Appointment of Major General A. G. L. McNaughton to command the first Canadian overseas division is an expression of the Government's confidence in his ability to lead the land forces which will represent Canada overseas, Defence Minister Rogers said.

The statement lent confirmation to earlier unofficial predictions General McNaughton would command whatever Canadian forces are sent overseas just as Sir Arthur Currie commanded the Canadian corps of four divisions in the latter part of the first Great War.

"I would like to express the satisfaction of the Government of Canada in having secured the services of this well-tried officer to lead our first overseas division", said Mr. Rogers.

"In making the selection the Government was influenced by his brilliant and consistent record of devoted service to his country, both in the field and as a military organizer in time of peace.

"When offered the command he accepted it without hesitation. I know that he did so with a full realization of the great responsibilities thus placed upon his shoulders.

"On the part of the Government his selection is an expression of confidence in his ability to lead and direct those of the land forces who will represent Canada overseas."

Unlike the first Great War when Canadian troops went into action under the leadership of British commanders, the first Canadian overseas division in this war will have a Canadian commander from the first.

The man who eventually commanded the Canadian corps in the first Great War, Sir Arthur Currie, went to France with the first division as commander of the second brigade in February, 1915. In September of that year he was promoted to command the first division, and in July, 1917, he was appointed commander of the Canadian corps.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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R.

Expeditionary Force C279022 Mil. Co-op Army Exped. Force

ODS/AH

Oct.9,1939.

PRIME MINISTER

9 Oct.

Attached is a copy of a communication from Sir Gerald Campbell asking for information as to the intentions of the Canadian Government regarding the despatch of a division overseas. Copies have been sent to the Department of National Defence.

Discussed in Council Oct 10th
his Papers to report on later
Oct 10th [illegible]

O.D.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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C 279022A Mil. Co-op. Army Exped. Force

OFFICE OF THE HIGH COMMISSIONER
FOR THE UNITED KINGDOM.
Earnscliffe,
OTTAWA.

516/71.

9th October, 1939.

IMMEDIATE

MOST SECRET

My dear Dr. Skelton,

As you are aware I reported to the Government of the United Kingdom the decision recently taken by the Canadian Government, as announced in a statement issued by the Minister of National Defence, to make preparations for the establishment of a Canadian division for active service and for overseas service at the appropriate juncture.

I have now received a telegram from the Secretary of State for Dominion Affairs from which I learn that the War Office have been considering the question of the issue of equipment, both for training and for war purposes, and also the question of the preparation of accommodation for such a force when despatched. You will readily realise that these questions have to be considered without delay because such arrangements require to be fitted into a carefully conceived programme.

I understand that for these reasons the War Office would be very grateful if it were possible to supply them with definite information, at as early a date as possible, as to the intentions of the Canadian Government regarding the despatch of the force referred to above.

May I ask that I should accordingly be supplied with such information as can be given to me on the subject in order that I may be able to communicate it to the authorities in London at the earliest possible moment?

Yours sincerely,

(sgd) Gerald Campbell.

Dr. O. D. Skelton,
Under-Secretary of State
for External Affairs,
OTTAWA.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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C279023

ODS/AH

October 20th,1939.

MEMORANDUM FOR THE PRIME MINISTER.

Attached is a copy of a telegram sent to Mr. Massey on the night of October 18th at Mr. Rogers' request, together with copy of the reply received last evening. Copies have been sent to Mr. Rogers.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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C 279024

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA.

TO: THE HIGH COMMISSIONER, LONDON

PERSONAL

SECRET

CYPHER

NO. 448.

OTTAWA, October 18th, 1939.

Canadian Press carried a story last week of probable despatch of First Division shortly. Story was unauthorized, based on speculation and contrary to strict instructions given press to make no references to troop movements. Minister of National Defence in special press conference Monday warned against any recurrence. Press are complaining that similar reference was made in your ~~radio~~ broadcast today. Please advise whether your statement was based on press cable from Canada or on report from other soures. Ends.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 396, pages C278444-C279232

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"R"

C279025

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

PERSONAL and SECRET

CYPHER

LONDON, October 19, 1939

No. 527

No. 527. Personal and Secret. Following for Skelton, Begins:

In my reference in yesterday's broadcast under discussion with departure of first division from Canada, I based my remarks on report published in the "Daily Telegraph" of October 16th and other newspapers. The information that the Canadian division would "sail soon" was referred to in the "Telegraph" as follows:

"The decision was made known after a conference of the military authorities and officials of the Defence Ministry."

I assumed that all of newspaper reports passed Canadian censors and that therefore they are accurate and appropriate for public reference. In the absence of any official information to the contrary from Ottawa on this subject, I therefore used press report as a source of information.

I am sorry if my reference caused any embarrassment. Ends.

HIGH COMMISSIONER

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C 279026

Expeditionary Force

JER/S

IMMEDIATE
SECRET

Ottawa, October 20, 1939.

My dear Sir Gerald,-

With reference to your Most Secret Immediate letter No.518/17, dated 9th October, 1939, I am authorized to inform you that the Canadian Government has decided that the units of the 1st Canadian Division will be ready for their transportation abroad, to begin early in December. The Chief of the Naval Staff has been instructed to cable the Admiralty with a view to arranging for the provision of transports and protection.

The Department of National Defence has under consideration the question of the order of despatch of the units of the Division. As consultation with the War Office will be necessary with respect to some of the details before making a decision in this matter, that Department proposes to communicate regarding them through the office of the High Commissioner for Canada in England.

In the interests of the safety of the force while in transit, I would earnestly request that no publicity whatever be given to this matter, and especially that no mention be made of the proposed time of despatch.

Yours sincerely,

O.D. SKELTON

Under-Secretary of State
for External Affairs.

The High Commissioner
for the United Kingdom,
Earnscliffe,
Ottawa, Canada.

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"R"

TELEGRAM

C 279027

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

SECRET

CYPHER

NO. 97.

LONDON, October 25th, 1939.

No. 97. Secret. My telegram of October 7th, No. 87. The Army Council have now completed their examination of proposals put forward in your telegram No. 84 and your telegram No. 86 for despatch of technical units from Canada, and they have asked that an expression of their deep appreciation of this generous offer may be conveyed to the Canadian Government.

2. The Army Council would welcome the provision of units referred to in paragraph 4 below under conditions set out in paragraph 3 of your telegram No. 84. It is understood that the Canadian Government assumes responsibility of transportation, subsistence, initial issues of clothing and personal equipment and for pay and allowances for all personnel, United Kingdom Government being responsible for issue and maintenance of unit equipment and for maintenance of personal equipment until units are absorbed into Canadian higher formation, when the unit equipment will be taken over by the Canadian Government at agreed valuation.

3. As personnel will presumably be paid

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C 279028
27-023

TELEGRAM

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

at Canadian rates and conditions, it is felt to be essential that a small body of Canadian Pay Corps personnel should be sent over to deal with accounts of the units.

4. The following is a list, in order of preference for despatch, of units which would be most welcome. The number of Officers and other ranks are indicated for each unit. Numbers do not include first reinforcements except in the case of Royal Army Service Corps. List Begins:

One division of Royal Army Service Corps, consisting of:-

Divisional Royal Army Service Corps Headquarters,

One Ammunition Company,

One Petrol Company,

One Supply Column,

38 and 1,144.

One Corps Troops Royal Army Service Corps, consisting of:-

One Corps Troops Ammunition Company,

13 and 698,

One Córps Troops Ammunition Park,

39 and 1,438,

One Corps Petrol Park,

8 and 365,

One Corps Troops Supply Column

20 and 618.

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TELEGRAM C 279029

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

One Corps Troops Royal Engineers,

consisting of:-

Engineer Headquarters,

Three Army Field Companies,

One Corps Field Park Company,

24 and 894.

Two Army Troops Companies,

Royal Engineers,

each 6 and 240.

One Road Construction Company
(less labourers),

4 and 101.

One Anti-Aircraft Brigade Workshop
Company, Royal Army Ordnance Corps,

6 and 139.

One Ordnance Workshop Company,

7 and 368.

One Construction Section, Royal
Signals,

1 and 59.

One Wireless Section (General
Headquarters),

1 and 26.

One Wireless Section (lines of
communication),

1 and 47.

One Corps Field Survey Company,
provided trades as laid down in
war establishment are available,

6 and 128.

Total 180 Officers, 6,505 other ranks.

List Ends.

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TELEGRAM

C 279030

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

5. The Army Council have also had under review position in respect of Forestry Companies and Transportation Units (see my telegram No. 87, October 7th). The number of Forestry Companies required at present is two, and it would be appreciated if the Canadian Government would also consider whether they would be prepared to provide a further three Railway Construction Companies, making a total of:

One Headquarters Railway Construction and Maintenance Group,

One Railway Survey Company, and

Four Railway Construction Companies.

The Army Council would be grateful if the above units could be provided in addition to units listed in paragraph 4 above, but if the Canadian Government do not wish total personnel there indicated to be exceeded, it is hoped that Forestry and Transportation units might be provided in substitution for units of equivalent numbers at the bottom of list submitted.

SECRETARY OF STATE FOR DOMINION AFFAIRS

Received Ottawa 1.00 P.M. E.S.T.

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COPY (2 copies only made)
(1) to P.M. MJS
(2) to Nat. Def.

C 279031

Office of the High Commissioner
for the United Kingdom,
Earnscliffe,
Ottawa.

516/77.

25th October, 1939.

MOST SECRET

Dear Dr. Skelton,

The High Commissioner wishes me to inform you that, upon receipt of your secret and immediate letter of the 20th October regarding the movements of the First Canadian Division, he telegraphed the substance immediately to London and emphasized the need for extreme secrecy mentioned in the final paragraph of your letter.

Sir Gerald Campbell has now been instructed to request you to convey to the Canadian authorities concerned an expression of the keen appreciation with which the United Kingdom authorities have received the information in question, and also an assurance that every precaution will be taken to ensure secrecy as regards the troop movements concerned.

Yours sincerely,

Paul Mason.

Dr. O.D. Skelton,
Under-Secretary of State
for External Affairs,
OTTAWA.

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R

C 279032

Exped. Force

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA.

TO: THE HIGH COMMISSIONER FOR CANADA IN THE UNITED KINGDOM, LONDON.

SECRET

CYPHER

No. 471

Ottawa, October 26th, 1939.

NO. 471. SECRET. FOLLOWING FROM DEFENCE, BEGINS:

REFERENCE 57604 20/9 AND 57635 21/9 FROM LOGGIE AND 57607 20/9 FROM C I G S REGARDING DESPATCH FIRST CANADIAN DIVISION. 9 IT IS AGREED DIVISION SHOULD CONCENTRATE AND COMPLETE EQUIPMENT AND TRAINING IN UNITED KINGDOM. SUGGESTED ORDER OF DESPATCH: DIVISIONAL HEADQUARTERS, DIVISIONAL ARTILLERY HEADQUARTERS, THREE MACHINE GUN BATTALIONS BELONGING TO INFANTRY BRIGADES, THREE FIELD BRIGADES, DIVISIONAL SUPPLY COLUMN, ONE FIELD AMBULANCE, HYGIENE SECTION, POSTAL UNIT, PROVOST COMPANY, TWO INFANTRY BRIGADES LESS MACHINE GUN BATTALIONS, ONE FIELD AMBULANCE, ONE INFANTRY BRIGADE LESS MACHINE GUN BATTALION, DIVISIONAL SIGNALS, DIVISIONAL ENGINEERS, EMPLOYMENT PLATOON, ANTI TANK REGIMENT, DIVISIONAL CAVALRY REGIMENT, DIVISIONAL ARMY SERVICE CORPS LESS SUPPLY COLUMN, ONE FIELD AMBULANCE. NO MEDIUM ARTILLERY OR WORKSHOP UNITS BEING SENT. ACCOMMODATION IN TRANSPORTS MAY NECESSITATE CHANGES IN ABOVE ORDER DESPATCH. 9 REPORT IF REGULAR BARRACK ACCOMMODATION FOR DIVISION WILL BE AVAILABLE IN TRAINING AREA AS FROM TIME COMMUNICATED TO SIR GERALD CAMPBELL IN EXTERNAL AFFAIRS LETTER TWENTIETH INSTANT. REFERENCE FACILITIES FOR UNITS AS THEY ARRIVE CONFIRM THAT THIS COVERS ALL SERVICES UNTIL DIVISION IS IN POSITION TO FUNCTION FOR ITSELF. SENDING FIRST DIVISIONAL ARTILLERY ORGANIZED IN FIELD BRIGADES FOR CONVERSION TO REGIMENTS ON

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ARRIVAL. REPORT IF REGIMENTAL ORGANIZATION WILL BE USED AT FRONT. SENDING FIRST ARMY FIELD BRIGADE FOR CONVERSION ANTI TANK REGIMENT ON ARRIVAL. ¶ NO ANTI TANK GUNS AVAILABLE. REPORT IF TAKING OF MARK TWO EIGHTEEN POUNDER GUNS CONSIDERED WORTH WHILE IF SO CAN PROVIDE TWENTY FOUR QUICK FIRING FOUR POINT FIVE INCH HOWITZERS AND FORTY EIGHT QUICK FIRING EIGHTEEN POUNDER MARK TWO EQUIPMENTS OR ALTERNATIVELY ANY GREATER NUMBER OF QUICK FIRING EIGHTEEN POUNDER MARK TWO IN PLACE OF FOUR POINT FIVE UP TO A TOTAL OF SEVENTY TWO WEAPONS. ALL QUICK FIRING EIGHTEEN POUNDER EQUIPMENT NOW FITTED PNEUMATIC TIRES SEVEN FIFTY BY TWENTY FOUR AND ALL QUICK FIRING FOUR POINT FIVE INCH EQUIPMENTS NOW FITTED ONE NOUGHT FOUR WHEELS LATTER COULD BE CONVERTED TO PNEUMATIC SAME AS EIGHTEEN POUNDER UP TO NUMBER OF TWENTY FOUR IF REQUIRED AND IMMEDIATE NOTICE GIVEN. STATE NUMBER OF TRAILERS REQUIRED WITH EACH GUN. ALL GUNS WOULD BE COMPLETE WITH SIGHTS AND GUN STORES IF DESIRED STATE OMISSIONS IF ANY. A LIMITED NUMBER OF NUMBER SIX DIRECTORS RANGEFINDERS AND ARTILLERY BOARDS MIGHT BE MADE AVAILABLE BUT ARE RATHER SHORT HERE FOR TRAINING. ¶ PROPOSE TO SHIP ALL ARTILLERY STORES IN BULK RATHER THAN WITH UNITS TO SIMPLIFY REORGANIZATION TO REGIMENTAL BASIS IN ENGLAND. EXPECTED TROOPS WILL TAKE FULL PERSONAL EQUIPMENT AND CLOTHING INCLUDING RIFLES AND GAS RESPIRATORS BUT NOT STEEL HELMETS WHICH MUST BE PROVIDED ON ARRIVAL. VICKERS GUNS AND TECHNICAL STORES WITH MACHINE GUN BATTALIONS. LEWIS GUNS CAN BE TAKEN REPORT IF WANTED AND WHAT SCALE. ¶ INFANTRY BRIGADES ORGANIZED THREE RIFLE ONE MACHINE GUN BATTALION EACH. ¶ SHOULD WE DESPATCH BRIGADES AS ORGANIZED. REPORT IF INFANTRY ANTI TANK COMPANY NOW FORMS PART INFANTRY BRIGADE

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IN FIELD. IF SO THREE WILL ACCOMPANY DIVISION. DEGREE OF TRAINING OF TROOPS ELEMENTARY. OFFICERS AND NON COMMISSIONED OFFICERS BETTER QUALIFIED THAN NINETEEN FOURTEEN MEN ABOUT SAME. MINIMUM OF FOUR MONTHS FURTHER TRAINING REQUIRED AFTER ARRIVAL ENGLAND AND TRAINING EQUIPMENT SUPPLIED BY WAR OFFICE. ENDS.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS

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JER/MM

C 279035 Exped Force

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

TO: THE SECRETARY OF STATE FOR DOMINION AFFAIRS, LONDON

SECRET

CYPHER

No. 106 Ottawa, November 1, 1939

No. 106, Secret. Your telegram of October 25th, No. 97. Pending conclusion of discussions now taking place in respect of large Air Training Scheme, the Canadian Government do not see their way clear to assume additional military commitments. The technical units enumerated in my telegram No. 84 and my telegram No. 86 are mobilized or partially mobilized and are therefore existing commitments but the raising of Forestry Companies and Transportation units would constitute entirely new commitments. Consequently consideration of technical units is restricted to those mentioned in paragraph 4 your telegram No. 97 and as the Canadian Government is not prepared at present to exceed the maximum of 6,000 stated in my telegram No. 84, the technical units to be despatched in accordance with your expressed preference will be limited to the following. List begins:

One Divisional Royal Canadian Army Service Corps, consisting of:-

Divisional Royal Canadian Army Service Corps Headquarters.

One Ammunition Company.

One Petrol Company.

One Supply Column.

38 and 1,144.

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One Corps Troops Royal Canadian Army Service Corps, consisting of:

One Corps Troops Ammunition Company.
13 and 698.

One Corps Troops Ammunition Park.
39 and 1,438.

One Corps Petrol Park.
8 and 365.

One Corps Troops Supply Column.
20 and 618.

One Corps Troops Royal Canadian Engineers, consisting of:-

Engineer Headquarters.

Three Army Field Companies.

One Corps Field Park Company.

24 and 894.

Two Army Troops Companies,
each 6 and 240.

One Road Construction Company (less labourers)
4 and 101.

Total 158 officers and 5,738 other ranks. List ends.

2. The despatch of the above units impracticable until completion of despatch of 1st Canadian Division commencing after 1st December according to arrangements now in hand.

3. Reference paragraph 3 your telegram No. 97, arrangements are being made for provision in England of personnel of Royal Canadian Army Pay Corps.

4. Certain disparity between strengths of some units given in your telegram No. 97 and War Establishments in possession National Defence will be taken up direct with Canadian military representatives in England.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS

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The Montreal Daily Star

20th November, 1939

file Ent Force
C279036A

Canada Plans To Wage War Sparing Men

Gen. McNaughton Emphasizes Use Of Artillery

OTTAWA, Nov. 20—When Canadian troops take their place in the line of battle they will be as well-equipped as the British forces. This, it was made plain, means that artillery and machine guns will be used to the utmost rather than that Canadian troops shall be exposed.

The assurance came over the week-end from Major-General A. G. L. McNaughton, commander of the First Overseas Division who has just returned from a coast to coast tour in which he visited every unit in the division.

ROGERS AGREES

And backing up General McNaughton's assertion on the point was a statement from Defence Minister Hon. N. Rogers. The Minister anr the general held a joint press conference in Mr. Rogers' office. For more than an hour they answered questions from 14 newspapermen. General McNaughton did most of the talking with Mr. Rogers answering questions relating to Government policy.

The First Overseas Division is being readied for service without haste but with thoroughness and all possible despatch. Formalities and red tape are being dispensed with when it is necessary to get things done quickly and the close personal relations existing between the commanding officer and the officers of the different units makes this possible.

As a result of his service in the first Great War and his work in the Defence Department since, General McNaughton, former chief of the General Staff, knows personally every officer commanding a unit in the First Division and quite a number of other officers.

So on his recent tour he was able to ask and get from them complete frankness in the discussion of their problems. Where difficulties came to light they were remedied without delay.

HIGH QUALITY

Two things impressed the general on his tour, the high quality of the men in the division and their seriousness.

"I can hardly conceive a higher quality of person coming forward to serve in all capacities and in all grades," he said.

"The men are very serious. This is not like 1914 when men went more in the spirit of adventure rather than as a contribution to a great ethical cause."

The response of Canadian manhood to the appeal for service was due to a keen realization of the threats now directed at democracy and civilization. The men enlisting were aware that if the totalitarian states won, "which, of course, they won't," civilization as Canadians understand it would be cut off at the roots.

"There is also a realization that this is no light task," said General McNaughton. "Everybody recognizes that if we are going to defeat the totalitarian states and what they stand for it will be a long struggle and we are going to need the whole of our resources and the whole of the resources of our great Allies, the French."

At the same time there was no occasion for haste. Canada could take reasonable time to prepare its forces before they would have to endure trial by battle. For Canada this was most important because it maintained no large military establishment in peace.

Neither this country nor the Empire as a whole was seeking territory or advantages. They just wanted to preserve their reasonable rights and privileges. Canada has wholeheartedly supported the ideas of collective security represented by the League of Nations.

ARDENT HOPE

"It is the ardent hope of Canadian soldiers as well as civilians that we may soon return to the work of organizing peace so as to prevent the eruptions of dictators," said the general. "We don't see clearly how it can be done but we certainly don't want to keep up huge armed forces and plan wars for our children and our children's children."

Getting down to a discussion of the Division itself, General McNaughton said it was based directly on units in the active militia and had the advantage of a large number of experienced and skilled officers and non-commissioned officers. Many of these men had war service and many had devoted themselves since the last war, largely at their own expense, to perfecting their military training and military education.

'In unit after unit I found every officer fully qualified for the command he holds according to our rather stringent peace-time Standards," he said.

For specialists and technicians the division has drawn on Canadian industry. The technical knowledge and talent thus obtained could not have been created by the army itself in 10 years. The only thing needed was care in the selection of personnel and the adaptation of civilian knowledge to military requirements.

The deficiency in supplies noticed for a time was being rapidly made up, said General McNaughton and Mr. Rogers added that heavy deliveries of essential supplies, such as uniforms, underwear, socks and boots were now on the way. All essentials required would be in the hands of the troops at an early date and the few non-essentials still undelivered would follow promptly.

The supplying of the troops on short notice required a great effort from Canadian industry, said the Minister. Industry had co-operated well. In uniforms alone — the new battle dress type—it had been necessary to start from scratch, obtain the wool, make the yarn, weave the cloth and, finally, tailor the loose-fitting trousers and blouses which resemble ski-suits.

MOVING FORWARD RAPIDLY

"The picture we now have is reassuring in every respect," said Mr. Rogers. "Equipment is now moving forward and will be moving forward rapidly."

In cases of urgent necessity district officers commanding had been authorized to make local arrangements.

In a few localities the Red Cross had *supplied socks to the troops* but this was not a general condition. The Red Cross had socks on hand and asked the department if it could not be of service. In a few districts where the troops were short of socks the Red Cross supplied some.

Some mechanized equipment would be obtained in Canada and some in England, said Mr. Rogers. Certain specialized articles could not be turned out in quantity in Canada at once. General McNaughton modestly confessed he would like to be an artilleryman again. It was in that field that he won distinction in the last war. Now, however, he had other responsibilities and had to look at military problems from a wider point of view.

"If I am known for anything," he said, "it is for the urgent insistence on using guns rather than the lives of our troops and for a proper co-ordination of all arms."

All of which indicates there will be no shortage of guns in Canada's overseas forces if the commander has anything to say about it.

"I think we should be thankful General McNaughton has such a thorough knowledge of artillery," remarked Mr. Rogers. "No commander ever suffered from having too much artillery."

Neither the Minister nor the General would discuss details or arms or mechanical equipment but both declared the Division would be as well equipped as possible and fully up to the standards of the British Army.

A high standard of physical fitness has been set for the Division. Some units are taking great pains to get the best possible physical specimens. Any delay in getting some units up to strength was not due to lack of recruits but to the desire of the officers commanding to select the best men. It was unfair to the soldier, the nation and the forces to send unfit men overseas.

The re-examination of the troops, using X-ray and other approved medical tests had proved its value. Rejections for defects found on the re-examination were not unduly numerous but enough to justify it.

BREN GUN MANUFACTURE ADVANCED

Some of the facts elicited at the conference were:

Canadian-made Bren machine guns will be delivered before April 1, 1940, the date specified for first delivery in the contract with a Toronto firm;

The troops now have all the machine guns they need for training purposes, including Bren guns;

Men in the army under 19 and officers under 20, the minimum age for going overseas, will be kept in training until they reach the minimum age;

Troops are getting excellent rations prepared by experienced cooks, show gains in weight after a short period in uniform;

Experiments are being made with an intelligence test;

The First Division will be as well equipped as possible and as well equipped as the British Army when it takes the field;

In ordering Highland regiments to use battle dress instead of the kilt the Canadian authorities were following the example of the Highland units in the British Army. The kilt could be worn on leave, some Highland emblems might be worn with the battle dress but the kilt was unsuitable for conditions in the theatre of war;

Canadian troops overseas will be identified by a khaki shoulder patch bearing the word "Canada" in silver-grey letters;

All essential supplies will be in the hands of the troops in a short time;

The First Division will soon be attired completely in the new battle dress uniform consisting of loose-fitting slacks and blouse and canvas gaiters.

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The Montreal Daily Star

TUESDAY, NOVEMBER 21, 1939

C 279037

A WORTHY SUCCESSOR TO GENERAL SIR ARTHUR CURRIE

THE report made by Major-General A. G. L. McNaughton, Commander of the First Overseas Division, on the result of his coast-to-coast tour of inspection, during which he visited every unit included in that Division, must be satisfactory to the Canadian people from every viewpoint. General McNaughton laid emphasis on the high quality of the men and the seriousness of their spirit as the two features that had impressed him most on his tour, with every officer fully qualified for the command he holds according to Canada's rather stringent peace standards.

In so far as equipment is concerned, the men of the First Overseas Division will be quite equal to the British forces, and it was made quite clear by General McNaughton that artillery will be used to the fullest degree in order that there may be no needless sacrifice of men. "If," said the General, "I am known for anything, it is for the urgent insistence on using guns rather than the lives of our troops, and for a proper co-ordination of all arms."

It is only necessary to recall General McNaughton's record in the Great War to realize that his choice as Commander of the First Overseas Division was not only the logical one, but the best the Government could have made—one upon which the Hon. N. Rogers, Minister of Defence, is to be heartily congratulated. In every sense of the phrase he is a worthy successor of the beloved Commander-in-Chief of the Canadian Army during the last war, the late General Sir Arthur Currie. General McNaughton has studied soldiering all his adult life, from the time when, at the age of twenty-two, he took the special course for university candidates for commands in the regular army at McGill in 1909.

Artillery has always been his favourite study, and he was fortunate in being able to render the Allied forces invaluable service during the Great War by the invention, jointly with Lieutenant-Colonel W. F. Steel, of a cathode ray direction finder, which proved of great use to the artillery, since it enabled an observer, immediately enemy fire opened, to note and report to batteries the precise location, distance and direction of such fire. General McNaughton's record in the war was one of great distinction. He was twice wounded, and he won his way by sheer merit from the rank of Major in the Canadian Field Artillery to that of Brigadier-General commanding the Canadian Corps Heavy Artillery.

Since the conclusion of the war he has lived an exceedingly active life, both in the militia field and in that of scientific engineering. His work as president of the National Research Council at Ottawa, to take which position he resigned his post as Chief of the General Staff, was of real importance to the country; and in many directions his engineering talents, his wide scientific background and his military experience have been placed at the service of the Canadian people with the happiest results.

In the war General McNaughton established a reputation as being an artillery officer who combined remarkable strategic gifts with resolution in husbanding his resources of man-power. Those serving under him had a general affection for the dynamic but ever considerate commander whom they knew could be relied upon never to ask them to undertake any duty without giving them the utmost protection and assistance in artillery fire. He was held in great esteem by the High Command, enjoyed a reputation second to none among his brother-officers, and today is remembered and respected for his military talents by the highest ranking officers of the Imperial General Staff.

This is the man to whom has been entrusted the direction and leadership of our First Division to go overseas to fight side by side with the British and the French forces now in France for the defence of our general liberties. The families of the men under his command will repose in him a confident faith as a leader of outstanding skill and a General who may be relied upon to see to it that there is never, so far as his determination can make it certain, any shortage of guns—big guns—for the Canadian troops. He is under no delusion as to the magnitude of the task which faces the Allied forces. "It will," he said, "be a long struggle, and we are going to need the whole of our resources and the whole of the resources of our Allies, the French."

Canada is fortunate in having at its service in this great task a man who enjoys the full confidence of the men under him and of the nation as a whole.

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"R" C 279038

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA.

TO: THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN, LONDON.

OTTAWA, October 21, 1939.

No. 461

SECRET

CYPHER

Part I. Brigadier Crerar proceeds shortly to United Kingdom to act in dual capacity,

First, as technical adviser to Minister, with instructions to inform him regarding all aspects of plans formulated by Department to give effect to Government's war policy. To extent that Minister desires, he will advise him regarding plans, proposals or views put to him by British Government. Channels of communication, military policy through Canada House; matters of practical fact or detail direct to Chief of General Staff.

Second, as Brigadier, General Staff, of a nucleus Canadian Headquarters in the United Kingdom, with instructions:-

(a) Make preparations respecting the arrival, quartering, and general administration of C.A.S.F. units or formations despatched from Canada.

(b) Arrange for the completion of the equipment and the provision of training facilities of such units, excepting such technical units which may be specially despatched to serve apart from the 1st Canadian Division. The training of the 1st Division will be the responsibility of its Commander.

(c) Inquire into and advise Department of National Defence respecting the formation of reinforcement and administrative units and centres as may be required in the United Kingdom.

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(d) Establish and maintain liaison with the British Army authorities in the United Kingdom.

(e) Be available to the High Commissioner for Canada for consultation.

Part II. In addition to Brigadier Crerar following officers appointed to form nucleus of Canadian Headquarters in United Kingdom, proceeding at a date to be communicated later:-

General Staff Officer, 1st Grade

Lt.-Col. E.L.M. Burns, O.B.E., M.C.

Assistant Adjutant and Quartermaster-General

Colonel P.J. Montague, C.M.G., D.S.O., M.C., V.D., A.D.C.

Deputy Assistant Adjutant General

Major M.H.S. Penhale, R.C.A.

Deputy Assistant Quartermaster-General

Major A.E. Routier, M.C., R.C.A.

Special precaution should be taken for secrecy both Parts of this telegram.

read 25-10-39 IC

SECRETARY OF STATE FOR EXTERNAL AFFAIRS.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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"R"

R.

TELEGRAM C 279040

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA.

TO: THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN.

Ottawa, 22 November, 1939.

SECRET

CYPHER

NO. 562.

Secret, No. 562. Reference your telegram No. 648 of November 14th following for Military Headquarters from National Defence, Begins:

Reference your G.S. 23 of November 14th. In light of your information as to present organization of a British Division it has been decided to revise organization of 1st Canadian Division to conform to British practice. Composition of re-organized 1st Canadian Division with strengths of units in officers and men follows:-

Divisional Headquarters 18 and 120.

Employment Platoon 34 other ranks.

Divisional and three Infantry Brigade Sections Intelligence Corps 2 and 16.

3 Infantry Brigade Headquarters 27 and 168.

3 Infantry Anti-tank Companies 12 and 198.

Headquarters Divisional Artillery 6 and 24.

Headquarters Divisional Engineers 7 and 31.

Headquarters Divisional Army Service Corps 7 and 29.

Anti-tank Regiment 18 and 525.

3 Field Regiments 25-pounder 84 and 1665.

Divisional Field Park Company 3 and 153.

3 Field Companies 15 and 711.

Divisional Signals 18 and 473.

9 Rifle Battalions 198 and 5826.

Divisional Ammunition Company 11 and 379.

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C 279041

Divisional Petrol Company 7 and 292.

Divisional Supply Column 15 and 443.

3 Field Ambulances 36 and 666.

Field Hygiene Section 1 and 28.

Provost Company 1 and 108.

Divisional Postal Unit 1 and 24.

9 Light Aid Detachments 9 and 108.

Pay Corps Personnel 17 and 19.

Total Division 513 and 12040.

Details left at base for all of above 54 and 1449.

2. In addition the following units will proceed with first Division. List begins:-

3 Machine Gun Battalions 66 and 1995.

3 Light Aid Detachments 3 and 36.

Pay Corps Personnel 3 and 3.

Total of above 72 and 2034.

Details left at base for above 12 and 204. List ends.

3. In view of War Office desire to make non-divisional units complementary to division in a corps it is desired to revise lists of ancillary units previously proposed, including list contained in DOMINIONS OFFICE NO. 106, dated 18 November, and substitute undermentioned units on understanding that the conditions stated in External Affairs Telegram No. 84 of September 29th and confirmed in Dominions Office Telegram No. 97 of October 25th will continue to apply to these units. List begins.

One Army Tank Battalion 29 and 484.

One Medium Regt. (6-inch Howitzer) 26 and 627.

Two Army Field Regiments 56 and 1110.

Two Line Sections 4 and 120.

One Operating Section 1 and 39.

One Wireless Section (Corps Signals) 1 and 27.

One Despatch Rider Section 1 and 26.

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C 279042

One Line Maintenance Section 1 and 27.

One Medium Regiment Signal Section 1 and 28.

Two Army Field Regiment Signal Sections 2 and 56.

One Air Force Wing Signal Section 1 and 38.

One Army Tank Battalion Signal Section 1 and 15.

Details Corps Troops Ammunition Company 9 and 339.

Details Corps Troops Supply Column 13 and 324.

Details Corps Petrol Park 6 and 199.

Details Corps Ammunition Park 16 and 493.

Headquarters and Two Sections Reserve Mechanical Transport Company 7 and 291.

Army Field Workshop (less Light Aid Detachments) 12 and 469.

Four Light Aid Detachments 4 and 48.

Details Ordnance Field Park 8 and 153.

Field Cash Office 1 and 3.

Divisional increment of Command Pay Office 4 and 10.

One Air Intelligence Liaison Section 2 and 6.

Details General Base Depot 5 and 50.

Details Infantry Base Depot 5 and 50.

Details Reception Camp 1 and 6.

Canadian Section General Headquarters 2nd Echelon 9 and 37.

Survey Battery 8 and 94.

One Field Company 5 and 237.

One Corps Field Survey Company 6 and 128.

Pay Corps Personnel 7 and 14.

Total Ancillary Troops 252 and 5548.

Details left at base for Ancillary troops 19 and 306.

List ends.

4. Increase in ancillary troops over previous limit of 6000 has been made possible by omission of cavalry regiment from 1st Canadian Division.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS

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C 279043 Ext. Affrs.

SECRET

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA.

TO: THE SECRETARY OF STATE FOR DOMINION AFFAIRS, LONDON

SECRET

CYPHER

No. 117

Ottawa, November 27th, 1939.

No. 117. Secret. Your telegram No. 106 of 18th November. In view of advice from Brigadier Crerar that War Office would ask reconsideration of list of technical units enumerated in my telegram No.106 of November 1st, with object of making them complementary to a division in a Corps, a new revised list of such units desired by the Canadian Government was communicated to Canadian Military Headquarters in Great Britain in my telegram No. 562 of November 22nd.

As regards Transportation Units and Forestry Companies situation remains as described in my telegram No. 106 of November 1st.

SECRETARY OF STATE FOR
EXTERNAL AFFAIRS

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R.

C279044 Mil. Co-op. Exped. Force JER/S Nov. 30/39

FROM - THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA, CANADA.

TO - THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN, LONDON.

SECRET

CIPHER

Ottawa, November 30, 1939.

No. 598

Following for Military Headquarters from National Defence begins:

With further reference to our cable five six two dated twenty second November one nine three nine and your G S three five dated twenty fourth November one nine three nine advising that War Office reaffirm willingness assume responsibility cost of equipping ancillary units and for maintenance personal and unit equipment until units revert to Canadian Higher Command.
In view of very heavy financial commitments already assumed and now receiving consideration by Canada under air training scheme it remains necessary to reiterate this condition.

The list of ancillary units given para three our cable five six two is designed to provide 1st Canadian Division with requisite Canadian ancillary arms and services and it is hoped War Office will agree that these units will normally be employed with it. Canadian Government recognize that employment these units in the field will usually come directly under Headquarters Army Corps to which First Canadian Division is attached but feel that channel of authority for training and for administration of personnel including such matters as all questions relating to commissions promotions appointments transfers exchanges recalls and demands for officers should pass through G.O.C. First Canadian Division to Canadian Government. Consult War Office and stress importance British authorities giving assurances accordingly.

As regards source of supply M T other than tanks medium artillery tractors and special vehicles and bodies not readily procurable here, Canadian factories now tooling up for First

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Canadian Division requirements. Early delivery promised. Additional orders for ancillary troops given para three cable five six two could readily be included for War Office account. Many advantages in keeping patterns uniform with First Canadian Division and this encouragement Canadian production particularly desired. Please make representations accordingly to War Office and advise result. Ends.

SECRETARY OF STATE
FOR EXTERNAL AFFAIRS.

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Mil. Exped. Forces

C 279046

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

C.CODE

No. 734

LONDON, 2nd December, 1939.

Following from Canadian Headquarters for National Defence, Begins:

G.S.50. Reference No.562, November 22nd. War Office welcome list proposed with following exceptions. Useless sending Army Tank Battalion in the near future, there being no possibility of finding enough tanks and equipment even for proper training let alone war equipment. Considered that corps of R.C.A.S.C. units composed partly British partly Canadian personnel impracticable on account of the difference in pay and other administrative difficulties. Homogeneous R.C.A.S.C. units of approximately equal numbers preferred. War Office suggest for tank battalion and detail corps troops, ammunition company supply column, petrol park and ammunition park R.C.A.S.C. strength 1912, all ranks given transfer you substitute complete units corps troops ammunition companies 390 corps petrol park 528 corps ammunition park 980 total 1898 all ranks.

Do you agree to these changes? In any event recommend it now be definitely accepted that all units of your list other than above mentioned will proceed overseas in order that arrangements for their accommodation and training equipment be now undertaken.

Early reply desired. Ends.

HIGH COMMISSIONER

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"R"

Mil. Co-op. Exped. Forces

TELEGRAM C 279047

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER LONDON, December 6th, 1939.

NO. 754.

No. 754. Following from Canadian Military Headquarters for National Defence, Begins:

G.S. 57. Reference No. 598, second paragraph. War Office agree Canadian ancillary units will normally be employed in same corps as division and that administrative matters as listed should pass the General Officer Commanding, First Canadian Division. In view of additional work this will throw on "A" staff of division, War Office suggest such staff be increased above normal war establishment. Supply of Canadian M.T. referred to in paragraphs 1 and 3 of No. 598 will be subject of further communication. Ends.

HIGH COMMISSIONER

Rec'd Ottawa: 4.00 P.M.

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"R" Mil. Coop. Exped. Forces

C 279048

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER

December 6, 1939.

LONDON,

NO. 761.

No. 761. Following from Canadian Military Headquarters to National Defence, Begins:

G. S. 58. M. I. 5. War Office asks that stringent precautions be taken to exclude subversive agitators from ranks of Canadian units prior to departure from Canada. Reports received here indicate that certain Communists of more virulent type enlisting in Canada. Ends.

HIGH COMMISSIONER.

Received Ottawa:

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"R"

Mil. Corps. Exped. Forces

TELEGRAM

C 279048

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER

December 6, 1939.

LONDON,

NO. 761.

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G. S. 58. M. I. 5. War Office asks that stringent precautions be taken to exclude subversive agitators from ranks of Canadian units prior to departure from Canada. Reports received here indicate that certain Communists of more virulent type enlisting in Canada. Ends.

HIGH COMMISSIONER.

Received Ottawa:

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R.

Mil. Co-op. Exped Force.

C 279049

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

C.CODE

LONDON, December 6th, 1939.

NO. 760.

No. 760. Following from Crerar (Lieut-Gen) to Department of National Defence, Begins:

A.27. P.C. No. 3,391 declares that military forces of Canada in the United Kingdom to be serving with forces of United Kingdom. First Canadian Division will be in Aldershot Command but part of non-divisional troops and reinforcements may be in other Commands. It is apparent that Commander-in-Chief of Command must as matter of practical necessity exercise command over Canadian troops in such matters as quartering, movement by road, and railhead, issuing of equipment, allocation of training grounds and air defence measures. This would in no way affect ultimate control of Canadian Forces by Canadian Government nor exercise by Canadian Service Authorities of all legal powers covering discipline, personnel questions and administration. In view of this, I suggest Minister declare, as empowered by paragraph 3 P.C. No. 3, 391, that Canadian formations and units despatched to the United Kingdom shall act in combination with United Kingdom forces and that command of combined forces shall be vested in General Officers Commanding-in-Chief of Commands in which Canadian troops may be located. Reservations of control and powers of Canadian Military Authorities in discipline and administration could be reasserted if deemed necessary, also Canadian channels of communication. Question of my military status with respect to Canadian formations and units not comprised in First Canadian Division already raised in A. 18 of November 13th and that of my authority to attach Canadian

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C 279050

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

personnel to British forces in A. 26 of December 4th. Have not discussed these matters with British Authorities but will do so if desired. Memorandum this subject already forwarded by mail. Ends.

HIGH COMMISSIONER

Rec'd Ottawa: 8.09 P.M., December 6th, 1939.

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279051

MEMORANDUM
Office of the Prime Minister

Ottawa, Dec 9

file Records Room
Confidence

Prime Minister

Original of P.M's message returned herewith as requested. Message has been delivered to Dept. of Defence for coding & despatch

A.D.P.

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SECRET

FROM: THE PRIME MINISTER OF CANADA

TO: THE GENERAL OFFICER COMMANDING, FIRST OVERSEAS DIVISION,
CANADIAN ACTIVE SERVICE FORCE.

CODE:

I should like to give to you, and through you to the officers and men of the First Overseas Division, a farewell message from Canada, as you all leave our shores on the great mission which takes you overseas to the theatre of war in Europe.

You know that no public leave-taking has been possible, but we desire that you also know that the hearts of the people of Canada are with you, and that until your return, which we trust may be at a day not too distant, we will follow you with our sympathy, our gratitude and our prayers.

You go, each one of you, of your own free will, through the promptings of your own heart, at the dictates of your own conscience, that Canada may take her place at the side of Britain and of France in the present war. Through brutal aggression and oppression war has been thrust upon innocent nations by a foe who

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seeks domination of the world by force. You go to protect and preserve for your own and for others, all that is most precious in life. In your keeping and that of the brave men with whom you will be associated lies the liberty and security of individuals, of families and of nations in the present and future alike. The land you love, the joys of home, peace and freedom of mind, ~~of~~ heart and ~~of~~ soul are all a part of the sacred heritage you seek to preserve.

Be sustained in your arduous endeavours by the high purpose of the cause in which you have enlisted. Yours is a great crusade. You are the defenders of the faith of all who believe in the God of Righteousness, Truth and Justice. Civilization itself is at stake. Never before in the history of the world were the issues so great, or the outcome of conflict of such consequence to mankind.

So with hearts full of gratitude and pride we bid you Godspeed, knowing that whatever may lie before you, you will continue throughout courageously to uphold the cause that so chivalrously you have made your own.

Office of the Prime Minister
Ottawa, December 9, 1939

W. L. Mackenzie King.

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R. [illegible] Copy

Mil. Co-ops. Expd Force

SECRET

C 279054

FROM: THE PRIME MINISTER OF CANADA

TO: THE GENERAL OFFICER COMMANDING, FIRST OVERSEAS DIVISION, CANADIAN ACTIVE SERVICE FORCE.

CODE:

I should like to give to you, and through you to the officers and men of the First Overseas Division, a farewell message from Canada, as you all leave our shores on the great mission which takes you overseas to the theatre of war in Europe.

You know that no public leave-taking has been possible, but we desire that you also know that the hearts of the people of Canada are with you, and that until your return, which we trust may be at a day not too distant, we will follow you with our sympathy, our gratitude and our prayers.

You go, each one of you, of your own free will, through the promptings of your own heart, at the dictates of your own conscience, that Canada may take her place at the side of Britain and of France in the present war. Through brutal aggression and oppression war has been thrust upon innocent nations by a foe who

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Be sustained in your arduous endeavours by the high purpose of the cause in which you have enlisted. Yours is a great crusade. You are the defenders of the faith of all who believe in the God of Righteousness, Truth and Justice. Civilization itself is at stake. Never before in the history of the world were the issues so great, or the outcome of conflict of such consequence to mankind.

We with hearts full of gratitude and pride we bid you Godspeed, knowing that whatever may lie before you, you will continue throughout courageously to uphold the cause that so chivalrously you have made your own.

Office of the Prime Minister
Ottawa, December 9, 1939

W. L. Mackenzie King.

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C 279056

SECRET

FROM: THE PRIME MINISTER OF CANADA

TO: THE ~~OFFICER~~ journal OFFICER COMMANDING, FIRST OVERSEAS DIVISION, CANADIAN ACTIVE SERVICE FORCE.

CODE:

I should like to give to you, and through you to the officers and men of the First Overseas Division, a farewell message from Canada, ~~as~~ as you all leave our shores on the great mission which takes you overseas to the theatre of war in Europe.

You know that no public leave-taking has been possible, but we desire that you also know that the hearts of the people of Canada are with you, and that until your return, which we trust may be at a day not too distant, we will follow you with our sympathy, our gratitude and our prayers.

You go, each one of you, of your own free will, through the promptings of your own heart, at the dictates of your own conscience, ~~to place~~ that Canada may take her place at the side of Britain and of France in the present war ~~which~~.

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has been thrust upon innocent nations ~~through brutal oppression and aggression, and by a few that~~ seeks domination of the world by force. You go to protect and preserve for your own and for others all that is most precious in life. In your keeping and that of the brave men with whom you will be associated lies the liberty and security of individuals, of families and of nations in present and future alike. ~~The safety of homes~~, the joys of home, ~~and peace~~ and freedom of mind, of heart and of soul are all a part of the sacred heritage you seek to preserve.

Be sustained in your arduous endeavours by the high purpose of the cause in which you have enlisted. Yours is a great crusade. You are the defenders of the faith of all who believe in ~~a~~ the God of Righteousness, Truth and Justice. ~~You are the preservers of civilization~~. Never before in the history of the world were the issues ~~so~~ so great, or the outcome of conflict of such consequence to mankind.

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C 279058

So with hearts full of gratitude and pride we bid you Godspeed, knowing that whatever may lie before you, you will continue throughout to uphold the cause ~~you have~~ that so chivalrously you have made your own. ~~You have already done honour to your King and Country and the highest of all traditions~~ W. L. Mackenzie King

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SECRET

C 279059

From: The Prime Minister of Canada

To: The Officer Commanding, First Overseas Division, Canadian Active Service Force.

CODE

At the moment of the departure from our shores of the First Overseas Division, I should like, on behalf of the Government and people of Canada, to convey to you, and through you to all officers and men, an expression of the good wishes of all Canadians.

The cause for which our forces have taken up arms, and in which they are presently engaged, is one which will demand on every side the utmost which we can devote to its service. It is a cause involving nothing less than the defence of all of those Christian concepts upon which our Canadian citizenship is founded and has grown and flourished. It encompasses the free government of a free people not less than that inalienable dignity of individual personality without which our everyday existence must be barren in character and negligible in scope. That Britain, France, and the self-governing Dominions of the British Commonwealth are united in this high endeavour, must be a source of strength and inspiration to us all.

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The example of Canada's sons and daughters who, but a generation ago, took up arms in its service, is fresh and vivid in our minds today. The heroic effort, at home and abroad, which redounds to their name, has become with time, a part of the indissoluble fabric of our nationhood. The maintenance of freedom and the pursuit of justice are now joined in a vast struggle which must be waged with steadfast determination until victory is achieved. Victory in this cause will be not for ourselves alone, but for those who follow after, and it is in this spirit that I wish you strength and Godspeed.

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MEMORANDUM C 279061
Office of the Prime Minister

Ottawa, December 20th, 1939.

For Mr. Handy:

Attached, for the Prime Minister's records, are originals of the cyphers exchanged between Mr. King and General McNaughton; also between Mr. Rogers and General McNaughton. These have been obtained from the Department of National Defence.

A.D.P.H.
A.D.P.H.

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Exped. Force

S. 1320h
500 Pads of 200-10-39 (2610)
N.S. 815-9-1320h

R

NAVAL MESSAGE

279062

To: C.O.A.C.

FROM: N.S.H.Q. OTTAWA

PERSONAL FOR CAPTAIN REID. PLEASE PASS FOLLOWING MESSAGE TO GENERAL MCNAUGHTON. BEGINS.

FROM: THE PRIME MINISTER OF CANADA TO: THE GENERAL OFFICER COMMANDING, FIRST OVERSEAS DIVISION, CANADIAN ACTIVE SERVICE FORCE.

I SHOULD LIKE TO GIVE TO YOU, AND THROUGH YOU TO THE OFFICERS AND MEN OF THE FIRST OVERSEAS DIVISION, A FAREWELL MESSAGE FROM CANADA, AS YOU ALL LEAVE OUR SHORES ON THE GREAT MISSION WHICH TAKES YOU OVERSEAS TO THE THEATRE OF WAR IN EUROPE.

YOU KNOW THAT NO PUBLIC LEAVE-TAKING HAS BEEN POSSIBLE, BUT WE DESIRE THAT YOU ALSO KNOW THAT THE HEARTS OF THE PEOPLE OF CANADA ARE WITH YOU, AND THAT UNTIL YOUR RETURN, WHICH WE TRUST MAY BE AT A DAY NOT TOO DISTANT, WE WILL FOLLOW YOU WITH OUR SYMPATHY, OUR GRATITUDE AND OUR PRAYERS.

YOU GO, EACH ONE OF YOU, OF YOUR OWN FREE WILL, THROUGH THE PROMPTINGS OF YOUR OWN HEART, AT THE DICTATES OF YOUR OWN CONSCIENCE, THAT CANADA MÁY TAKE HER PLACE AT THE SIDE OF BRITAIN AND OF FRANCE IN THE PRESENT WAR. THROUGH BRUTAL AGGRESSION AND OPPRESSION WAR HAS BEEN THRUST UPON INNOCENT NATIONS BY A FOE WHO SEEKS DOMINATION OF THE WORLD BY FORCE. YOU GO TO PROTECT AND PRESERVE FOR YOUR OWN AND FOR OTHERS, ALL THAT IS MOST PRECIOUS IN LIFE. IN YOUR KEEPING AND THAT OF THE

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S. 1320h
500 Pads of 200-10-39 (2610)
N.S. 815-9-1320h

NAVAL MESSAGE

To:

From: C 279063

BRAVE MEN WITH WHOM YOU WILL BE ASSOCIATED LIES THE LIBERTY AND SECURITY OF INDIVIDUALS, OF FAMILIES AND OF NATIONS IN THE PRESENT AND FUTURE ALIKE. THE LAND YOU LOVE, THE JOYS OF HOME, PEACE AND FREEDOM OF MIND, HEART AND SOUL ARE ALL A PART OF THE SACRED HERITAGE YOU SEEK TO PRESERVE.

BE SUSTAINED IN YOUR ARDUOUS ENDEAVOURS BY THE HIGH PURPOSE OF THE CAUSE IN WHICH YOU HAVE ENLISTED. YOURS IS A GREAT CRUSADE. YOU ARE THE DEFENDERS OF THE FAITH OF ALL WHO BELIEVE IN THE GOD OF RIGHTEOUSNESS, TRUTH AND JUSTICE. CIVILIZATION ITSELF IS AT STAKE. NEVER BEFORE IN THE HISTORY OF THE WORLD WERE THE ISSUES SO GREAT, OR THE OUTCOME OF CONFLICT OF SUCH CONSEQUENCE TO MANKIND.

WITH HEARTS FULL OF GRATITUDE AND PRIDE WE BID YOU GODSPEED, KNOWING THAT WHATEVER MAY LIE BEFORE YOU, YOU WILL CONTINUE THROUGHOUT COURAGEOUSLY TO UPHOLD THE CAUSE THAT SO CHIVALROUSLY YOU HAVE MADE YOUR OWN.

W. L. MACKENZIE KING. ENDS.

OFFICE OF THE PRIME MINISTER
OTTAWA, DECEMBER 9, 1939 1745/9

PASSED HALIFAX 1940/9

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R-

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N.S. 815-9-1320h

NAVAL MESSAGE

C 279064

To: N.S.H.Q. 631

FROM: C.O.A.C.

FOLLOWING FROM MAJOR GENERAL MCNAUGHTON, G.O.C. FIRST CANADIAN DIVISION. BEGINS. TO RIGHT HONOURABLE W.L. MACKENZIE KING, PRIME MINISTER OF CANADA, OTTAWA. THIS MORNING THE BATTLE FLAG OF THE FIRST CANADIAN DIVISION WAS UNFURLED FOR THE FIRST TIME FROM THE MASTHEAD OF ONE OF THE TRANSPORTS WHICH ARE TO CARRY US TO EUROPE IN THE GREAT CRUSADE ON WHICH WE HAVE NOW EMBARKED TO JOIN OUR KINSMEN FROM THE BRITISH ISLES AND FRANCE. THE MESSAGE FROM YOURSELF AND FROM YOUR COLLEAGUE, THE HONOURABLE NORMAN ROGERS, MINISTER OF NATIONAL DEFENCE, HAS BEEN COMMUNICATED TO ALL MEMBERS OF THE FIRST CONTINGENT AND ON THEIR BEHALF IT IS MY PRIVILEGE TO EXPRESS OUR APPRECIATION NOT ONLY FOR YOUR KIND AND INSPIRING WORDS BUT ALSO FOR THE SYMPATHY AND ENCOURAGEMENT WHICH YOU HAVE GIVEN US IN THE DIFFICULT TASK OF PASSING FROM OUR PEACE-TIME VOCATIONS AND PREPARING OURSELVES FOR WAR. OUR EXACTING REQUIREMENTS AS REGARDS ORGANIZATION HAVE BEEN MET IN FULL AND WE ARE ASSURED WE MAY DRAW OUR WEAPONS AS WE MAY NEED FROM THE ABUNDANT RESERVE OF THE UNITED KINGDOM UNTIL SUCH TIME AS OUR OWN CANADIAN INDUSTRIES WILL GIVE US A SECURE BASE BEYOND REACH OF ENEMY INTERFERENCE. FOR THIS, MR. PRIME MINISTER, WE ARE VERY GRATEFUL TO YOU, TO YOUR GOVERNMENT AND TO THE PEOPLE OF CANADA AND YOU MAY BE SURE IT IS THE FIRM RESOLVE OF EVERY MAN IN THE FORCE TO USE THE RESOURCES WHICH YOU HAVE GIVEN US TO THE FULL IN THE CERTAIN HOPE THE EXISTING MENACE TO CIVILIZATION AND TO OUR FREEDOM AND LIBERTY WILL BE SET AT REST. THERE ARE DARK DAYS AHEAD BUT WE HAVE FAITH THAT THE EFFORT OF THE BRITISH COMMONWEALTH, OF OUR GREAT ALLY, OF THOSE WHO ARE FROM CANADA AND OF THOSE WHO WILL FOLLOW AFTER IN A STEADY STREAM WILL IN THE END PREVAIL.

A.G.L. MCNAUGHTON, G.O.C. FIRST CANADIAN DIVISION. ENDS.

1120/10

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NAVAL MESSAGE

C 279065

To:

From:

December 9, 1939.

The G.O.C.,
1st Canadian Division.

As the First Canadian Division leaves our shores to take up new posts of duty overseas, I send to you, to your officers, and to members of all units my best wishes for a safe arrival at your destination (Stop) In all that lies before you in the coming months, I am sure you will bring honour to our country and add new lustre to the proud traditions of the Canadian Corps (Stop) I wish you Godspeed in your high endeavour and a safe return when your task is done.

Norman McL. Rogers,
Minister of National Defence.

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R

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S. 1320h
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N.S. 815-9-1320h

NAVAL MESSAGE

To: N.S.H.Q., OTTAWA 633

From: C.O.A.C.

C 279066

FOLLOWING FROM MAJOR-GENERAL MCNAUGHTON G.O.C. 1ST CANADIAN DIVISION BEGINS TO HONOURABLE NORMAN MCLEOD ROGERS MINISTER OF NATIONAL DEFENCE OTTAWA YOUR MESSAGE GS 323 HAS BEEN COMMUNICATED TO ALL MEMBERS OF THE 1ST CANADIAN CONTINGENT AND ON THEIR BEHALF AND PERSONALLY IT IS MY PRIVILEGE TO THANK YOU FOR YOUR KIND AND INSPIRING WORDS. YOU MAY BE SURE THAT IT WILL BE OUR DEEPEST PURPOSE TO FULFIL THE GREAT TRUST WHICH HAS BEEN PLACED IN US. A.G.L. MCNAUGHTON MAJOR-GENERAL G.O.C. 1ST CANADIAN DIVISION. ENDS

1124/10

PASSED FROM HALIFAX 1405/10

TT AC(P) I.B. 10.12.39

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R.

TELEGRAM "R"

Exped Forces

C 279067

JER/S
Dec.12/39

FROM - THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA, CANADA;

TO - THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN, LONDON, ENGLAND

CIPHER

NO. 650

Ottawa, December 12, 1939.

Following is copy of Memorandum from Chief of General Staff, approved by Minister of National Defence, delivered to General Officer Commanding First Canadian Division on seventh December. Begins:

Organization and Administration of Canadian Forces Overseas. 1. The control of the organization and administration of Canadian Forces Overseas, both in Great Britain and in the theatre of operations, will be exercised by the Minister of National Defence and the normal channel of communication between him and Commanders, whether in Great Britain or in the theatre of operations, will be through the Chief of the General Staff. In view of the practical difficulties of maintaining direct telegraphic touch with the Commander in the Field, communication for the present will be carried out through the High Commissioner for Canada in Great Britain and the Chief of the General Staff.

2. All matters concerning military operations and discipline in the Field, being the direct responsibility of the Commander-in-Chief of the British Army in the theatre of operations, will be dealt with by the General Officer Commanding, Canadian Forces in the Field, through the Commander-in-Chief, whose powers in this regard are exercisable within the limitations laid down in the Visiting Forces Acts (Canada and United Kingdom).

3. Non-divisional units sent abroad to provide the 1st Canadian Division with requisite Canadian ancillary arms and services will, it is hoped, normally be employed with the 1st Canadian Division. While the employment of these units in the Field will usually come directly under the Headquarters of the Army Corps to which the 1st Canadian Division is attached, the channel of authority for training and administration of personnel,

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including such matters as all questions relating to commissions, promotions, appointments, transfers, exchanges, recalls and demands for officers, will pass through the G.O.C., 1st Canadian Division, to the Canadian Government through the channels referred to in para. 1 above.

4. Non-divisional units and details of the C.A.S.F. attached to the 1st Canadian Division in Great Britain will be under the command of the G.O.C., 1st Canadian Division, for all purposes. Upon departure from Great Britain of Headquarters, 1st Canadian Division, they will pass to the command of the senior combatant officer of Canadian Military Headquarters in Great Britain who will command all Canadian troops in Great Britain other than those of the 1st Canadian Division and troops attached thereto.

5. In matters of policy the Canadian Military Headquarters in Great Britain will communicate with the Chief of the General Staff, Canada, through the High Commissioner and in matters of detail it will communicate direct with the Chief of the General Staff.

6. While the High Commissioner will not make decisions on matters of policy, he may, however, desire information on military questions as they arise; it will be one of the duties of the Canadian Military Headquarters in Great Britain to inform the High Commissioner in this respect as required.

7. As regards the relationship between the Canadian Military Headquarters in England and the 1st Canadian Division, the former will exercise no command over the latter, even while the Division is in England. On the other hand, it is essential that the closest liaison be maintained. In matters of policy the G.O.C., 1st Canadian Division, will deal with Canada through the High Commissioner While he will not deal with the Canadian Military Headquarters on policy he will deal with it direct and vice versa in matters of mutual concern and in regard to details.

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8. The relationship between the Canadian Military Headquarters in England and the War Office will be one of close liaison, but the former will be in no way under the latter. Details will be taken up direct between the two, but if questions of policy arise the channel of communication will be through the High Commissioner to or from the Department of National Defence. Ends.

Secretary of State
for External Affairs.

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279070

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS OTTAWA

TO: THE HIGH COMMISSIONER FOR CANADA IN LONDON.

Ottawa, 12th December, 1939

Telegram No. 649

Code

Question is being raised, particularly in Department of National Defence as to whether the wives of officers who have already gone or will be later going overseas should be discouraged from joining their husbands there. I should be glad to learn your view on the situation and whether there has been any indication of British Government attitude.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS.

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"R" C279071

Exped Force.

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

MOST SECRET LONDON, December 14th, 1939.

CYPHER

NO. 794.

No. 794. Most Secret. Your telegram No. 641, December 8th. Making every effort to secure Canadian rights. Military security against possible air attack requires that fact that Canadians are landing be not published until port is clear of troops, i.e. about 48 hours after arrival. Arranging with censorship to release cables for Canadian Press 2.00 A.M. second day after landing and for American press 5.00 A.M. This would allow simultaneous publication in morning papers of Canada, United Kingdom and United States of America while preventing premature publication by United States radio. Opinion of British authorities is that American publication could not be delayed longer without creating resentment. Important that Canadian radio does not publish news before morning papers. Stories will create impression that bulk of C.A.S.F. destined for overseas has arrived. Nothing must be (word omitted) newspapers in Canada to counter this impression. Should be no mention of total numbers; names of units or their place of origin; names of officers below the rank of Brigadier; names of ships; port of embarkation.

Inform National Defence.

HIGH COMMISSIONER

Rec'd Ottawa: 11.55 A.M.

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Mil Co-op. Finance

279072

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

SECRET

C. CODE

No. 797

LONDON, December 14th, 1939.

No. 797. Secret. Following from Towers to Ralston, Begins:

1. It was clearly understood that total commitment was 237 million dollars less our share of Air Training Scheme.

2. In my estimate mentioned your paragraph 5 there is no provision to cover air training costs or nett debit balance of other Empire countries in sterling area. Authorities here understand that this is additional to amount which they will be called upon to finance in gold or United States dollars. While estimates are very difficult to make, amount involved on trade account probably not of major importance, say 15 million dollars, according to our Research Department.

3. In various discussions we have emphasised that curtailment of purchases would impair our ability to assist. I know that Treasury here would say that there was no disposition to minimise amount of purchases in order to reduce their United States dollars or gold requirements to the smaller of two amounts mentioned in my telegram. In other words, they accept our case as we have put it. On the other hand they are hardly in a position to guarantee a certain minimum as estimates are always subject to change. In these circumstances I think that our proper course is to await developments and it was partly for this reason that I suggested that second step in financing should be provision of 45 million dollars through sale of gold or United States dollars.

4. I have been in close touch with wheat discussions and believe there are two schools of thought. The first, including Rank, feel that satisfactory results can be obtained in open market. The second regret that it was not possible to make long term contract but are reluctant to accept responsibility for such

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TELEGRAM

279073

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

a contract at price distinctly above market and therefore have not exerted themselves strongly to overcome opposing views. While re-opening of negotiations would probably be taken to indicate weakness on our part, a bulk sale is even now not impossible but I think they would stick to their decision not to go much beyond present market prices. In discussion at Treasury I spoke almost too plain and said that if it were not found possible to arrange a long term contract acceptable to both sides they would pay dearly if conditions went against them while we would have to accept possibility that a short war or an improvement in shipping conditions would impair our trading position. There can therefore be no misunderstandings in regard to implications of present situation.

5. Will reply later to your paragraph 6. Ends.

HIGH COMMISSIONER

Rec'd Ottawa 8 P.M.

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MR Supply
~~Econ Coop.~~ Finance

C 279074

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

C. CODE

NO. 805

LONDON, December 15th, 1939.

No. 805. Following from Towers to Ralston, Begins:

1. Military, air and naval equipment for Canada has been obtained with rare exceptions through War or Air Ministries or Admiralty either from stock or placement of orders on our behalf.

2. Prices charged are those appearing in departmental lists plus from 11 to 15 per cent for departmental and inspection costs.

3. Purchases are only made direct from trade on definite instructions from Ottawa and at prices not exceeding British Government rate. Amount involved very small except for Bristol engines contract placed at request of War Supply Board.

4. As regards future requirements for military and air supplies and equipment, believe that practically all requirements likely to be obtained through respective Ministries. Minister of Supply has requested us to place orders in this way rather than direct with trade. I think that all requirements should be dealt with through one organization here whether supplies needed for use in this country or in Canada. Admiralty arrangement might possibly continue as at present.

5. Think desirable that whatever organization is responsible, perhaps Ordnance Section of Military Headquarters,

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TELEGRAM

C 279075

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

should have man who has had good commercial experience and who will not be occupied with administrative duties but responsible for ensuring that our arrangements, particularly in respect of prices, are on most favourable basis possible. The alternative is to rely almost entirely on British departments. While I have no doubt that we shall be treated with complete fairness a scrutiny of arrangements from the commercial point of view might well be in the interests of both sides, at least in the early stages.

6. The High Commissioner's Office and the military are commencing discussions with the War Office in regard to costs which will be borne by Canada for supplies, equipment, barracks,etc. in England with a view to making recommendations to Ottawa. The possibility of a per capita basis of settlement will be borne in mind. This method is not essential or perhaps desirable as regards our troops in England but will no doubt have to be adopted as regards the troops in France as in the last war. Ends.

LR

HIGH COMMISSIONER

Received Ottawa 6.26 p.m.

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PRESS CLIPPINGS

Office of
The Prime Minister

Name of Publication OTTAWA MORNING JOURNAL C 279076

Date DEC 19 1939

Subject

'Hearts of People With You' King's Message to Contingent

Prime Minister's Farewell Message Read to Troops Aboard Ship—General McNaughton Replies

A short time before the Canadian contingent sailed Prime Minister King and Defence Minister Rogers wished Major General McNaughton, commanding officer of the First Division, his officers and men Godspeed.

Farewell Message.

And as the great convoy plowed its way eastward from a Canadian Atlantic port, the battle-flag of the Division flying for the first time, ship orders to the troops contained the following message from Prime Minister King:

"I should like to give to you and through you to the officers and the men of the first overseas division, a farewell message from Canada, as you all leave our shores on the great mission which takes you overseas to the theatre of war in Europe.

"You know that no public leave-taking has been possible, but we desire that you also know that the hearts of the people of Canada are with you, and that until your return, which we trust may be at a day not too far distant, we will follow you with our sympathy, our gratitude and our prayers.

"You go each one of you, of your own free will, through the promptings of your own heart, at the dictates of your own conscience, that Canada may take her place at the side of Britain and of France in the present war. Through brutal aggression and oppression war has been thrust upon innocent nations by a foe who seeks domination of the world by force. You go to protect and preserve for your own and for others, all that is most precious in life. In your keeping and that of the brave men with whom you will be associated lie the liberty and security of individuals, of families and of nations in the present and future life. The land you love, the joys of home, peace and freedom of mind, heart and soul are all a part of the sacred heritage youth seeks to preserve.

"Be sustained in your arduous endeavors by the high purpose of the cause in which you have enlisted. Yours is a great crusade. You are the defenders of the faith, of all who believe in the God of righteousness, truth and justice. Civilization itself is at stake. Never before in the history of the world were the issues so great, or the outcome of conflict of such consequence to mankind. With hearts full of gratitude and pride we bid you Godspeed, knowing that whatever may lie before you, you will continue throughout courageously to uphold the cause that so chivalrously you have made your own."

Battle Flag Unfurled.

To this message Major General McNaughton, officer commanding the first Canadian division replied by naval wireless:

"To Right Honorable W. L. Mackenzie King,
Prime Minister of Canada,
Ottawa.

"This morning the battle flag of the first Canadian division was unfurled for the first time from the masthead of one of the transports which are to carry us to Europe in the great crusade on which we have now embarked to join our kinsmen from the British Isles and France. The message from yourself and from your colleague, the Hon. Norman Rogers, Minister of National Defence, has been communicated to all members of the first contingent and on their behalf it is my privilege to express our appreciation not only for your kind and inspiring words but also for the sympathy and encouragement which you have given us in the difficult task of passing from our peace-time vocations and preparing ourselves for war.

"Our exacting requirements as regards organization have been met in full, and we are assured we may draw our weapons as we may need from the abundant reserve of the United Kingdom until such time as our own Canadian industries will give us a secure base beyond reach of enemy interference. For this, Mr. Prime Minister, we are very grateful to you, to your Government and to the people of Canada and you may be sure it is the firm resolve of every man in the force to use the resources which you have given us to the full in the certain hope the existing menace to civilization and to our freedom and liberty will be set at rest.

"There are dark days ahead but we have faith that the efforts of the British Commonwealth, of our great ally, of those who are from Canada and of those who will follow will in the end prevail."

Quiet Farewell in Ottawa.

This exchange of messages at sea, accompanied by the message from the Minister of Defence, was the sequel to cordial words of Godspeed before General McNaughton left the capital. On the day previous to departure of troops from Otawa, General McNaughton called on the Prime Minister in his offices at the East Block to say goodbye. For three quarters of an hour, the two men discussed problems of war, General McNaughton expressing his satisfaction at arrangements made for the first division.

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Name of Publication.....

Date.....

Subject.....

On the following morning the Minister of Defence called on the Prime Minister, and together they went quietly to the special sidings where troops from the Ottawa district were already e m b a r k i n g. General McNaughton welcomed the Prime Minister and Mr. Rogers, and introduced them to his staff. For a quarter of an hour they went up and down the platform shaking hands with officers and men, while at the same time pipers paraded by the side of the train, playing Highland airs.

As at length the train pulled out, men leaned out of the windows cheering. And General McNaughton stood on the rear platform of the train, giving a military salute.

Assembly of Force.

The assembly of this force had been carried out with precision and efficiency. **Troop trains had moved from all parts of Canada on schedules which provided for arrival at the east coast port with two hour intervals between train movements. This enabled embarkation without disturbance, the troops of one train being in their ships' quarters before the arrival of the next following train.**

Such a large troop movement did not pass unnoticed in Canada but the newspapers faithfully observed the policy of silence so necessary to ensure the safety of these men about to set out as the fighting representatives of Canada's war effort.

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PRESS CLIPPINGS

279077 Office of The Prime Minister

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Extra copies:
Press Report:
"Hearts of People with You"
King's Message to Contingent

December 19, 1939

C279078-
C279088

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Ottawa M. Journal
Dec. 19/39.

for the Prime minister

'Hearts of People With You' King's Message to Contingent

Prime Minister's Farewell Message Read to Troops Aboard Ship—General McNaughton Replies

279078

A short time before the Canadian contingent sailed Prime Minister King and Defence Minister Rogers wished Major General McNaughton, commanding officer of the First Division, his officers and men Godspeed.

Farewell Message.

And as the great convoy plowed its way eastward from a Canadian Atlantic port, the battle-flag of the Division flying for the first time, ship orders to the troops contained the following message from Prime Minister King:

"I should like to give to you and through you to the officers and the men of the first overseas division, a farewell message from Canada, as you all leave our shores on the great mission which takes you overseas to the theatre of war in Europe.

"You know that no public leave-taking has been possible, but we desire that you also know that the hearts of the people of Canada are with you, and that until your return, which we trust may be at a day not too far distant, we will follow you with our sympathy, our gratitude and our prayers.

"You go each one of you, of your own free will, through the promptings of your own heart, at the dictates of your own conscience, that Canada may take her place at the side of Britain and of France in the present war. Through brutal aggression and oppression war has been thrust upon innocent nations by a foe who seeks domination of the world by force. You go to protect and preserve for your own and for others, all that is most precious in life. In your keeping and that of the brave men with whom you will be associated lie the liberty and security of individuals, of families and of nations in the present and future life. The land you love, the joys of home, peace and freedom of mind, heart and soul are all a part of the sacred heritage youth seeks to preserve.

"Be sustained in your arduous endeavors by the high purpose of the cause in which you have enlisted. Yours is a great crusade. You are the defenders of the faith, of all who believe in the God of righteousness, truth and justice. Civilization itself is at stake. Never before in the history of the world were the issues so great, or the outcome of conflict of such consequence to mankind. With hearts full of gratitude and pride we bid you Godspeed, knowing that whatever may lie before you, you will continue throughout courageously to uphold the cause that so chivalrously you have made your own."

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"To Right Honorable W. L. Mackenzie King,
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Ottawa.

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Ottawa M.Journal
Dec.19/39.

'Hearts of People With You' King's Message to Contingent

Prime Minister's Farewell Message Read to Troops Aboard Ship—General McNaughton Replies

279079

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"Be sustained in your arduous endeavors by the high purpose of the cause in which you have enlisted. Yours is a great crusade. You are the defenders of the faith, of all who believe in the God of righteousness, truth and justice. Civilization itself is at stake. Never before in the history of the world were the issues so great, or the outcome of conflict of such consequence to mankind. With hearts full of gratitude and pride we bid you Godspeed, knowing that whatever may lie before you, you will continue throughout courageously to uphold the cause that so chivalrously you have made your own."

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Ottawa M.Journal
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Ottawa M.Citizen
Dec.19/39.

Prime Minister Moved As Division Commander Departs With Soldiers

279085

Major General McNaughton Stands Alone at Rear of Car as Mr. King Stands Bareheaded in Biting Wind When Train Pulls Out From the Isabella Street Yards. Details of Departure Had Been Kept a Close Secret and There Were Few Spectators.

By J. A. OASTLER.

An impressive figure standing stiffly at attention on the observation platform of a special train as it pulled quietly away from the railway siding at Isabella street, was the last glimpse Ottawa got of the Commanding Officer of the First Division, Canadian Active Service Force, as he set out on another lap of the journey that will carry him and his troops into the battle to rid the world of Hitlerism and all that it stands for.

Chapter in History.

Everyone who was present on that memorable occasion, Friday, December 8, seemed to realize full well that the event would form another chapter in Canadian history.

Major General A. G. L. McNaughton, C. B., C.M.G., D.S.O., LL.D., standing alone on the rear of that car carried his chin high. It was no idle mission he was setting out on, he understood full well the responsibilities resting on his shoulders.

As the train pulled away, gathering speed with each plunge of her mighty pistons, stood Prime Minister King, his head bared to the biting westerly wind that swept that station platform. And he did not place his hat back on again until the train had disappeared from sight, carrying the officer commanding, members of his staff and the headquarters detail.

Prime Minister Moved.

The Prime Minister was obviously moved by the scene. As the tail end of that special train, No. 19, disappeared from sight, he turned on his heels and without a word entered his car and was driven quickly away.

The occasion was one of historical interest. After all, it marked the departure of the G.O.C., his general staff and the headquarters detail.

It was a cold but bright day. It was not a day for standing around, yet for well over half an hour, a small group stood on that platform awaiting the departure of the train.

Kept Close Secret.

The details of the departure of that train had been kept a close secret. Few outside of the general authorities were aware of it. There were no large crowds, typical of the departures during the first Great War. There was no cheering mob. Instead, a small group, numbering not more than 75 persons watched the troops leave.

To the average passerby, there was little about the train to cause much wonder. There were a few small parties of women and children standing around and some automobiles parked near by.

The arrival of the headquarters detail was carried out quietly and with efficiency. They were rushed to the station in small parties and hurried on board the train. They were not allowed to stand around.

Skirl of Bagpipes.

Suddenly, while all was still and quiet, the skirl of the bagpipes was heard in the distance. Smiles broke across the faces of the men. The sound grew louder and then around the corner marched the pipe band of that crack kilted regiment, the Cameron Highlanders of Ottawa (M.G.) These pipers, their fingers already white with cold, continued to march up and down playing battle airs from Scotland. What difference did it make to them that their fingers were stiff and cold, they had a duty to perform and they meant to carry it out.

As the pipers marched and countermarched, the balance of the troops were quickly marched into the waiting coaches to carry them to the seaboard.

General McNaughton Arrives.

At 10 minutes past one, a small car swung up to the platform. In it was Major General McNaughton. His face bore no smile. This was a serious business he was about and Canada's soldier-scientist, a hero of that first conflict was in no doubts about the job he had been chosen to carry out.

General McNaughton was greeted by Col. C. B. Topp, D.S.O., M.C., commandant of the Ottawa area, and Alistair Fraser, Canadian National Railways vice-president. The trio marched over to the last car of the train and went aboard.

Before he had time to settle down in a chair, he appeared again at the rear door and spotting Major General H. H. Matthews, C.M.G., D.S.O., Col. H. O. Lawson, director of supply and transport, and a number of other officers, he stepped down again onto the platform.

While the conversation continued between these men, who are guiding the fighting forces of this Dominion, Prime Minister King arrived, accompanied by Hon. Norman Rogers, minister of national defence and the latter's military secretary, Colonel Clyde R. Scott.

Animated Conversation.

After the G.O.C. had shaken hands with the new arrivals, he and the Prime Minister stepped aside and for the next few minutes the pair engaged in animated conversation. Following this a number of the officers of the First Division were introduced to the Prime Minister and the Minister of National Defence. The two members of the government voiced the good wishes of the entire Dominion to the officers and then, accompanied by Col. Topp and Col. Scott, walked slowly down the length of the train.

Both Mr. King and Mr. Rogers shook hands with large numbers of the men and chatted away, asking questions regarding their life in the army and other matters. At every window they were greeted by smiling faces. As they reached each car, they found a small group gathered around the entrance, standing with friends and relatives, saying a fond farewell.

Just as the Prime Minister reached the front of the train, a shrill whistle broke the still air and the train started on its journey. Standing back, Mr. King doffed his hat, and despite the chill wind, stood there bareheaded waving a greeting to his fellow-Canadians who were on their way to fight for the Empire.

Message Across Space.

Then came the last car, with that lone figure standing erect. The eyes of the Prime Minister met the eyes of his First Division Commanding Officer for just a fleeting moment and it seemed that a message flashed across that space.

It was as if both said "Carry On."

As the train disappeared, not a sound could be heard, other than the noise made by the train itself. There seemed to be something grimly unreal about the whole affair, to those who stood there on that platform. They had seen the troops go. They knew the soldiers had gone with a very real sense of their serious responsibility and none of the shouts and gay laughter of 1914. It all seemed strange.

Then a sob was heard here and there, as mothers, with tears in their eyes, fighting hard to stem the flood, called their children around them, and returned to their homes.

Within a matter of minutes, the platform was clear. A yard engine pulling a couple of freight cars rolled by and to all appearances, the station resumed its normal routine.

Interesting Episode.

Just prior to the train pulling out a soldier leaning from the window of a coach attempted to kiss his wife a fond goodbye. But his wife was not very tall and could not reach up. Fellow soldiers held the husband as he reached far out, but it was still not far enough.

Up strode a husky six-footer. "Say lady," he said in a gruff voice," they won't take me over there," but I can still lift you up to your husband."

Without any further ado he picked the woman up and held her there so she could embrace her husband. Then letting her gently down to the ground, lent her a big handkerchief to wave as that train pulled away.

And that was how the Capital of Canada said farewell to the first troop-train to move out of Ottawa during the present war.

Gen. McNaughton was appointed to command the First Division, Canadian Active Service Force, on October 6.

Practically the entire First Division is now in England. The Citizen was informed and it is just a matter of time as to when the Canadians will see their first action. Several hundred Ottawa men are among the Canadians.

It was pointed out in official circles that the majority of Canadians are prepared for action, thus requiring a minimum of additional training in England or elsewhere. They were given very thorough training on Canadian soil.

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W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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W.L.M. King Papers, Memoranda and Notes, 1940-1950, MG 26 J 4, Volume 396, pages C278444-C279232

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As the train disappeared, not a sound could be heard, other than the noise made by the train itself. There seemed to be something grimly unreal about the whole affair, to those who stood there on that platform. They had seen the troops go. They knew the soldiers had gone with a very real sense of their serious responsibility and none of the shouts and gay laughter of 1914. It all seemed strange.

Then a sob was heard here and there, as mothers, with tears in their eyes, fighting hard to stem the flood, called their children around them, and returned to their homes.

Within a matter of minutes, the platform was clear. A yard engine pulling a couple of freight cars rolled by and to all appearances, the station resumed its normal routine.

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PRESS CLIPPINGS C279090 Office of The Prime Minister

Name of Publication

Date

Subject

Interesting Episode.

Just prior to the train pulling out a soldier leaning from the window of a coach attempted to kiss his wife a fond goodbye. But his wife was not very tall and could not reach up. Fellow soldiers held the husband as he reached far out, but it was still not far enough.

Up strode a husky six-footer. "Say lady," he said in a gruff voice," they won't take me over there," but I can still lift you up to your husband."

Without any further ado he picked the woman up and held her there so she could embrace her husband. Then letting her gently down to the ground, lent her a big handkerchief to wave as that train pulled away.

And that was how the Capital of Canada said farewell to the first troop-train to move out of Ottawa during the present war.

Gen. McNaughton was appointed to command the First Division, Canadian Active Service Force, on October 6.

Practically the entire First Division is now in England, The Citizen was informed and it is just a matter of time as to when the Canadians will see their first action. Several hundred Ottawa men are among the Canadians.

It was pointed out in official circles that the majority of Canadians are prepared for action, thus requiring a minimum of additional training in England or elsewhere. They were given very thorough training on Canadian soil.

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C 279091 Exped. Force

W.L.M.

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

TO: THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN, LONDON.

MOST IMMEDIATE.

TELEGRAM NO. 671

CODE

Ottawa, December 18th, 1939.

My previous telegram this date.

In view of numerous telegrams regarding disembarkation received by private parties all through Canada and probability of information reaching United States from these or other sources, our information authorities consider release tonight for Tuesday morning's papers imperative unless real military reasons against this course. Please advise immediately,

SECRETARY OF STATE FOR EXTERNAL AFFAIRS.

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TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

IMMEDIATE

C.CODE

NO. 817.

LONDON, December 18th, 1939.

No. 817. Your telegram No. 666 of December 15th, press arrangements. Your earlier telegram No. 641 had specifically stated that Canadian papers to get first word of landing of Canadian Overseas Forces. Unless arrangements were made as outlined in my telegram No. 794 and which were only made with difficulty, this could not have been guaranteed. Not easy therefore to understand reference in your later telegram disclaiming any desire to discriminate against American press. Without such discrimination in time of release could not ensure that Canadian papers get news first. We are therefore retaining priority for Canadian release as arranged. War Office has now decided that time of release for news 12:30 A.M., Greenwich Mean Time, December 20th. Canadian Press cables may be sent 10:30 P.M., December 19th, for flat release at hour given above. Important that news sent this way be not forwarded United States and that there be no broadcast by Canadian radio before release time.

HIGH COMMISSIONER

Rec 'd Ottawa: 5.00 P.M.

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Exped. Force

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

MOST IMMEDIATE

LONDON, December 18th, 1939.

C.CODE

NO. 818.

No. 818. Your telegram No. 670, December 18th. My immediately preceding telegram shows that I have given you more than 12 hours notice of release of information regarding landing of Canadian Overseas Forces. War Office suggested earlier today to put time of release back 24 hours and this may have been origin of Canadian Press advice which you mention and which they assured me they have since corrected. Time remains 12:30 A.M., December 20th. Landing was not completed at noon yesterday. Only a few troops were landed before this morning. Difficult to prevent personal telegrams from members of troops being despatched as some of these are in previously arranged codes. Am investigating this matter further.

MASSEY

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TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

MOST IMMEDIATE

CODE

Nnnumbered

LONDON, 18th December, 1939.

Unnumbered message. To my intense surprise, The First Lord of the Admiralty, in wireless talk now going on, has announced arrival of First Division.

MASSEY

Received Ottawa 5.30 p.m.

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C 279095 Exped. Force

TELEGRAM

FROM THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA,
TO THE HIGH COMMISSIONER FOR CANADA, LONDON.

CODE Ottawa,

MOST IMMEDIATE Dec. 18, 1939.

No. 673

After hearing speech of First Lord of the Admiralty announcing arrival of First Division instructions were given for immediate release of the story to the press here.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS

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R.

Exped. Force

279096

X Attached for information of the Prime Minister.

W.L. Mackenzie King
Dec 18/4

Available also in French

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CANADA

OFFICE OF

DIRECTOR OF PUBLIC INFORMATION

OTTAWA, CANADA

December 16, 1939.

CONFIDENTIAL - PLEASE READ CAREFULLY

TO: The Managing Editor

Dear Sir:

The attached news and feature stories relating to the departure of the First Canadian Contingent for overseas, were prepared with the thought that they may be helpful in supplementing the stories you will receive from your own correspondents and from the news services.

When publication of this material is permitted, you will receive a wire from me reading:

"FIRST CONTINGENT MATERIAL RELEASED".

It is important that you hold this material in your personal possession pending receipt of the wire quoted above.

Sincerely yours,

W. D. Thompson

Director of Public Information

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FROM DIRECTOR OF PUBLIC INFORMATION

HOLD FOR RELEASE

MEN OF FIRST CONTINGENT

ARE FROM NINE PROVINCES

Prime Minister And Commander
Exchange Messages While
Troops Are At Sea

Ottawa, December_____:

Canadian troops landed safely in England to-day.

In full battle dress, armed and equipped as no other Canadian overseas force, the first contingent were fighting fit. They disembarked in good order and were whisked off to prepared camps somewhere in England. On Canadian soil, only a short time before, the Prime Minister of Canada, and Honourable Norman Rogers, Minister of National Defence, had wished Major-General McNaughton, commanding officer of the First Division, his officers and men Godspeed. And as the great convoy ploughed its way eastward from a Canadian Atlantic port, the battle-flag of the Division flying for the first time, ship orders to the troops contained the following message from the Prime Minister, Rt. Hon. W. L. Mackenzie King:

"I should like to give to you and through you to the officers and the men of the first overseas division, a farewell message from Canada, as you all leave our shores on the great mission which takes you overseas to the theatre of war in Europe.

"You know that no public leavetaking has been possible, but we desire that you also know that the hearts of the people of Canada are with you, and that until your return, which we trust may be at a day not too far distant, we will follow you with our sympathy, our gratitude and our prayers.

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"You go each one of you, of your own free will, through the promptings of your own heart, at the dictates of your own conscience, that Canada may take her place at the side of Britain and of France in the present war. Through brutal aggression and oppression war has been thrust upon innocent nations by a foe who seeks domination of the world by force. You go to protect and preserve for your own and for others, all that is most precious in life. In your keeping and that of the brave men with whom you will be associated lie the liberty and security of individuals, of families and of nations in the present and future life. The land you love, the joys of home, peace and freedom of mind, heart and soul are all a part of the sacred heritage youth seeks to preserve.

"Be sustained in your arduous endeavours by the high purpose of the cause in which you have enlisted. Yours is a great crusade. You are the defenders of the faith, of all who believe in the God of righteousness, truth and justice. Civilization itself is at stake. Never before in the history of the world were the issues so great, or the outcome of conflict of such consequence to mankind. With hearts full of gratitude and pride we bid you Godspeed, knowing that whatever may lie before you, you will continue throughout courageously to uphold the cause that so chivalrously you have made your own."

To this message Major General McNaughton, officer commanding the first Canadian division replied by naval wireless:

"To Right Honourable W. L. Mackenzie King,
Prime Minister of Canada,
Ottawa.

"This morning the battle flag of the first Canadian division was unfurled for the first time from the masthead of one of the transports which are to carry us to Europe in the great crusade on which we have now embarked to join our kinsmen from the British Isles and France. The message

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from yourself and from your colleague, the Honourable Norman Rogers, Minister of National Defence, has been communicated to all members of the first contingent and on their behalf it is my privilege to express our appreciation not only for your kind and inspiring words but also for the sympathy and encouragement which you have given us in the difficult task of passing from our peace-time vocations and preparing ourselves for war. Our exacting requirements as regards organization have been met in full and we are assured we may draw our weapons as we may need from the abundant reserve of the United Kingdom until such time as our own Canadian industries will give us a secure base beyond reach of enemy interference. For this, Mr. Prime Minister, we are very grateful to you, to your government and to the people of Canada and you may be sure it is the firm resolve of every man in the force to use the resources which you have given us to the full in the certain hope the existing menace to civilization and to our freedom and liberty will be set at rest. There are dark days ahead but we have faith that the efforts of the British commonwealth, of our great ally, of those who are from Canada and of those who will follow will in the end prevail."

This exchange of messages at sea, accompanied by the message from the Minister of Defence, was the sequel to cordial words of Godspeed before General McNaughton left the capital. On the day previous to departure of troops from Ottawa, General McNaughton called on the Prime Minister in his offices at the East Block to say goodbye. For three quarters of an hour, the two men discussed problems of war, General McNaughton expressing his satisfaction at arrangements made for the first division.

On the following morning the Minister of Defence called on the Prime Minister and together they went quietly to the special sidings where troops from the Ottawa district were already

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embarking. General McNaughton welcomed the Prime Minister and Mr. Rogers and introduced them to his staff. For a quarter of an hour they went up and down the platform shaking hands with officers and men, while at the same time pipers paraded by the side of the train, playing Highland airs.

As at length the train pulled out, men leaned out of the windows cheering. And General McNaughton stood on the rear platform of the train, giving a military salute.

This first contingent of the Canadian Active Service Force included men from the nine provinces of Canada, as well as representatives of the important racial groups which compose the population of the Dominion, the French Canadian contingent including men not only from the province of Quebec but also French-speaking Canadians from other parts of Canada.

The force included infantry with their machine guns, artillery, field, medium and heavy; mechanized units, engineers, signals, medicals, army service corps and all the necessary ancillary units.

In addition to the troops and their personnel equipment, artillery motor transport, stores and other equipment were carried to the port and placed on shipboard. The Canadians were not crossing empty-handed. This force was of men and munitions.

The assembly of this force had been carried out with precision and efficiency. Troop trains had moved from all parts of Canada on schedules which provided for arrival at the east coast port with two hour intervals between train movements. This enabled embarkation without disturbance, the troops of one train being in their ships' quarters before the arrival of the next following train. Such a large troop movement did not pass unnoticed in Canada but the newspapers faithfully observed the policy of silence so necessary to ensure the safety of these men about to set out as the fighting representatives of Canada's war effort.

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Farewells had been said at each point of departure in Canada, and in strange contrast to the crowds which had witnessed the setting off in numerous cities and towns the arrival at the east coast port was witnessed only by the embarkation officers and such other military, naval and transport officials whose presence was necessary at this stage.

It was a healthy division. They were picked men, every man of them. The Royal Canadian Army Medical Corps had examined and re-examined, x/rayed and tested them all. A man must be fit to fight, fit to carry the burden of war, fit to stand the long siege of duty -- or he couldn't go.

Provision was made to prepare the historical record and also to provide for the actual spot news of the occasion. Among those who sailed on the ship containing the headquarters staff was a press representative whose story is now available to all the newspapers of Canada.

In addition to the press arrangements, many pictures were "shot", both by still and film cameras, and this photographic record will also be made available to the public.

An additional chapter in these arrangements was furnished by the Canadian Broadcasting Corporation which sent along broadcasting equipment and other equipment capable of providing recordings of the sounds of embarkation, of the sailing and of the life of the troops while at sea.

The National Film Board had charge of the filming of the event and sooner or later Canadians will see in the news reels the picturization of the response.

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From Director of Public Information

HOLD FOR RELEASE

RAILROADS DID FINE JOB
MOVING TROOPS SEAWARD

Ottawa, December_____:

Now that Canada's first contribution of man power to the British Army has crossed the Atlantic in safety and the Dominion troops are "Somewhere" in England, it is permissible to tell the story of their assembly and transport. It was known that men had been mobilized in various centres in Canada undergoing training and in time soldiers were seen in the streets of towns and cities garbed in the new design of "battle" uniform, but during the early days of preparation, there had been little of the bustle and excitement such as marked the mobilization of the First Canadian Contingent which in the Fall of 1914 set forth from Canada on that great adventure which was to continue until that fateful November day in 1918. The real enthusiasm was there, nevertheless, and those eyewitnesses who were privileged to see the departure of units from the cities and towns and the eventual sailing of the First Contingent from a port on the East Coast of Canada, can testify that the men of 1939 are bright, alert, sturdy, fit mentally and physically, and as fine a group of young Canadians as one might wish to see.

At various "zero" hours timed differently in the nine provinces of the Dominion, officers and men of combatant forces and the ancillary services were assembled complete with arms and equipment. The parade state checked, these units were moved off to their rail head, usually being conveyed in buses, a touch which may stir a bit of envy in those elders who recall their own setting off in 1914 and the years that were to follow until the termination of Canada's effort in the first great war.

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At each appointed rail head a train was in readiness. For those units travelling from distant points, a normal train consisted of a baggage car for the personal baggage - it was said to average five tons for an infantry unit - nine, ten or more colonist cars, a standard sleeping car for the officers, a commissary car and a car for the cooks and waiters of the latter, making trains of from 12 to 18 cars and accommodating from 400 to 600 officers and men.

The Colonist cars furnished ample sleeping accommodation for the "other ranks" and as each man had been provided with two blankets his comfort during the journey was fairly well assured.

To feed such a number of men during a train journey which in some instances was to occupy several days, presented an unusual problem, but it was met with and disposed of smartly. The Commissary car was set in the middle of the colonist cars. It was not a formal dining car in the accepted sense, with set tables and chairs, but rather a rolling cafeteria. Cooking ranges and hot and cold serving tables occupied one side, fronted by a counter. At meal hours men marched in single file, just as the caferia customers do, gathering their requirements as they passed the long counter, then swung back on their tracks and with ample room to do so, passed the line now at the counter and returned to the cars from which they came, and there sat down to dispose of the meal.

Cooks and servers were furnished by the railway forces and the food, both varied and substantial, was well suited to the hearty appetites. Sausages for breakfast was one popular item. The noonday meal included meat, vegetables,

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a pudding and either tea or coffee.

The senior officer on board each train was in command while a travelling passenger official from the railway staff acted as liaison between the military command, the train crew and the railway operating staff.

At all railway divisional points the trains were swept clean, watered and iced, indeed the servicing was thorough throughout the journey. At all such places, the men disembarked and had the advantage of a jog in the fresh air.

These troop trains were operated over a period of several days and so scheduled as to arrive at the port of embarkation during three days. They were timed so as to reach their destination at two hour intervals. As a train drew in, its occupants were quickly paraded, marched up the gangplank, assigned to quarters on shipboard and everything and everybody was in the clear before the next following train drew into the port railway terminal.

The railway movement was carried out efficiently, not an untoward incident marked the progress of any one train, schedules were maintained, with one exception, and the delay of that particular train did not cause any upset in the time table so well prepared in advance. This part of the transport of the First Division was performed in a manner worthy of the high standard and fine tradition of Canadian railroading.

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From the Director of Public Information

HOLD FOR RELEASE

This Contingent
Sailed in Comfort.

OTTAWA, December_____:

When the First Contingent of the Canadian Active Service Force reached that "somewhere" on the East Coast of Canada which was to mark the completion of their journey in the Dominion and to form the jumping off place for the start of the sea voyage, every individual was to receive an instant thrill. First, it was the size of the ships, next, the discovery that he had boarded an actual luxury liner, and before he had quite recovered from these initial surprises, he was to receive another when he reached the quarters to which he had been assigned. It was an actual cabin and no question of a hammock slung 'tween decks. As a rule the berthing ran three men to a cabin which is the usual accommodation of ships' cabins. On one ship, cabin after cabin boasted a private bath; what tales there will be to tell of that luxurious crossing. In every ship baths were numerous and as no ship carried anything like its rated capacity of passengers, this crossing of the First Division should indeed be historical from the viewpoint of the comfort of the men.

Nor did the comforts of the voyage terminate with the provision of ample bathing space - something which appeals to soldiers- but the men were assured of beds and spacious berths, indeed the greater part of the sleeping accommodation on these vessels was in beds, a great advance from the bunks and hammocks of the great Canadian Armada of 1914.

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Another feature of this crossing was that the dining saloon of each ship was maintained in its usual service, with food prepared in the ship's galleys just as it would be during a regular Atlantic crossing of any of those ships. Naturally, the menu was not as extensive as the usual daily offering - how often has the modest traveller boggled at the vast array of items which ships' cooks and stewards believe necessary to the sustenance of passengers - but sufficiently generous as to earn the appreciation of those thousands of healthy lads with their open-air appetites.

One shipping company asked in advance if the men would require ice cream every day - that should stagger the old plum and apple jest forever. The answer was that it would doubtless be appreciated, but, in the meantime, it was suggested that a plentiful supply of beer for the canteen would be welcome.

While on this subject of food, it was noted that the first soldier to board ship was a drummer of the Royal Canadian Army Service Supply Column, whose army job is looking after rations; well, you just can't beat those lads for getting to the good grub in fast time.

While even now it is not permitted to write complete details of the actual ships which carried the First Division nor to identify them, it is, of course, quite safe to say that they are of the type that might be termed the "big time" ships of the Atlantic. The man with a knowledge of ships could spot them but the traveller from the interior might well be amazed on being told that he was looking at one of the big fellows whose passengers usually figure largely in the social columns. Probably he would be disappointed.

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Nothing gay or holidaylike about these ships. Gone the bright hues, instead drab greys and blacks and nondescript colors and all of them looking like glorified colliers. But on board and below everything was spick and span and decidedly shipshape, a lot of exterior slap-dash to fool an enemy observer, but trimness, power and efficiency where such things count, and each engine-room a powerhouse always ready to pick up the speed for which each one of those ships has an established reputation. Ships have a strong appeal and it was the fervent wish of every sea lover who saw these great vessels set off to sea with their precious cargoes that they would terminate in safety not only that particular voyage, but the many more to come.

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From Director of Public Information.

HOLD FOR RELEASE.

The Sailing of
The First Contingent.

Ottawa, December -- It was a grey December Sunday when the fleet of passenger vessels with the Canadian Active Service Force First Division on board and its accompanying guardian flotilla of warships set off to sea. At times the sun broke through the clouds, sometimes a squally gust ruffled the waters but the general conditions were favorable and the meterological experts predicted that the ships would just nicely avoid a storm area which had been a recent centre of disturbance. This departure was quite different from the sailing of the First Contingent in 1914. The latter had gone out of Valcartier with great ado, embarked on shipboard and slipped down the St. Lawrence to assemble at Gaspe awaiting the word to go. When the time came for the actual departure, down the Gulf of St. Lawrence to the sea, that great fleet moved out quietly and with but few observers. This 1939 setting out was under quite different conditions. Instead of the lonely bay the ships were gathered at a port and at a populous place.

It would be difficult, indeed impossible, to estimate the number of people who saw the ships go out, but it can be said that it was very large. The secret of the departure time had been well kept but by the middle of the Sabbath morning it was evident to onlookers that action was impending, increasing volumes of smoke from funnels being regarded as a certain sign. Then. too, there were early risers who had noted at daybreak several naval units moving into the fairway and going out to sea.

The observers were rewarded at noon when other naval craft proceeded down the channel and made for the open, and soon afterwards the first unit of the great passenger fleet followed. In turn the others joined the parade until all had completed their majestic course past the headlands and proceeded to clear the land. As each vessel swung out, its rails, upper decks and rigging were lined with troops and from each there came great lusty cheers to be re-echoed from the shore. However, one ship must have possessed a martinet. As it passed the vantage point occupied by this observer, it was noted that the decks were lined, but lined with soldiers each wearing his newly acquired lifebelt and mustered at his emergency station; for them the war was on.

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From Director of Public Information.

HOLD FOR RELEASE

Minister checked
all arrangements.

OTTAWA, December_____:-

All necessary details for the movement, embarkation and sailing of the First Contingent, Canadian Active Service Force were checked and double checked. Then to make assurance complete, Hon. Norman McL. Rogers, Minister of National Defence, flew to the East Coast port from which the troops were to sail. In this final study of transport arrangements, the Minister was joined by Rear Admiral P.W. Nelles, Royal Canadian Navy; Air Vice Marshal G.M. Croil and Major General C.F. Constantine.

The Minister expressed his appreciation of the manner in which the movement and embarkation had been effected.

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From Director of Public Information.

HOLD FOR RELEASE

Clung to the Kilt.

Ottawa, December - - - - Although the kilt is no longer fashionable fighting garb in the British Army, it is known that one Scottish unit sailing with the First Division of the Canadian Active Service Force wore the beloved filibeg. However, this garment will later be discarded for the new battle uniform in order to establish and maintain a standard in dress.

At the moment an earnest battle-by-letter is being carried on in the columns of London papers regarding the merits or otherwise of the kilt, the majority of participants in the controversy being medical men. All of them are positively pro or con with no sympathy for the opposition.

In the midst of this battle of the post an interlude was furnished by a present day Fraser who furnished an extract from an ancestor's diary written during winter operations at Quebec. The officer ancestor, one of Fraser's Regiment, wrote of the distress caused by lack of trousers in "this terrible climate." He added that the Ursuline Nuns had been generous in knitting long woollen hose for the comfort of the Scots soldiers.

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From Director of Public Information.

HOLD FOR RELEASE

One Mascot Sailed.

Ottawa, December --- "No Mascots" was the effect of an order to all units of the First Division of the Canadian Active Service Force and, apparently, only one lot got away with a modest infraction of the rule, a lively Airedale pup scrambling past some one's blind eye. The Airedale had been smuggled into the port of embarcation by an Ontario Scottish unit. There are stringent quarantine regulations across the seas and it is highly probable the pup will have an enforced stay "Somewhere."

This was in strong comparison with the sailing of the First Contingent of the Canadian Expeditionary Force in 1914. No unit was complete without its mascot and the fleet assembled in Gaspe Basin sheltered a varied assortment of dogs, big and little, bear cubs and goats. This Noah's Ark contingent was promptly gathered up on arrival in England but even that drastic measure failed to diminish the army's faith in animal mascots.

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C 279110A

From the Director of Public Information

HOLD FOR RELEASE

Minister of National Defence
Sends Sailing Troops Message

Ottawa, December____. Hon. Norman Rogers, Minister of National Defence, wirelessed a message of Godspeed to Major-General McNaughton as the First Contingent sailed from Canadian shores.

The Minister's message, with Major-General McNaughton's reply, follows:

"The General Officer Commanding,
First Canadian Division.

As the First Canadian Division leaves our shores to take up new posts of duty overseas, I send to you, to your officers, and to members of all units my best wishes for a safe arrival at your destination. In all that lies before you in the coming months, I am sure you will bring honour to our country and add new lustre to the proud traditions of the Canadian Corps. I wish you Godspeed in your high endeavour and a safe return when your task is done.

Norman McL. Rogers,
Minister of National Defence."

"Hon. Norman Rogers,
Minister of National Defence, Ottawa.

Your message has been communicated to all members of the First Canadian Contingent and on their behalf and personally it is my privilege to thank you for your kind and inspiring words. You may be sure that it will be our deepest purpose to fulful the great trust which has been placed in us.

A.G.L. McNaughton, Major-General,
General Officer Commanding
First Canadian Division."

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Exped. Force

C 79111

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

C. CODE

No. 840

LONDON, December 22, 1939.

No. 840. Following for National Defence from Canadian Military Headquarters, Begins:

G.S. 79.

1. The necessary authority to equip and maintain Canadian troops in the United Kingdom, in accordance with war establishments and scale laid down by the War Office, has been given in letter No. S. 8,152 F.D. 3, December 5th, 1939, exchanged between Acting Deputy Minister of National Defence and Chairman of War Supply Board.

2. The scale, standard and price of stores and equipment obtained from British Government Departments and charges for quartering, maintenance, movement, etc., services supplied either directly by British Government Departments or by trade under the same scale of tariffs paid by that Government for similar services, are all or will be defined. The responsibility for determining that prices charged for goods and services in this category are in accordance with the governing price vocabularies or other appropriate tariff schedules is one that might properly be assumed by the overseas office of the Comptroller of the Treasury. Treasury representative has agreed to assume this responsibility.

3. As matter develops will probably be advantageous in certain cases necessary to go to British trade for certain materials et cetera required by Canadian Military Headquarters or First Canadian Division or other Canadian units or formations. In so far as practicable proposed to deal with British trade through British Ministry of Supply and to this would be advantageous to have attached Canadian Military Headquarters representative of

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TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

Canadian War Supply Board through whom all arrangements could be made in accordance with procedure prescribed consolidated Order in Council governing this Board. In this connection understand, through General McNaughton, that Chairman of Board has offered to send a representative to London and if this action is taken Canadian Military Headquarters can provide office accomodation and other facilities. This representative can also obtain much general information bearing on supplies which would be valuable to War Supply Board. Ends.

HIGH COMMISSIONER.

Received Ottawa 8.56 p.m.

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"R" C279113

Exped. Co-op.

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER

LONDON, 22nd December, 1939.

No.843

No.843. Following for the Honourable Norman Rogers from General McNaughton, Begins:

G.S.80. Today General Officer Commanding First Division had the honour of being received by His Majesty The King who evidenced the keenest interest in Canadian troops. Copies of His Majesty's message to the First Contingent are being provided by Royal Command for distribution to each member of the force.

For your confidential information His Majesty plans to visit Division early in January and to hold a Royal Review later. Ends.

HIGH COMMISSIONER

Received Ottawa 8 p.m.

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279114

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CODE

NO. 844

LONDON, December 23rd, 1939.

No. 844. Following from General McNaughton for the Minister of National Defence. Begins. Following consideration of the detailed organization required Canadian Military Headquarters in London, I support the recommendations made by the Honourable T. A. Crerar in a cable dated Nobember 18th 1939 promotion H. D. G. Crerar, Montague and Loggie. On account of low rank in relation to responsibility of these officers, presently at serious disadvantage in dealing with the War Office and other authorities. The General Staff Officers Grade 1 at the War Office and in Commands are mostly Colonels and I strongly recommend that this rank be given to Turner at First Canadian Division and Burns Philp and Company at Canadian Military Headquarters. Ends.

MASSEY.

Received Ottawa:

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(Copy signed by Prime Minister sent to Dept. National Defence for despatch by mail.)

(C o p y)

C 279115

SECRET

Ottawa
December 23, 1939

FROM: The Prime Minister of Canada

TO: The Officer Commanding, Detachment of Canadian Active Service Force at Sea, Christmas Day, 1939.

As you celebrate Christmas on the high seas, I should like to assure you and the officers and men under your command that you will all be much in the thoughts of your fellow-Canadians who will be sending to one and all their best of wishes. Our prayers as well as our wishes will continue to follow you as you journey across the seas and join your comrades in arms.

While no public leave-taking has been possible, you know that the hearts of the people of Canada are with you. Yours is a great crusade. You go to protect and preserve for your own and for others all that is most precious in life. May God bless and protect you one and all.

(sgd.) W. L. Mackenzie King.

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C 279116

SECRET

FROM: The Prime Minister of Canada

TO: The Officer Commanding, Detachment of Canadian Active Service Force at Sea, Christmas Day, 1939.

As you celebrate Christmas on the high seas, I should like to assure you and the officers and men under your command that you will all be much in the thoughts of your fellow-Canadians who will be sending to one and all their best of wishes. Our prayers as well as our ~~best of~~ wishes will continue to follow you as you journey across the seas and join your comrades in arms.

While no public leave-taking has been possible, you know that the hearts of the people of Canada are with you. Yours is a great crusade. You go to protect and preserve for your own and for others all that is most precious in life. May God bless and protect you one and all.

W. L. Mackenzie King.

Ottawa,
December 23, 1939

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TELEGRAM 279117

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CODE LONDON, December 23rd, 1939.

NO. 845.

No. 845, Your telegram No. 675. Visiting Forces Act.

1. Paragraph No. 2, reference to British section, subsection 5, Canadian Military Headquarters suggest request referred to be made by Government of Canada. This should cover all military forces now or hereafter in the United Kingdom and would obviate any question as to legal arrest based on objection that request was not made by proper Officer Commanding forces at that time.

2. British section 4, subsection 5. We have requested War Office to expedite action in every possible way. On December 21st Colonel Montague attended conference where draft of Army Council Order was considered. He has now been assured that this order has been issued and will reach us early next week. A suggestion regarding amendment to Canadian Order-in-Council was made and after receipt and consideration of this a further communication will be sent to you.

3. British section 3, subsection 1. I am enquiring as to whether any Order-in-Council has been passed under this. All arrangements which would apparently be covered by such are in fact going forward as a matter of course and Canadian Military Headquarters are satisfied that no such Order-in-Council has been passed.

4. British section 2, subsection 2. Request under this for detention in prisons etc. will be put forward by our appropriate military authorities to Secretary of State for War.

5. British section 4, proviso to subsection 3. Montague satisfied that no Order-in-Council under this has been passed and would seem that I should now request that Order-in-Council be passed directing that Army Act shall apply to all members of the

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C 279118

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

military forces of Canada now or hereafter in the United Kingdom except where inconsistent with Canadian K.R. and O., Military Act, or any other Statute of Canada.

6. Your paragraph No. 3 referring to British section 4, subsection 4, clause (b). Am requesting views of United Kingdom Government with regard to procedure and policy as to forces acting in combination.

7. British section 3. It would seem that under subsection 1 Canada should ask that Order-in-Council be passed directing that section 3 shall apply to such military and air forces of Canada as are now or hereafter in the United Kingdom. With this done general request will be made by Officers Commanding Canadian military and air forces for apprehension of deserters and absentees from such forces.

8. Montague has dealt with War Office only so far; necessary action with Air Ministry later.

MASSEY

Rec'd Ottawa: 6.33 P.M., December 23rd, 1939.

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"R" C 279119 Exped Force

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER

LONDON, December 23rd, 1939.

No. 847

No. 847. Following from General McNaughton for Minister of National Defence, Begins:

G S. 82. Part I. Following long discussion with Ironside at the War Office Friday afternoon steps were taken to provide immediately required training equipment for the First Canadian Division covering signals, radio and line, engineer field companies, artillery, 25 pounders converted and 2 pounders anti-tank, infantry, Bren guns. Scales of issue very small for the present but Canadian Division given preferential treatment. Training programmes to be completed as follows,

Individual February 28th, unit March 28th, collective including gun practice April 30th.

Most Secret

Plans called for movement to France and Battle Front as part of Fourth Corps early in May. End of Most Secret.

- Schedule now agreed, Canada covering arrival ancillary units based on available barrack accommodation. Ironside requested me discuss with Q.M.G. Venning with view of expediting if possible. Proposals will be submitted to you next week. Project for special section twelve field companies discussed with Engineers and General Staff, War Office. Regarded as well worth while and hope section with special equipment will be despatched earliest possible date when War Office will co-operate in comprehensive experiments.

Part II.

Following very secret information regarding supply forwarded in view of possible interest your colleague Mr. Howe and M.G.O. The situation as regards supply of following equipments and replacements very acute. Bren carriers, 25 pounder guns, 2 pounder

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C 279120

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

and 25 millimetre French anti-tank guns, Bofors anti-aircraft guns. Difficulties of British position may be appreciated from fact that several hundred small anti-tank guns being purchased from Italy and odd lots of small anti-aircraft guns bartered from Belgium for 3.7 anti-aircraft guns. Position further aggravated necessity give small anti-aircraft and anti-tank guns Finland and Turkey. I recall C.M.A. Mission ascertained that all of these equipments could readily be manufactured in Canada. British are also short of SAA and would place very large orders in Canada for early delivery as alternative to laying down new large factories here. Ministry of Supply very interested in possibilities at Lindsay which I have since learned is under alteration to shell. Suggest advisability of reconsidering conversion of this factory. Understand that Ministry of Supply have telegraphed Mission to same effect. Quantity mentioned for Lindsay if available 25 million rounds per month. Ends.

HIGH COMMISSIONER

Rec'd Ottawa 10:20 P.M:

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"R"

C 279121

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

TO: THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN, LONDON.

TELEGRAM NO. 701

CYPHER

SECRET

IMMEDIATE

Ottawa, 29th December, 1939.

Our telegram No.641 December 8th regarding release of information as to landing of Canadian Overseas Forces.

Please make arrangements with United Kingdom authorities for release of information regarding arrival of Second Section of Forces and advise us as far in advance as possible of the arrangements and of the hour when release will be made.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS.

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C 279122 Exped. Force

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

TO: THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN, LONDON

CODE

Ottawa, 29th December, 1939.

No. 703

No.703. Following from Minister National Defence for General McNaughton, Begins:

Reply your eight four four dated twenty-third December. Promotion for H.D.G. Crerar and Montague and Loggie has received consideration here following earlier cable from Honourable T.A. Crerar and with full appreciation of valuable services being rendered by these officers. It was decidéd promotion of Crerar would be dealt with early in New Year. Other cases mentioned to be reconsidered later. Regarding your further recommendation of Turner and Burns, I am advised War Office pamphlet on Conditions Governing Commissioning and Promotion of Army Officers in War Time lays down acting rank of Lieutenant Colonel for first grade General Staff Officer if he does not already hold this or higher rank. Please indicate if this proeedure is being followed in United Kingdom and in theatre of war. Text of telegram not clear from Quote Burns to End of message unquote. Please repeat. Ends.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS

CODE SECTION SENT DEC 29 1939 Department of External Affairs

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279123 Expedi Force

29.12.39

MEMORANDUM FOR THE PRIME MINISTER:

In view of the arrival of a further detachment of Canadian Overseas Forces in England this week-end, the Prime Minister may wish to send a New Year's greeting to Aldershot covering the Troops already there and those to join them.

Mr. Rogers expects the arrival to take place in all probability to-morrow and suggests that a message might be particularly appropriate in view of the fact that the Christmas message, which was prepared for the Troops then on their way Overseas, could not be despatched. As a matter of fact, there has not as yet been any opportunity to mail this message, and Mr. Rogers suggests that if a New Year's message is sent then perhaps the Prime Minister might not wish to have the other one go forward by mail.

-- A draft message is attached.

for A. D. P. H.

P.S. The approved message will be sent through National Defence, with correct title etc. checked.

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SECRET C 279124

FROM: The Prime Minister of Canada.

TO; G. O. C. First Overseas Division, C. A. S. F.

The heart of all Canada rejoices in learning that the second contingent of your command has now reached England in safety. To all its officers and men, as well as to those already in training and to you as General Officer Commanding, I should like to send the warmest of greetings for the New Year.

In extending my good wishes, I should like to repeat my earnest conviction that we are engaged in defending the precious heritage of freedom which is the foundation of our civilization. The high purpose for which Canada has taken up arms will be vivid in the minds of the Canadian people, who will wish for you, as for all your comrades-in-arms, a happy new year.

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"R"

TELEGRAM

C279125

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

MOST IMMEDIATE LONDON, December 30th, 1939.

CYPHER

No. 865

No. 865. Your telegram No. 701. Convoy safely arrived. Press information concerning them being released for transmission purposes to Canada 7 p.m. Greenwich Mean Time December 31st, for publication 2 a.m. Greenwich Mean Time January 1st. In view of your telegram No. 666 no time distinction made between Canadian and United States press. Censors and cable military authorities co-operating to ensure no pre-release. Safeguards also established against pre-release of the news in neutral countries and France. Have been assured steps will be taken to ensure the news does not reach Canada by private telegrams before release. Canadian Military Headquarters have also telegraphed suggesting precautions be taken in this regard at Canadian end.

HIGH COMMISSIONER

Rec'd Ottawa 9:47 P.M.

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CROSS REFERENCE SHEET

C 279126

Name or Subject Prime Minister

File No. Expeditionary Forces

Regarding

Message to second contingent of 1st Canadian Division .

Date December 30, 1939

SEE

Name or Subject

File No.

P.M. - Special Messages.

REQ. 222
5,000—1-4-38

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C 279127

December 30, 1939

SECRET

FROM: The Prime Minister of Canada

TO: G. O. C. First Overseas Division, C. A. S. F.

I have just learned with deep satisfaction of the safe arrival in England of the second contingent of your command. I should be grateful if you would express to its officers and members, my regret at not having been able to communicate with them while at sea on Christmas Day. I had prepared a communication to the Officer Commanding the detachment asking him kindly to accept and convey from myself and other of their fellow citizens in Canada, to the officers and men under his command, a message of heartiest Christmas greeting. For reasons which all will understand, it was thought, at the time, unwise to have this message transmitted.

Now that the officers and members of the second contingent have safely joined their comrades in arms at Aldershot, I should like, in the closing hours of this Old Year, to send to you, as General Officer Commanding and to all the officers and men of the first overseas division of the Canadian Active Service Force, my very best of wishes for the New Year. These wishes I extend in equal measure on behalf of ~~the Canadian people~~ all the people of Canada. Our thoughts and our

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prayers accompany our wishes. Throughout the days of the New Year, may a protecting and merciful Providence guide and guard your lives.

W. L. Mackenzie King.

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C279129

December 30, 1939

SECRET

FROM: The Prime Minister of Canada

TO: G. O. C. First Overseas Division, C. A. S. F.

I have just learned with deep satisfaction of the safe arrival in England of the second contingent of your command. I should be grateful if you would express to its officers and members, my regret at not having been able to communicate with them while at sea on Christmas Day. I had prepared a communication to the Officer Commanding the detachment asking him kindly to accept and convey from myself and other of their fellow citizens in Canada, to the officers and men under his command, a message of heartiest Christmas greeting. For reasons which all will understand, it was thought, at the time, unwise to have this message transmitted.

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W. L. Mackenzie King.

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C 279131

CANADIAN PACIFIC TELEGRAPHS

1939 Seasons Greetings 1940

(C.D. 1 G.)

1940 JAN 1 AM 12 13

RAA315 105 IMP

ALDERSHOT 1 0220

THE RIGHT HON W L MACKENZIE KING 856

856

PRIME MINISTER OF CANADA OTTAWAONT

THE NEW YEARS MESSAGE FROM YOURSELF AND THE PEOPLE OF CANADA HAS JUST BEEN RECEIVED AND READ TO A GATHERING OF ALL RANKS AT ALDERSHOT

WHICH HAS ASSEMBLED TO HEAR THE NEW YEAR RUNG IN BY THE BAND

C 279132

CANADIAN PACIFIC TELEGRAPHS

1939 Seasons Greetings 1940

1940 JAN 1 AM 12 13

(C.D. 1 G.)

RAA315/2 IMP THE RIGHT HON W L MACKENZIE KING OTTAWAONT

OF KNELLERHALL THE ROYAL MILITARY SCHOOL OF MUSIC STOP ALL RANKS DEEPLY APPRECIATE YOUR MESSAGE AND WE JOIN YOU IN YOUR PRAYERS TO A MERCIFUL AND PROTECTING PROVIDENCE THAT THE SCOURGE OF DESPOTISM WHICH HAS AFFLICTED THE WORLD MAY SHORTLY BE BROUGHT TO AN END

A G L MCNAUGHTON MAJOR GENERAL GOC FIRST CANADIAN DIVISION

PHONED

By E.C.L. Time 12.32 A.M.

Mr Turnbull

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R.

C 279133

Exped. Force

PRESS CLIPPINGS

Office of
The Prime Minister

Name of Publication The M. Citizen

Date January 2, 1940

Subject P.M.'s message to 2nd contingent - EXPEDITIONARY FORCE

Troops Appreciate Canada's Message

Prime Minister Mackenzie King last night made public the message from Major-General A. G. L. McNaughton, commander of the first Canadian division, replying to the New Year's message the Prime Minister sent to the troops on active service.

Text of the message follows:

"The New Year message from yourself and the people of Canada has just been received and read to a gathering of all ranks at Aldershot which have assembled to hear the New Year rung in by the band of Kneller Hall, the Royal Military School of Music. All ranks deeply appreciate your message and we join you in your prayers to a merciful and protecting Providence that the scourge of despotism which has afflicted the world may shortly be brought to an end."

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C 279133

PRESS CLIPPINGS

Office of
The Prime Minister

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Date January 2, 1940

Subject P.M.'s message to 2nd contingent - EXPEDITIONARY FORCE

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JER/S

C 279134 Dec.28,1939.

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA, CANADA.

TO: THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN, LONDON, ENGLAND.

CODE

JAN 5 1940

NO. 19

Ottawa, ~~December 28~~, ~~1939~~.

Your telegram No.845, December 23, 1939, Visiting Forces Act, reference to your paragraphs.

Paragraph 1. With regard to Section 1, subsection 5, United Kingdom Act, you are authorized to submit request on behalf of the Canadian Government to the Government of the United Kingdom that the Army Council and the Air Council may by general or special orders to the United Kingdom Home Forces direct that the members thereof arrest members of the Canadian Militia and Air Force while present in the United Kingdom as Visiting Forces, who are alleged to have been guilty of offences against the laws of Canada, and to hand over any person so arrested to the appropriate authorities of the Canadian Militia or Air Force while present as Visiting Forces in the United Kingdom.

Detailed arrangements for the exercise of this power will be settled from time to time in consultation with the appropriate officers commanding the Canadian Militia and Air Force in the United Kingdom.

Paragraph 3 and Paragraph 7 raise the same question. An Order-in-Council in the United Kingdom will be essential in order to give effect to the provisions of Section 3 of the United Kingdom Act.

Paragraph 5. It will not be necessary to provide for an Order-in-Council under Section 4, proviso to Subsection 3. It is not desirable that any modification should be made covering the cases of attached officers and men, at the present stage at any rate. In the corresponding case of Air Force pupils, under

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Air Training scheme in Canada, they are being made subject to the Canadian Air Force Law, without modification.

Secretary of State
for External Affairs.

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M/C Supply Finance

279136

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

C.CODE

NO. 28.

LONDON, January 9th, 1940.

No. 28. War Office state that if they are to provide initial cost of this equipment, exchange and other considerations would under present conditions require its manufacture in this country for which they claim there is now ample capacity. If this mechanical transport is to be produced in Canada, as we have suggested, emphasizing advantage in respect of uniformity of equipment, then War Office state that existing financial arrangements should be revised. The modifications suggested would provide for Canada paying initial cost and the United Kingdom paying depreciation when equipment is taken over by the Canadian Higher Command. This would mean that the United Kingdom would in fact be renting the equipment. It seems to be a question of balancing the small increased cost against advantage of manufacture in Canada. Please telegraph reply.

MASSEY

Rec'd Ottawa: 3.40 P.M.

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R.

Copy

Exped. Force

279137

Office of the
High Commissioner for Canada,
Canada House,
London,S.W.1.

A.23

15th January, 1940

Sir,

I wish to refer to my telegram No. 27 - 28 of January 9th concerning the supply of mechanical transport for Canadian ancillary troops. This telegram was based on conversations held between Brigadier Crerar of Military Headquarters and Mr. Pearson of this Office on the one hand and Sir Frederick Bovenschen and officials of the War Office on the other. During these conversations the proposal in the above telegram regarding the payment of the mechanical transport in question was put forward. This proposal has since been confirmed in writing by a letter from the War Office to the Secretary of this Office, two copies of which are enclosed. I am also enclosing two copies of our acknowledgment of the above letter. Together with that acknowledgment Mr. Pearson addressed a communication to Sir Frederick Bovenschen himself taking exception to the first sentence of the War Office communication, in the following terms:-

> "The second paragraph of the official communication opens with the words 'I am to say that as these units are to be absorbed in due course into Canadian higher formations....' I think I should point out that we are not in a position here to state, or to accept the statement that the absorption of these units into any Canadian higher formation has yet been definitely

determined/

The Right Honourable,
The Secretary of State for External Affairs,
OTTAWA.

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determined by the Canadian Government. Such absorption is a matter of governmental policy which, so far as this office knows, has not yet been decided. The argument that it would be advantageous to have these units equipped from the outset with mechanical transport manufactured in Canada, similar to that supplied to the First Canadian Division, has been used by us, not because the formation of a Canadian Corps had yet been determined, but because such a policy might be adopted; when the advantages of uniformity would be obvious. This may seem to you to be a small point but I am sure you will appreciate that it bears implications which it would not be possible for this office to ignore."

I have the honour to be,

Sir,

Your obedient servant,

VINCENT MASSEY

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C 279139

January 15, 1940

Sir,

I have been requested by the High Commissioner for Canada to acknowledge your communication No. 058/5231 (F.1.) referring to the equipment of certain Canadian non-divisional units. Steps have been taken by cable to ascertain the views of the Canadian Government on your suggestion that until these Canadian units are absorbed into Canadian higher formations, the vehicles for their use should be manufactured in Canada, and purchased by the Canadian Government; on the understanding that the United Kingdom Government will pay to the Canadian Government a charge for any depreciation incurred up to the date that the responsibility for maintenance of these vehicles is taken over by the Canadian authorities. This suggestion is an alternative to the purchase of the vehicles by the United Kingdom, which purchase in Canada would present exchange difficulties.

I am,

Sir,

Your obedient servant,

(Sgd) L.B.PEARSON

Secretary

The Under-Secretary of State,
The War Office,
Whitehall,S.W.1.

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C 279140

THE WAR OFFICE
LONDON,S.W.1.

058/5231(F.1.) 10th January, 1940

Sir,

I am commanded by the Army Council to refer to the High Commissioner's letter of the 16th December, in regard to the equipment of certain Canadian non-divisional units, which has been the subject of considerable discussion between representatives of your Office and of the War Office and the Dominions Office.

I am to say that as these units are to be absorbed in due course into Canadian higher formations, the Council appreciate the desire of the Canadian Government that they should be equipped from the outset with mechanical transport produced in Canada of similar type to that supplied to the 1st Canadian Division. At the same time, the Council must point out that the purchase of these vehicles by the Government of the United Kingdom in Canadian dollars would present considerable difficulties from the exchange aspect. I am to suggest, therefore, in order to meet the views of the Canadian Government, that as an alternative to purchase by the Government of the United Kingdom, the vehicles should be purchased by the Canadian Government on the understanding that the Government of the United Kingdom will pay the Canadian Government a charge in respect of any depreciation of the vehicles which may occur before the responsibility for their maintenance is taken over by the Canadian authorities. The precise method of assessing such depreciation would be a matter for subsequent agreement.

I am to suggest, therefore, that if the High Commissioner agrees, a telegram should be sent to the Canadian Government on the following lines:-

> "In view of absorption of Canadian non-divisional units into Canadian higher formations in due course, the War Office appreciate the desire of the Canadian Government that vehicles for these units should be manufactured in Canada. But purchase by United Kingdom Government in Canada raises serious exchange difficulties. The War Office would be prepared in order to meet Canadian views, if Canadian Government purchase vehicles, to pay Canada a charge for any depreciation of vehicles up to date when the responsibility for their maintenance is taken over by the Canadian authorities. Method of assessing depreciation to be settled later by agreement."

I am,
Sir,
Your obedient servant,

THE SECRETARY
OFFICE OF THE HIGH COMMISSIONER FOR CANADA,
CANADA HOUSE,
S.W.1.

(Sgd) E.W.LAMBERT

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R.

Expedi. Force.

file C 279141 ODS/AH

January 16th,1940.

MEMORANDUM FOR THE PRIME MINISTER.

Attached is a personal report from Pearson on the arrival of the first Canadian troops in England.

Pearson adds regarding the evening when Mr. Churchill scooped the press -

"Monday evening was a nightmare. I had returned home about 8 o'clock after receiving what I thought was the last telegram from External Affairs on the question of publicity and was determined for once to get to bed early and sleep the clock around. I was especially tired after two nights on the train, but there was no rest that night. It was after midnight before the telephone stopped ringing and Spence, for whom I had sent, and I had cleared away the last complication and attempted to soothe the last angry Canadian journalist. I suppose it is impossible to carry on a war without muddling - the scale of things is so terrific - but when the muddling is aggravated by the determination of individuals to extract from situations personal and political advantage, it makes one despair. "

OSS

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I left Euston Station Saturday evening with Brigadier Crerar to meet the first Canadian troops who were expected to land at a port somewhere in the British Isles the next morning. It had been intended that I should alone represent Canada House on this occasion as we thought that the War Office wished to keep the arrival as secret as possible and that there would not be any large official party. Shortly before lunch on Saturday, however, we were informed by the Dominions Office that Mr. Eden had decided to go; the High Commissioner, therefore, considered that he would have to go also. That evening I arrived at Euston Station first and secured him a sleeper but though I waited at the barrier until the last minute and almost lost my train in doing so, he did not turn up. So I had two compartments to myself whereas the Secretary of State for Dominion Affairs, who was next to me, only had one!

We arrived at the railway terminus in the early hours of a cold, grey, misty morning and on going into the station hotel for breakfast I was surprised to find the High Commissioner already there. He had boarded an earlier, wrong train but, fortunately, it was for the same destination.

After bfeakfast the Military took charge of the official party and provided us with cars and drivers to motor us to the quay of the small port where the troops were expected to disembark. Our driver, a younglad with a very think northern accent, claimed that he knew this particular spot as intimately as his own home, but he was a little optimistic for after we had been driving for over an hour we found we were almost as far away from our destination as ever. However, we eventually got back on the right road and reached the quay in lots of time. All the dignitaries were already there - brass hats and Admirals by the dozen - and some of the local officialdom who had already got wind of something being in the air.

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It was cold and bleak standing on the pier with nothing much to look at but the brass hats and a few ghostly ships looming out of the mist in the harbour. Conversation was equally uninspiring. Most of the time I found myself talking to the General Officer Commanding that part of the British Isles. I hope he was not representative of the brains of the higher Command - in fact I know he was not because I have talked to a good many of the others. This particular General was a very ordinary sort of person whose eyes only lit up when, for some reason or other, I mentioned the subject of hunting - a subject very near and dear to his heart.

We were all getting pretty cold and rather bored when the fog began to lift and the sun struggled to shine through the disappearing haze. Suddenly in the distance a large four-funnelled ship could be seen coming out of the dusk into the light, with two or three rakish smaller ships on either side of her. It was the Aquitania, the first of the troop ships. As she got nearer we could see the troops thronging her decks. Suddenly they began to cheer - not us but the escorting destroyers who had done their work so well seeing her across the Atlantic and who had now reached the end of their trip. These wheeled around once or twice and shot ahead to anchor farther down the Bay. Behind the Aquitania as the second figure in this impressive procession came an enormous, squat, deadly looking thing, the aircraft carrier, FURIOUS. Behind the FURIOUS was the Empress of Britain (all the troop ships looked more or less alike as they had doffed their peace-time distinguishing colours and were all painted a sort of brownish grey). There were battle ships with the Empress of Britain but we were not able to make them out. By this time, a considerable crowd had gathered on the quay and there was an air of great excitement. It was gradually becoming clear that something out of the ordinary was happening at this port, and the presence of Canadian Staff Officers on the quay made it

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pretty clear what this was. There were also 50 or 60 Press men and that in itself was proof that history was being made. Before the next troop ship appeared we were asked to clamber down from the quay by means of a tiny ladder and embark on a small launch. This would not have been easy for a middle-aged landlubber at any time but encumbered as I was with a gas-mask, an umbrella, and the dignity of official clothes and position, I had quite a job getting on the boat with the proper decorum. Just as four or five of us were safely stowed away in its tiny cabin, we got the wash from a large battleship which almost swamped us. However, we were soon out on the Bay without further mishap.

As we sped down the harbour we were able to identify the various ships, the Duchess of Bedford, the Monarch of Bermuda, the Empress of Australia, as well as the two we had first seen. Additional warships could also now be seen.

We first went to the WARSPITE to pay our respects to the Admiral, and a black-bearded Captain who wore the V.C.; then on the way to the Aquitania where we were to embark to meet General McNaughton and his staff, we passed the HOOD looking very menacing and efficient; the REPULSE, which the German radio has already sunk so many times, the FURIOUS, the MALAYA and the SUFFOLK, together with numerous destroyers. The crews of some of these smaller ships were drawn up on deck returning the cheers of the Canadians from their ships. One at least of the destroyers was French.

Reaching the Aquitania, we climbed up a swinging rope ladder to the deck of the Aquitania where we were welcomed by General McNaughton. I was glad to see that the Canadian troops had not changed from the last war. They refused to treat the visit too seriously; some of them even going so far as to express some amusement at the solemn ceremony attending our official arrival. We then adjourned to the lunge where we were given sherry and where there was much fraternizing. Then we went to the Officers' Mess for lunch, which turned out to be the first-class dining

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saloon of the ship. I sat at what in civil life would have been the Captain's table with General McNaughton, Harry, the High Commissioner, Mr. Eden, General Grant and a couple of "brass hats" from the War Office. We were surrounded by tables inhabitated by the lesser fry, the Lieutenants and Captains who will eventually do the fighting and the dying. Almost the first person I saw, grinning shyly as I caught his eye, was Sandy Sommerville.

After lunch there was an informal inspection of the troops, most of whom were French-Canadians from the famous "Vingt-Douze." Mr. Eden was especially anxious to talk to some of them and he was taken around by their Colonel, who was very French but rejoiced in the good Anglo-Irish name of Percy Flynn. I noticed two things more particularly on this inspection; the soldiers' quarters were far better than anything I had ever experienced in the last war; and certain of the troops were lined up in full kit ready for disembarkation though that couldn't possibly take place for some hours. The same old army and the same old hanging about for hours waiting for something to happen. After "doing" the Aquitania, we were taken back to the quay to await the arrival on shore of the first fighting troops from the western world to participate in this war. A space had been reserved for them as this was to be a ceremonial disembarkation. The police, however, had great difficulty in getting the crowds back, who, by this time, had collected in thousands. After a wait of about an hour during which General McNaughton was surrounded by the Press and seemed to be throwing out interviews right and left, the first tender approached from the Monarch of Bermuda with a New Brunswick battalion on board. These had been given the honour of the first landing. As they got closer to shore they got noisier and noisier; their bugle band was playing enthusiastically, and inharmoniously, the troops at one end were singing "O Canada" in a burst of patriotism while those at the

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other end were making even more noise with the less patriotic but more satisfactory air "Hail, Hail, the Gang's All Here." Nobody could have mistaken them for anything but Canadian troops. This was, incidentally, the first sign of martial enthusiasm of any kind I had come across since the beginning of the war.

The newsreel men now got busy, so did the press photographers, while the journalists began to crowd around the gangway. Darkness was creeping up and it looked as if, unless the tender hurried, the ceremony would be spoilt by the blackout. Finally all was ready, but before the first soldier was allowed off the gangplank he was buttonholed by American and Canadian Press men who told him he was the first North American soldier to land in England, that they would make him a famous person, immortalize him; who was he? where did he come from? why did he enlist? etc, etc. This poor boy was pretty bewildered by the time the officers had cleared the Press men away and allowed the landing to begin. Unfortunately, a rather good story was spoilt by the fact that the first Canadian soldier to land in England turned out to be an Englishman who had lived in Canada only a few years. He intimated in broad Lancashire that he was born in Manchester.

After the first platoon had been formed up on the quay in a manner that the Guards would <u>not</u> have envied, came the bugle band. The Sergeant in command of this detachment was a coal black negro, a fact that seemed to cause the onlookers no small wonderment. After that the soldiers crowded on shore and were all finally drawn up facing dignitaries, who had come to welcome them. It was interesting to note that a good many French-speaking Canadians were among them while I spotted four or five Indians - all in all a representative Canadian unit, not only in their appearance but in their boisterous temperament.

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First a message was read to them from the King and then Mr. Eden addressed a few stirring words which lost somewhat in impressiveness because his voice could not carry very far and there was no loudspeaker. There was then much cheering and the official part of the disembarkation was over. The troops then proceeded to their trains for the long journey to Aldershot while we proceeded back to the hotel. I had a terrible time getting to my car because I was unfortunate enough to find myself immediately behind Mr. Eden who was subjected to quite a mobbing by enthusiastic men and women, especially the latter.

I had had an opportunity for a talk with General McNaughton earlier while on the Aquitania. He told me that the voyage over had been uneventful except for the fact that they had lost the Empress of Australia for two days and did not know whether she had been torpedoed or not. Two or three of the escorting destroyers were sent back to look for her and finally one of them reappeared and flashed the message to the Aquitania "Read Luke 15, VI" which was "Rejoice with me for I have found my sheep which was lost." The troops insisted that the Empress of Australia was a bit high hat because she had carried the King and Queen to Canada in the Spring and thought that she was too good for this dull convoy of mere soldiers. So she changed her course to Buckingham Palace until she was brought back into line. Apparently there was a good deal of banter exchanged on this subject between the ships, one of the signalling sections having flashed a message to the Empress asking if she would like them to throw her a rope. McNaughton said that the Division were full of pep, a fine lot of men, and extremely well disciplined in spite of all their horse-play.

The last night of the voyage they had had a scare on the Aquitania. She had collided with another ship, variously reported as the FURIOUS and an unknown freighter. Two of the life-boats had been swept away and a certain amount of damage done.

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Everyone, of course, had thought she had struck a mine and they must have had a few monents of sinking insides.

Motoring back to the city we stopped at a Naval Headquarters while Mr. Eden phoned Winston Churchill that everything had gone off alright and the Royal Navy had brought the Canadians safely over. We had dinner at the hotel and got the night train back to London. It had been a tiring but a most interesting day with some really thrilling moments. Everyone, of course, knew what it meant - this first arrival of overseas troops, bringing, as they did in 1914, not only material help, but freshness, vigour, enthusiasm, and the assurance that new nations across the ocean were with old Britain in this struggle.

The Canadian troops themselves - the ones we saw were, I suppose, typical - were fine specimens physically - bigger and tougher looking in their battle uniforms that the ones you see over here. Some of them seemed mere children but here and there would be a seasoned veteran wearing a medal of the last war. They looked as if they had initiative and daring; in short, like Canadian soldiers of 1914-1918. Their spirits, of course, were very high and we could often hear them shouting across the water the names of their home towns, their province and one group even spelling out "Canada" with a great shout.

Now they are at their camp and one of these days, without any cheering, they will clip away to France.

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REVISED COPY. 279149 Exped. Force

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON, January 30, 1940.

EN CLAIR

G.S. 146. Following for Prime Minister from General McNaughton, Begins:

Following message was given to me at the conclusion of visit of the French and English Parliamentary Group to Canadian units at Aldershot:

"Délégation du Groupe parlementaire français-britannique en visite au camp canadian à Aldershot exprime ses respects à M. le Premier Ministre du Canada, toute son admiration pour la belle tenue de ses troupes, toute sa confiance dans la victoire des armées alliées. Signed Yvon Delbos".

The French visitors courteously expressed their appreciation of all they saw. Ends.

HIGH COMMISSIONER.

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279150

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON, January 30, 1940.

EN CLAIR

G.S. 146. Following for Prime Minister from General McNaughton, Begins:

Following message was given to me at the conclusion of visit of the French and English Parliamentary Group to Canadian units at Aldershot:

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The French visitors volubly expressed their appreciation of all they saw. Ends.

HIGH COMMISSIONER

Received Ottawa 3.30 P.M.

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ODS/ET
31 Jan.1940

C 279151

MEMORANDUM FOR THE PRIME MINISTER

Just before leaving for England, General McNaughton spoke to me as to the possibility of attaching Dr.Keenleyside to the Canadian General Staff in England and later in France.

General McNaughton indicated that he felt the necessity of having someone to keep in touch with developments outside the field of military operations, assist in liaison work with the United Kingdom Forces, prepare reports and despatches for transmission to Canada, and digest for him all non-technical communications received at Headquarters, and assist in establishing a friendly, co-operative relationship with the British military authorities without losing sight of Canadian interests and the Canadian point of view. I told General McNaughton that I realized the importance of the work he had in mind, but among other factors, the staff situation in the Department would have to be considered. General McNaughton replied that he did not anticipate that anyone so appointed need arrive until the first of May, and that he would take up the matter with the Minister of National Defence through the regular channels later.

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C 279152

I heard nothing further on the matter until the receipt from the Acting Deputy Minister(Militia) of the

Jan.6. enclosed letter of January 6th,stating that General McNaughton had submitted for the approval of the Minister of National Defence a request that Dr.Keenleyside be appointed to his staff.

I replied stating that if he could indicate the date at which Dr.Keenleyside's services were desired, I would then bring the matter to the attention of the Secretary of State for External Affairs. I enclose copies

Jan.20. of letters of January 20th and 26th which were received

Jan.26. in return. You will note that General McNaughton states he desires that, if available, Dr.Keenleyside should report not later than April 1st, ~~and that~~ the necessary military preliminaries would in this case require his being given leave of absence from the Department from the first week of February. General McNaughton further states that discussions in London and Paris confirm his view regarding the importance of having an officer with diplomatic training and experience at the Canadian Headquarters.

The obvious difficulty in the way of making the appointment is the shortage of senior officers in this Department. On the other hand,weight must be given to such considerations as the value of the work which it is

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proposed should be assigned to Dr.Keenleyside,and the desirability of having someone at Headquarters with a knowledge of the international situation and familiar through his work in External Affairs with the general point of view of the Government on civil as well as military questions. Dr.Keenleyside himself would like to undertake the new work. Considering all of the factors in the case, I would definitely recommend seconding him to the post,and at the same time bring back to the Department Scott Macdonald, now First Secretary at the Legation in Paris. Macdonald is thoroughly versed in the economic questions which form an increasing part of external relations,and would fit admirably on all counts into the work to be done here. Some trade questions outstanding with France,on which he is working, should be finished very shortly and a junior English-speaking Secretary could be sent over later.

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COPY H.Q.649-K-7910

DEPARTMENT OF NATIONAL DEFENCE
CANADA

C 279154

Ottawa, Canada,
6th January, 1940

Sir,

I beg to inform you that the General Officer Commanding, 1st Canadian Division, has submitted, for the approval of the Minister of National Defence, a request that Mr.H.L.Keenleyside, of the Department of External Affairs, be specially appointed to his staff as a General Staff Officer, (Second Grade).

In submitting this request General McNaughton has stated that the appointment of such an officer is considered desirable in order to carry out liaison duties with respect to Canadian, British and foreign visitors to the Division and for the duty of draughting despatches.

The Chief of the General Staff concurs in this appointment and he is of opinion that the services of an experienced officer of the Department of External Affairs would be of considerable value to General McNaughton in the field. I would be glad, in consequence, if you could let me know if Mr.Keenleyside's services could be made available.

Our Departmental records show that Mr.Keenleyside served as a gunner in the Canadian Expeditionary Force from 7th May, 1918, to 3rd January, 1919. There is no record of his having qualified as an officer. In these circumstances it would be necessary for him, should he desire to take up this appointment, to be commissioned as a Second Lieutenant in the Non-Permanent Active Militia and to qualify for that rank. This having been done, it is proposed that he be given the temporary rank of Major and appointed General Staff Officer, Second Grade, to the 1st Canadian Division.

For Mr.Keenleyside's information I am attaching a statement showing the rates of pay and allowances of a General Staff Officer (Second Grade), in the Canadian Active Service Force.

Yours sincerely,

H.DesRosiers

Acting Deputy Minister (Militia)

Under-Secretary of State
for External Affairs,
Ottawa.

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COPY C 279154 A

PAY AND ALLOWANCES

of a

GENERAL STAFF OFFICER(SECOND GRADE)

CANADIAN ACTIVE SERVICE FORCE.

---

1. Pay - $10.00 per day

2. Subsistence allowance when not living in quarters or in camps,etc.) $1.00 per day

3. Dependents Allowance.

For wife - $55.00 per month

For a dependent son to the age of 16 years and for a dependent daughter to the age of 17 years,and for a son or daughter of any age when such child is unable owing to physical or mental infirmity to provide for his or her own maintenance..... $12.00 per month.

NOTE:

This allowance is not payable in respect of more than two children.

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CANADA

COPY

H.Q.649-K-7910(Oprs)

DEPARTMENT OF NATIONAL DEFENCE
Ottawa, Canada

C 279155

20th January, 1940

Sir,

I beg to refer to your letter of January 15th regarding a proposal that Mr. Keenleyside be specially appointed to the 1st Canadian Division as a General Staff Officer(Second Grade) and to inform you that General McNaughton has been asked by telegram to advise the latest date by which it would be possible for Mr. Keenleyside to assume this appointment.

Yours sincerely,

H. DesRosiers

Acting Deputy Minister(Militia)

O.D. Skelton, Esq., M.A., Ph.D.,
Under-Secretary of State
for External Affairs,
Ottawa.

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H.Q.649-K-7910

DEPARTMENT OF NATIONAL DEFENCE
OTTAWA CANADA

C 279156

26th January, 1940

Sir,

Further to my letter of the 20th January, I beg to inform you that General McNaughton has now advised that should it be possible to make Mr. Keenleyside available to take up the appointment as General Staff Officer (Second Grade) 1st Canadian Division he should report not later than the 1st April. In his telegram General McNaughton states that discussions at General Headquarters and in Paris confirm his views regarding the importance of having an officer with diplomatic training and experience at his headquarters.

In this connection I would desire to invite your attention to the necessity of Mr. Keenleyside qualifying for rank prior to his departure, that is of course, in the event of his being made available. For your information I would say that the intention would be to appoint Mr. Keenleyside as a Second Lieutenant to the General List, Canadian Militia, and to attach him for a period of three weeks to the Infantry Training Centre at Toronto in order that he might qualify for the rank of lieutenant. Having thus qualified it is proposed that he be given the temporary rank of Major and appointed General Staff Officer (Second Grade) to the 1st Canadian Division. In these circumstances it would be desirable that if Mr. Keenleyside is to take up this appointment he should be made available by not later than the last week of February and that in order that he may not suffer any loss financially he be granted leave of absence from his Department for the period of his stay in Toronto.

Yours sincerely,

H. DesRosiers

Acting Deputy Minister (Militia)

O.D. Skelton, Esq., M.A., Ph.D.,
Under-Secretary of State for
External Affairs,
Ottawa.

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"R" 279157 Exped Force.

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

MOST IMMEDIATE

CYPHER

NO. 159

LONDON, February 7th, 1940

No. 159. Your telegram No. 129. Third flight have arrived safely. Arrangements made news to be released by press 10:00 a.m. Canadian Eastern Standard Time, Thursday, February 8th. General press arrangements similar to previous arrival though on smaller scale.

HIGH COMMISSIONER

Rec'd Ottawa, 3:20 p.m.

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"R"

Exped. Force

C 279158

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA.

TO: THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN, LONDON

TELEGRAM

No. 195

SECRET

CYPHER

OTTAWA, February 22, 1940.

Your telegram No. 28 of 9th January and our telegram No. 173 of 15th February.

Canadian Government believe there is advantage in having uniformity of design of mechanical transport as between Division and Ancillary troops and believe also that United Kingdom could obtain this equipment of Canadian manufacture at satisfactory price and with excellent performance. Our proposal for purchase of equipment here for War Office account was made within the financial arrangements originally agreed upon for the employment of ancillary troops and under which United Kingdom was to bear cost of initial equipment. If however United Kingdom is unable to accept the proposal that it purchase mechanical transport from Canadian sources the Canadian Government is prepared to meet the wishes of United Kingdom and purchase here such equipment for the ancillary troops and supply it to the United Kingdom on a rental basis as suggested in cypher No. 28 the terms of rental to be negotiated through the High Commissioner with assistance of Canadian Military Headquarters and Colonel Harrison of War Supply Board.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS.

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"R"

Exped Forces

TELEGRAM C 279159

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER

LONDON, March 3rd, 1940.

NO. 265.

No. 265. Your telegram No. 219, February 27th. Canadian Military Headquarters here have drawn my attention in observations set out below, and in which I concur, to increasingly difficult situation which is developing here from on the one hand our policy of retaining full control over Canadian troops overseas and on the other hand from United Kingdom desire to be given a degree of responsibility for and disposition of Canadian division if as a consequence of your instructions it is to be embodied in a United Kingdom corps; particularly as the United Kingdom are financially responsible for provision and maintenance of equipment of certain Canadian non divisional troops which will also normally be in that corps.

Control of all Canadian overseas forces is vested in Minister of National Defence with General Officer Commanding the First Canadian Division responsible for training and administration of both divisional and non divisional formations while in the United Kingdom. The War Office, however, has already issued general instructions covering "Third Contingent" which automatically would have placed Canadian divisional and non divisional troops under General Officer Commanding Fourth Corps for training. Canadian Military Headquarters have objected to this as incompatible with present position under Visiting Forces Act and War Office Order therefore remains for the moment not effected. It is our view that proposal in McNaughton's telegram G.S. No. 175 of February 13th that divisional and non divisional troops should be a G.H.Q. formation would have helped to remove jurisdictional and organizational difficulties and to avoid any such War Office Order as that mentioned above. This proposal has, however, been rejected

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TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

by you. Your instructions to adhere to alternative policy of employing Canadian division as organic part of a British corps in theater of war makes it difficult for us to maintain position that Commander of that corps now forming in this country should not be interposed between Canadian troops and Canadian authority.

There is also complicating factor of special position of non divisional troops which has been defined by you as follows. These troops come under the command of G.O.C. First Canadian Division for all purposes while in the United Kingdom and should normally be employed in France in corps that division serves when their administration will continue to be responsibility of said G.O.C. At the same time we emphasize that until there is a Canadian corps in the field equipment of these troops is a United Kingdom financial responsibility which enforces a relaxation of our control.

Apart from this difficulty United Kingdom are uneasy over their financial responsibility in these circumstances especially as this responsibility seems to them to be indefinite in time in view of our contention that a Canadian higher formation is a Canadian corps in the field and of your telegram No. 165, February 6th, that no arrangements should be based on assumption that any such corps will be authorized. United Kingdom authorities have argued that nothing in the financial agreement concerning non divisional troops specifically states that Canadian higher formation or command is a Canadian corps and that in view of the fact that all Canadian troops in England are now serving and training together under Canadian command it may be held that a Canadian higher command now exists within the meaning of financial arrangements. We have opposed this view both at War

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From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

Office and Dominions Office.

The Secretary of State for Dominion Affairs on March 1st sent an official communication to me on this point. He feels that change in position of non divisional units as stated in your telegram No. 117 of November 27th made with the object of rendering them complementary to a division in a corps (no doubt?) in fact altered the basis of the original financial proposals so as to warrant treatment of these units as full Canadian liability from the beginning. However as we have taken view that the Canadian Government would not accept this interpretation United Kingdom will not press this contention but will accept financial liability in question provided that agreement can be reached defining clearly the period for which such liability should extend; this in turn depends on agreement on meaning of the term "Canadian higher formation." United Kingdom authorities feel that this meaning bears some relation to the character of employment of Canadian Division in France. They are willing to admit therefore that non divisional troops would not be part of a Canadian higher formation in France if serving with Canadian division in a British Corps but that the opposite would be the case if the Canadian division were a General Headquarters formation (Mr. Eden's letter was written before receipt of your telegram No. 219, February 27th, which has not yet been communicated to United Kingdom Government).

United Kingdom Government now suggest that as a practicable and equitable solution of the problem agreement should be reached on a date namely July 1st next at which Canadian Government would assume full civil authority for all these non divisional units irrespective of their precise employment and organization. This would mean that on the above date equipment of units in question

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TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

would be taken over by Canada at valuation to be agreed upon.

Canadian Military Headquarters recommend acceptance of this proposal on grounds that increased expenditure involved is outweighed by

(1) Advantages of simplicity in command, administration and financial accounting;

(2) Removal of a source of controversy;

(3) Removal of an obstacle to complete Canadian administrative control of Canada's Overseas Forces.

Under our interpretation of a Canadian Higher Command increased expenditure would be restricted to equipment depreciation incurred between July 1st and date of formation of the Canadian Corps. Unless it is intended to send the Second Division to France in October as part of United Kingdom corps then presumably this date would be in November of this year. The amount involved, therefore, is not considerable. Possibly it would be met by the restriction of some other form of military effort now under consideration as a commitment.

In view of the above, do you still feel that Canadian Division and non divisional troops should become organic part of a United Kingdom corps rather than a self contained G.H.Q. formation?

MASSEY

Rec'd Ottawa: 4.20 P.M.

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Financial Corresp. Military

C279163

Office of the

High Commissioner for Canada

Canada House

London,S.W.1.

A.88

6th March, 1940

Sir,

Supplementing that part of my telegram No. 265 of March 3rd which deals with misunderstandings which have arisen here in regard to financial responsibility for supplying and maintaining unit equipment for certain Canadian non-divisional or ancillary troops, it might be useful if I submitted the following additional information on this matter.

2. You will remember that by an agreement between the two Governments embodied in an exchange of telegrams (your telegram No. 84 of September 30th and Dominions Office telegram 97 of October 24th) the United Kingdom Government accepted responsibility for the issue and maintenance of unit equipment and for the maintenance of personnel equipment until the ancillary troops in question should revert to a "Canadian Higher Command"; or, as the Dominions Office telegram put it, a "Canadian Higher Formation". When the units so reverted their equipment was to be taken over by the Canadian Government at a valuation to be agreed upon.

3. On October 31st a conference was held with representatives of Canadian Military Headquarters and of the War Office when it was suggested that reconsideration

The Right Honourable
The Secretary of State for External Affairs,
OTTAWA.

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might be given to the composition of these technical troops in view of their use in the British corps in which the Canadian Division would be serving. On November 3rd, in a letter to the Officer Commanding Canadian Military Headquarters, the War Office stated that in view of this reconsideration, the Canadian authorities should be asked to hold in abeyance Dominions Office telegram No. 97 of October 24th. The Department of National Defence were so informed by a telegram from Canadian Military Headquarters.

4. On November 11th your telegram No. 526 requested us to inform the War Office that in the reconsideration being given to this matter certain units should be included in the list of technical troops. This was done by a letter to the Under-Secretary of State from Brigadier Crerar, dated November 11th.

5. On November 14th, by our telegram No. 648, you were informed of the results of the reconsideration given by the War Office and supplied with the new list of units now desired. This list was formally repeated in Dominions Office telegram No. 106 of November 18th. By your telegram No. 562 of November 23rd this list was accepted but "on the understanding that the conditions stated in telegram No. 84 of September 29th and confirmed in Dominions Office telegram No. 97 of October 24th will continue to apply to these units".

6. It now became necessary to make clear the position in respect of two points. First, the supply of mechanical transport which it was desired should be manufactured in Canada. This point has been settled by your telegram No. 195 of February 22nd, the contents of

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which have been communicated to the United Kingdom authorities. The other point was to make perfectly clear that the change in the composition of the troops did not mean any change in the United Kingdom financial liability under the terms of the original agreement. This was all the more necessary because we had become aware of the fact that in the War Office there was a very definite misunderstanding on this point. On December 16th, therefore, I wrote the then Secretary of State for War a letter (copy of which is attached as Annex 1) which, among other things, stated "that while the composition of these technical troops has been changed from that originally suggested, as a result of discussions between the two Governments, the principle in respect of the supply of equipment remains as stated above", namely that the United Kingdom would be financially responsible for such supply until the units were absorbed into a Canadian Higher Formation. A copy of this letter was also sent to the Dominions Office for information. At the same time, on December 22nd, the Senior Military Officer, Canadian Military Headquarters, addressed a communication to the Under-Secretary of State, War Office, emphasizing our understanding of the terms of the agreement in question. A copy of this letter is attached to this despatch as Annex 2.

7. Mr. Hore-Belisha's reply to my letter on January 2nd indicated that the War Office had some difficulty in accepting our interpretation of the position. This letter (copy of which is attached as Annex 3) expressed the view that United Kingdom financial responsibility for the units in question was postulated on these units being utilized with "British formations pending the arrival of

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main (Canadian) contingent when they would be linked up again with that contingent". Mr. Hore-Belisha goes on: "In essence the intention was that while these Canadian units were temporarily filling a niche in the British organization they would make use of the equipment of the units whose place they were taking". He then added: "As events have turned out the units in question have never been disassociated from the Canadian formations and used independently by us, and the provision and maintenance of their unit and personal equipment would in such circumstances be a Canadian liability".

8. On receipt of this letter from Mr. Hore-Belisha a meeting was arranged for January 4th between officials of my Office, Military Headquarters, Dominions Office and the War Office in which we rejected the War Office contention. The line which we took at that meeting is indicated in the memorandum attached to this despatch as Annex 4. The War Office, however, whose main spokesman at this meeting was Sir Frederick Bovenschen, made a general reservation regarding our interpretation of the agreement, stating that it might well be held that the Canadian troops in question, in view of the fact that they were now associated with, training with, and under the control of the 1st Canadian Division, had already reverted to a Canadian Higher Formation. Sir Frederick argued also that there was nothing in the agreement itself or in any exchange of communications between the two Governments which stated specifically that a Canadian Higher Formation was a Canadian corps in the field. If the Canadian Government insisted that this was what was meant by the term "Higher Formation", it was unfortunate that they had not made this

clear/

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clear earlier. Both Brigadier Crerar and Mr. Pearson emphatically contradicted this interpretation of the arrangement in question and were able to show that, whatever may have been Sir Frederick Bovenschen's understanding, there was no possible shadow of doubt that the Canadian Government very clearly understood that Canadian Higher Command meant a Canadian corps in the field. Until such a corps was in being the Canadian Government would undoubtedly expect the United Kingdom Government to supply and maintain the equipment in question. Sir Frederick Bovenschen pointed out that this might mean an indefinite obligation as there was, of course, no specific assurance that a Canadian corps would serve overseas.

9. Sir Frederick then suggested that the Treasury and the War Office would have to re-examine the situation and that a further discussion might be held on Sunday, January 7th. The January 7th meeting was also attended by representatives of the War Office, Dominions Office, Military Headquarters and this Office. Sir Frederick Bovenschen at this meeting put forward the suggestion that instead of the United Kingdom commitment running on indefinitely, an agreement might be reached for the equipment to be taken over by the Canadian Government on a fixed date at an agreed valuation. The Canadian representatives showed no enthusiasm for this suggestion but stated that whether the proposal would be likely to receive any support in Ottawa would, of course, depend to some extent on the date suggested. The War Office then agreed to discuss the matter with the Dominions Office with a view to making a definite proposal along the lines indicated with a date stated.

10/

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10. Further to establish our position, Canadian Military Headquarters addressed a letter to the Under-Secretary of State for War on January 10th referring to the discussions which had been taking place and adding that we still maintained that the United Kingdom authorities were responsible for providing unit equipment, including training equipment, for the non-divisional troops; this principle having been accepted in Dominions Office telegram No. 97. Brigadier Crerar's letter added: "It is of course understood that on the return of any units to Canadian Higher Command, Canada will assume responsibility for maintenance of unit equipment, and pay a mutually agreed proportion of the first cost. Our present understanding is that the Canadian non-divisional troops will form part of the corps troops of the British corps which will also have the Division under its command. While for administrative convenience the Canadian non-divisional troops may be placed under the command of the G.O.C. 1st Canadian Division for a period while they are in the United Kingdom, this should not affect the responsibility for the supply of unit equipment". Shortly after this the Dominions Office informed us that further consideration was being given to the whole question and it was hoped a satisfactory method of resolving the difficulty would be soon communicated to us.

11. As no such communication had reached us at the end of January, I addressed a letter on January 29th to the Secretary of State for Dominion Affairs (copy of which is attached as Annex 5) reviewing the misunderstanding which had arisen and reiterating the Canadian position that United Kingdom financial responsibility remained until the troops in question became part of a "Canadian Higher Formation", which meant a "Canadian corps organized in the field as such". I added that steps should be taken as soon as possible to resolve the difficulties which had arisen over this matter

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and asked Mr. Eden to take the question under consideration with a view to informing me as soon as possible whether the United Kingdom Government still maintained the position outlined in Mr. Hore-Belisha's letter of January 2nd. It was not until March 1st that I received a reply to this letter from the Secretary of State for Dominion Affairs which made a definite proposal in regard to the termination of the United Kingdom financial liability on an agreed date, as suggested by Sir Frederick Bovenschen in the meetings referred to above. I am attaching a copy of this letter (Annex 6) which was referred to in my telegram No. 265 of March 3rd.

12. It will, of course, be appreciated that the proposal that full Canadian financial responsibility for the troops in question should be accepted as from July 1st, is related to the decision as to how these troops, and the Canadian Division, are used in France. If the Division and the ancillary troops were to become a G.H.Q. Formation, undoubtedly the view would be strongly held here that this would constitute a "Canadian Higher Formation" within the meaning of the agreement. If, however, they were to go to France as corps troops in a corps composed of United Kingdom and Canadian Divisions, we would be in a very strong position in arguing that there would not then be a "Canadian Higher Formation". The fourth paragraph of Mr. Eden's letter of March 1st indicates that the Dominions Office would accept that position. The War Office, however, might well contest it, basing their attitude on the considerations outlined in the second paragraph of Mr. Eden's letter, where he states that "changes in the composition of these units made with the object of rendering them complementary to a Division in a corps would justify the treatment of these units as a full Canadian

liability/

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liability from the beginning". The inconsistency in Mr. Eden's letter, apparent from a comparison of paragraphs 2 and 4, is, I think, due to differences of opinion in Whitehall itself. The Dominions Office, who are genuinely disturbed over this whole misunderstanding, would, I think, if necessary, accept our strictest interpretation of the financial arrangement based on the meaning of a "Canadian Higher Formation". The War Office would, no doubt, if the "July 1st offer", (which they consider to be a compromise between two interpretations of an unprecise agreement), is rejected, be inclined to return to their earlier contention that the United Kingdom financial liability in this matter has already ended. They would be encouraged in this course by the fact that the situation has recently become less clear about the early or even eventual formation of a Canadian corps.

13. The Dominions Office have expressed the hope, a hope in which I and Canadian Military Headquarters concur, that this matter may be soon satisfactorily settled.

14. If I may venture to express a personal view it would be that in the future we should avoid making commitments regarding the supply of military or other assistance unless we are in a position to accept full financial responsibility for that assistance. For one reason, divided financial control makes it more difficult to retain absolute control in other spheres which is essential if Canada's military effort is to be based on sound principles.

I have the honour to be,

Sir,

Your obedient servant,

VINCENT MASSEY

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ANNEX I

C 279170

December 16th, 1939.

Sir,

I would like to bring to your attention a question arising out of the despatch from Canada of certain technical and ancillary units which will not for the time being be under Canadian Higher Command. As you know the arrangement agreed upon with respect to such troops from Canada is that while the Canadian Government assumes responsibility for transportation, subsistence, initial issues of clothing and personal equipment and for pay and allowances for all personnel, the United Kingdom Government will be responsible for the issue and maintenance of unit equipment and for the maintenance of personal equipment until such time as the units may be absorbed into Canadian higher formations, when unit equipment will be taken over by the Canadian Government at a valuation to be agreed upon.

While the composition of these technical troops has been changed from that originally suggested, as a result of discussions between the two Governments, the principle in respect of the supply of equipment remains as stated above. However there is one detail arising out of the application of that principle which I would like to bring to your attention. It concerns the supply of mechanical transport for these Canadian technical troops.

There are certain considerations which, from the Canadian point of view make it desirable that where possible Canadian units should be equipped with Canadian vehicles. In view of the arrangements regarding ultimate transfer of these units to Canadian Higher Command, it

The Rt.Hon. Leslie Hore-Belisha,M.P.,
Secretary of State for War,
Whitehall, S.W.1.

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would appear to be desirable to keep the pattern of motor transport supplied them uniform with that provided from Canadian sources for the First Canadian Division. Furthermore, we have been given assurances of early delivery of such motor transport from Canadian factories.

It would be appreciated, therefore, if consideration could be given to the question whether, without altering the terms of the earlier arrangement in respect of responsibility for costs, the mechanical transport for the troops in question could be provided from Canadian production.

Your very early consideration of this matter would be appreciated so that, if agreement is reached, Canadian manufacturers could be approached at once with a view to supplying the equipment in question.

I have the honour to be,

Sir,

Your obedient servant,

(Sgd) VINCENT MASSEY

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ANNEX 2

C 279172

S E C R E T

22nd December, 1939.

Sir,

1. In order that a satisfactory method of procedure may be agreed upon with regard to the equipping of the Canadian Non-Divisional Units shown on attached appendix "A", it is desired to make clear our understanding of the terms of agreement in this connection, which are as follows:-

(a) The Government of Canada to be responsible that these units are completed as to clothing and personal equipment; items of which, required to complete units on arrival in England are to be demanded from the R.A.O.C., on repayment chargeable against the Canadian Government.

(b) The Government of the United Kingdom to be responsible: (1) That these units are completed with unit equipment (including training equipment).

NOTE The provision of vehicles to meet unit equipment requirements, from Canadian source is now under negotiation with Ministry of Supply.

(11) For the Maintenance of clothing, personal and unit equipment until such time as these units are absorbed into Canadian Higher Formations, when unit equipment will be taken over by the Government of Canada at an agreed valuation.

2. I would be glad to have your views and advice as to the procedure to be followed, so that the agreement reached between the Government of the United Kingdom and the Government of Canada may best be fulfilled.

I am,

Sir,

Your obedient servant,

(H.D.G.Crerar) Brigadier,
General Staff,
Canadian Military Headquarters,

The Under-Secretary of State,
(D.O.S.Branch),
War Office, S.W.1.

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C 279173

ANNEX 3

War Office,

Whitehall,S.W.1.

2nd January, 1940.

My dear High Commissioner,

I am writing to you personally with reference to your official letter of 16th December, about the provision of equipment for certain technical and ancillary troops that are coming from Canada as I am not sure whether there may not be some misunderstanding as to the actual position.

The principle is as you said in your letter of 12th December that Canada will bear the cost of her own overseas forces. I know that the Canadian Government attach as much importance as the Government here do to the maintenance of this principle, both because a clear cut line is necessary for administrative purposes and still more because Canada would naturally not wish to share with others the responsibility for Canadian troops whose despatch overseas is part of her great contribution towards the common cause. The agreement reached in regard to the unit and personal equipment of certain technical units does not, I hope, in any way contravene that principle.

The original idea was that Canada being willing to supply certain ancillary units of which the British army was temporarily short, these units should be utilised with British formations pending the arrival of the main contingent(details of which were then uncertain) when they would be linked up again with that contingent. In essence the intention was that while these Canadian units were temporarily filling a niche in the British organization they would make use of the equipment of the units whose place they were taking.

As events have turned out the units in question have never been disassociated from the Canadian formations and used independently by us, and the provision and maintenance of their unit and personal equipment would in such circumstances

The Hon. Vincent Massey.

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be a Canadian liability. If this states the position correctly it would be a matter for the Canadian Government to decide whether Canadian mechanical transport should be supplied or not.

I think that I have stated the position correctly, but as I know you will agree with me that it is most undesirable that any misunderstanding on questions of this sort should arise between the two Governments if there is any likelihood that we are at cross purposes, perhaps you will be good enough to arrange for a representative of yours to discuss the matter with the Deputy Under-Secretary of State here.

There are, however, certain railway units (one railway construction and maintenance group, two survey companies and four railway construction companies) which are not covered by any agreement between us and of which we are in urgent need. I understand (though there has been no official pronouncement on the subject) that the Canadian Government find it difficult to send troops of this character from Canada unless they are paid for from Imperial funds. I am sure that you will agree that it would be undesirable to depart from the general principles governing incidence of mobilisation expenditure between the two Governments, and if the Canadian Government are able to send these troops I hope they may agree to do so on the same terms as others. If the liability is more than the Canadian Government can undertake - and I sincerely h ope that it will not be - our most pressing need would be met by the two railway survey companies. These are small units totalling together, I believe, some 140 men and costing about £40,000 a year. Would the Canadian Government consent to send us these two companies on the same basis as other Canadian troops? They are very urgently required indeed: and only in Canada I understand can we find this type of skilled labour of which we learnt the value in the last war.

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Essential work is being held up for lack of assistance of this sort, and I should therefore be grateful if you would be so good as to communicate with the Canadian Government and ascertain whether they would be good enough to provide them for us.

Yours very sincerely,

(Signed) Leslie H$_o$re-B$_e$lisha

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ANNEX 4

279176

MEMO RE PURCHASE OF M.T. FOR ANCILLARY TROOPS.

On September 24th the Chief of the General Staff, in a memo to the Minister of National Defence, laid down the conditions for the supply of ancillary troops in so far as responsibility for equipment and maintenance was concerned. In this memorandum the United Kingdom is to accept responsibility for payment and maintenance of equipment "until the units reverted to Canadian Higher Command". What the Canadian Government understood by the phrase "Higher Command" is made clear in one sentence which read, "It would appear reasonable that Canada's commitment respecting them should exclude equipment, at least until such time as they come under Canadian Corps Command in the Field". (It was not until October 24th in a Dominions Office telegram, that the phrase "Canadian Higher Formation" was used).

On September 30th, in External Affairs telegram 84, our conditions as stated in the above memorandum, re responsibility for equipment, were transmitted to the United Kingdom Government.

On October 24th, in telegram 97, the Dominions Office accepts these conditions, that is, they accepted "responsibility for the issue and maintenance of unit equipment and for maintenance of personnel equipment until the units are absorbed in Canadian Higher Formation".

On November 2nd, telegram 106, External Affairs enumerated the list of corps and ancillary units but stated that they could not be sent overseas until after the despatch of the First Division. This makes meaningless the present United Kingdom interpretation of their financial commitment. If the United Kingdom meant by that commitment financial responsibility merely until the First Division arrived in England, they must have realized on November 2nd that such a commitment meant nothing in view of the despatch of the Division before the

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ancillary troops. Likewise, they must have realized that the Canadian Government would not have insisted on such an arrangement unless they had interpreted it in an entirely different sense to that now put forward by the United Kingdom.

On November 3rd, by G.S.11, Ottawa was informed that the War Office stated that as the selection of ancillary troops was made before the Canadian Government had decided to send a Division, and as it was now agreed that these troops should form part of Corps troops in a Corps which included the Canadian Division, therefore the list of such troops should be reconsidered and telegram D.0.97(mentioned above) should be considered as in abeyance. As one paragraph of this telegram referred to the United Kingdom financial responsibility in connection with ancillary troops, the War Office may argue now that this commitment has remained in abeyance since the telegram was sent, November 3rd. This argument, however, is not valid; it is clear from the correspondence both before and after this telegram that what was to be held in abeyance was merely the composition of the ancillary troops, not financial arrangements concerning them. Certainly this has always been the interpretation given by us. Otherwise, there would have been no point in External Affairs later insisting on the maintenance of the earlier financial arrangements.

On November 14th, in telegram 648, we transmitted a new list of such troops to Ottawa. On November 18th this new list was sent officially by Dominions Office telegram 106.

On November 22nd, External telegram 562, Ottawa approved the new list on the specific understanding that the financial conditions of telegrams 84 and 97 above remained. Insistence of this kind would, of course, have been meaningless if the United Kingdom interpretation of these conditions is valid;

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especially as by this time the date of the departure of the Canadian Division had been fixed for December 7th, while the ancillary troops were not to reach England until February.

On December 1st (telegram 598) Ottawa stated, somewhat inaccurately, that they received reaffirmation of the War Office willingness to resume responsibility for equipping ancillary units and maintaining the personnel unit equipment until the units reverted to Canadian Higher Command. They appeared to find this reaffirmation in G.S.telegram 35 of November 24th, which merely referred to telegrams 84 and 97 mentioned above.

If these units were to be considered under Canadian Higher Command as soon as a Canadian Division arrived in England, why should Brigadier Crerar have written to the Under Secretary of State for War on December 2nd; "It is, of course, understood by the Canadian Government that these units will, in the Field, be under the command of the Corps in question", (namely that Corps in which the Canadian Division is serving).

L.BP.

6th January, 1940

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ANNEX 5

29th January, 1940

My dear Mr. Eden,

On December 16th last I addressed a communication (a copy of which was sent to your office) to the then Secretary of State for War on financial arrangements arising out of the despatch from Canada of certain technical and ancillary units. These arrangements have been outlined, as you know, in telegrams and other communications exchanged between our two Governments. They laid down that, with respect to the Canadian ancillary troops in question, the Canadian Government would assume responsibility for transportation, subsistence, initial issue of clothing and personal equipment, and for pay and allowances for all personnel, while the United Kingdom Government would be responsible for the issue and maintenance of unit equipment and for the maintenance of clothing and personal equipment until such time as the units in question were absorbed into Canadian Higher Formations when the unit equipment would be taken over by the Canadian Government at a valuation to be agreed upon.

The then Secretary of State for War replied to my communication on January 2nd in terms which indicated that there was some misunderstanding as to the interpretation of the above arrangement; especially in respect of the meaning of the phrase "Canadian Higher Formation". Meetings have since taken place between officials of your office, the War Office, Canada House and Canadian Military Headquarters which have had the effect of making clear what this misunderstanding is. The Canadian Government, from the beginning

The Rt.Hon.Anthony Eden,M.C.,M.P.,
Dominions Office,
Downing Street,S.W.1.

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understood, and still understand, that Canada's responsibility for the equipment and maintenance of these ancillary troops was limited to the initial issue of clothing and personal equipment until the troops came under Canadian Corps Command in the field. In other words, we always felt that the phrase "Canadian Higher Formation" meant a Canadian Corps organized in the field as such. The War Office, however, have stated that as the units in question have never been disassociated from Canadian formations or used independently by the United Kingdom, the provision and maintenance of both unit and personal equipment is now a Canadian liability. We find ourselves unable to accept this interpretation, which seems to us to be based on a misunderstanding of the position.

I think steps should be taken as soon as possible to resolve this difficulty. The matter is one of some urgency in view of the early arrival of the troops in question from Canada and of the necessity for making final arrangements for their unit equipment. Certainly, the Canadian Military authorities both here and in Canada who are concerned with this matter expect the War Office to be responsible for the provision of this unit equipment. On the other hand, the Director of Ordnance Services at the War Office informed the Senior Officer of Canadian Ordnance Services in the United Kingdom some days ago that he had received no instructions from the Financial Branch of the War Office to the effect that free issues to Canadian non-divisional units were to be made.

I should be glad if you would take this important matter under consideration with a view to informing me as soon as possible whether the United Kingdom Government still maintain the position with respect to it outlined in Mr.Hore-Belisha's letter to me of January 2nd, a copy of which, no doubt, is in your possession.

(Sgd) VINCENT MASSEY

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ANNEX 6

C 279181

DOMINIONS OFFICE

SECRET

DOWNING STREET,S.W.1.

1st March, 1940.

My dear High Commissioner,

The questions raised in your letter of the 29th January regarding the financial arrangements arising from the despatch from Canada overseas of certain ancillary units have been under close consideration by the authorities concerned here.

Our own view is that, when the changes in the composition of these units towards the end of last year were, as stated in the Canadian Government's telegram No. 117 of the 27th November, made with the object of rendering them complementary to a Division in a corps, the basis of the original financial proposals in respect of ancillary Canadian troops was similarly altered. We feel indeed that this would justify the treatment of these units as a full Canadian liability from the beginning, i.e. in respect of the provision and maintenance of unit equipment and the maintenance of personal equipment and clothing, in addition to those charges regarding which no question has been raised. The units are in fact in no different position from the remainder of the units necessary to complete the organisation of a Canadian Corps which are now, we understand, formed, or forming, in Canada. As, however, the Canadian Government are, it is understood, unable to accept this view, and in order to resolve the unfortunate misunderstanding which has arisen, the history of which is known to your Office, the United Kingdom Government are prepared to accept as falling upon the United Kingdom Exchequer the liabilities set out in the first paragraph of your letter, provided that an agreement equitable to both sides can be reached defining clearly the period for which such liability should extend

The Hon. Vincent Massey.

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It has throughout been agreed that this liability should cease when the units in question had been absorbed into a Canadian Higher Formation or Formations but the meaning of this term was never precisely defined.

In the view of the authorities here, the fulfilment of this condition has some relation to the character of the employment of the Canadian Division now in this country when it proceeds to France, provided, of course, that it is accompanied by the ancillary units in question and that normally they are used in conjunction with the Canadian Division. If the decision were that the Canadian Division would, on arrival in the theatre of war, form part of a Corps with a Division or Divisions drawn from the Military Forces of the United Kingdom, the condition would not in our view have been fulfilled. If however the Canadian Division retains its separate entity as a General Headquarters Reserve and the ancillary units are similarly normally employed with it, then our view would be that the condition had been fulfilled and that the units could properly be regarded as having been absorbed into a Canadian Higher Formation.

The United Kingdom authorities appreciate that the Canadian Government have a rather different understanding of the meaning to be attached to the condition mentioned above, and that in their view the expression "Canadian Higher Formation" was intended to convey a Canadian Corps formed as such in the field. There is clearly a practical difference between these two interpretations since it might prove that in one case the United Kingdom liability would terminate at an earlier date than in the other case.

It is a matter of great regret to the United Kingdom authorities that these divergent interpretations should exist in regard to the precise circumstances in which their liability for the units in question should terminate. I should be grateful if you would explain the position to the Canadian Government, and would suggest, for their consideration, that

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as a practical and equitable solution of the difficulty the two Governments should agree now on a date at which the Canadian Government would assume full liability for all these ancillary units, irrespective of their precise employment at that time. A review of the circumstances in which the units were selected and despatched and of their present and probable future employment suggests that the 1st July of this year would be appropriate. It will be appreciated that this course has much to be said in its favour on grounds of administrative convenience to both Governments.

Yours ever,

ANTHONY EDEN.

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R.

C 279184

Expd. Forces

From: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS OTTAWA

To: THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN, LONDON

CODE

No. 293

OTTAWA, March 17th, 1940.

Following from Prime Minister for Massey, Begins:

I would like you to know, and also General McNaughton, that Mr. Rogers and I have been keeping constantly in mind the matters referred to in recent long communication from you, which McNaughton wished me to see. Until campaign over, it is of course quite impossible to have some of the points raised adequately considered. This message just to assure you colleagues as anxious as we are to have matters referred to taken up as soon after campaign as possible. Mackenzie King. Ends.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS

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C 279185 Exped Forces.

From: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

TO: THE SECRETARY OF STATE FOR DOMINION AFFAIRS, LONDON

CODE

No. 33

OTTAWA, March 17th, 1940.

Your telegram No. 26 of March 14th.

Following from Prime Minister, Begins:

I was greatly pleased to receive, on my return to Ottawa yesterday, your telegram of March 14th making mention of your visit to the Canadian Active Service Forces on the 14th instant and extending congratulations to Canada on the quality, enthusiasm and efficiency being displayed by the Canadian troops. I am sure the people of Canada will deeply appreciate the message you have so kindly sent to me. I am accordingly giving a copy of it, for publication, to the press. Ends.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS

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Exped. Forces

C279186

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS CANADA

TO: THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN LONDON.

Ottawa, 29th March,1940

Telegram No.331

SECRET

CYPHER

Your telegrams Nos.265 of March 3 and 314 of March 15,and my reply No. 293 of March 17.

We discussed in Council yesterday the questions referred to in your telegrams and shall communicate further early next week after consideration at next Council meeting. We are trying to arrange for Minister of National Defence to go to England at an early date.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS.

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Expel. Forces

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CODE

LONDON, March 26, 1940.

No. 344

No. 344. My telegram No. 190, February 13th, Army Co-operation Squadron. Secretary of State for Dominion Affairs writes that until my recent communications on this subject were received, the United Kingdom Government had not understood that there was any proposal to make distinction as regards financial responsibility between the above Squadron and the Canadian Division now in England. For the latter the Canadian Government have, of course, accepted full financial responsibility and the Squadron will, when the time comes for it and present Canadian contingent to go overseas, be working with the Division or with such other higher Canadian formations as may eventually come into existence. So far as record of meeting held at the Air Ministry on November 23rd is concerned, to which the Canadian Government attaches importance, Air Ministry's representatives, in stating that Squadron could be completed with aircraft and equipment from Royal Air Force resources, were referring purely to physical provision of equipment which it was assumed the Canadian authorities would not be able to find for themselves. Mr. Eden adds that the general sense of Mr. Crerar's own remarks suggest that he too was not thinking in terms of finance. In this connection Mr. Crerar's recorded remarks on page 3 of the Minutes of the above meeting are mentioned.

With reference to your mention of Ottawa discussions, Mr. Eden states understanding here, confirmed by United Kingdom members of Mission, is that these discussions could not be

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C 279188

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

interpreted as committing the United Kingdom to responsibility for equipping this Squadron but rather the contrary. In these circumstances, he adds, it might be helpful if we could let him know on what the Canadian understanding of relevant discussions at Ottawa is based.

MASSEY.

Received Ottawa 2.02 p.m.

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C279189

MOST SECRET.

Organization and Employment 1st Division, C.A.S.F., and Ancillary Troops in Self-contained Formation.

Non Divisional Units.

1. The desire of the United Kingdom that Canada would undertake the provision of certain technical or "non-divisional" units was first mentioned in a memorandum attached to Sir Gerald Campbell's letter to the Under Secretary of State for External Affairs, dated September 6th, 1939.

2. The units asked for were:-

Signals,
Engineers,
Ordnance,
Medical,
Transportation (Railway construction and operating) units for attachment to United Kingdom formation.

3. Reply of Canadian Government was sent in External Affairs telegram No. 84, dated 29th September, 1939, in which the Government approved the despatch of five to six thousand all ranks. The following were the conditions of despatch:-

(a) Units to remain intact as Canadian units.

(b) Canada to assume responsibility for:

(i) Pay and allowances all personnel, including reinforcements;

(ii) Cost of subsistence;

(iii) Initial issue of clothing;

(iv) Transportation to United Kingdom.

(c) United Kingdom to assume responsibility for:

(i) Equipping units;

(ii) Maintenance personal and unit equipment until units revert to Canadian Higher Command.

(d) Should Canada decide later to increase her force in the field, all or any of the technical units provided to be available on request for return to Canadian Higher Command.

(e) On return of units to Canadian Higher Command Canada to assume the cost of maintenance of equipment.

(f) Assumption of cost of equipment then in use to be subject to mutual arrangements.

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4. The reply of the War Office to the foregoing telegram was contained in Dominion Affairs Telegram No. 97, dated 25th October, 1939, in which it was stated that the Army Council would welcome the provision of certain non-divisional units under the conditions outlined in our telegram No. 84.

5. In telegram G.S. No. 11, dated 3rd November, 1939, Brigadier Crerar informed the C.G.S. that the War Office now considered that the Canadian non-divisional troops should form part of the Corps Troops in the Corps which would include the 1st Canadian Division. This information was confirmed in High Commissioner's telegram No. 648, dated 14th November, and in Dominion Affairs No. 106, dated 18th November, 1939.

6. In External Affairs No. 552, the principle of rearranging ancillary units so as properly to balance the 1st Canadian Division with appropriate non-divisional units of the several Arms and Services was accepted by the Department of National Defence.

7. The list of non-divisional units to be despatched was conveyed in paragraph 3 of External Affairs telegram No. 562, dated 22nd November, 1939, which reiterated the conditions stated in External Affairs No. 84 of September 29th, and confirmed Dominions Office No. 97 of October 25th. In G.S. No. 35, dated November 24, 1939, Brigadier Crerar informed the C.G.S. that while the original composition of these troops had been changed as the result of further discussion, the principle of the supply of equipment would remain as stated.

8. In External Affairs No. 117, dated 27th November, 1939, the Secretary of State for Dominion Affairs was notified that in view of the advice that the War Office would ask reconsideration of the list of technical units enumerated in telegram 106 of 1st November, with the object of making them complementary to a division in a Corps, a new revised list had been communicated to Canadian Military Headquarters in Great Britain, in telegram 562, dated November 22, 1939.

9. The conditions as regards equipment and maintenance of these units were again reiterated in External Affairs No. 598, dated the 30th November, 1939, to the High Commissioner for Canada. This telegram also stated that it was hoped the War Office would agree that these non-divisional units would normally be employed with the 1st Canadian Division. The Canadian Government recognized that the employment of these units in the field would usually come directly under the Headquarters of the Army Corps to which the 1st Canadian Division had been attached, but felt that the channel of authority for training and administration should pass through G.O.C., 1st Canadian Division, to the Canadian Government.

10. A reply to the above was received in High Commissioner's telegram No. 754, dated 6th December, 1939, in which it was stated that the War Office agreed that Canadian ancillary units would normally be employed in the same Corps as the Division, and that administrative matters should pass through the G.O.C., 1st Canadian Division.

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1st Canadian Division.

11. The decision to despatch the 1st Canadian Division early in December was communicated to the High Commissioner for the United Kingdom in a letter from the Under Secretary of State for External Affairs, dated 20th October, 1939.

12. On the 26th October telegram No. 471 from External Affairs to the High Commissioner for Canada in the United Kingdom stated that it was agreed that the Division should concentrate and complete its equipment and training in the United Kingdom.

13. In cypher telegram No. 847, dated 23rd December, 1939, from the High Commissioner to External Affairs, it was stated that it was the intention that the 1st Division should form part of the 4th Corps, and proceed to France early in May. A reply was sent in External Affairs cypher No. 704, dated 27th December, to the effect that this proposal was noted with satisfaction.

14. In G.S. No. 169, dated 10th February, 1940, G.O.C., 1st Can.Div. reported that in light of information respecting the delivery of motor transport for the 1st Division, the plan of despatching the 1st Canadian Division to France on the 1st May was cancelled, and the 15th June was fixed as the date for the move, provided no emergencies develop. G.O.C. also recommended that in view of press announcements stating that the 2nd Division would be despatched abroad, the organization of Corps Headquarters should be commenced in March.

15. In G.S. 175, dated 13th February, G.O.C., 1st Canadian Division stated that at a conference held in the War Office on the 9th February the following alternatives as regards organization in France, covering 1st Canadian Divisional and Ancillary troops, were possible in the period before the formation of a Canadian Corps:-

(a) to incorporate the 1st Division and Ancillary troops as a self contained formation directly under G.H.Q.

(b) to incorporate one Machine Gun Battalion in a British Corps, and two Machine Gun Battalions and remaining ancillary units in General Headquarters troops.

16. It was pointed out that proposal (b) would involve a distribution of Canadians amongst a number of formations and that it would increase the difficulty of administration and control, consequently G.O.C., 1st Can.Div.recommended proposal (a), which he stated would be acceptable to the War Office and would give marked tactical advantages and avoid dislocation of British formations if and when a Canadian Corps was formed.

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17. From this telegram it would appear that the intention to include the 1st Canadian Division in the 4th Corps has been abandoned. In a memorandum to the Minister dated 16th February, 1940, C.G.S. discussed the alternative proposals mentioned above and stated that he saw no objection to the proposal that 1st Canadian Division and ancillary troops should form a self-contained formation under G.H.Q. except for the possibility that the scheme might involve assumption by Canada of the cost of unit equipment and maintenance thereof f r the ancillary troops now in England. Accordingly he concurred in G.O.C's preference.

18. On 20th February C.G.S. asked G.O.C., 1st Can.Div. to report whether his proposal would entail assumption by Canada of the cost of equipment and its maintenance for the ancillary units, or if the United Kingdom would continue to be reaponsible as previously agreed.

19. In G.S. 199, dated 22nd February, G.O.C., 1st Can. Div. replied that the question of division of financial responsibility had never been raised in his discussions at the War Office and that his proposal was based solely on tactical considerations and advantages. He further stated that he had referred the enquiry to the High Commissioner.

20. In telegram No. 188 from the High Commissioner to External Affairs, dated 13th February, it was stated that "Canadian Higher Formation within the meaning of financial arrangements regarding equipping of non-divisional troops will soon be established either by formation of Canadian Corps Headquarters or by proposal that division, plus non-divisional troops, come directly under G.H.Q."

21. In telegram No. 219, dated February 27th, from Secretary of State for External Affairs to the High Commissioner for Canada, it was stated that the Canadian Government considered it advisable in the light of present circumstances to adhere to the original proposal, under which 1st Canadian Division would be employed on arrival at the front as part of a British Corps.

22. In his reply No. 265, dated 3rd March, the High Commissioner pointed out that an increasingly difficult situation was developing from, on the one hand, the policy of retaining full control over Canadian troops overseas, and on the other hand from the desire of the United Kingdom to be given a degree of responsibility for and disposition of Canadian Division, if, as a consequence of the Canadian Government's instructions, it is to be embodied in a British Corps; particularly as the United Kingdom are financially responsible for provision and maintenance of equipment of certain non-divisional units, which will also normally be in that Corps. The High Commissioner pointed out that although control of all Canadian Overseas Forces is vested in the Minister of National Defence, with the G.O.C., 1st Can.Div. responsible for training and administration of both divisional and non-divisional formations while in the United Kingdom, the War Office had already issued instructions which would have placed Canadian divisional and non-divisional troops under G.O.C., 4th Corps for training.

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23. Canadian Military Headquarters had objected to this as incompatible with present position under Visiting Forces Act, and War Office Order therefore, for the moment remains not effected. The High Commissioner expressed the view that the proposal that divisional and non-divisional troops should be a G.H.Q. formation, would help in removing all tactical and organizational difficulties and avoid any such War Office Order as that mentioned. The fact that this proposal has been rejected by the Canadian Government makes it difficult for the High Commissioner to maintain the position that a Corps Commander should not be interposed between Canadian troops and Canadian authority.

24. He further pointed out the complications arising from the special position of the non-divisional troops which had been defined by Canada as follows:-

These troops come under command of G.O.C., 1st Can.Div. for all purposes while in the United Kingdom and should normally be employed in France in the Corps which that Division serves; when their administration will continue to be a responsibility of said G.O.C. While taking this stand the Canadian Government emphasized that until there is a Canadian Corps in the field, the equipment of these troops is a United Kingdom financial responsibility. This stand necessarily enforces a relaxation of our control.

25. The High Commissioner also stated that the United Kingdom are uneasy over their financial responsibility in these circumstances, as this responsibility seems to them to be indefinite in time, because of our contention that a Canadian Higher Formation is a Canadian Corps in the field, and of the instruction in telegram No. 165, dated 6th February, that no arrangements should be based on the assumption that any such Corps will be authorized. The United Kingdom authorities have argued that nothing in the financial agreement concerning non-divisional troops specifically states that Canadian Higher Command is a Canadian Corps; and that in view of the fact that all Canadian troops in England are now serving and training together under Canadian Command, it may be held that a Canadian Higher Command now exists within the meaning of the financial arrangements. The High Commissioner stated that he has opposed this view, both at the War Office and the Dominions Office.

26. The High Commissioner further stated that the Secretary of State for Dominion Affairs had communicated with him officially on the point. The Secretary of State felt that the change in the position of non-divisional units as conveyed in our telegram No. 117 of November 27, 1939, made with the object of rendering these units complementary to a Division in a Corps, had in fact altered the basis of the original financial proposals, so as to warrant treatment of these units as a full Canadian liability from the beginning. As the High Commissioner had taken the view that the Canadian Government did not accept this interpretation, the United Kingdom did not press the contention, but would accept the financial liability, provided that agreement could be reached defining the period for which such liability would extend. This depended in turn upon

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agreement on the meaning of the term "Canadian Higher Formation". United Kingdom authorities are willing to admit that non-divisional troops would not be part of Canadian Higher Formation in France if serving with a Canadian Division in a British Corps, but hold the view that the opposite would be the case if the Canadian Division were a G.H.Q. formation. U nited Kingdom Government suggested that a pra ctical and equitable solution of the problem would be an agreement as to a date, namely July 1st next, at which the Canadian Government would assume full civil authority for all non-divisional units, irrespective of the ~~value~~ nature of their precise employment and organizat ion. This would mean that on the above date the equipment of the units in question would be taken over by Canada at a valuation to be agreed upon. The High Commissioner pointed out that Canadian Military Headquar ters recommends acceptance of this p roposal on the grounds that the increased expenditure involved is outweighed by:

(1) the advantages and simplicity in Command, Administration and Financial accounting;

(2) The removal of a source of controversy;

(3) The removal of an obstacle to complete Canadian administrative control of Canadian Overseas Forces.

The High Commissioner pointed out that under our interpretation of the expression "Cana dian Higher Command", the increased expenditure involved in this proposal would be restricted to the depreciation in equipment incurred between 1st July and the date of formation of a Canadian Corps.

NOTE.

In connection with forogoing contontion of the Secretary of State for Dominion Affairs, it may be well to recall that the correspondence in which it was first proposed that the non-divisional units should be complementary to the Canadian Division in a Corps appears to have originated with the War Office (see telegram G.S. No. 11, dated 3rd November; High Commissioner telegram No. 648, dated 14th November; and Dominions Office No. 106, dated 18th November).

27. In a personal telegram No. 217, dated 5th March, to the Minister of National Defence, the G.O.C., 1st Can.Div. pointed out that if Mr. Eden's proposal were accepted as given in Mr. Massey's cable, it would remove the only obstacle to the organization of the Canadian Forces in the manner which would best meet tactical and administrative requirements, and earnestly requested, in the interests of our troops, that the proposal be accepted, even if to compensate for extra costs incident on Canada, thie acceptance should involve some delay in the despatch of 2nd Division, and the possible formation of a Corps. General McNaughton pointed out that direct military issues had been obscured and attention focussed on finances, thus taking the matter out of his hands into the sphere of Government.

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He emphasized that to place Canadian Forces under the 4th Corps in England would complicate the matter of administration, particularly during the organizational stage in England, and would interpose British Higher Authority between himself, Canadian Military Headquarters and the Minister of National Defence. He further stressed the disadvantages inherent in the distribution of Canadian units among British formations, which would result in a weakoning of the tactical entity he seeks to maintain.

28. In a memorandum to the Minister dated 4th March, C.G.S. agreed that acceptance of Mr. Eden's proposal that Canada should assume full financial responsibility for ancillary troops on 1st July, would remove the main objection to organizing all Canadian units overseas into a self-contained Canadian formation. C.G.S. also pointed out that postponement of the despatch of 2nd Canadian Division, and of the possible formation of a Canadian Corps, would hardly compensate for the extra cost of maintenance of ancillary troops, since the 2nd Division is mobilized and has to be paid, fed, etc. in any case. The present intention is that 2nd Division will proceed to France about 1st November, 1940, by which date scales of replacement of equipment and personnel will have become light. The decision to send it overseas could hardly be postponed until the financial year 1941/42, and therefore its cost will come within the financial year 1940/41.

29. C.G.S. stated that he did not regard the difficulties of incorporating Canadian divisional and ancillary troops into a British Corps as being very great, provided Canadian authorities in England are willing to exert themselves to this end.

March 31, 1940.

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R. "R"

C 279196

Exped. Forces.

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

TO: THE HIGH COMMISSIONER FOR CANADA IN THE UNITED KINGDOM, LONDON

SECRET

CYPHER

No. 355

Ottawa, 5th April, 1940.

No. Your cypher No.265 of March 3rd which has been previously acknowledged and indication given that it would be dealt with by Cabinet during present week. Further consideration has been given both by War Committee and full Cabinet to proposal that Canadian Division and non-divisional troops should become a self-contained formation under G.H.Q. (hereinafter referred to as "G.H.Q. proposal") instead of forming part of British Corps as had been agreed on in your Telegram 847 of December 23rd and our reply 704 of December 27th confirmed by our further telegram to you No.219 of February 27. Without entering on discussion of merits of various considerations put forward by Canadian Military Headquarters in your Telegram No.265 of March 3rd Canadian Government is willing in order to make progress to accept "G.H.Q. proposal", provided a mutually satisfactory agreement can be reached with United Kingdom with respect to the financial implications of this proposed arrangement. Canadian Government holds strong view that "G.H.Q. proposal" does not constitute a return of such non-divisional units to Canadian higher formation in the sense fully understood when the original agreement was made, as per our telegram No. 84 of September 29th and reply of War Office contained in Dominion Affairs Telegram No. 97 dated October 25,1939. It seems clear to us and it has always been assumed that the words "higher formation" referred explicitly to the possible formation of a Canadian Corps and this view is

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supported by the fact that most of the non-divisional units provided were of a kind that would normally be employed in a corps. It should also be pointed out that throughout entire discussions it has been understood by us and accepted by War Office that non-divisional units would normally be employed with Canadian division (See Telegrams Nos. 847, 704 and 219 above mentioned). Consequently, the formation under G.H.Q. does not alter this relationship in any essential feature. The suggestion of the U.K. Government that a date might be agreed upon for a change in the original financial arrangements which governed the employment of these non-divisional units has been noted and, in order to meet request of Government of the United Kingdom for a more definite time feature, Canadian Government would be willing to consider the selection of a date from which it would assume larger degree of financial responsibility but on understanding that this would be on basis of depreciation and would not involve assumption of capital cost for initial equipment and maintenance. This aspect of the question will be discussed with the War Office by the Minister of National Defence who is leaving shortly for a brief visit in the United Kingdom.

In this connection the supply by the Canadian Government of M.T. to be used by these ancillary troops would be an item of set-off for consideration in arriving at the balance of payments to be made on account of depreciation and in ultimately adjusting respective responsibilities of the two Governments if and when the contingency arises when Canada assumes cost of maintenance of equipment and cost of equipment which was to be subject to mutual arrangements under Telegrams No.84 and 97 above mentioned. In order to negative any assumption that the matter of financial implications of "G.H.Q. proposal"

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was introduced by us here it perhaps should be noted that the question was first raised by the fact that your Telegram No. 188 of February 13th stated that "Canadian Higher Formation within the meaning of financial arrangements regarding equipping of non-divisional troops will soon be established either by formation of Canadian Corps Headquarters or by proposal that division plus non-divisional troops come directly under G.H.Q." This was taken to mean that War Office in conference held that day had raised this question by intimating their view that Canada's financial responsibility was the same in either case. It might also be noted that proposal to incorporate Division and ancillary units in same British Corps was the proposal of the War Office as shown by Telegram G.S. No. 11 of November 3rd and confirmed by our Telegram No. 598 of November 30th and your reply No. 754 of December 6th with channel of authority for training and administration direct through G.O.C. 1st Division to Canadian Government.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS.

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R.

Mil. Coop. Expeditionary Forces.

"R"

TELEGRAM C 279199

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON, April 27th, 1940.

CYPHER

No. 510.

No. 510. Your telegram No. 453, April 24th. Surprised and disturbed that authorities here allowed message in question to get through due to fault of co-ordination between War Office and censorship officials. We are attempting to make arrangements to prevent such unfortunate lapses in future but with the number of jurisdictions involved this is not easy unless we give the authorities here complete control of all military censorship matters concerning Canadian troops; in other words put the Canadian force on exactly the same basis in this regard as the British.

MASSEY.

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C 279200 SECRET

TELEGRAM

From: *Canadian Military Headquarters, Great Britain*

To: *National Defence Headquarters, Ottawa.*

28TH. MAY 1940.

C. G. S.

MOST IMMEDIATE 28TH. MAY 1940.

"DEFENSOR .LONDON.

OTTAWA.

G. S. 501. MOST SECRET.

FIRST CANADIAN DIVISION AND PART OF ANCILLARY TROOPS IS BEING MOVED STARTING 29TH. MAY TO AREA IN OXFORDSHIRE FOR ROLE IN DEFENCE OF UNITED KINGDOM. CONSIDERABLE NUMBER OF ARTILLERY AND MEDICALS BEING SUPPLIED ALSO DEPOTS AND DETACHMENTS WILL BE LEFT BEHIND IN ALDERSHOT AREA AND WILL COME UNDER MY COMMAND. IN ORDER THAT THESE AND HOLDING UNITS MAY BE PROPERLY COMMANDED AND ADMINISTERED ESSENTIAL 2 HEADQUARTERS FOR GROUPS OF HOLDING UNITS APPROVED BY MINISTER IN G. S. 397 OF 8TH. MAY BE AUTHORIZED IMMEDIATELY AND THAT I ALSO BE GIVEN AUTHORITY TO ORGANIZE THESE HEADQUARTERS FORTHWITH FROM C. A. S. F. PERSONNEL NOW IN UNITED KINGDOM WITH PERMISSION TO SELECT OFFICERS FOR APPOINTMENTS AND ENLIST OTHER RANKS FROM CANADIAN RESIDENTS OF THIS COUNTRY UP TO 25% OF ESTABLISHMENT GIVEN APPENDIX F.1/DEPOT/1 OF 4TH. JANUARY.

IN VIEW OF GRAVE EMERGENCY I AM ASSUMING ABOVE AUTHORITY WILL BE GRANTED AND AM PROCEEDING TO ORGANIZE HEADQUARTERS. IF PERSONNEL HAS BEEN SELECTED IN CANADA FOR THESE DUTIES THEY SHOULD BE DESPATCHED ON FIRST AVAILABLE SAILING AND NECESSARY ADJUSTMENTS WILL BE MADE ON ARRIVAL.

CANMILITRY".

M.F.M. 58A
25M—5-40 (4969)
H.Q. 1772-39-1719

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Mc Corg XF

TELEGRAM

C 279201

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CODE

LONDON, July 8th, 1940.

NO. 1071.

No. 1071. Would appreciate decision on proposal re financial responsibilities for ancillary troops, brought back to Ottawa by the late Minister of National Defence, under which the United Kingdom responsibility would end September 1st, 1940. Meanwhile Chief Treasury Officer has pointed out that item of expenditure for these troops which might properly be considered Canadian responsibility under the existing or new agreement would be difficult to determine because of failure to define clearly what is meant by "subsistence" and "maintenance". He would like definite ruling on what is embraced in "maintenance". Furthermore, Chief Treasury Officer points out that he is faced with difficult problem in determining, with exactness, the cost of maintenance of ancillary troops if term is held to embrace all expenditures except pay and allowances. This is particularly so in cases where expenses of ancillary troops are included with those of other troops to form bulk of claims. Despatch follows.

MASSEY

Rec'd Ottawa 9.00 P.M.

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MC/UK/XF - Finance

COPY

C 279202

Office of the
High Commissioner for Canada
Canada House,
London, S.W.I.

A.207

10th July, 1940.

Sir:

With reference to my telegram No. 1071 of July 8th, regarding financial responsibility for Canadian Ancillary Troops, you will recall that on May 14th I transmitted (Despatch No.A.155) the Minute of a Meeting held at the War Office on May 9th and attended by the late Minister of National Defence, at which the representative of the United Kingdom submitted to Mr. Rogers a proposal that United Kingdom financial responsibility for the Ancillary Troops in question should end at September 1st, 1940. Mr. Rogers stated he would put forward this proposal to the Canadian Government with a view to obtaining an early decision. No information as to whether a decision has, in fact, yet been reached has been received by this Office. Possibly, as the general situation regarding the employment of Canadian Forces overseas has undergone such a change since the Meeting in question, the whole matter is being re-examined.

Meanwhile, as I pointed out in my telegram referred to above, the Chief Treasury Officer has brought to my attention certain accounting difficulties arising out of the agreement covering responsibility for the equipment and maintenance of the forces in question. Mr. Hodgkin writes on this point as follows:-

> "The items of expenditure, in connection with the Ancillary Troops, which may properly be considered as Canada's responsibility are difficult to determine, because of the careless use, throughout the correspondence, of the terms "subsistence" and "maintenance". It seems clear that subsistence is intended to include pay and allowances and rations, both of which are definitely a responsibility of Canada. It is also clear that the provision and 'maintenance' of equipment is the responsibility of the British Government up to a date later to be agreed upon. With regard to the term 'maintenance', this might reasonably be interpreted to include transportation costs, billeting, hospitalization and other similar items. Therefore, I feel that before I can express an opinion on the admissability of the railway charges in question, a ruling should be obtained from Canada clearly defining the items embraced in the term 'maintenance'.

The Right Honourable
The Secretary of State
for External Affairs,
Ottawa.

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C 279203

I would point out that throughout the correspondence on the above-mentioned files, reference is made to the creation of a Canadian Corps when the Force goes to France, at which time the Ancillary Troops would become a financial responsibility of Canada. In view of the fact that France now appears to be eliminated as a theatre of operations, it would seem advisable to ask the Canadian Government to review the whole question in the light of the changed conditions."

If it is ruled that the term "maintenance" insofar as it relates to Ancillary Troops, includes all expenditures except pay and allowances, Mr. Hodgkin points out that this will involve certain difficulties in preparing recoverable claims against the British Government. On this point he writes:

"As you are aware, no accounting records have been maintained to segregate the expenses of these ancillary troops, and to do so at this time will involve analyzing the payments already made (or to be made in respect of commitments incurred prior to September 1, 1940, or whatever ~~xxxxxx~~ date is agreed upon) under the following headings:

Rations. The payments made to N.A.A.F.I. and the British Government for rations supplied to other ranks of ancillary troops, and payments made to officers' messes as cash grants in lieu of rations will have to be determined. This may prove difficult if ancillary troops were attached to units in the non-ancillary category for messing purposes, and vice versa.

Light, Fuel and Gas. Payments for the above services made to the British Government on account of ancillary troops will be very difficult to determine as it will be necessary to ascertain the names of the barracks in which such troops were housed and the perios during which they were accommodated. It will be especially difficult to apportion the expenses if ancillary troops and others were accommodated in the same barracks on the same dates.

Transportation Movements. It will be necessary to analyze all payments to railway companies in order to extract the costs of moving the ancillary troops from the disembarkation port to the concentration areas, and also to determine the cost of free warrants issued to the personnel of such ancillary units.

Stores and Equipment. I understand that instructions have been issued by the British authorities to the R.A.O.C. to refrain from billing us with the cost of equipment issued to ancillary troops. Therefore, no immediate problem is involved under this heading.

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279203A

Supplies, Petrol, etc. All payments on account of ancillary troops will have to be extracted from the bulk claims presented by the British. This will be a sizable task.

The above headings are not exhaustive, but are illustrative of the difficulties of determining with exactness the complete cost of 'maintaining' the ancillary troops".

I have the honour, etc.,

L. B. PEARSON

for the High Commissioner

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279203A

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"R" C279204

CASF

FROM: The Secretary of State for External Affairs, Ottawa.

TO : The High Commissioner for Canada in Great Britain, London.

IMMEDIATE

SECRET

CYPHER

NO. 930

Ottawa, July 11th, 1940.

1. Cabinet War Committee considered today message from the War Office communicated in your telegram No. 1098, of July 10th, and you are accordingly authorized to inform United Kingdom government as follows:

2. Canadian government are agreeable to the creation of the new Corps on basis described in your telegram, and to the appointment of Major General MacNaughton as Commander, with rank of Lieutenant General in accordance with request of the U. K. Commander in Chief of Home Forces.

3. It would be understood that the 2nd Division, C.A.S.F., if and when it proceeds to the United Kingdom would be included in the new Corps. See our telegram No. 926 of this date.

4. The intention is noted to select Corps staff from Canadian and British resources. The Canadian government assume therefore that if and when 2nd Division C.A.S.F., is included, appropriate re-adjustment of staff arrangement will be made on proportionate basis.

5. Canadian government presume that it is expected that General MacNaughton will be paid in new rank by Canadian Government.

6. Information is required as to what Canadian ancillary units, now in United Kingdom or Canada, are required for Corps purposes.

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7. For your own information Chief of General Staff sending telegram direct through Canmilitry to MacNaughton to the above effect.

8. It is desired that announcement of General MacNaughton's appointment should be made in Canada, at least simultaneously with announcement in United Kingdom, and you are requested to inform us by telegram immediately we are free to do this, indicating appropriate extent of reference to new Corps.

Read & Council July 12-40 WLMK

SECRETARY OF STATE FOR EXTERNAL AFFAIRS.

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SECRETARY OF STATE FOR EXTERNAL AFFAIRS.

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"R" C279206 CASF

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

IMMEDIATE

CYPHER

NO. 1118

LONDON, July 13th, 1940.

No. 1118. Your telegram No. 930 and National Defence G. S. 482. Formal request for formation of Seventh Corps, appointment of McNaughton as Commander with rank of Lieutenant General and for posting proportion of Canadian Officers to Staff, was received from War Office last night. Matter discussed with the War Office today and the following agreement reached:

(1) British and Canadian officers and other ranks concerned, including McNaughton, will continue to be paid by their own Governments at their own rates;

(2) Seventh Corps will be organized under authority of the War Office. Second Canadian Division will be incorporated when available for operations, at which time designation may be changed to Canadian Corps at the request of the Government of Canada;

(3) For initial organization, Canadian Staff Officers will be used so far as qualified and available. List agreed to between the War Office and General Officer Commanding being cabled to Defence;

(4) Additional Canadian Officers may be posted from time to time as qualified and available;

(5) On Corps becoming Canadian, gradual replacement of remaining British officers contemplated;

(6) All Canadian combatant ancillary units now in the United Kingdom will be assigned to Seventh Corps as part of Corps troops;

(7) As additional Canadian Corps troops units become available they will be joined with Seventh Corps troops. Suggestions regarding early despatch of certain Corps units known to be mobilized in Canada of which British are very short being cabled to Defence. This

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C 279207

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

list includes balance of Corps Signals which should be despatched at the earliest date practicable;

(8) Establishment of Staff of First Canadian Division Headquarters will revert to that prescribed in War Establishment for a standard British division plus certain minor changes shown to be necessary to meet our special conditions;

(9) British and Canadian units will continue to be equipped and maintained as at present. This without prejudice to any arrangements which may be concluded as a result of discussions between the late Honourable Norman Rogers and the Secretary of State for War covering the financial incidence of cost of certain ancillary units pending formation of a Canadian Corps;

(10) Channel for administration of Canadian units and personnel will run through Corps to Canadian Military Headquarters and Defence Department as at present. For British units and personnel direct from Corps Commander to British authorities. Small increments of staff in a, q, and ordnance will be provided to handle special Canadian business in these departments;

(11) Position under Visiting Forces Act remains unaltered.

Lt Gen Macdonald Commissioner Gladstone
July 15 40
Millett

HIGH COMMISSIONER

Rec'd Ottawa 6 P.M.

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"R" 279208 M/C Exped. Forces

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

TO: THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

SECRET

CYPHER

No. 991 Ottawa, July 19, 1940.

Your telegram 118 of July 13th.

(1) We agree with provisions of paragraphs one, two, three, four, five, six and seven. With respect to paragraph seven the detail of Corps Units has been received and is having our attention. Paragraph eight is agreed to subject, as is stated, to changes necessary to meet our special conditions.

(2) As to paragraph nine. At War Office meeting May 3rd, following protracted correspondence on the subject, the suggestion was made by the Secretary of State that the British War Office should be responsible for maintenance charges for Canadian non-divisional or ancillary troops until September 1st. The late Minister brought the matter forward on his return, and British suggestion met favourable reception here, although apparently no final decision was communicated to you for transmission to United Kingdom Government. The exact date of incorporation of Second Division remains in doubt, as it is provided that it will be incorporated when available for operations, and it does not appear satisfactory from either side to have the financial arrangement dependent on an event the exact date of which is difficult to determine. Under the circumstances we feel that fairest arrangement would be for British responsibility for non-divisional troops

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to cease at September 1st, irrespective of actual date of formation of Canadian Corps, and would like to make arrangement accordingly in order to clarify this point and bring it to a conclusion. British and Canadian units of 7th Corps to continue to be equipped and maintained as at present until September 1st, and British units remaining thereafter with 7th Corps or Canadian Corps to continue to be the financial responsibility of the United Kingdom Government as at present.

(3) We agree with provisions of paragraphs ten and eleven.

(4) We anticipate that the Officer Commanding the Seventh or later the Canadian Corps will in future be Canadian. Should any other arrangement be proposed we would wish to reserve our right to review the situation.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS

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M/C Exped. Forces Financial

"R"

279210

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

TO: HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

SECRET

CYPHER

No. 994

OTTAWA, July 19th, 1940.

Your telegram No. 1071 of July 8th.

1. Our decision as to financial responsibility of United Kingdom for Canadian ancillary or non-divisional troops is conveyed to you in our telegram No. 991 in paragraph two in which we propose to fix September 1st as date on which British financial responsibility is to end. Adjustments to be made as of that date in accordance with provisions outlined in our telegram No. 84 of 29th September, 1939, and agreed to in Secretary of State for Dominion Affairs cable No. 97, of 25th October, 1939. As regards telegram 84 responsibility of Canada will be taken to include initial issue of personal equipment.

2. Following for Chief Treasury Officer. Subsistence includes accommodation, including barrack stores and rationing of troops. Maintenance is the upkeep of clothing, personal equipment and unit equipment and the cost of supplying ammunition. We are also bound to pay for unit equipment obtained from United Kingdom and in possession of Canadian ancillary troops at September 1st, at a valuation to be agreed upon. Pay and allowances of personnel including reinforcements are, of course, Canadian responsibility.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS

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Air

ACL / UK / XI

TELEGRAM

279211

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CODE

LONDON, August 12th, 1940.

No. 1338

No. 1338. War Office accept the proposal that United Kingdom units with the Seventh Corps should be United Kingdom financial responsibility. They find some difficulty, however, in accepting financial responsibility for an indefinite period for the units provided from United Kingdom sources to complete a Canadian Corps, and they suggest that if the Seventh Corps becomes Canadian Corps and these United Kingdom units were required to serve with it, United Kingdom should bear their financial responsibility up to and including December 31st, 1940, if they are not replaced from Canadian sources by that date. They propose that the Canadian Government should thereafter accept financial liability for these United Kingdom units, on the same basis as that accepted by United Kingdom Government for Canadian non-divisional units up to September 1st, 1940.

HIGH COMMISSIONER

Rec'd Ottawa, 1:57 p.m.

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Key "R" ME/LM XF 279212

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER

No. 1339

LONDON, August 12th, 1940.

No. 1339. Your telegram No. 994, July 19th, financial responsibility of ancillary troops. Here insert text of my immediately preceding telegram.

HIGH COMMISSIONER

Rec'd Ottawa, 3:12 p.m.

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TELEGRAM

C 279213

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CODE

NO. 1358

LONDON, August 15, 1940

No. 1358. My telegram of August 12th, No. 1338, ancillary troops. Have discussed with McNaughton and Canadian Military Headquarters War Office proposal that Canada should bear the financial responsibility for United Kingdom units attached to a Canadian Corps after December 31st. We feel that this proposal should not be entertained. Its acceptance would be following a precedent which has already proved most unsatisfactory and has caused considerable difficulty and confusion in our relations with War Office. Furthermore circumstances of Canadian attachments to a British Corps for service in France and British attachments which might often be suggested by War Office itself to a Canadian Corps fighting on English soil are far from similar. Finally our financial responsibility, if we accept British proposal, might well be much greater than that incurred by United Kingdom for Canadian non-divisional troops up to August 31st. As matters have worked out, due to Canadian ancillary units not having been engaged in active military operations, the United Kingdom financial commitments for these troops have been very limited. After December 31st each time a British unit comes under Canadian Corps command, even for a very short period, we would, under proposal, have to assume a financial responsibility the exact details of which in practice might be almost impossible to work out. McNaughton emphatically

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TELEGRAM

C 279214

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

against proposal as introducing a most undesirable complication detrimental to best arrangements for meeting tactical needs.

It is suggested that we should oppose the United Kingdom proposal for above reasons. McNaughton feels that in the last resort and if no other solution available we should cancel earlier arrangement as a quid pro quo for the United Kingdom abandonment of this proposal. My own view is that this may not be necessary as we should be able to have this approval withdrawn on its own demerits without relating it to earlier arrangements.

HIGH COMMISSIONER

Received Ottawa 3:39 P.M.

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"R" C 279215 M/C - Finance

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

TO: THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN, LONDON

SECRET OTTAWA, August 27th, 1940.

CYPHER

No. 1335

No. 1335. Your telegrams No. 1338 and No. 1339 and No. 1358.

There are many objections to the proposal that the Canadian Government should bear the financial responsibility for United Kingdom units attached to a Canadian Corps after December 31st, 1940.

2. Experience has shown that such an arrangement is a fruitful source of misunderstanding and one which it would be unwise to perpetuate. When it was proposed in the early stages of the war that the United Kingdom Government would bear certain costs respecting Canadian non-divisional troops pending the formation of a Canadian Corps special circumstances existed which no longer prevail and conditions of service and a type of campaign were anticipated which have not in fact materialized. That proposal does not appear to afford precedent for an arrangement such as is suggested in telegrams under reply. It would be impossible under such a suggested arrangement to estimate even approximately our financial obligation. Particular units might be added to the Corps for a few days or for one operation only or for the duration of the war, and tactical matters of the greatest importance in connection with the use of the Corps such as the attachment to it of special units or formations for special operations would continually be complicated by financial questions that would require frequent discussion and frequent decisions.

CODE SECTION
SENT
AUG 27 1940
Department of External Affairs

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3. McNaughton's views are appreciated and his solution as a last resort is noted. It is felt, however, that when you have had an opportunity of discussing the matter with United Kingdom authorities and have advanced the reasons stated here and those in your 1358 the United Kingdom will on consideration recognize that the suggestion lacks substantial merit from the point of view of either party and that the proposal will be withdrawn.

4. Will you put this point of view vigorously before the United Kingdom authorities.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS

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SECRETARY OF STATE FOR EXTERNAL AFFAIRS

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CROSS REFERENCE SHEET C 279217

Name or Subject

Ltr to PM from
Min Nat War Services

File No.

Military Co-operation
Expeditionary Forces.

Regarding

Training of men for Army

Date November 7, 1940

SEE

Name or Subject

File No.

Air Training Plan.

REQ. 382
5,000—14-6-39

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"R" C 279218 Exped. Force.

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

TO: THE HIGH COMMISSIONER FOR CANADA IN THE UNITED KINGDOM, LONDON

IMPORTANT

SECRET

CYPHER

No. 165 Ottawa, February 14, 1940.

War Committee of Cabinet has given consideration to message from General McNaughton to Minister of National Defence giving proposals from conference held in War Office 9th February regarding future organization and disposition of Canadian forces overseas. It should be pointed out to War Office that announcement of future despatch of Second Canadian Division does not warrant changes in plans previously made for training programme and movement of First Division to France. Canadian Government has not authorized formation of Canadian Corps and no new arrangement should be based on such an assumption. Present plans have contemplated Second Division receiving large part of training here before proceeding to England and order for motor transport of the Division placed accordingly. For your information to pass on to General McNaughton consider it most important to avoid any question of further despatch of troops being injected into discussions during an election campaign as such questions should be kept apart from political controversy and it was for this reason that the announcement regarding despatch of Second Division was made before dissolution of Parliament. Your discussions with War Office should proceed only on basis of offers and commitments actually and expressly made by Canadian Government. These commitments include the First Division now in training overseas as an expeditionary force, the special arrangements with War Office regarding ancillary troops now in England, and the announced decision to send the Second Canadian Division overseas in due course. Discussions

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regarding any further commitments involve major matters of policy and ought to be initiated by Governments. Apart from questions affecting organization of First Canadian Division including those referred to in message from General McNaughton, which questions will be given immediate consideration when further information requested is available, Government is strongly of opinion that barring some unforeseen emergency regarding which Government could of course be duly advised, discussions concerning any additional undertakings to War Office should await consideration until new Parliament is elected, when Canadian Government will be in a position to have direct discussions with United Kingdom Government regarding long-range programme of effective co-operation in all phases of war effort.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS.

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Expd. Forces

"R"

C 279220

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER

LONDON, February 20th, 1940.

NO. 207.

No. 207. Your telegram No. 165 of February 15th. Information contained therein has been passed to General McNaughton who has cabled Minister of National Defence direct thereon. Questions in your telegram have been discussed with Canadian military authorities here who concur in observations below.

There has been no alteration in plan for training programme or movements of First Division as result of public announcement of despatch of Second Division. Such alteration as pointed out in General McNaughton's telegram G.S. 190, February 18th, was necessitated solely by delay in provision of motor transport from Canada. No discussions of any kind arising out of despatch of Second Division were held until public announcement in Canada had been confirmed officially by you in telegram No. 98, January 29th, when, as you state in telegram No. 165, its service overseas became a Canadian commitment. As your telegram No. 98 stated that this Division would be sent overseas "as soon as may be possible" the Canadian military authorities here felt they would have been negligent if they had not taken under their own consideration and discussed with War Office the problems arising out of and arrangements necessitated by its arrival and its relation to plans for eventual formation of a Canadian Corps. It will be appreciated that arrival of a Second Canadian Division is intimately related to United Kingdom plan for deployment of their courses which plan must be prepared many months in advance. Furthermore the fact that a Canadian Corps had never been specifically authorized was not thought to mean that there was any possibility of First and Second Divisions serving apart in separate higher

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C 279221

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

formations. Therefore it was felt desirable to give consideration to arrangements regarding their serving together which would naturally have to be worked out in advance and not left to be settled later in haste. If, however, departure of this Second Division is not to take place for six months or so then there is no need for further discussion now of arrangements as indicated above. Information on this point would be appreciated as soon as possible.

I can assure you that no questions have been introduced by this Office or Canadian military authorities into discussions here except those arising out of existing and accepted military commitments. It was thought that examination of future Corps arrangements fell within that classification but any discussion of such arrangements, while advisable in light of information from Canada available here, was preparatory only and, of course, involved no commitment which in any case could only be made by the Government of Canada.

MASSEY

Rec'd Ottawa: 6.08 P.M.

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R

C279222

Exped Force ODS/AH

February 21st, 1940.

MEMORANDUM FOR THE PRIME MINISTER.

In connection with Mr. Massey's telegram No. 207 of February 20th, I enclose a copy, for your convenience, of our telegram No.98 of January 29th, to which he refers, together with the High Commissioner's telegram No. 110 of January 28th, to which it was a reply.

Copies of present telegram No. 207 have been sent to Mr. Rogers and Colonel Ralston.

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C 279223

FROM: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

TO: THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN, LONDON.

TELEGRAM NO. 98

CODE

Ottawa, January 29, 1940.

Your telegram No. 110, January 28, 1940, Prime Minister's reference to Second Division arose in the course of the discussion of the taking of the Soldiers' Vote. The Prime Minister stated:-

> This Government intends, as all honourable members know, if it is returned, to see that this first division is reinforced in strength from month to month and week to week but it also intends to see that a second division is sent overseas as soon as may be possible.

SECRETARY OF STATE FOR EXTERNAL AFFAIRS.

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TELEGRAM

C 279224

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

No. 110 LONDON, January 28,1940.

CODE

No. 110. In view of press reports here, would appreciate text of Prime Minister's references to Second Canadian Division in the House of Commons on January 25th.

HIGH COMMISSIONER.

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R "R" JER/S Expod. Force
Feb.27/40

C 279225

FROM - THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA, CANADA;

TO - THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN, LONDON.

SECRET

CYPHER

NO. 219

Ottawa, February 27, 1940.

PART I

Following the announced decision to despatch a second Canadian Division overseas, the Canadian Government has now decided about the 1st July next will be a suitable time for the Division to leave Canada providing satisfactory arrangements can be made with the Government of the United Kingdom for the necessary accommodation and training equipment. The selection of this date anticipates the assembly in England by the time the Division reaches England of the mechanical transport which Canada is supplying for it. It will also permit of a month's training in camps in Canada prior to departure thus giving an opportunity for the necessary reorganization of the divisional artillery into regiments. It is expected that the units of the Division will require three months training in England and therefore provision of reinforcements and replacements are being calculated on basis of Division proceeding to the front on 1st November.

PART II

With reference to G.S.175 of 13th February from Canadian Military Headquarters in Great Britain to National Defence Headquarters in which McNaughton favoured a proposal that the first Canadian Division and non-divisional units now in England should be employed as a self contained formation directly under General Headquarters and also to your reference

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to this proposal in your ~~code~~ telegram No. 188 of 13th February, the Canadian Government considers it advisable, in the light of present circumstances, to adhere to original proposal under which first Canadian Division would be employed on arrival at front as part of a British Corps. In regard to non-divisional units, it is noted from your 754 of 6th December that War Office agreed that they should normally be employed in the same Corps as the first Canadian Division as proposed in my ~~cypher~~ telegram No. 598 dated 30th November."

Secretary of State
for External Affairs.

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R.

C279227

Exped. Forces

CANADA

MINISTER OF NATIONAL DEFENCE

March 8, 1940.

SECRET

My dear Prime Minister:

I am enclosing herewith a secret telegram which I have received from General McNaughton, General Officer Commanding, 1st Canadian Division, having to do with the despatch of the 2nd Division and period of training stated to be required.

This telegram makes reference to cypher No. 265, dated 3rd March, 1940, from the High Commissioner for Canada in Great Britain to the Secretary of State for External Affairs, Canada, also secret cypher No. 219 from the Secretary of State for External Affairs, Canada, to the High Commissioner for Canada in Great Britain, copies of which are in your possession.

Consideration is being given to the contents of General McNaughton's telegram, and I pass a copy to you in order that you may be fully informed.

Yours sincerely,

Norman McL. Rogers

The Right Honourable W. L. Mackenzie King,
Prime Minister,
Ottawa.

Hc

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SECRET

TELEGRAM C 279228

From: *Canadian Military Headquarters, Great Britain*

To: *National Defence Headquarters, Ottawa.*

5th March, 1940.

DEFENSOR,
OTTAWA.

G.S. 217. SECRET. FOLLOWING FOR NORMAN ROGERS MINISTER OF NATIONAL DEFENCE FROM G.O.C. FIRST CANADIAN DIVISION FOR PERSONAL ATTENTION BEGINS:

THROUGH COURTESY OF HIGH COMMISSIONER I HAVE HAD OPPORTUNITY TO PERUSE EXTERNAL AFFAIRS CABLE 219 DATED 27th FEBRUARY AND MR. MASSEY'S REPLY CABLE 265 DATED 3rd MARCH INFORMATION GIVEN IN RESPECT TO PLAN OF DESPATCHING SECOND DIVISION AND PERIOD OF TRAINING STATED TO BE REQUIRED RELIEVES MY MIND AS TO ANY IMMEDIATE NECESSITY FOR PLANNING ORGANIZATION OF CORPS HEADQUARTERS AND PERMITS CONCENTRATION OF ATTENTION ON IMMEDIATE PROBLEM OF EMPLOYMENT OF FIRST CANADIAN DIVISION AND ANCILLARY UNITS DURING SEVERAL MONTHS WHEN THEY WILL BE THE ONLY CANADIAN UNITS IN THE FIELD. PROVIDED THAT THE SUGGESTION PUT FORWARD BY MR. EDEN AND GIVEN IN MASSEY'S CABLE IS ACCEPTED NAMELY THAT ANCILLARY UNITS SHOULD BECOME FULL CANADIAN FINANCIAL RESPONSIBILITY ON 1st JULY THEN ONLY OBSTACLE TO ORGANIZATION OF OUR FORCE IN MANNER BEST MEETING TACTICAL AND ADMINISTRA/TIVE REQUIREMENTS AND WITH A VIEW TO ENSURING PROPER SUPPORT IN BATTLE WILL HAVE BEEN REMOVED AND IN CONSEQUENCE I EARNESTLY REQUEST IN THE INTERESTS OF OUR TROOPS THAT THIS PROPOSAL BE ACCEPTED EVEN IF TO COMPENSATE FOR EXTRA CHARGE OF MAINTENANCE INCIDENT ON CANADA SOME DELAY INVOLVED IN DESPATCH OF SECOND DIVISION AND POSSIBLE EVENTUAL ORGANIZATION OF CORPS.

HAD MATTERS OF ORGANIZATION AND EMPLOYMENT OF ANCILLARY UNITS REMAINED A STRAIGHTFORWARD MILITARY QUESTION AM CERTAIN THAT GORT AND I

COULD/

10M—1-40 (3690)

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SECRET

TELEGRAM C 279229

From: *Canadian Military Headquarters, Great Britain*

To: *National Defence Headquarters, Ottawa.*

COULD HAVE MADE ARRANGEMENTS TO OUR MUTUAL SATISFACTION BUT DIRECT MILITARY ISSUES HAVE NOW BEEN OBSCURED AND ATTENTION FOCUSSED ON FINANCE ALONE AND THIS TAKES MATTER OUT OF MY HANDS AND CAUSES A CONTROVERSY IN SPHERE OF RELATIONS BETWEEN GOVERNMENTS. THE PROPOSAL THAT THE CANADIAN FORCES MIGHT COME UNDER 4th CORPS IN ENGLAND IF IMPLEMENTED WOULD COMPLICATE THE SITUATION WHICH WHILST DIFFICULT HAS NOW BEEN MADE TO WORK SMOOTHLY. FIRST CANADIAN DIVISION LOCATED PRINCIPALLY AT ALDERSHOT COMMAND AND WE LOOK TO THAT STAFF FOR ACCOMMODATION RATIONS ANTI-AIRCRAFT DEFENCES ARRANGEMENTS FOR PROVISION OF TRAINING FACILITIES AND HELP WITH TACTICAL TRAINING. ALL ADMINISTRATION FOLLOWS CHANNEL TO YOU THROUGH CANADIAN MILITARY HEADQUARTERS AND ON GENERAL QUESTIONS WE DISCUSS WITH WAR OFFICE AS REQUIRED RESPONSIBILITY FOR TRAINING IS INTIMATELY RELATED TO ADMINISTRATION PARTICULARLY DURING ORGANIZATIONAL STAGE IN ENGLAND WHEN PERSONNEL REQUIRE TO BE CHANGED AS THEIR ABILITIES ARE DETERM NED AND IF G.O.C. 4th CORPS GIVEN THIS DUTY RESULT WOULD BE INTERPOSITION OF BRITISH HIGHER AUTHORITY BETWEEN G.O.C. FIRST CANADIAN DIVISION AND CANADIAN MILITARY HEADQUARTERS AND YOURSELF YOU WILL RECALL MY PRINCIPAL ANXIETY EVEN BEFORE ACCEPTING APPOINTMENT WAS TO ENSURE ADEQUACY OF ARTILLERY SUPPORT IN BATTLE THROUGH WELL TRAINED DIVISIONAL ARTILLERY PLUS MINIMUM NUCLEUS OF MEDIUM ARTILLERY ROUND AND THROUGH WHICH EXTRA BRITISH ARTILLERY ALLOTTED FROM TIME TO TIME CAN BE EMPLOYED. I ATTACH GREAT IMPORTANCE TO THIS NUCLEUS BEING CANADIAN AND NORMALLY ALWAYS WITH THE DIVISION SO THAT CLOSE LIAISON AND DEVOTION TO ASSULTING TROOPS MAY DEVELOP. IN THIS I CAN CLAIM TO SPEAK FROM A WIDER EXPERIENCE THAN ANY OTHER OFFICER NOW SERVING.

PROPOSAL THAT CANADIAN ANCILLARY UNITS BE INCORPORATED ORGANICALLY IN BRITISH CORPS IN THE FIELD EXTENDS ALSO TO MACHINE GUN BATTALIONS TWO OF WHICH WOULD PROBABLY SERVE AWAY FROM THE FIRST CANADIAN DIVISION SEMI-PERMANENTLY. THE EFFECT OF THIS WOULD BE THE DISTRIBUTION OF CANADIAN UNITS AMONG BRITISH FORMATIONS AND THE LOSS OF TACTICAL ENTITY WE SEEK TO MAINTAIN. SOME ANCILLARY UNITS MIGHT BE LEFT ENGLAND AS FOURTH CORPS HAVE THEIR OWN.

IF /

10M—1-40 (3690)

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SECRET

TELEGRAM C 279230

From: *Canadian Military Headquarters, Great Britain*

To: *National Defence Headquarters, Ottawa.*

IF PRESENT DIFFICULTY OVER FINANCE RESOLVED QUESTION OF ARRANGEMENT IN FIELD WILL AGAIN BECOME MATTER BETWEEN THE GOVERNMENT AND MYSELF AND I AM SATISFIED THAT PROPER SOLUTION CAN BE REACHED KEEPING THE DIVISION AND ANCILLARY TROOPS TOGETHER NORMALLY AND ALLOTING FORCE AS A WHOLE TO THIS EMPLOYMENT IN OPERATION EITHER UNDER A BRITISH CORPS OR UNDER GENERAL HEADQUARTERS DIRECT AS CIRCUMSTANCES MAY REQUIRE. UNDER THIS ARRANGEMENT ADDITIONS TO ANCILLARY TROOPS WILL BE REQUIRED TO PROVIDE PIONEER BATTALLION AND ROAD CONSTRUCTION COMPANY RECOMMENDED IN MY CABLE G.S. 212 DATED FEBRUARY 29th AND CORPS TROOPS SUPPLY COLUMN ROYAL CANADIAN ARMY SERVICE CORPS WHICH WERE OMITTED FROM ANCILLARY UNITS SENT OVERSEAS. SOME MINOR CHANGES ALSO REQUIRED IN OTHER UNITS SUCH AS FIELD SECURITY POLICE, MOBILE LAUNDRY, AND SALVAGE UNIT, TO ACCORD WITH LATEST WAR ESTABLISHMENT.

THE MORE I SEE OF THE TROUBLE OVER THESE ANCILLARY UNITS THE MORE I AM CONVINCED OF THE WISDOM OF MR. LAPOINTE'S STATEMENT OF THE PRINCIPLE IN THE HOUSE OF COMMONS ON SEPTEMBER 9th LAST. DEPARTURE FROM IT FOR HOWEVER GOOD A REASON HAS DELAYED COMPLETION OF THE ORGANIZATION CAUSED ANXIETY AND DIVERTED ATTENTION WHICH CAN ILL BE SPARED FROM OTHER URGENT DUTIES. CAN WE NOT SET THE MATTER AT REST?

DURING THE PERIOD OF MOBILIZATION IN CANADA I WAS LARGELY SUSTAINED IN HEAVY TASK GIVEN ME BY SYMPATHY OF YOURSELF AND THE PRIME MINISTER AND IF YOU HAVE NO OBJECTION I WOULD APPRECIATE COPY OF THIS MESSAGE BEING GIVEN TO HIM PERSONALLY. MESSAGE ENDS.

CANMILITRY.

(Corrected Copy. C.P.R. Service check with canmilitry received 930 hours, 5th march, 1940.)

I am all for supporting the Navy but it must be efficient

9-3-40

10M—1-40 (3690)

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CANADIAN PACIFIC TELEGRAPHS

C 279231

DIRECT CONNECTION WITH
POSTAL TELEGRAPHS - COMMERCIAL CABLES
IMPERIAL CABLES - CANADIAN MARCONI

This is a full-rate Telegram or Cablegram unless otherwise indicated by signal in the check or in the address.

TELEGRAM		CABLEGRAM	
FULL RATE		FULL RATE	
DAY LETTER	DL	CODE	CDE
NIGHT LETTER	NL	DEFERRED	LC
NIGHT TELEGRAM	NM	NIGHT CABLE LETTER	NLT

W. D. NEIL, GENERAL MANAGER OF COMMUNICATIONS, MONTREAL.

MONEY TRANSFERRED BY TELEGRAPH

2nd Division

STANDARD TIME

250

RNA97 47 DL

LETHBRIDGE ALTA 6 1045A

1940 APR 6 PM 1 05

RT HON W L MCKENZIE KING

PRIME MINISTER OTTAWA 250

YOUR INSPIRING MESSAGE DEEPLY APPRECIATED |STOP| THE CONFIDENCE AND SUPPORT YOU PLEDGE WILL BE REPAID BY LOYALTY AND DEVOTION TO DUTY |STOP| THE TASK IS HEAVY AND THE RESPONSIBILITY GREAT BUT I WILL NOT SPARE MYSELF |STOP| I WILL GAIN STRENGTH AS I READ YOUR COMFORTING WORDS

VICTOR W ODLUM

K

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C 279232

Ottawa,
July 20, 1940

To the General Officer Commanding, Second Division,
Canadian Active Service Force:

As you leave these shores, I send to you and through you to the officers and men of the Second Division of the Canadian Active Service Force, good wishes from the hearts of the people of Canada.

You carry with you the pride, the hope and the affection of your country. Behind you stands a united people pledged to support you with all its strength and power.

As crusaders, you journey across the seas to defend the innermost shrine of freedom in the ancient land of Britain which, by its example, has taught the world what freedom means. We know that you will be worthy of the cause in this hour of its greatest peril, and do honour to the land whose name you bear.

In the name of the government and people of Canada, I bid you Godspeed. Our thoughts and our prayers will follow your fortunes wherever the paths of duty may lead you.

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XF 2nd Div

C 279232

Ottawa,
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W.L.M. KING PAPERS

Memoranda and Notes

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DAILY TELEGRAPH

15th November, 1948.

LONDON DAY BY DAY

Canada's New Prime Minister
Naming the Royal Baby

TO-DAY in Ottawa the gradual process of installing Mr. Mackenzie King's successor and Canada's new Prime Minister enters its last phase. Mr. Mackenzie King, who is 74 next month, will tender his resignation to Viscount Alexander, as Governor-General, and will formally recommend that Mr. St. Laurent, who is 66, shall succeed him.

Mr. St. Laurent has been Premier designate since August. In September he relinquished the portfolio of External Affairs. In October, owing to Mr. King's illness, he took first place in the Imperial talks.

This gradual transition has been deliberately contrived by Mr. King. For Canada and the Liberal party —and for Mr. St. Laurent, who faces a heavy future—it has had most fortunate results.

The new Premier has had four months to learn his new job—an advantage never accorded to a Prime Minister in this country.

Premier in Seven Years

Thus he attains the peak of seven years in politics. Apart from the obvious example of Pitt the Younger, I can recall no parallel for so swift a rise.

In recent times the career of Mr. Neville Chamberlain, who first entered politics at 49, has been regarded as unusually compact. But he had 19 years in the House before going to No. 10.

Mr. St. Laurent has the wide outlook of Gen. Smuts—without the General's warm personality. He might be termed a reluctant politician. But for the war he would never have entered politics.

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DAILY TELEGRAPH

15th November, 1948

FAREWELL AND HAIL

MR. MACKENZIE KING'S long and distinguished tenure of the Canadian Premiership ends to-day. The decision to resign was his own, and due to no other consideration than that, as he has said, "my task of keeping Canada united is fulfilled." It is not given to many statesmen thus to retire at the high tide of reputation, without acrimony or recrimination, and with a sense of having achieved what they set out to do. Mr. KING'S services, it may be hoped, will still be available to the Commonwealth he has served so loyally and so well. The crucial position of Canada, economically between the dollar and the sterling systems, militarily between the Western Hemisphere and Western European defence systems, gives a particular value to his counsel.

Mr. ST. LAURENT, Mr. KING'S successor, takes over without any awkward transitional period. As Minister for External Affairs, and then as Acting Prime Minister, he has been able to equip himself for the new responsibilities he now must undertake. In this country all will wish him well. Two years of office remain before the 1950 general election, during which vital decisions will have to be taken in matters of economic and of foreign policy. The new Prime Minister is known to be a strong advocate of a North Atlantic Pact, which he described last week as representing the only real hope of maintaining a preponderance of material strength on the side of peace. His influence in formulating such a Pact and putting it into effect will be of immense importance. With regard to it, as to Commonwealth relations, he may, happily, be relied on to continue and develop the policy of his predecessor.

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THE IRISH PRESS

15th November, 1948

Scéala Éireann

Dé Luain, Samhain 15, 1948

St. Albertus Magnus, Bishop and Doctor.

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MACKENZIE KING

AFTER over 21 years as Canadian Prime Minister, William Lyon Mackenzie King steps down in favour of Mr. St. Laurent. It is not without significance that his successor as leader of the Liberal Party is a French-Canadian, for it was from Canada's first French-Canadian Prime Minister, the great Sir Wilfred Laurier, that Mr. King took over as Chief of the Liberal Party. In a parliament where 65 of a total 255 seats depend on the French-Canadian vote, how Quebec votes becomes important. Undoubtedly, one of the principal reasons for Mr. King's long tenure in office lay in his ability to combine a left-of-centre policy which turned out the worker and middle-class vote throughout Canada, with an attitude towards provincial rights that favoured the French-Canadians' desire for greater autonomy. French-Canada has never forgotten that the leading Conservative Prime Minister, Sir John A. Macdonald, was always intent on building up the power of the Ottawa government, and that it was under Sir Robert Borden that conscription was forced on an unwilling Quebec in World War I. With the growing Canadian socialist party—the C.C.F.—threatening Liberal majorities among the workers, the solid Quebec vote obviously assumes increased importance. Mr. King has required more than statesmanship to stay in office so long, and not the least of his shrewd moves was to throw his weight behind Mr. St. Laurent at the Liberal Convention. The Liberals may not win the next Canadian election, but they probably stand a better chance with Mr. St. Laurent than with anyone else.

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THE IRISH PRESS

15th November, 1948.

Taoiseach's Message To Mackenzie King

A telegram sent by the Taoiseach to Mr. Mackenzie King on the occasion of his retirement as Prime Minister of Canada, says:

"My colleagues and myself express the great esteem and regard we feel for you personally as well as our profound and sincere admiration for the notable services which you have rendered, not to Canada only but to the cause of world peace and understanding as well.

"We congratulate you on the many great achievements in which your period of office has been so fruitful, and we are deeply sensible of how much we all owe to your tireless championship of the ideals which Canada and Ireland hold in common. We appreciate, in particular, all you have done to render closer and more cordial the relations between our two countries, and I personally take advantage of this opportunity to thank you again for all the kindness and hospitality you extended to me during my recent visit to Canada.

"From our hearts we send you every good wish for your health and happiness, together with our prayers that God may grant you many long years of the repose and contentment to which your long life and distinguished services to your country and mankind have so fully entitled you."

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IRISH TIMES 16th November, 1948

THE WAY OF THE WORLD

By Kees van Hoek

YESTERDAY William Lyon Mackenzie King resigned as Prime Minister of Canada, after a tenure of office which has outdistanced all previous records, even the twenty-one years of Sir Robert Walpole in Downing street. He has ruled Canada from 1921 to 1930, and from 1935 to 1948.

I met Mr. King first on a misty, rainy Sunday afternoon in late October, some twenty years ago, when, just arrived back from the League of Nations Assembly in Geneva, he addressed a meeting of welcome, held in the old Armoury hidden behind the ramparts on the rock of oldest Quebec. His French was very poor, and even in English his heavy words seemed rather a dull drone. Neither had he the personality to fire a crowd. The stiff high collar which he fancies makes the heavy, almost neckless, head look as though it were screwed on to the chunky body. I felt disappointed—the more so as I had just spent a day with his predecessor in the Premiership, affable Sir Robert Laird Borden, handsome with his silver silken locks and the lively eyes in a tanned face, and a fascinating conversationalist.

Studious Statesman

I observed that the *Canadiens* received Mr. King with obvious respect. Perhaps that utter lack of the spectacular, the complete absence of demagogy, made him the ideal "middle-of-the-roader" for Canada, with its 6,000,000 Anglo-Saxons, its 3,500,000 French-speaking population, and its 2,000,000 citizens from other parts of the Old World.

Mr. King is a bachelor, a non-smoker (so that smoking is not allowed at Cabinet meetings), and virtually a teetotaller. Temperance is part of his strict Presbyterian tradition, a tradition which manifests itself most touchingly in the silent moment of grace before his meal. Retiring by disposition, he managed, even as the Head of the Government, to lead a sequestered, studious life. He does not leave his home until noon, and returns—unless Parliament detains him—before seven in the evening. His home is in the colonial style, a red-brick house on Laurier avenue, the house where his great leader and friend, Sir Wilfrid Laurier, lived, and which Lady Laurier bequeathed to King. For week-ends he goes to his farmhouse at Kingsmere, in the nearby Laurentian hills, where he himself opens the door to visitors and serves their tea. His only hobby is walking; Pat II, an Irish terrier (successor to seventeen years of Pat I) is his inseparable companion.

Rebel Tradition

In his book-lined Ottawa study, with its old-fashioned coal fire, hangs, near the Whistler-ish portrait of his mother, a framed handbill by which "His Majesty's Government" of 90 years ago offers "a bounty of £1,000—for the capture, dead or alive, of William Lyon Mackenzie, guilty of rebellion, murder and robbery." The rebel is his maternal grandfather, the man after whom he is named.

William Mackenzie came from Scotland as a penniless young man, prospered as a printer and editor, became the first Mayor of Toronto, and—a stout-principled man—led an armed rebellion against the autocratic British oligarchy then ruling Ontario as if it was a family estate. Prime Minister Mackenzie King never fears to speak of 'thirty-seven, the rising after which his grandfather had to escape to America. During that exile, the last of his thirteen children was born in New York, the P.M.'s mother. She married a well-known lawyer, author of the standard work on the Law of Defamation. They lived in Berlin, an Ontario town somewhat hysterically re-baptised Kitchener during the World War.

His Own Course

His father meant young Willie to become a lawyer, but the quietly determined son followed his own disposition. He got his M.A. in Political Science in Toronto, his Ph.D. at Harvard, and did a post-graduate course in social welfare and labour organisation at the University of Chicago under the guidance of the famous Jane Adams. His exposition of sweated labour in Toronto caught the attention of the Liberal leader, Sir Wilfrid Laurier, who asked King, then 26 and spending a studious holiday in Rome, to organise a Department of Labour. As its first Secretary-General Mr. King was the pioneer of social legislation in Canada, and, eight years later, pressed to stand for Parliament, entered it as Minister for Labour.

When Laurier died in 1921, King was his chosen successor. Ever since, he has led the destinies of Canada; only during the slump of 1930 did the country vote the Conservatives into power, under the overbearing Mr. Bennett, who, after his defeat in 1935, retired to England.

Historic Achievement

Mr. Mackenzie King holds that the standards by which ministerial success should be measured lie not merely in what was achieved, but equally in what was prevented. Tolerance and moderation have always been his guiding principles. He was the mediator, easing out antagonisms. General Smuts (a much more publicised lion) rent South Africa from top to bottom over World War conscription; Mr. King wisely prevented such a schism in Canada. His never was the Churchillian concept of Empire; his outlook grew ever wider, and truly international. When he came to power Canada was only a grown-up colony; not only has it since become strong and exceedingly wealthy, but it has developed its own national identity (which is neither British nor American) and distinctive citizenship; and he has made Canada the leader of the "Middle Powers" in the world. If, to-morrow, Western Union, through a defensive alliance between Western Europe, Canada and the United States, turns into the firmest bulwark yet desired for the preservation of peace, that, in itself, will be a monument to the honest "middle-man" who has interpreted Europe to Canada—William Lyon Mackenzie King, for 22 eventful years the great leader of a great nation, and a great citizen of the world.

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YORKSHIRE EVENING NEWS

16th November, 1948

A great statesman

¶ A FINE record in statesmanship has just ended with the resignation of the Canadian Premiership by Mr. Mackenzie King. Holding that high office longer than any other man, Mr. King has guided the destinies of the great Dominion for more than a quarter of a century. His career has been all the more outstanding because he has steadily held the helm during years of world upheaval when courage, faith, and foresight were required. How well he responded to those calls and how worthily Canada has taken a leading place among the nations are to-day matters of history. Much is indeed owed to the man who, despite the gravest difficulties and problems, never wavered in the policy he believed to be right—a policy which combined an inborn love of independence with close co-operation with the Mother Country.

Yorkshire links

¶ BETWEEN Yorkshire and Canada there are enduring and affectionate links both of kinship and commerce. Go where you will in that vast Dominion, it will not be long before you encounter people with Yorkshire associations. The turmoil and dangers of the war-years, when Canada sent us so many of her magnificent men, or hospitably received numbers of our own for training over there, have made the bond even closer. To-day, in the world-crisis, the Dominion stands as firmly as ever for the cause of liberty, as is exemplified by her belief in the great Atlantic Pact proposal.

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THE TIMES

16th November, 1948

End of a Chapter

A long and eventful chapter in Canada's story came to an end yesterday when MR. MACKENZIE KING tendered his resignation to the GOVERNOR-GENERAL. New men, largely schooled by him, now come forward to carry on his work. MR. ST. LAURENT, who will be Prime Minister, has been MR. MACKENZIE KING'S deputy during recent weeks and was elected leader of the Liberal Party last August after MR. MACKENZIE KING had made public his desire to resign. Other changes in the Government are being made. The Minister of Justice, MR. ILSLEY, has gone back to the law, and this Ministry will be taken over by MR. STUART GARSON. MR. GARSON is a newcomer to federal administration, but is already regarded so highly as Premier of Manitoba that his name was mentioned as a possible candidate for the Liberal leadership before MR. ST. LAURENT was elected.

The whole Commonwealth and Empire join in salute to the great leader who now goes out undefeated. All will hope that he will soon cast off the illness that restrained his contribution to the recent London meetings of the Commonwealth Prime Ministers and that his promised memoirs will not be too long delayed. The book will be a historical document of first-rate importance. MR. KING'S career at the head of the State has been unrivalled for duration by any British statesman since BURGHLEY; and like BURGHLEY he has guided the destinies of his country during almost all the most crucial years of its emergence as a world Power. The first international recognition of Canada's sovereign status, by her subscription of the Versailles Treaty and the Covenant of the League of Nations, was achieved under the Conservative SIR ROBERT BORDEN; but it fell to MR. KING, when he came to power in 1921, to be mainly responsible for exercising the sovereign rights.

He has adhered with equal resolution to two principles that to some seemed contradictory: on the one hand steady cooperation under the Crown and common action in time of danger with all the other British nations, and on the other the unqualified independence of Canada. With these ideas in his mind, he dominated the visiting delegations to the Imperial Conference of 1926; and Dominion status, as defined by the Statute of Westminster in 1931, aptly took its name from the constitutional title of the Canadian realm, and bore conspicuously the stamp of MR. KING'S thought. His work has been criticized by those who sincerely declare that the Commonwealth structure has become too loose and that common action in emergency is not reflected in common defensive preparation in quiet times; but, always conscious of Canada's great and friendly neighbour, he has regarded the Commonwealth as part of a larger community of free peoples, and it is in direct continuation of his policy that Canada emerges as one of the foremost advocates of Atlantic Union.

Through a quarter of a century during which middle parties in many lands seemed in danger of extinction, MR. KING has kept vigorous in Canada the temperate Liberalism which he inherited from his master, LAURIER, and his model, GLADSTONE. Under him Canada has come the middle way to prosperity and power. He has always understood that, though the two nations that DURHAM found warring in the bosom of a single State may now be justly seen as a single nation, they are still two communities, and his wise and patient guidance has permitted and encouraged French and British Canadians to set aside former rivalries for a common good. Between the wars his liberal economic policies, pursued always in close relation with the United States as well as with the Com-

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NEWS CHRONICLE

16th November, 1948

The New Man

YESTERDAY, Mr. Mackenzie King finally laid down his office of Prime Minister of Canada. He had been a Prime Minister under the British Crown for longer than any other man in history, and few men have done more for their country.

As the leader of a great Liberal Party since 1921, Mr. Mackenzie King has guided Canada into the front rank of the nations of the world. Much will be expected of his successor, and both the Commonwealth and the world are fortunate that such expectations are not likely to be falsified.

Mr. St. Laurent, who succeeds as First Minister has had a relatively brief appearance as a statesman, but it has been more than long enough for him to make his mark.

He comes to power just as the great project of the Atlantic Pact, which owes much to his own steadfast belief in it, is beginning to move to fruition. "We must have on our side," said the new Prime Minister on Remembrance Day, "not only military strength, but economic strength and moral strength." It is no casual agreements which he has in mind, but that more perfect union of men prepared to defend their common beliefs—the Grand Alliance whose firm front may hope to preserve the peace of the world.

The problems to which Canada is addressing herself both at home and abroad are no less difficult and dangerous than those of any other nation on the globe. They will not be solved in a night, or without great anxiety. But at least the Dominion can go forward with confidence in her leadership, and that is half the battle.

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GLASGOW HERALD

16th November, 1948

Change-Over in Canada

AFTER more than 21 years as Prime Minister of Canada, a Commonwealth record, Mr MACKENZIE KING has retired. Perhaps more remarkable than the length of his service has been his ability to hold together a country with complex diversities of history, economy, religion, and language. He has had to reconcile the interests of western farmers and eastern industrialists, prairie townships and maritime cities, and French Canadians and those whose close ties are with Britain. Nor are these differences easily overcome, for many Canadians are zealous and outspoken in defending the rights of their particular region or race. But Mr MACKENZIE KING—like his successor, Mr ST LAURENT—has rightly insisted that all Canadians are of one family.

In Britain his policy has not always been popular. He was lukewarm towards rearmament immediately before the war, and he refused to adopt the Empire Air Training Scheme until after the invasion of Poland. He declined to agree to compulsory overseas service, and later at the 1944 Imperial Conference he took a negative attitude towards the Australian proposals for a common Empire defence plan. Yet on all these points he clearly felt that restraint was essential in order to preserve Canadian unity, and considering the extent and high quality of the Dominion's voluntary war contribution he appears to have been justified. Britain cannot forget, either, the economic aid and favourable treatment which she has received from the Canadian Government in the last three years.

The new Prime Minister, Mr ST LAURENT, has been in active politics for only seven years, but he has already established himself as a strong leader. His interest in foreign affairs will be welcomed on this side of the Atlantic, particularly because he has championed the cause of a defence pact between North America and Western Europe. His background as a French Canadian and a Catholic is both a strength and a weakness, in that he is assured of support from the sometimes dissident Quebec, but will have to exert himself to gain approval from the prairies. Canada is the only Commonwealth country where the Liberals have remained a major force, resisting the centrifugal tendency of recent politics: it will be interesting to see whether Mr ST LAURENT can hold the nation in a middle position.

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THE TIMES

17th November, 1948

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The value of the work of consolidation accomplished by the Liberal Government during those long years was shown to the world when France fell, and Canada had both the material power and the national unity to make a mighty contribution in men and resources to the defence of freedom. Not only has Canada long been recognized as the natural interpreter of the British Empire and the United States to one another; she may now be expected to operate as the keystone in the arch of the projected union for North Atlantic defence.

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CHRISTIAN HERALD

20th November, 1948

A PREMIER OF LONG SERVICE

Before Mr. Mackenzie King left Canada for London, recently, it was stated that on his return he would retire from office. He first became Canada's Premier in 1921 and his long service has established a new record, the previous one being that of Britain's Sir Robert Walpole, who served as Prime Minister between 1721-1742. A devoted Presbyterian, a bachelor of seventy-three, Mr. Mackenzie King has guided his country wisely through some very troublous times, when language and race threatened to cleave Canada. But Mr. King's was the hand which welded together the threatened rift, and no Canada alone but the whole world owes him a debt of gratitude. His inability to be present at the Conference of Commonwealth Prime Ministers in London was a great disappointment, for the loss of his wise counsel and experience was considerable.



MR. MACKENZIE KING

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ISLE OF MAN TIMES

20th November, 1948

A GREAT STATESMAN

Canada has its new Prime Minister. Mr Mackenzie King's resignation took effect this week, after he had been in office for over 20 years. No Prime Minister in the Commonwealth has held office for so long. It is plain that Mr King did wonders not only for his party but for his people. He was unquestionably a strong upright man, a born leader. Everyone who met him was impressed by him. In war, he was a tower of strength to the Commonwealth and to the whole democratic world.

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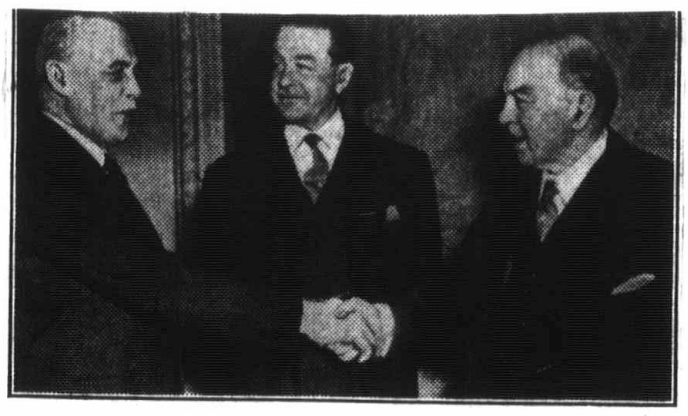
THE TIMES

20th November, 1948



MR. MACKENZIE KING (right) congratulating Mr. St. Laurent, his successor as Prime Minister of Canada, in Ottawa on Monday. Watching them is Field-Marshal Lord Alexander, the Governor-General, who confirmed Mr. St. Laurent's appointment that day.

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YORKSHIRE EVENING PRESS

20th November, 1948

CANADIAN PREMIER HANDS OVER



Mr. Mackenzie King (right), who has just retired after being Prime Minister of Canada for nearly 27 years, shakes hands with his successor, Mr. Louis St. Laurent, while Field-Marshal Viscount Alexander, the Governor-General, looks on.

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SUNDAY TIMES

21st November, 1948.

MEN, WOMEN AND MEMORIES—By ATTICUS

ALREADY tongues are beginning to wag about the infant Prince's future education. Since Princess Elizabeth is known to want him to have as normal a life as is possible for Royalty, the prophets are foretelling that he will spend three or four years at a preparatory school before going on to Eton.

I can say with assurance that the Princess and the Duke of Edinburgh, being wise, are likely to defer such decisions for a long while. But one dilemma which has troubled many naval parents in the past no longer need confront them—the young Prince would be able to go to Eton *and* Dartmouth. In future, all Dartmouth entrants will be 16 years old, and so can have three years at a public school.

I have assumed that for his Service career the Prince will choose the Navy. The Guards, however, are hopefully recalling that Princess Elizabeth is Colonel of the Grenadiers.

From Fleet Street comes the best story of the Royal birthday. In an excited error, a news-agency flashed across the Atlantic that a Princess was born, and although the message was corrected a few minutes later it had already made headlines in a few American papers. Told of this in the early hours of Monday last, a London editor observed sardonically, "Dr. Gallup on the job again, I presume."

King of Canada

MR. MACKENZIE KING'S retirement from office last week leaves a world record of 21½ years as Prime Minister which is unlikely ever to be surpassed. The importance he has achieved in the eyes of the world is well illustrated by a letter recently written to him by an important organisation in the United States, and addressed to:

W. L. Mackenzie,
King of Canada,
Ottawa.

A courteous Victorian, very devout, temperate, somewhat "fey," he has an invincible belief in four things: Continuing Presbyterianism, Canada, Anniversaries, and Mackenzie King.

A cautious, ambiguous speaker on important occasions, he has been a gift to cartoonists, with a thick ribbon trembling from his pince-nez and displaced grey hairs bedraggling his forehead. But in the cut and thrust of Parliamentary debate he drops his 73 years to sparkle in discomforting his critics.

He often expresses his regret at never marrying. "And it isn't because I never asked anyone. I have had my refusals," he admitted recently. He enjoys his rare social appearances, and never forgets a face.

A scene very representative of Canada was her Scots-blooded Prime Minister arriving at the House of Commons in midwinter. Across the snow-covered hill, he walked from his office to the finest Parliament building in the world, wearing his ankle-length fur coat and fur hat, looking like a tubby, friendly, little brown bear.

For rest and relaxation Mr. King retires to the lovely Gatineau Valley. There in his cottage, set amid maple trees, and amid a collection of transplanted architectural bric-à-brac, he will write his memoirs—a political testament which he intends as a sign-post to Canada's future.

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21st November, 1948

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A scene very representative of Canada was her Scots-blooded Prime Minister arriving at the House of Commons in midwinter. Across the snow-covered hill, he walked from his office to the finest Parliament building in the world, wearing his ankle-length fur coat and fur hat, looking like a tubby, friendly, little brown bear.

For rest and relaxation Mr. King retires to the lovely Gatineau Valley. There in his cottage, set amid maple trees, and amid a collection of transplanted architectural bric-à-brac, he will write his memoirs—a political testament which he intends as a sign-post to Canada's future.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

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CANADA

C 279248

SUNDAY TIMES

21st November, 1948

MEN, WOMEN AND MEMORIES—By ATTICUS

ALREADY tongues are beginning to wag about the infant Prince's future education. Since Princess Elizabeth is known to want him to have as normal a life as is possible for Royalty, the prophets are foretelling that he will spend three or four years at a preparatory school before going on to Eton.

I can say with assurance that the Princess and the Duke of Edinburgh, being wise, are likely to defer such decisions for a long while. But one dilemma which has troubled many naval parents in the past no longer need confront them—the young Prince would be able to go to Eton *and* Dartmouth. In future, all Dartmouth entrants will be 16 years old, and so can have three years at a public school.

I have assumed that for his Service career the Prince will choose the Navy. The Guards, however, are hopefully recalling that Princess Elizabeth is Colonel of the Grenadiers.

From Fleet Street comes the best story of the Royal birthday. In an excited error, a news-agency flashed across the Atlantic that a Princess was born, and although the message was corrected a few minutes later it had already made headlines in a few American papers. Told of this in the early hours of Monday last, a London editor observed sardonically, "Dr. Gallup on the job again, I presume."

King of Canada

MR. MACKENZIE KING'S retirement from office last week leaves a world record of 21½ years as Prime Minister which is unlikely ever to be surpassed. The importance he has achieved in the eyes of the world is well illustrated by a letter recently written to him by an important organisation in the United States, and addressed to:

W. L. Mackenzie,
King of Canada,
Ottawa.

A courteous Victorian, very devout, temperate, somewhat "fey," he has an invincible belief in four things: Continuing Presbyterianism, Canada, Anniversaries, and Mackenzie King.

A cautious, ambiguous speaker on important occasions, he has been a gift to cartoonists, with a thick ribbon trembling from his pince-nez and displaced grey hairs bedraggling his forehead. But in the cut and thrust of Parliamentary debate he drops his 73 years to sparkle in discomforting his critics.

He often expresses his regret at never marrying. "And it isn't because I never asked anyone. I have had my refusals," he admitted recently. He enjoys his rare social appearances, and never forgets a face.

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CANADA

279249

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 10, 1948 *Publication* Washington Post

King Ready to Quit As Canadian Leader

Ottawa, Nov. 9 (U.P.).—William Lyon Mackenzie King, who held an elective post as head of state longer than any man in the history of the British Empire, will resign next week, probably Monday, as Prime Minister of Canada.



Mackenzie King

King, whose health has been seriously impaired by a heart ailment will make a farewell broadcast to the nation late this week, after 21½ years service as its leader.

King, a bachelor, will be 74 December 17. He will be succeeded by Louis Stephen St. Laurent, 66, brilliant lawyer, who didn't enter politics until 1941, but who was elected leader of the Liberal Party at its national convention last August.

The dual ceremony of relinquishment and swearing-in will take place probably next Monday, possibly on Wednesday. King simply will drive to Rideau Hall and tender his resignation and that of his cabinet to Viscount Alexander, governor general of Canada.

He will advise Lord Alexander to call upon St. Laurent to form a new administration. As soon as King leaves Rideau Hall, the governor general will summon St. Laurent who is expected to have a cabinet slate almost identical with King's ready for submission.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

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C 279250

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 10, 1948 *Publication* Detroit Free Press

King to Quit as Premier Next Week

OTTAWA—(U.P.)—William Lyon Mackenzie King, who has held an elective post as head of state longer than any man in the history of the British Empire, will resign early next week, probably Monday, as prime minister of Canada.

His health seriously impaired by a heart ailment, King will make a farewell broadcast to the nation late this week after 21½ years service as its leader. King, a bachelor, will be 74 next Dec. 17.

He will be succeeded by Louis Stephen St. Laurent, 66, brilliant lawyer who didn't enter politics until 1941 but who was elected leader of the Liberal Party at its National Convention last August.

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MG 26 J 4, Volume 397, pages C279233-C280021

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279251

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 11, 1948 *Publication* Baltimore Sun

Mackenzie King To Resign Monday

Ottawa, Nov. 10 (AP)—William Lyon Mackenzie King, Canada's Prime Minister, said today he would resign Monday.

His retirement was foretold last summer when he asked his party to choose a new leader. Shortly thereafter, the Liberals named Louis Stephen St. Laurent, 66, who was Minister for External Affairs. As majority party leader, St. Laurent will become Prime Minister on Mackenzie King's retirement.

Mackenzie King disclosed the retirement date in a letter to the Canadian Legion of the British Empire Service League. Just returned from London here he suffered an illness, the Prime Minister explained he could not attend a Legion luncheon because of his health.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

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C 279252

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 11, 1948 *Publication* Seattle Times

Mackenzie King To Resign Monday

OTTAWA, Nov. 11.—(AP)—Canadian Prime Minister William L. Mackenzie King says he will resign Monday after more than 20 years' service. Louis Stephen St. Laurent will succeed him.

Mackenzie King disclosed his retirement date yesterday in a letter to the Canadian Legion of the British Empire Service League.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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WASHINGTON

C 279253

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 11, 1948 *Publication* Minneapolis Star

Canadian Premier to Resign Nov. 15

OTTAWA, ONT. —(AP)— Canadian Prime Minister William L. MacKenzie King says he will resign Nov. 15 after more than 20 years service. Louis Stephen St. Laurent will succeed him.



King

Mackenzie King disclosed his retirement date Wednesday in a letter to the Canadian Legion of the British Empire Service league.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

PUBLIC ARCHIVES
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C 279254

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 11, 1948 *Publication* Washington Evening Star

Mackenzie King Reveals Plans to Resign Monday

By the Associated Press

OTTAWA, Nov. 11.—Canadian Prime Minister William L. Mackenzie King says he will resign Monday after more than 20 years' service. Louis Stephen St. Laurent will succeed him.

Mr. Mackenzie King disclosed his retirement date yesterday in a letter to the Canadian Legion of the British Empire Service League.

The Prime Minister said he could not attend a legion luncheon because of his health. He added that he had decided, after conferring with Mr. St. Laurent and Viscount Alexander, King George's representative in Canada, to give up his office next Monday.

The 73-year-old statesman's plans for retirement became known last summer when he asked his party to choose a new leader. The Liberals named Mr. St. Laurent, 66, who was minister of external affairs. As majority party leader, Mr. St. Laurent automatically succeeds Mr. Mackenzie King on the latter's retirement.

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C 279254

WASHINGTON

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Date November 11, 1948 *Publication* Washington Evening Star

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WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 11, 1948 *Publication* Cleveland Plain Dealer

PREMIER KING QUITS MONDAY

Nov. 11

Canadian Leader Announces Date for His Retirement

OTTAWA, Nov. 10—(AP)—Canada's Prime Minister William Lyon Mackenzie King said today he would resign Monday, Nov. 15.

His retirement was foretold last summer when he asked his party to choose a new leader. Shortly thereafter, the Liberals named Louis Stephen St. Laurent, 66, who was minister for external affairs. As majority party leader, St. Laurent will become prime minister on Mackenzie King's retirement.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

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C 279256

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 11, 1948 *Publication* Christian Science Monitor

Mackenzie King Sets Retirement

By the Associated Press

Ottawa

Canada's Prime Minister William Lyon Mackenzie King announces that he will resign Nov. 15.

His retirement was foretold last summer when he asked the Liberal Party to choose a new leader. Shortly thereafter, the Liberals named Louis Stephen St. Laurent, who was Minister for External Affairs. As majority party leader, Mr. St. Laurent will become Prime Minister on Mr. King's retirement.

Mr. King disclosed the retirement date in a letter to the Canadian Legion of the British Empire Service League. The Prime Minister explained he could not attend a legion luncheon because of his health.

Then he added that he had definitely decided, after conferring with Mr. St. Laurent and Viscount Alexander, King George's representative in Canada, to give up his office next Nov. 15.

Mr. King, 73, has been Prime Minister more than 20 years.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

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C 279257

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 11, 1948 *Publication* New York Herald Tribune

Mackenzie King To Retire Monday

Louis St. Laurent Will Be Canada's Prime Minister

OTTAWA, Nov. 10 (AP).—Canada's Prime Minister, William Lyon Mackenzie King, said today he will resign next Monday. He is seventy-three, and has been Prime Minister more than twenty-one years.

His retirement was foretold last summer when he asked his party to choose a new leader. Shortly thereafter, the Liberals named Louis Stephen St. Laurent, sixty-six, who was Minister for External Affairs. As majority party leader Mr. St. Laurent will become Prime Minister on Mr. King's retirement.

Mr. King disclosed the retirement date in a letter to the Canadian Legion of the British Empire Service League. Just returned from London where he suffered an illness which left him much weakened, the Prime Minister explained he could not attend a Legion luncheon because of his health.

Then he added that he had definitely decided, after conferring with Mr. St. Laurent and Viscount Alexander, King George's representative in Canada, to give up his office next Monday.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

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C 279258

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 11, 1948 *Publication* Chicago Tribune

Premier King of Canada to Quit Monday

(Chicago Tribune Press Service)

OTTAWA, Nov. 10—Prime Minister William Lyon MacKenzie King today announced he would resign along with his whole administration next Monday after 21 years and five months in office.

He will go to Gov. Gen. Alexander to hand over his seals of office and those of his cabinet ministers, most of whom will be sworn in to the new administration of King's successor, Justice Minister Louis St. Laurent, a Quebec City corporation lawyer.

Letter Tells Decision

King's announcement of his resignation came in a letter to Lt. Col. L. D. M. Baxter, dominion president of the Canadian Legion, who had invited him to be present today at a Legion luncheon. King said he could not attend because of ill health, and that he would be tendering his formal resignation as leader of the government on Nov. 15.

The announcement came as no surprise since he had indicated that upon his return from the London conference of commonwealth prime ministers, he would step down. King returned over the weekend and consulted with his doctors and political advisers at once about his resignation.

Manitoba Premier Gets Post

Premier Stuart Garson, of Manitoba, is expected to join the government as minister of justice to succeed St. Laurent.

The St. Laurent administration will continue in office until 1950 if it chooses, but it is regarded as likely that a general election will be called next year

King, who is 73, suffered a minor stroke during the conference of prime ministers in London which prevented him from attending formal sessions. St. Laurent flew to London to represent this country.

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MG 26 J 4, Volume 397, pages C279233-C280021

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C 279259

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 11, 1948 *Publication* Chicago News

Mackenzie King To Quit Top Post In Canada Nov. 15

OTTAWA, Ont.--(AP)-- Canada's prime minister, William L. Mackenzie King, says he will resign Nov. 15 after more then 20 years of service. Louis Stephen St. Laurent will succeed him.

Mackenzie King disclosed his retirement date in a letter to the Canadian Legion of the British Empire Service League.

The prime minister said he could not attend a legion luncheon because of his health. He added that he had decided, after conferring with St. Laurent and Viscount Alexander, King George's representative in Canada, to give up his office next Monday.

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MG 26 J 4, Volume 397, pages C279233-C280021

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C 279260

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 11, 1948 *Publication* New York Times

Mackenzie King to Quit As Canadian Head Monday

Special to THE NEW YORK TIMES.

OTTAWA, Nov. 10—Prime Minister William Lyon Mackenzie King announced today that he would hand his resignation as Prime Minister to Field Marshal Viscount Alexander, the Governor-General, next Monday. Louis S. St. Laurent will be sworn in as his successor the same day.

Mr. King made his decision known today in a letter to the President of the Canadian Legion in expressing his regret that he could not attend a Remembrance Day luncheon. Although his strength was increasing every day he wrote that he had been advised to limit his engagements.

Mr. King is one month short of his seventy-fourth birthday. He holds the record of having been Prime Minister of his country for over twenty-one years in three periods from December, 1921, to June, 1926; from September, 1926, to August, 1930, and from October, 1935, to November, 1948.

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MG 26 J 4, Volume 397, pages C279233-C280021

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C 279261

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 11, 1948 *Publication* Courier Journal

Premier King Quits Monday

Ottawa, Nov. 10 (U.P.) — Prime Minister W. L. Mackenzie King today announced he would resign Monday, ending a little more than 21 years as top elective official of Canada.

King disclosed the date of his retirement in a letter addressed to Lt. Col. L. D. M. Baxter, president of the Canadian Legion of the Empire Service League. He said ill health prevented his attending Remembrance Day ceremonies tomorrow.

King, 73, who will be succeeded as Premier by Liberal Party leader Louis Stephen St. Laurent, said his strength, sapped by a heart ailment, was returning, but that he still was not able to fulfill public engagements.

He will make a nation-wide "farewell" broadcast late this week.

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MG 26 J 4, Volume 397, pages C279233-C280021

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C 279262

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 13, 1948 *Publication* Minneapolis Star

FOREIGN PRIME MINISter W. L. Mackenzie King of Canada said he will turn over his office to Prime Minister - designate Louis St. Laurent Monday "without regret at being relieved of the responsibilities of office." King, 73, is resigning because of poor health.



St. Laurent

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MG 26 J 4, Volume 397, pages C279233-C280021

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CANADA

C279263

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 13, 1948 *Publication* Washington Post

Mackenzie King Says He Will Resign Monday

Ottawa, Ont., Nov. 12 (U.P.)— Prime Minister W. L. MacKenzie King said today that he will tender his resignation to the Governor General Monday morning "without regret at being relieved of the responsibilities of office."

He added that all further affairs of state would be in the hands of Prime Minister Designate Louis St. Laurent.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

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CANADA

279264

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 15, 1948 *Publication* Baltimore Sun

Mr. King Retires As Canada's Prime Minister

The retirement of William Lyon Mackenzie King as Prime Minister of Canada is an event of more than routine importance. That is indicated by the care with which his Liberal party has selected the man whom the Governor General, acting for the British monarch under the Canadian constitution, will designate as Mr. King's successor.

This successor is Louis Stephen St. Laurent of Quebec, a distinguished lawyer of French-Irish descent and a Roman Catholic. It is to be noted that Mr. St. Laurent is at home in each of Canada's two languages, French and English. This symbolizes the basic and essential job of Canadian statesmen.

Canada, as everybody knows, is a dual country. There are the English (and Scots) of Ontario and their kin in other provinces, and the Quebec French, who now are reaching out into many other provinces too. Historical and economic forces pull these two groups together. But language, culture, world outlook tend to keep them apart.

The Liberal party so far has succeeded better than its historic adversary, the Conservatives, in bridging the gap and maintaining strength in both the English and the French communities. One of the masterly architects of this bridging policy within the Liberal party and as Prime Minister of Canada was the late Sir Wilfrid Laurier. As Sir Wilfrid's name suggests, he was of French-speaking descent, a Roman Catholic in faith, and long the representative of a Quebec constituency in the House of Commons at Ottawa.

When Mr. King moved into the leadership of the party and the Prime Ministership of the Dominion he lacked the biracial background which had so much helped Sir Wilfrid. He did have infinite tact, however (his enemies called it evasiveness), and a deep understanding of the aspirations of his French-speaking countrymen.

His party was aided, too, by the blundering conscription policy of the Canadian Conservative Government in World War I. This policy deeply offended the French community of Canada.

In contemporary times, however, the Liberals face new pressure from their old Conservative adversaries as well as from the Socialist Co-Operative Commonwealth Federation. The Conservative party has restyled itself the "Progressive Conservatives" and is going through a general face-lifting operation following the retirement of the late Richard Bennett, its long-time leader.

The Progressive Conservatives convened at Ottawa in October. The delegates named as the new leader George A. Drew, the descendant of Boston loyalists in our own Revolution, and now Prime Minister of the province of Ontario.

Mr. Drew himself is not really at home in French. But Mrs. Drew, the mother of several children, and the French-speaking daughter of a Portuguese viscountess, is helpful to him in his Quebec relationships. Of deeper importance is the fact that while the abiding conservatism of Quebec is not ideologically identical with the conservatism for which Mr. Drew stands, there is a general sympathy between the two views on many basic issues.

It is here, of course, that Mr. St. Laurent comes into the picture. By birth and upbringing he can urge the tradition of the Liberals. He is not a man of great political skill, but he is widely respected for wisdom and character. Certainly St. Laurent and Drew will try like King and Bennett before them to maintain the two-party politics and the bicultural unity of Canada.

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MG 26 J 4, Volume 397, pages C279233-C280021

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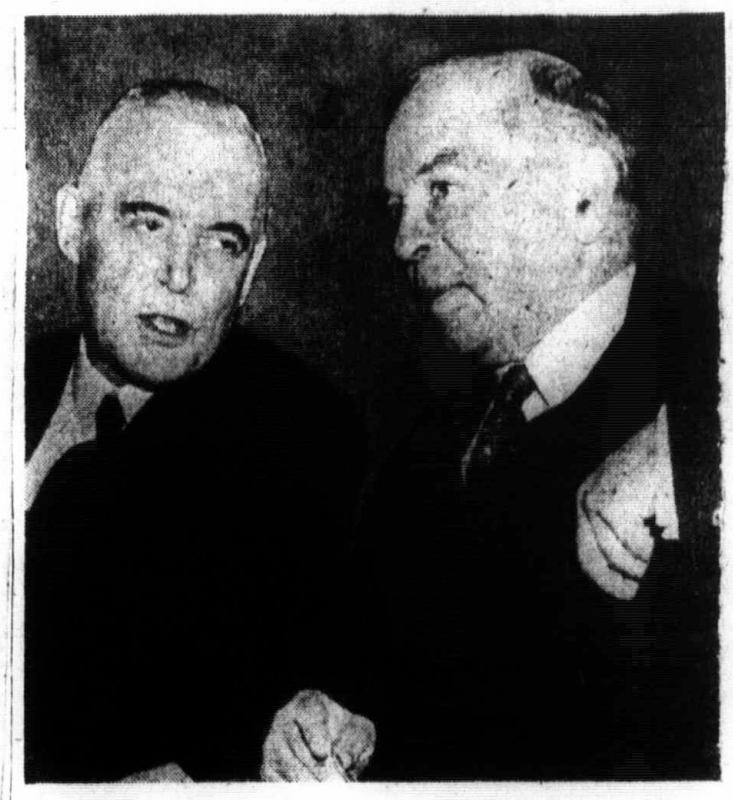
WASHINGTON C 279265

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 15, 1948 *Publication* St. Louis Post-Dispatch

Mackenzie King Quits as Premier Of Canada After Record 21 Years



—International News Photo.

LOUIS ST. LAURENT (left) and W. L. MACKENZIE KING

Government Head, 73, Has Been in Failing Health — Foreign Affairs Minister Louis St. Laurent Succeeds Him.

By NORMAN MACLEOD

OTTAWA, Nov. 15 (U.P.).

WILLIAM LYON MACKENZIE KING resigned the prime ministership of Canada today and was succeeded automatically by his External Affairs Minister, Louis St. Laurent.

King, who at 73 had been the head of a freely elected, representative Government longer than any other man in modern history, formally tendered his resignation to Gov. Gen. Viscount Alexander at Rideau Hall. The former leader of the Liberal party has been in poor health recently.

King served as Prime Minister a total of 21 years and 157 days. The only competing long service record was made more than 200 years ago by Sir Robert Walpole who was British Prime Minister from 1721 to 1742. Walpole's record was 158 days short of King's.

A message from President Truman congratulated St. Laurent on his acceptance of leadership of "one of the world's great nations."

Truman also sent King a telegram hailing his contributions to "the firm friendship of our two countries."

Successor a French Canadian.

St. Laurent, 66-year-old French Canadian lawyer and statesman, was appointed external affairs minister by King in 1946. He succeeds King as Prime Minister automatically as he was elected leader of the Liberal party, Canada's majority party, last August, succeeding King who announced he wished to resign that job last January.

In his relationship to his people, King was as strongly disliked by some as he was loved by others. But he left office by his own choosing.

King first took office as Prime Minister on Dec. 29, 1921. The only breaks in his tenure as the nation's leader occurred in 1926, from June 28 to Sept. 25, and 1930 to 1935, when he led the House of Commons' opposition against the late R. B. Bennett. From 1921 to 1945 King led the Liberal party to victory in six general elections.

King was born at Berlin, now Kitchener, Ont., on Dec. 17, 1874, the eldest son of John King, and Isabel Grace Mackenzie. He has two sisters and one brother. King has remained a bachelor.

Grandson of Rebel.

It has been said that the animating force behind King's long public service was his family background. He was descended from Scottish Presbyterians who fought under the banner of "Bonnie Prince Charlie" in the 1745 uprising. He is a grandson of Willian Lyon Mackenzie, Canada's great rebel who fought for responsible government and was exiled for his political activities.

As a student at the University of Toronto, he was influenced by the writings of Arnold Toynbee and the group of social reformers active in Britain at the close of the nineteenth century. His interest in social welfare was increased as a graduate student of the University of Chicago, where he studied the development of the trade union movement in the United States. He also studied at Harvard.

Elected to Commons in 1908.

In 1908, at the age of 34, King resigned a civil service post as deputy minister of labor to enter the political arena and was elected to Commons from North Waterloo, Ontario.

When the national convention of the Liberal party of Canada met in Ottawa on Aug. 7, 1919, to choose a successor to the late Sir Wilfred Laurier, King was elected. He held the post until Aug. 7 of this year, exactly 29 years, when he was succeeded by St. Laurent.

On Dec. 29, 1921, King became Prime Minister. In addition to being Prime Minister and President of the Privy Council, King also served throughout his terms of office as Secretary of State for External Affairs until Sept. 4, 1946. It was in this latter post that he was said to have been responsible for the wide extension of Canada's diplomatic representation abroad.

In meetings with President Franklin D. Roosevelt, King concluded the Ogdensburg agreement in 1940 and the Hyde Park declaration in 1941. The former, signed in the dark days after the fall of France, set up a permanent United States - Canadian joint defense board for "the defense of the north half of the Western Hemisphere."

The Hyde Park pact, as King said, was to allow the two countries to mobilize their resources "in order to provide each other with the defense articles each is best able to produce . . . and to coordinate production to that end."

Signed U.N. Charter.

King led the Canadian delegation to the San Francisco conference in April 1945, and on behalf of Canada signed the United Nations Charter. In the fall of 1945, he attended a conference in Washington with President Truman and British Prime Minister Clement Attlee and out of it came the Washington declaration on atomic energy of Nov. 15, 1945.

In July 1946, King headed the Canadian delegation to the Paris peace conference, which adopted several of his recommendations to facilitate the work of the Big Four foreign ministers.

King announced in September 1946, he was relinquishing the post of Minister of External Affairs to St. Laurent. In January 1948, he asked the Liberal party to call a convention to name a new leader, and it was in August of the same year that St. Laurent succeeded him. About two weeks after the convention, King announced he would retire as Prime Minister. He will remain in Parliament.

St. Laurent, a brilliant lawyer and able parliamentarian, is a comparative tyro at politics. He entered the game at the age of 59, almost without previous experience. His father was a French-speaking Canadian, his mother an English-speaking Irish-Canadian. St. Laurent speaks both languages, no mean asset in this land. He is married and has four children.

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MG 26 J 4, Volume 397, pages C279233-C280021

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CANADA

C 279266

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 15, 1948 *Publication* Kansas (Mo.) City Star

CANADA INTO NEW ERA

MACKENZIE KING RESIGNS AS PREMIER AFTER 21 YEARS.

Little Change in Cabinet Is Expected as Laurent, Who Takes Over, Is From Same Party.

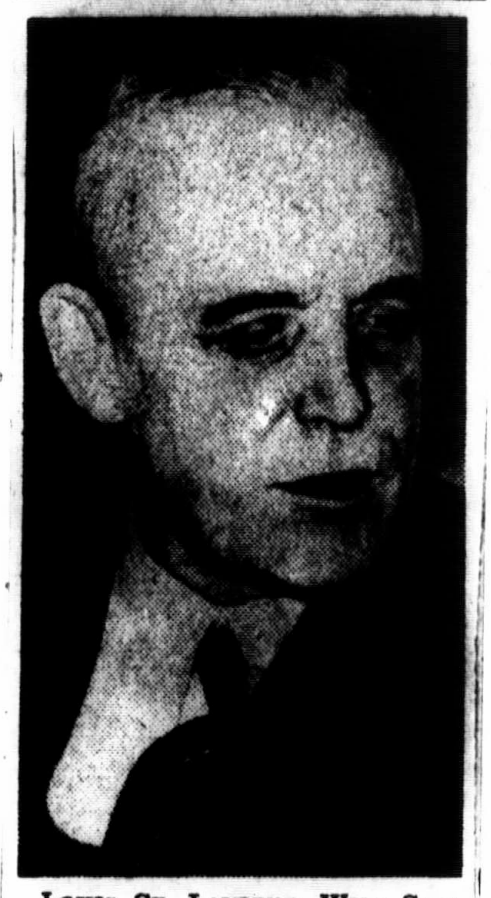
OTTAWA, CANADA, NOV. 15.(AP)—William Lyon Mackenzie King resigned as prime minister today. He had been head of the Canadian government more than twenty-one years.

Louis S. St. Laurent, a French Canadian lawyer who entered the cabinet in 1941, was asked to form a government. The formality of the changeover was expected to be completed before dark.

King retired by choice. He plans to take life easy. He is 73 and in ill health.

CHOSEN WITH KING'S APPROVAL.

Laurent, once a corporation lawyer in Quebec and until now minister of external affairs, was chosen King's successor with his blessings.



LOUIS ST. LAURENT, WHO SUCCEEDS WILLIAM LYON MACKENZIE KING AS PRIME MINISTER OF CANADA—(Wirephoto).

King served longer as a British Commonwealth prime minister than any other man ever has. He has been prime minister 7,829 days. His nearest rival is Sir Robert Walpole of Britain with 7,619 days back in the eighteenth century. King was prime minister three times, 1921-25, 1926-1930 and from 1935 until today.

The Liberal party is the majority party in Canada's House of Commons and there is expected to be little change in the new cabinet.

King is a grandson of William Lyon Mackenzie, Canada's great rebel, who fought for responsible government and was exiled for his political activities. The retiring prime minister was graduated with high honors from the University of Toronto and won fellowships at the Universities of Chicago and Harvard.

SERVED UNDER LAURIER.

He became deputy labor minister under Sir Wilfred Laurier in 1900. Eight years later he became labor minister and for forty years he has been a dominant figure in Canadian politics. He was the logical successor to Laurier, chosen as party leader on the death of the French-Canadian patriot. In 1921 he defeated a Conservative government and became prime minister. Because of his ability to win a great bloc of votes in French Quebec and also hold the confidence of large sections of the rest of Canada he was out of office only six years.

Cares of the war years and the problems of the post-war period have aged him. He became ill a month ago while attending a conference of commonwealth prime ministers in London. He arrived home last week. Now he will sit in Parliament as a private member and will be ready to advise the new Liberal leader.

TRUMAN SENDS BEST WISHES

Both King and Laurent Are Praised in Canadian Change.

WASHINGTON, Nov. 15.(AP)—President Truman today congratulated Louis St. Laurent, newly elected prime minister of Canada, on his acceptance of leadership of "one of the world's great nations."

Mr. Truman also sent the retiring prime minister, W. L. Mackenzie King, a telegram hailing his achievements in office, particularly his contributions to "the firm friendship of our two countries."

The White House made the messages public.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

PUBLIC ARCHIVES
ARCHIVES PUBLIQUES
CANADA

WASHINGTON C 279267

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 15, 1948 *Publication* Baltimore Sun

Mackenzie King Steps Down Today As Canadian Premier

Ottawa, Nov. 14 (AP)—Weary and ailing, Prime Minister William Lyon Mackenzie King will lay aside the cares of office tomorrow. His resignation will mark the end of an era in Canada and set a record which may never be surpassed.

The 73-year-old statesman will conclude 21 years, five months and five days of service as the Prime Minister of this Dominion. His tenure of 7,829 days is the longest in commonwealth history, surpassing that of Sir Robert Walpole, who served as Britain's Prime Minister for 7,619 days early in the Eighteenth Century.

Holds Parliament Seat

The new Prime Minister will be Louis S. St. Laurent, 66, a bilingual Quebec lawyer who has been in the Government since 1941. He succeeded to King's leadership of the Liberal party last August. The Liberal party is the majority party in Parliament and there is expected to be little change in the Cabinet lineup.

From now on, King will be known merely as the Member of Parliament from the Ontario riding of Glengarry. His decades of experience, of course, will be at the beck of his successor.

Born at Berlin (now Kitchener), Ontario, on December 17, 1874, King is a grandson of William Lyon Mackenzie, a militant advocate of responsible government in Canada, who was exiled for his leadership in a rebellion in 1837.



AP photo

W. L. MACKENZIE KING

He was graduated with high honors from the University of Toronto and won fellowships at the University of Chicago and Harvard.

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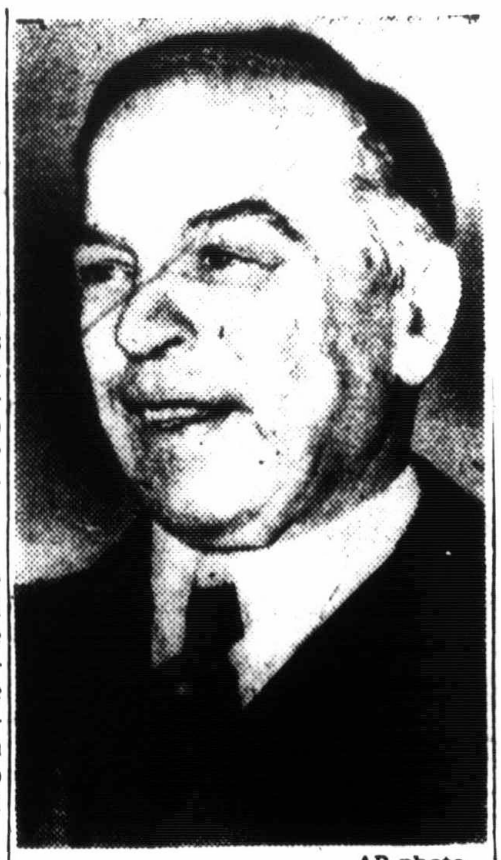

AP photo

W. L. MACKENZIE KING

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MG 26 J 4, Volume 397, pages C279233-C280021

PUBLIC ARCHIVES
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CANADA

WASHINGTON C 279268

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 15, 1948 *Publication* Christian Science Monitor

Mackenzie King Steps Down After 21 Years in Ottawa Post

By the Associated Press

Ottawa

Canada's elder statesman and Prime Minister, William Lyon Mackenzie King, resigns Nov. 15 after establishing a record tenure of office.

The Prime Minister has headed the Canadian Government for 21 years, 5 months, and 5 days. It is the longest period a British Commonwealth prime minister has held office—even surpassing the 7,619-day record of Britain's Sir Robert Walpole.

His resignation will mark the end of an era in Canada.

His successor is the French Canadian external affairs minister in the King cabinet—Louis St. Laurent, a bilingual Quebec lawyer who has been in the government since 1941. He was chosen by a Liberal Party convention last August.

The Liberal Party is the majority party in Canada's House of Commons and there is expected to be little change in the new cabinet.

Mr. King is a grandson of William Lyon Mackenzie, Canada's great rebel who fought for responsible government and was exiled for his political activities.

The retiring Prime Minister was graduated with high honors from the University of Toronto and won fellowships at the Universities of Chicago and Harvard.

He became deputy labor minister under Prime Minister Sir Wilfred Laurier in 1900. Eight years later he became labor minister and for 40 years he has been a dominant figure in Canadian politics. He was the logical successor to Sir Wilfred, and was chosen as party leader on the passing of the French-Canadian patriot.

In 1921, Mr. King defeated a Conservative government and became Prime Minister. Because of his ability to win a great bloc of votes in French Quebec and also hold the confidence of large sections of the rest of Canada, he was out of office only six times.

Now Mr. King will sit in Parliament as a private member and will be ready to advise the new Liberal leader.

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CANADA

C 279269

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 15, 1948 *Publication* New York Post

Prime Minister King of Canada Resigning



W. L. MACKENZIE KING

Ottawa, Nov. 15 (AP)—Canada's elder statesman and ablest politician, Prime Minister William Lyon Mackenzie King, will resign today after establishing a record tenure of office that may never be surpassed.

The 73-year-old ailing Prime Minister has headed Canada's government for 21 years, five months and five days.

His successor is the French Canadian External Affairs Minister in the King Cabinet—66-year-old Louis St. Laurent, a bilingual Quebec lawyer who has been in the government since 1941. He was chosen by a Liberal Party convention last August.

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MG 26 J 4, Volume 397, pages C279233-C280021

**PUBLIC ARCHIVES
ARCHIVES PUBLIQUES
CANADA**

279270

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 15, 1948 *Publication* Denver Post

King Finishes 21-Year Role As Premier

OTTAWA, Nov. 15.—(AP)—Canada's elder statesman and ablest politician, Prime Minister William Lyon Mackenzie King, will resign Monday after establishing a record tenure of office that may never be surpassed.

The 73-year-old ailing prime minister has headed Canada's government for twenty-one years, five months and five days. It is the longest period a British commonwealth prime minister has held office even surpassing the 7,619-day record of Britain's Sir Robert Walpole.

His resignation will mark the end of an era in Canada.

His successor is the French Canadian external affairs minister in the King cabinet 66-year-old Louis St. Laurent, a bi-lingual Quebec lawyer who has been in the government since 1941. He was chosen by a Liberal party convention last August.

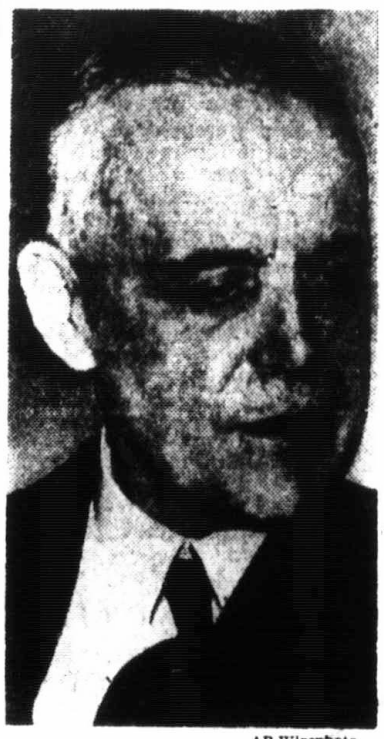
LITTLE CABINET CHANGE.

The Liberal party is the majority party in Canada's house of commons and there is expected to be little change in the new cabinet.

King is a grandson of William Lyon Mackenzie, Canada's great rebel who fought for responsible government and was exiled for his political activities.

King became deputy labor minister under Premier Sir Wilfrid Laurier in 1900. Eight years later he became labor minister and for forty years he has been a dominant figure in Canadian politics.

Takes Office



AP Wirephoto.

Louis St. Laurent takes over the office of Canada's prime minister Monday succeeding William L. Mackenzie King, who is retiring because of illness.

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**PUBLIC ARCHIVES
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CANADA**

WASHINGTON

C 27927

Publication Minneapolis Star

Retirement of King Ends an Era in Canada

Prime Minister in Office More Than 21 Years

By Associated Press

Canada's elder statesman and ablest politician, Prime Minister William Lyon Mackenzie King, formally resigned today after establishing a record tenure of office.

The 73-year-old ailing prime minister headed Canada's government for 21 years, five months and five days. It is the longest period a British commonwealth prime minister has held office—even surpassing the record of Britain's Sir Robert Walpole (20 years, 10½ months).

His resignation will mark the end of an era in Canada.

His successor is the French Canadian external affairs minister in the King cabinet—66-year-old Louis St. Laurent, a Quebec lawyer who has been in the government since 1941. He was chosen by a Liberal party convention last August.



King

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He became deputy labor minister and for 40 years he has been a dominant figure in Canadian politics.

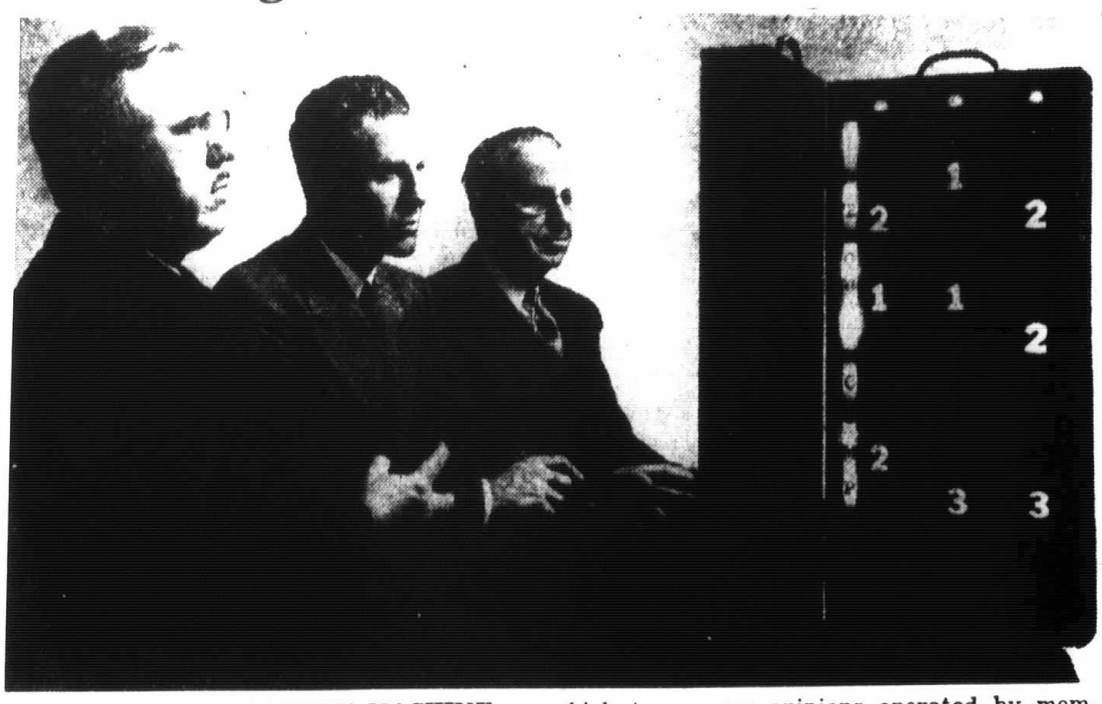
He was the logical successor to Laurier, being chosen as party leader on the death of the French Canadian patriot. In 1921, he defeated a Conservative government and became prime minister.

Because of his ability to win a great bloc of votes in French Quebec, and also hold the confidence of large sections of the rest of Canada, he was out of office only six years.

Cares of the war years and the problems of the postwar period have aged him.

He became [illegible] attending a conference of Commonwealth prime ministers in London. He got back this week.

He will [illegible] as a private member and will [illegible] to help [illegible] Liberal leader.



AN ELECTRICAL 'VOTING' MACHINE on which to express opinions operated by members of the Minneapolis Color Photo club, V. J. Reufs, K. V. Johnson and P. W. Young, as they look at color slides entered in the International Color Slide exhibition. More than 1,200 slides have been entered by photographers from the United States, Canada, Mexico, England, Australia and The Netherlands. From the 1,200 slides judges have accepted 300 which will be shown by projection at Benton hall, YWCA, tonight and Tuesday at 8 p.m. The exhibition is sponsored by the Minneapolis Council of Camera clubs.

Foreign Roundup

BERLIN

The Russians today came out flatly and finally against the Berlin municipal elections scheduled Dec. 5.

They made clear they would not recognize any government chosen in the ballot.

Voting will not be permitted in the Russian zone of the city.

The anti-Communists plan to invite the residents of the Russian sector to come across town to vote

FRANCE

Two big parties participating in Premier Henri Queuille's coalition cabinet warned him Sunday he must act to close the gap between wages and prices if he wants to stay in office.



Queuille

The Socialists and Popular Republican Movement (MRP) delivered the warnings after each had [illegible] all-out [illegible] and voted to support him in the cabinet at least temporarily.

Parliament reconvenes Tuesday after a long holiday, however, and smoldering discontent among the various parties then may flare into the open and cause a quick showdown.

SPAIN

Spain will hold [illegible] municipal elections since the civil war Nov. 21.

Best [illegible] that state [illegible] approximately 6,000,000 heads of families will be eligible to vote, but actual balloting likely will be limited to larger cities.

There is a general lack of interest.

In small towns, where only one or two councilmen will be named, candidates are reported to have been limited to the number of vacancies.

GUATEMALA

Guatemalan Foreign Minister Enrique Munoz Meany charged in Paris that Britain is landing "important forces" in British Honduras as a "new provocation to Guatemalan sovereignty."

Munoz Meany said "such shows of strength" fail in "the objective Britain seems to pursue that Guatemala should desist from her just territorial claims, and that the inhabitants of Belize (British Honduras), who are Guatemalan or pro-Guatemalan in their majority, should accept a colonialism imposed on them by force and against right."

INDIA

V. R. Karkare, accused of conspiracy in the assassination of Mohandas K. Gandhi, challenged the jurisdiction of the court trying him for murder.

Karkare was the third man accused at the trial. N. V. Godse admits the actual shooting.

Karkare, a Hindu Brahmin, is 38. He had been a prosperous hotel keeper.

The prosecution said he took a prominent part in the alleged conspiracy and was present when Godse fired the fatal shots.

Karkare said he was in Bombay when Gandhi was killed in New Delhi.

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PUBLIC ARCHIVES
ARCHIVES PUBLIQUES
CANADA

WASHINGTON 279272

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 16, 1948 *Publication* New York Mirror

CANADA'S PREMIER QUITS



William L. Mackenzie King, 73, yesterday resigned as Prime Minister of Canada and was automatically succeeded by his Minister of External Affairs, Louis St. Laurent. King, who has been Prime Minister more than 21 years, has been in poor health recently.

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CANADA

WASHINGTON C 279273

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 16, 1948 *Publication* Buffalo Evening News

Mackenzie King's Tenure A Record for Modern Times

By FRANK FLAHERTY
Special to The Buffalo Evening News and Chicago Daily News.

OTTAWA, Nov. 16.—William Lyon Mackenzie King, who resigned Monday after 21 years, 5 months as prime minister of Canada to be succeeded by Louis St. Laurent, has been the most American-minded political leader in the history of this dominion.

There have been times, in fact, when opponents of his Liberal Party, which he headed for almost 30 years, have accused him of being too sensitive to American reaction. However, by electoral standards, and by getting his own views accepted by Parliament and the country, Mr. King was probably Canada's most successful leader. He certainly holds the record for length of service, not only for Canada but for all modern democratic countries.

Mr. King has a sentimental pull to the U. S. through his mother, who was the daughter of William Lyon Mackenzie, for whom he was named.

Led Armed Revolt

It was Granfather Mackenzie who in 1837 led an armed revolt against the government of Upper Canadian Province which is now Ontario Province. Though it failed, that revolt is generally credited with marking the start of responsible government in this dominion.

Mr. Mackenzie fled to the U. S., where he lived until pardoned, but where, without the help of American sympathizers he and his family would have starved.

It was largely accidental that Mr. King became a Canadian politician rather than an American professor. He had distinguished himself at Harvard and the University of Chicago and in 1900, at the age of 25, accepted a job as instructor in political economy at the former. But the Canadian Government invited him to come home and organize a department of labor. He accepted and became minister of labor.

His Rockefeller Associations

Franklin D. Roosevelt and Mr. King became acquainted when Mr. King was studying on a three-year fellowship at Harvard. Later they became friends. Their views on international affairs and on the role of North America in World War II seemed to move along in step.

During the Harvard period, Mr. King also met John D. Rockefeller Jr. In 1911, the Rockefellers were having acute labor troubles and called on Mr. King to help straighten them out. In 1914, he became director of industrial research for the Rockefeller Foundation.

Based on his experience with American industry in that period, Mr. King wrote "Industry and Humanity"—an argument for democratization of industry.

But when he became leader of the Liberal Party in 1919, he began to suffer for his service with the Rockefeller empire. His opponents said he should have served his country in the Army.

Keeps His U. S. Contacts

Mr. King was his own foreign secretary throughout most of his service as prime minister and from 1921 to 1930 he was largely occupied, on the foreign front, with establishing the independence of Canada. The doctrine of "equality of status" of the countries of the British Empire was proclaimed and Mr. King worked to make it a reality. In British and imperialist eyes he was a dangerous nationalist.

From 1935 to the present time, Mr. King has been working in support of the empire and drawing the ire of extreme nationalists.

Mr. King keeps his American contacts alive to this day. When he takes a holiday he invariably goes to the U. S.

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WASHINGTON C 27927

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 16, 1948. *Publication* New York Herald Tribune

Mackenzie King, Ill, Steps Down After 21 Years as Canada's Head



Associated Press

William Lyon Mackenzie King, right, Canada's Prime Minister for twenty-one years, resigned yesterday, and his post was taken over by Louis Stephen St. Laurent, left, Minister of External Affairs. They are shown at the opening session of the United Nations Assembly in Flushing, L. I., in 1946

OTTAWA, Nov. 15 (AP).—William Lyon Mackenzie King resigned today as Prime Minister after having headed the Canadian government for twenty-one years five months and five days. He was succeeded by Louis Stephen St. Laurent, a French-Canadian lawyer.

Mr. King's resignation marked the end of an era in Canada. He had held office longer than any other British Commonwealth Prime Minister.

Both Mr. King and Mr. St. Laurent are members of the Liberal party. Mr. King, seventy-three, retired by choice. He has been ill and plans to take life easy. His successor is sixty-six.

Mr. St. Laurent was sworn in at 3:55 p. m. Acceptance of Mr. King's resignation had been held up five hours, apparently so there would be no gap in the continuity of government.

Shortly after Mr. Laurent took over Field Marshal Viscount Alexander, the Governor General, swore in two new ministers whom the new Prime Minister brought into the Cabinet. They are Stuart Garson, former Premier of Manitoba, who was named Minister of Justice, and Robert H. Winters, a House of Commons member for Queens-Lunenburg, who became Minister of Reconstruction and Supply.

After the ceremonies at Government House the Cabinet members returned to the east block of Parliament Hill for their first meeting under Mr. St. Laurent as Prime Minister in his own right. He had presided before, but only as acting Prime Minister.

Mr. St. Laurent's policies are generally expected to be in line with those established by Mr. King. The retiring Prime Minister sponsored him and confirmed him as Minister of Justice and Minister of External Affairs.

Mr. King was Prime Minister three times: 1921-25, 1926-30 and from 1935 until today. He became ill a month ago while attending a Commonwealth conference in London.

Mr. St. Laurent, a successful corporation lawyer, entered politics in 1941. He is bi-lingual, an asset in Canadian politics.

Truman Greets Both

WASHINGTON, Nov. 15 (AP).—President Truman today congratulated Louis St. Laurent on his acceptance of leadership of "one of the world's great nations."

Mr. Truman also sent retiring Prime Minister King a telegram hailing his achievements in office, particularly his contributions to "the firm friendship of our two countries."

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WASHINGTON C 27927

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 16, 1948. *Publication* New York Herald Tribune

Mackenzie King, Ill, Steps Down After 21 Years as Canada's Head



William Lyon Mackenzie King, right, Canada's Prime Minister for twenty-one years, resigned yesterday, and his post was taken over by Louis Stephen St. Laurent, left, Minister of External Affairs. They are shown at the opening session of the United Nations Assembly in Flushing, L. I., in 1946.

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Mr. St. Laurent's [illegible] general's ex[illegible] with those [illegible] King. The [illegible] Prime Minister sponsored [illegible] him as Mr. [illegible] Minister of E[illegible]

Mr. King [illegible] three times 1923-[illegible] from 1935 until [illegible] ill a month ago [illegible] a Commonwealth [illegible] London.

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CANADA

C279275

CANADIAN LEGATION
WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 16, 1948 *Publication* Detroit Free Press

YESTERDAY, William Lyon Mackenzie King resigned the Prime Ministership of Canada. With the exception of two short periods totaling about five years, Mr. King had held that high office since 1921. That is longer than any other Prime Minister ever retained office in the British Empire.

A grandson of William Lyon Mackenzie, a doughty Scot rebel against irresponsible government in Canada in the 1830s, Mr. King was groomed by the great Liberal leader, Sir Wilfrid Laurier, as his successor. He is now succeeded by Louis St. Laurent, a brilliant lawyer.

A gracious gentleman, who preferred carrots to clubs as a means of persuasion, Mr. King could be tough when necessary. Tories and left-wingers, alike, said his middle-of-the-road policies would ruin Canada.

Yet a Canada, far stronger now than when he grasped its tiller, will wish him many years to enjoy the retirement he has richly earned.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

PUBLIC ARCHIVES
ARCHIVES PUBLIQUES
CANADA

C 279276

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 16, 1948 *Publication* Cleveland Plain Dealer

Mackenzie King Retires

In a simple ceremony at Ottawa, a man who has a just claim to the gratitude of his fellow countrymen and of Americans, laid down his office.

William Lyon Mackenzie King ceased to be prime minister of Canada. He placed the destinies of the Dominion in the hands of his disciple, Louis S. St. Laurent, until now minister of external affairs.

Mackenzie King can claim greatness because no man could have stayed in office a total of 7,829 days had he not inspired confidence and carried out the business of government as a majority of his countrymen wanted it carried out.

Only Sir Robert Walpole, 18th century British prime minister, with his 7,619 days in office, can approach Mackenzie King's record. King served three terms from 1921-25, 1926-30 and 1935-48.

No man in this generation has done more to smooth the way of Canadian-American relations than Mackenzie King. For this he deserves the thanks of people on this side of the border, for relations were not always easy, particularly in the trying days of war when the United States was often inclined, in the rush of getting things done, to overlook the sovereignty, to say nothing of the sensibilities, of its smaller neighbor.

King leaves the country to St. Laurent in fine condition. But the new prime minister, a French-Canadian, faces not only election battles at home but the delicate balancing of foreign relations since Canada and the United States, for the first time in the history of each, are about to become associated in a military alliance with the nations of western Europe. St. Laurent will be on firm ground if he carefully copies the tact and displays the perseverance of his mentor.

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MG 26 J 4, Volume 397, pages C279233-C280021

PUBLIC ARCHIVES
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CANADA

279277

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 16, 1948 *Publication* New York Sun

Canada Changes Pilots.

Not only in Canada but elsewhere in the world the retirement of Prime Minister William Lyon Mackenzie King is naturally referred to as marking the end of an era. As Winston Churchill reminded him on the twenty-fifth anniversary of his election to leadership in Canada's Liberal party, "In the whole history of free parliamentary institutions few, if any, can claim to have led a party of state so long and so prominently." That was more than four years ago and since then Mackenzie King passed the only comparable records, those of Sir Robert Walpole, who was Prime Minister of Britain for 7,619 days, and of Sir John A. MacDonald, who in the early days of the Canadian Confederacy, headed its government for 6,937 days. When Mackenzie King yielded the premiership to Louis St. Laurent he had occupied it for 7,829 days.

They were not easy days in which to govern. Beginning in 1921, they carried through the boom years of the '20s into the depression of the '30s, in the first five years of which the Liberal party was out of power. Resuming in 1935, it was Mackenzie King's lot to waken his country to the growing danger of Fascism, carry it through the trying days of world war II and fix its place as an independent member of a family of nations, tied by nothing but the natural links of tradition and affection to the British crown. It was under his leadership that Canada's voice grew to its present depth and authority in world affairs. To hold such a position in a truly self-governing country demands exceptional qualities. It also demands exceptional sacrifices and these Mackenzie King made even to the extent of making his country almost his whole life. He has abundantly earned the rest he has chosen and it will be universally hoped that it may enable him to regain the strength he has sacrificed. The days ahead are as uncertain for Canada as for all other countries and his counsel should prove tremendously valuable to the man he has groomed as his successor. Few doubt that in choosing the man who would take over, Mackenzie King acted with the same sagacity that marked his other major decisions. Thus there is nothing disturbing about this shift of pilots aboard Canada's ship of state. It should proceed along its present well-charted course.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

**PUBLIC ARCHIVES
ARCHIVES PUBLIQUES
CANADA**

C 279278

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 13, 1948 *Publication* Washington News

Mackenzie King Leaves Sans Regrets

OTTAWA, Nov. 13—Prime Minister W. L. Mackenzie King said today he will turn over his office to Prime Minster-Designate Louis St. Laurent Monday "without regret at being relieved of the responsibilities of office."

The 73-year-old statesman who is resigning for reasons of health said he would make no more official acts before leaving office.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

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CANADA

C 279279

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 13, 1948 *Publication* Baltimore Sun

Unified Canada Biggest Feat, Prime Minister King Asserts

Ottawa, Nov. 12 (AP)—Prime Minister W. L. MacKenzie King, who will retire Monday, told his final news conference tonight he considers his greatest achievement was keeping the Canadian nation unified during the recent war.

The Prime Minister, who has held office for more than 21 years, said good by to his Cabinet colleagues and newsmen.

The Prime Minister will tender his resignation to Viscount Alexander, the Governor General, about 11 A.M. Monday. He will recommend that Louis S. St Laurent, as new leader of King's National Liberal party, be asked to form a government. St. Laurent then will be sworn in and present a list of Cabinet members for approval. Few cabinet changes are expected.

Sharp Divisions Pointed Out

Reviewing his wartime problems, King pointed out there were sharp divisions in the country over whether Canadian troops should be drafted for overseas service. Resistance to the draft centered in French-speaking Quebec province.

The Prime Minister said he wanted it understood he is resigning because he feels his task of administering public affairs is done. He added he was not forced to the decision by poor health. He plans to remain with the Government as a member of Parliament, at least until the next election, which must be called before the end of 1950.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

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C 279280

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 14, 1948 *Publication* New York Times

PREMIER SPURS PLAN TO BEAUTIFY OTTAWA

Special to THE NEW YORK TIMES

OTTAWA, Nov. 13—One of the last official acts of Prime Minister W. L. Mackenzie King, who will resign on Monday, was to help forward his dream of making Ottawa "the most beautiful capital in the world."

In announcing the appointment of nine men and women representing the nine provinces as members of the Federal District Commission which is charged with the task of laying down plans for the future development of Ottawa and the country twenty miles around it, Mr. King said that the beautification and development of Ottawa had always been a plan dear to his heart.

Work on a master plan has been going on for several years, with the French town planner Jacques Greber as consultant under the Federal District Commission. This master plan, it is said, will be ready before the end of the year.

As it calls for very considerable long-term construction work, with the displacement of the central railroad station, the creation of new arteries and bridges and the eventual removal of factories so as to preserve the original beauty of the Ottawa River, its realization will be slow.

During the last few years, however, the National Capital Planning Committee and the Federal District Commission have been quietly purchasing essential sites so that any sudden increase in prices and profiteering in land values will be avoided.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

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C 279281

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 14, 1948 *Publication* Chicago Tribune

CANADA UNITED THRU WAR, PREMIER KING'S PROUDEST MEMORY

(Chicago Tribune Press Service)

OTTAWA, Nov. 13—Prime Minister Mackenzie King said today the fact that he kept Canada united during World War II, is what he will remember with most pride when he retires Monday after a total of 21 years as Canada's chief elected executive.

In a farewell press conference, King referred to his handling of the conscription crisis in Quebec. His policy, as he described it at the time, was "conscription if necessary, but not necessarily conscription." King emphasized that he is not retiring because of illness, but that he feels his public work is finished at the age of 73. He will continue to sit as a member of parliament at the next session, and will begin work on his memoirs at his country estate, Kingsmere, and at his Ottawa town house.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

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CANADA

C 279282

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 14, 1948 *Publication* New York Times

CANADA'S KING: When William Lyon Mackenzie King of Canada was a young man, his ambition was to be a Harvard professor. Instead, he went into politics and became the leader of Canada's Liberal party. Since 1921 —except for two breaks totaling about five years—he has been Prime Minister of Canada. Last week Mr. King, almost 74, announced that he would resign the Prime Ministership tomorrow. The announcement was not a surprise; last winter he said he hoped to retire by the summer. His successor will be S. St. Laurent of Quebec, now Minister of External Affairs.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

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C 279283

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 15, 1948 *Publication* Chicago Tribune

PREMIER KING TO STEP OUT TODAY FOR ST. LAURENT

OTTAWA, Nov. 14 (AP)—Weary and ailing, Prime Minister William L. Mackenzie King, 73, will lay aside the cares of office tomorrow. His resignation will mark the end of an era in Canada and set a record which may never be surpassed.



W. L. M. King

For by stepping aside, he will conclude 21 years, 5 months and 5 days of service as prime minister. His tenure of 7,829 days is the longest in empire history, surpassing that of Robert Walpole, who served as Britain's prime minister for 7,619 days early in the 18th century.

The new prime minister will be Louis S. St. Laurent, 66, Quebec lawyer who has been in the government since 1941. He succeeded to King's leadership of the Liberal party last August. The Liberal party is the majority party in parliament, and there is expected to be little change in the cabinet line-up.

Becomes A Plain M. P.

King will be known merely as the member of parliament from the Ontario riding of Glengarry. His decades of experience will be at the beck of his successor.

Born at Berlin (now Kitchener), Ont., on Dec. 17, 1874, King is a grandson of William Lyon Mackenzie, a militant advocate of responsible government in Canada, who was exiled for his leadership in a rebellion in 1837.

He was graduated from the University of Toronto and won fellowships at the University of Chicago and Harvard. Between times, he worked as a reporter for Toronto newspapers. This work brought him to the attention of Wilfrid Laurier, then prime minister, who brought him into the government in 1900 as a deputy labor minister.

Wins And Loses Job

In 1908 he became labor minister and stepped out actively as a dominant figure in Canadian politics, a role he played for 40 years. When Laurier died in 1919, King succeeded to the leadership of the Liberal party and carried the party to victory in 1921, becoming prime minister. He lost the office in 1925, won it back in 1926, lost it again in 1930, and came back in 1935 to stay until now.

He became ill a month ago in London, while attending a conference of commonwealth prime ministers. He was in bed four weeks, but now has returned home.

St. Laurent, able parliamentarian, is a comparative tyro at politics. He entered the game at the age of 59, almost without previous experience. His father was a French-Canadian, his mother an Irish-Canadian. He is married and has four children.

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C 279284

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 15, 1948 *Publication* Chicago Daily News

CANADA'S PREMIER
STEPS OUT

BY FRANK FLAHERTY
Daily News Foreign Service

OTTAWA, Canada-William Lyon Mackenzie King handed in his resignation Monday-after 21 years and five months as prime minister of Canada.

He was succeeded automatically by his external affairs minister, Louis St. Laurent. St. Laurent is the elected leader of the Liberal party, Canada's majority party, succeeding King who retired from that job last January.

King, 73, has been the most American-minded political leader in the history of the dominion.

There have been times, in fact, when opponents of the Liberal Party, which he headed for nearly 30 years, have accused him of being too sensitive to American reaction.

Both by electoral standards andby getting his own views acceptedby Parliament and the country, however, King was probably Canada's most successful leader, and he certainly holds the record for lengthof service not only for Canada but for all modern democratic countries.

Teacher at Harvard

It was largely accidental that King became a Canadian politician rather than an American professor. He had distinguished himself in postgraduate studies at Harvardand theUniversity of Chicago and in 1900, at the age of 25, accepted a job as instructor in political economy at Harvard.

But the Canadian government invited him to come home and organize a department of labor. He accepted and became deputy minister of labor and later minister of labor.

He became leader of the Liberal party in 1919 and prime minister in 1921. The only breaks in his tenure were from June to September in 1926 and from 1930 to 1935.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

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C 279285

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 15, 1948 *Publication* Courier Journal (Louisville)

Mackenzie King's Resignation Today To Mark End of An Era In Canada

St. Laurent to Be Prime Minister

Ottawa, Nov. 14 (AP)—Weary and ailing, Prime Minister William Lyon Mackenzie King will lay aside the cares of office tomorrow. His resignation will mark the end of an era in Canada and set a record that may never be surpassed.

For by stepping aside, the 73-year-old statesman will conclude 21 years, five months, and five days of service as Prime Minister. His tenure of 7,829 days is the longest in Commonwealth history, surpassing that of Sir Robert Walpole, who was Britain's Prime Minister for 7,619 days early in the 18th Century.

Will Remain n Parliament.

The new Prime Minister will be Louis S. St. Laurent, 66, a bilingual Quebec lawyer who has been in the Government since 1941. He succeeded to King's leadership of the Liberal Party last August. The Liberal Party is the majority party in Parliament and there is expected to be little change in the Cabinet line-up.

From now on, King will be known merely as the Member of Parliament from the Ontario Riding of Glengarry. His decades of experience, of course, will be at the beck of his successor.

Born at Berlin (now Kitchener), Ontario, December 17, 1874, King is a grandson of Willian Lyon Mackenzie, a militant advocate of responsible Government in Canada, who was exiled for his leadership in a rebellion in 1837.

Entered Government In 1900.

He was graduated with high honors from University of Toronto and won fellowships at University of Chicago and at Harvard. Between times, he was a reporter for Toronto newspapers. This work brought him to the attention of Sir Wilfred Laurier, then Prime Minister, who brought him into the Government in 1900 as a deputy labor minister.

In 1908 he became Labor Minister and stepped out actively as a dominant figure in Canadian politics, a role he played for 40 years.

Became Ill In London.

When Laurier died in 1919, King succeeded to the leadership of the Liberal Party and carried the party to victory in 1921, becoming Prime Minister. He lost the office in 1925, won it back in 1926, lost it again in 1930, and came back in 1935 to stay until now.

The cares of the war years and the stresses and strains of the peace have aged him and he became ill a month ago in London while attending a conference of Commonwealth Prime Ministers. He was in bed four weeks, but now has returned home.

St. Laurent, a brilliant lawyer and able parliamentarian, is a comparative tyro at politics. He entered the game at 59, almost without previous experience. His father was a French-speaking Canadian, his mother an English-speaking Irish-Canadian. St. Laurent speaks both languages, no mean asset in this land. He is married and has four children.

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279286

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 15, 1948 *Publication* New York Times

MACKENZIE KING OUT TODAY

Canadian Prime Minister Quits After 21 Years in the Post

OTTAWA, Nov. 14 (AP)—Weary and ailing, Prime Minister William L. Mackenzie King will lay aside the cares of office tomorrow. His resignation will mark the end of an era in Canada and set a record that may never be surpassed.

As he steps aside, the 73-year-old statesman will conclude twenty-one years, five months and five days of service as the Prime Minister of this Dominion. His tenure of 7,829 days is the longest in the Commonwealth's history, surpassing that of Sir Robert Walpole, who served as Britain's Prime Minister for 7,619 days early in the eighteenth century.

The new Prime Minister will be Louis S. St. Laurent, 66, a bilingual Quebec lawyer who has been in the Government since 1941. He succeeded to Mr. King's leadership of the Liberal party last August. The Liberal party is the majority party in Parliament, and there is expected to be little change in the Cabinet line-up.

From now on, Mr. King will be known merely as the member of Parliament from the Ontario riding of Glengarry.

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C 279287

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 15, 1948 *Publication* New York World Telegram

15/11 **Western Hemisphere.**

In Ottawa, Canada completed the formality of changing Prime Ministers: W. L. Mackenzie King resigned after nearly 21½ years of service and Louis St. Laurent, Internal Affairs Minister, was directed to form a new government. (From Washington, President Truman sent congratulations to both.)

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

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C 279288

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 15, 1948 *Publication* Kansas City Times

LONG SERVICE TO END

MACKENZIE KING WILL LEAVE JOB IN CANADA TODAY.

The Veteran 73-Year-Old Prime Minister Will Conclude Career of More Than 21 Years in That Post.

OTTAWA, CANADA, Nov. 14.(AP)— Weary and ailing, Prime Minister William Lyon Mackenzie King will lay aside the cares of office tomorrow. His resignation will mark the end of an era in Canada and set a record which may never be surpassed.

For, by stepping aside, the 73-year-old statesman will conclude twenty-one years, five months and five days of service as the prime minister of this dominion. His tenure of 7,829 days is the longest in commonwealth history, surpassing that of Sir Robert Walpole, who served as Britain's prime minister for 7,619 days early in the eighteenth century.

The new prime minister will be Louis S. St. Laurent, 66, a bi-lingual Quebec lawyer who has been in the government since 1941. He succeeded to King's leadership of the Liberal party last August. The Liberal party is the majority party in Parliament and there is expected to be little change in the cabinet lineup.

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WASHINGTON C 279289

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 16, 1948 *Publication* New York Times

C

MACKENZIE KING STEPS DOWN

Canadians today are paying honor to William Lyon Mackenzie King, who has resigned as Prime Minister of Canada after serving longer in a democratically elective post than any other man in history. Mr. Mackenzie King's only rival, so far as political longevity goes, is Sir Robert Walpole, who was Prime Minister of England from 1721 to 1742. But not only was Walpole 158 days below Mackenzie King's record, he was not by modern standards democratically elected or democratically kept in power.

But Mr. Mackenzie King's contributions to liberal progress in Canada, to good relations between Canada and the United States and to Canadian cooperation for world peace and security are of far more importance than his mere duration in office. He has been a scholar in politics, with a deep concern with social and economic forces. His grip on public opinion in all parts of Canada is shown by the fact that between December, 1921, when he first became Prime Minister, and yesterday, when he laid down his office on account of age and illness, there were only two interruptions of his tenure; once for a few months in 1926, and again for the five years from 1930 to 1935. During all but two years of his Premiership he was also Minister of External Affairs. In that capacity his intelligent cooperation with President Roosevelt during the second World War contributed much to the defense of this continent. He took an active part at the San Francisco Conference in 1945 and in the subsequent development of the atomic energy program. It is good to know that though he must now give up the burden of high office, he will still sit in the Canadian Parliament.

Mr. Mackenzie King's successor, Louis St. Laurent, has headed Canada's Liberal party since Aug. 7 of this year and has been Minister of External Affairs since 1946. He can be counted upon to continue the cooperative policies in which Americans are most deeply interested. As a citizen of Quebec, French-speaking, and with a dash of Irish, he has a firm grip on Canada's oldest Province and wide influence elsewhere. He has been strongly in favor of a union of the Western nations to resist Communistic aggression. He spoke up strongly not long ago for "the dynamic counter-attraction of a free, prosperous and progressive society as opposed to the totalitarian and reactionary society of the Communist world." He is not a young man, nor is he described as a great orator, but we in this country can look to him as a leader in causes in which we ourselves are interested, and can whole-heartedly wish him well.

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C 279290

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 16, 1948 *Publication* Chicago Sun-Times



LOUIS ST. LAURENT

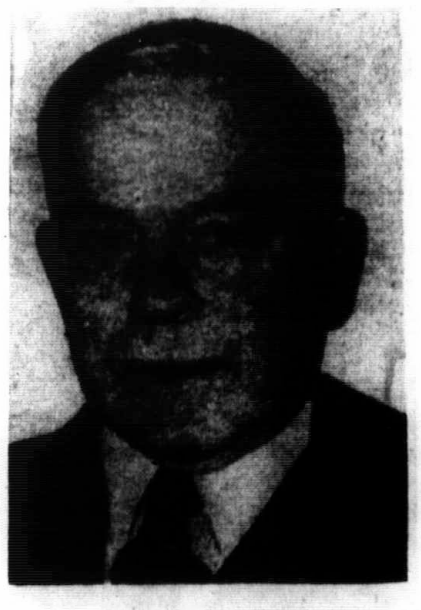
...ing resigns; St. Laurent Canada chief

Ottawa (AP)--William Lyon Mackenzie King resigned Monday as prime minister after having headed the Canadian government for more than 21 years. He was succeeded by Louis Stephen St. Laurent, a French-Canadian lawyer.

King had held office longer than any British Commonwealth prime minister.

Both King and St. Laurent are members of the Liberal Party. King, 73, retired by choice. He has been ill and plans to take life easy. His sucessor is 66.

St. Laurent's policies are generally expected to be in line with those established by King. The retiring prime minister sponsored him and coached him as minister of justice and minister of external affairs.



MACKENZIE KING

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WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr.King as Prime Minister of Canada.

Date November 17, 1948 *Publication* Chicago Tribune

KING NAMES OTTAWA BEAUTIFICATION BODY AS ONE OF LAST ACTS

(Chicago Tribune Press Service)

OTTAWA, Nov. 16—One of the last official acts of W. L. Mackenzie King before he retired as prime minister was to appoint a federal district commission to superintend the beautification of Ottawa, Canadian capital city.

Members are Prof. J. Henri Blanchard, Prince of Wales college, Charlottetown, Prince Edward Island; Harvey W. Doane, Halifax, N. S.; Dr. A. Foster Baird, Fredericton, N. B.; Gaston Amyot, Quebec; Bernard K. Sandwell, Toronto; Cecil E. Joslyn, Winnipeg, Man.; John W. Sanderson, Prince Albert, Sask.; Mrs. Cora T. Casselman, Edmonton, Alta., and William H. Warren, Victoria, B. C.

Parliament appropriated $2,500,000 last year, and promised to authorize additional grants as needed. The project will include boulevard construction and transfer of many industries outside the capital zone.

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C 279292

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 17, 1948 *Publication* New York Herald Tribune

Mackenzie King's Resignation

It has been often said that there is true art in the use of political power. Mackenzie King, who on Monday stepped down as Prime Minister of Canada, has exemplified this saying during a term of office which has been record breaking in the history of elective posts. There have been great and voluble foes of compromise in government, but Canada, with keen divisions racially and politically, was held in war-time unity by Mackenzie King through a period when temptations to national disunity were strong and at times seemed overwhelming.

Canada saw her Prime Minister shoulder a great war's crises and responsibilities with a patience and sturdiness that seemed to embody in himself much of the hardy land to which he has devoted a political lifetime and faith. Not all Canadians have loved Mackenzie King during the war or after, but those that continued to disagree with him party-wise have often admired a man who, when necessary, has quoted from Robert Burns and the Bible in support of Liberal principles and man's essential fellowship.

Mr. King will be seventy-four next month. Canadians are justly honoring him as he now resigns his post. In his well earned retirement he will have the sincere good wishes of Americans on this side of an easily crossed border, who have been close to the successes he has won and the causes for which he has fought.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

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C 279293

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 17, 1948 *Publication* Boston Herald

King Steps Down

An old man now, of small stature, pleasant, a sort of Foxie Grandpa in appearance, William Lyon Mackenzie King has stepped down as Prime Minister of Canada. This is no ordinary retirement, for Mr. King has the distinction of having headed the government of the neighboring dominion for approximately twenty-one and one-half years. No man ever topped a democratic government for so long.

We Americans are apt to think of Canada as a neat, under-populated community which requires no particular political skill to lead. On the contrary, dominion politicians not only have to contend with the labor and agricultural pressures which keep our politicians awake at night, but they confront a racial-religious cleavage which is deep and real. Quebec, oldest province of Canada, is almost wholly Roman Catholic and French. To some extent the prolific French-Canadians have spread out into other provinces of the dominion, which are predominantly British and Protestant in culture. Thus, the Canadian national politician has to keep peace with these diverse elements.

It is a tribute to the little man just retired that he could straddle this chasm for so long without the asset of French lineage of his own. His illustrious predecessor, Sir Wilfred Laurier, did have the advantage with the French Canadians of being of French ancestry and a Roman Catholic, but what is helpful with the French segment of the population may be a hindrance with the Canadian Anglicans.

In Louis Stephen St. Laurent, Canada's new Prime Minister, the dominion has a sort of new Sir Wilfred, for St. Laurent also is of French ancestry and a Roman Catholic. He has a bit of Irish in him, too.

Like his predecessor, the new Prime Minister is not only friendly disposed toward the United States, but understands the community of interest between the great northerly nations of North America. We anticipate little change in Canadian relations under the new Prime Minister. The good example in friendly international relations which the United States and Canada have set to the world appears to be assured for another long era. In further cementing these good relations, Prime Minister St. Laurent has our most earnest good wishes.

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C 279294

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 17, 1948 *Publication* Washington Star

Canada Changes Premiers

At a time when a majority of the American voters have just extended the tenure of their Chief Executive for another four years, our northern neighbor, Canada, is having a shift of Prime Ministers. This shift, however, involves no change in administration. Under the parliamentary system, so different from our own, the choice of leaders is determined, not by the electorate, but by the dominant party in the legislature. So the venerable William Lyon Mackenzie King retires from the Premiership for reasons of age and ill health with the regretful acquiescence of his Liberal followers.

Despite continuity of party tenure and presumed continuity of policy, Mr. King's retirement from parliamentary leadership is a noteworthy event. This outstanding figure in Dominion politics has the unique distinction of having served longer in a democratically elective post than any man in history, having held the Premiership for more than 21 years. To be sure this tenure was not consecutive. His first Premiership, begun in 1921, was briefly interrupted in 1926 and again from 1930 to 1935, when the Conservatives were in power. But since that latter date he has been continuously at the helm, and he has also conducted Canadian foreign policy by holding likewise the Ministry of External Affairs. Furthermore, it should be noted that he has been active in Canadian politics for nearly half a century, his first ministerial post dating from 1900.

Mr. King was the epitome of that Liberal Party to which he has devoted a lifetime of distinguished service. He came of outstanding Liberal stock, his grandfather being the celebrated William Lyon Mackenzie, who championed the cause of responsible government and was once exiled for his political activities.

The Liberal Party owes its recurrent successes chiefly to the fact that it has known how to combine under one political banner the bulk of the French-speaking element with a large section of the English-speaking electorate. It is therefore understandable that, just as Mr. King's leadership was preceded by that of a French-Canadian, Sir Wilfrid Laurier, so it is now succeeded by another man of French extraction, Louis Stephen St. Laurent. The new Premier differs markedly from his predecessor, both in personality and background. Unlike Mr. King, he is not a veteran politician, his professional career being that of the law. However, during the past seven years since he became a Cabinet member, he has worked closely under his chief, who considered him the best man for the Premiership. There can be no doubt, therefore, that he entertains the same outlook as Mr. King and can be counted on to continue along the same lines, especially in foreign policy. The one question is whether he possesses the same quality of leadership with which Mr. King is so abundantly endowed.

This is politically important, because the Liberals, while holding command in Parliament, do not possess an overwhelming majority. Their traditional rivals are the Conservatives, whose stronghold is Ontario and whose following is mainly English-speaking. There are likewise two minor parties, the Progressives and the Social Creditors. Both hail chiefly from the prairie provinces of the Canadian midwest and exemplify that agrarian radicalism in our contiguous States which has given rise to similar movements here, from the Populists down.

The Liberals are thus Canada's middle-of-the-road party, with a program best described as slightly left of center, although their new leader has relatively conservative antecedents

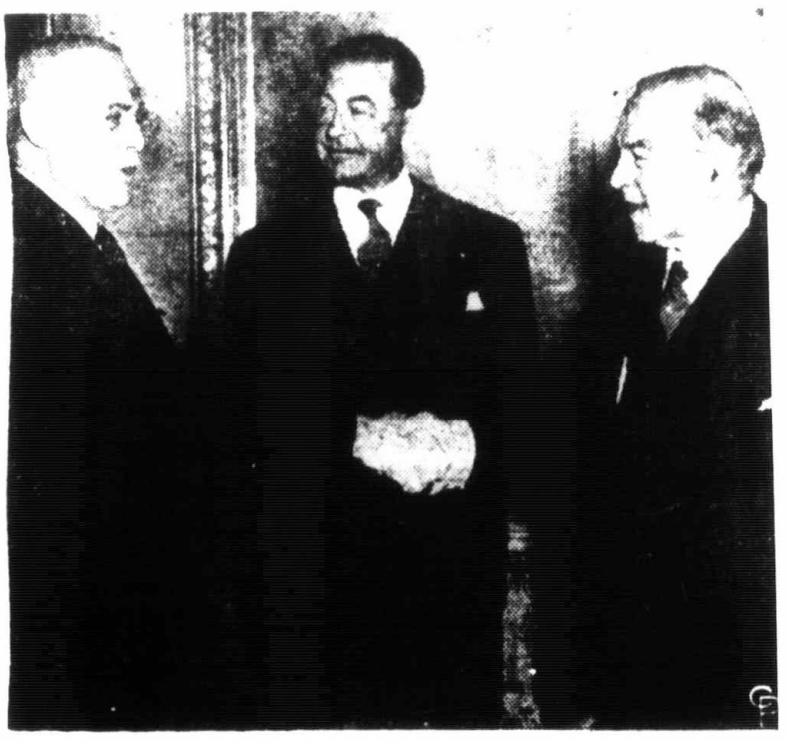
W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

PUBLIC ARCHIVES
ARCHIVES PUBLIQUES
CANADA

279295

WASHINGTON

Subject: [illegible] and being regarding Mr. St. Laurent
[illegible] from Mr. [illegible] Prime Minister of Canada.
Date: [illegible] Publication: [illegible]



New Canadian Prime Minister: Louis Stephen St. Laurent, 66, (left), former Minister for External Affairs, is the new Prime Minister of Canada. Shaking hands with him is William Lyon Mackenzie King (right), Prime Minister for 21 years. In the center is Governor General Viscount Alexander who appointed St. Laurent upon King's recommendation.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

PUBLIC ARCHIVES
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CANADA

C 279296

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 18, 1948 *Publication* New York Times

Mackenzie King to Retain Seat

OTTAWA, Nov. 17 (AP)—W. L. Mackenzie King, who retired Monday as Canada's Prime Minister, has advised the Glengarry Liberal Association that he wishes to continue to represent that eastern Ontario constituency in the next session of Parliament. Mr. King, 73 years of age, resigned because of age an dill health.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

PUBLIC ARCHIVES
ARCHIVES PUBLIQUES
CANADA

C 279297

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 18, 1948 *Publication* Boston Globe

Mackenzie King Seeks to Retain Seat in Parliament

OTTAWA, Nov. 17 (AP)—William Lyon Mackenzie King, 73, who retired Monday as Canada's Prime Minister, has advised the Glengarry Literal Association that he wishes to continue to represent that eastern Ontario constituency in the next session of Parliament.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

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CANADA**

C 279298

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 18, 1948 *Publication* Christian Science Monitor

Premier of Prime Ministers

C.S. Monitor 18/11

A man has stepped down in Canada, but a tradition carries on.

When William Lyon Mackenzie King resigned, he left more than a record of the longest tenure of a prime ministership in the history of the British Commonwealth.

The tradition is twofold. At home French- and English-speaking interests stand fused today in a Canada where two wars have tested the stability of the integration.

In foreign affairs—with Mr. King his own Foreign Minister—Canada has become an independent nation, with its own diplomatic corps, its own national aspirations, and with a strong shoulder behind the current effort toward western unity.

Mr. King was Prime Minister three times: 1921-25, 1926-30, and from 1935 to the present.

Chief among the factors in this tenure, historians will likely say, was Mr. King's understanding of the social currents of his times, as they affected Canada and the world. Through compromise of conflicting interests, consistently aware of the dominant social tide, he weathered political storms that might have foundered less patient leaders.

Under his leadership, Canada expressed an important voice in world democratic councils, a cooperation springing naturally from the fact that the Dominion was the fourth-ranking Allied belligerent during World War II.

Mr. King never forgot that law of Canadian politics formulated by Sir Charles Bagot, an early Governor-General: "You cannot govern Canada without the French." This was a lesson Mr. King learned from his own mentor, Sir Wilfred Laurier, the first French-Canadian to be Prime Minister of Canada.

The second French-Canadian so to govern is Mr. King's hand-picked bilingual successor, Louis Stephen St. Laurent. A successful corporations lawyer, Mr. St. Laurent joined Mr. King's cabinet in 1941, where he served as Minister of Justice and finally Minister of External Affairs. The solid foundation of Mr. King's policies awaits the further building of Mr. St. Laurent.

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MG 26 J 4, Volume 397, pages C279233-C280021

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C 279299

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 19, 1948 *Publication* Boston Globe

A Great Neighbor

The retirement of William Lyon Mackenzie King, so long Prime Minister of Canada, provides an opportunity for examining some of the achievements of a great neighbor beyond our northern boundary. He has gone into private life because the years have caught up with him, as he will be 74 next month.

His entire early life was a period of training for public service. At the University of Toronto his marks were high. Then he won fellowships at the University of Chicago and at Harvard. He worked with Jane Addams at Hull House and began his political career as head of Canada's first separate department of labor. Travel in Europe broadened his views.

As head of his nation he was careful and often appeared slow, but he let events shape themselves until he felt it time to act. When he did so, he was firm. He led a united Canada and had the satisfaction of seeing it advancing in world importance. BOSTON GLOBE

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

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WASHINGTON C 279300

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 21, 1948 *Publication* Sunday News

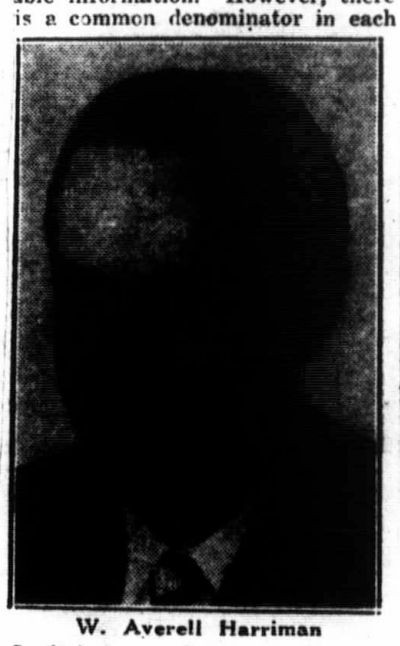
The Week AROUND THE WORLD

By HAROLD DAVIS

While attention has been centered on Europe and China, a curious pattern has developed in Central and South America in the last few weeks. Since Oct. 3 there have been seven revolutions or revolutionary plots south of the Rio Grande. This is much better than par even for the South American course.

The latest outbreak came only yesterday when the Venezuelan Government suspended constitutional rights because of a crisis brought about by a group of army officers.

Just how much of a hand Communists had in the rebellions is difficult to determine from available information. However, there is a common denominator in each



W. Averell Harriman
Optimistic over European recovery.

of the uprisings that would indicate—on the basis of past performance — that Kremlin agents were busy. For in almost all instances army forces were involved on the side of the rebels. This is significant in that it always has been Communist tactics to attempt first to seize control of the armed forces of a country—the police if not the army—then take over the country.

Motives Not Clear.

In some of the outbreaks south of the border there may have been a more sincere motive than to win a victory for the Kremlin, but all reports from our southern neighbors fail to make clear just what those motives were.

Only one of the revolts was successful. That ws in Peru, where, on Oct. 3, an army rebellion ousted President Jose Luis Bustamante and installed Gen. Manuel Odria, a former Minister of the Interior. The uprising was bloodless and Bustamante was last heard of enjoying his exile in Paris.

Other rebellions, some costly in lives and all unsuccessful, occurred in Honduras, Paraguay, Bolivia and Panama, while in Chile it was reported a projected uprising was smashed.

Red-Egged in Panama.

Only in Panama was the outbreak definitely labeled as being Red-inspired. Panama, of course, has been a hot spot for some time, and there is little doubt the Soviets would like to see a Red coup achieved there. All the United States can do, under present treaties, is nope that the Panamanian Government will prove strong enough to prevent such a disaster to a vital link in the American defense setup.

That the Communists are strong to our south was amply demonstrated last April, when a revolt at Bogota, Colombia, almost disrupted the Pan-American Conference then in session, and did embarrass a lot of western diplomats.

* * *

On this side of the Atlantic also there was another important development during the week—the resignation of Mackenzie King, for 21 years Prime Minister of Canada—and his replacement by Louis Stephen St. Laurent, who had been hand-picked and trained by King as his successor.

While King ruled with a strong hand during his long term of office and succeeded in holding together the various political factions in Canada, it will be interesting to see whether his protege can do the same. St. Laurent had had no previous political training when he was taken into the King cabinet in 1941. He had, however, been a successful corporation lawyer. Upon taking office as Prime Minister he came out strongly for the North Atlantic security league.

* * *

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CANADA

THE PRIME MINISTRY

Last Ex



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CANADA

WASHINGTON C 279301

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 22, 1948 *Publication* Time Magazine

CANADA

THE PRIME MINISTRY

Last Exit

In a voice that was no longer calm and steady the old man said: "My day's work is done."

After more than 21 years (7,829 days) as Canada's Prime Minister, 73-year-old William Lyon Mackenzie King was bowing out. At his final press conference last week he looked ill. His lined face had a sickly flush, and the thin lock of grey hair that slipped over his right temple made him seem older than his years. His hands trembled as he toyed with the black ribbon of his pince-nez. His voice was unusually low, and sometimes he seemed to be groping for the right word.

During King's absence and illness in London (TIME, Nov. 1), Louis St. Laurent, the man he had picked to succeed him, had moved into the Prime Minister's office in the East Block. But for the press conference, everything was back in the same order in which methodical Mackenzie King had kept it over the years. A picture of Harry Truman, autographed "To Louis St. Laurent," had been taken off the walnut, table-type desk and was half-hidden on a shelf. Mackenzie King sat again in his stuffed blue swivel chair and rested his feet on the worn, carpeted footstool inherited from his predecessor and friend, Sir Wilfrid Laurier.

The last press conference was like many that had gone before: there was little news. When the time came for questions and a newsman asked about his "golden moment" in Canadian public life, sober-sided Mackenzie King could not think of an answer. Said he: "I am proudest . . . of keeping this nation united." On questions about the new cabinet and the next election, King was his artful self in saying nothing. "I have been advised to avoid controversial issues," he said.



Roger Coster—Rapho-Guillumett

MACKENZIE KING IN LAURIER HOUSE
His voice was unusually low.

This week, the man who, in his years in the East Block, had made Canada a nation, was driven to Rideau Hall, residence of Governor-General Viscount Alexander of Tunis. There he handed in his resignation. Liberal Leader Louis St. Laurent was named to take his place. Then Mackenzie King rode home with his memories to the peace & sepulchral quiet of cavernous Laurier House.

6/12/64 (dup)

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C 279302

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 16, 1948 *Publication* New York Star

The STAR Newsletter

N Y Star 16/11

Tuesday, Nov. 16, 1948

Dear Mary:

If you were to take a quick look around the old world today you probably wouldn't be too encouraged, and then on the other hand (as the cautious newsman always writes) you probably wouldn't be too discouraged. For example, the Smithsonian Institution say it has casts of bones of an apeman who lived in South Africa about a million years ago; they've put in a traffic light on the old sledge dog trail in Fairbanks, Alaska. Put them together and they mean progress—of a sort.

On the other hand again, we don't seem to be making such a lot of progress toward peace and quiet. There's still the uncertainty of that vast battle between the nationalists and the Communists in China.



Once in a while you get a leading hint that sends a chill up the spine. For instance, Mark Gayn who worked for the Chicago *Sun* in Tokyo, has written a book in which he says the Japanese *lost* the war but are *winning* the peace, are still feudal, militaristic, and, under our own policy, becoming our bulwark in the Pacific. And in Tokyo, the *Nippon Times* asks, since no amount of American aid to China seems likely to stop the Communists, why not build up Japan as a new East Asia line for defense of the democracies?

It's this choosing up sides that gives you the cold shudders, especially since our Office of Civilian Defense came out yesterday and said that air raid shelters offer only *partial* protection from atom bombs, and it looks as though the best scheme would be to organize city systems to help the injured, put out fires and prevent panic.

Over in Paris, the top men in the western powers are meeting today to figure how to answer the personal appeal of UN Secretary General Lie and President of the Assembly Evatt that they get together with the USSR and settle the Berlin problem. The Paris *Le Monde* says: "One cannot escape the impression that nobody wants a solution. The Russians count on strengthening their position in Berlin. The Americans and British hope the Atlantic pact, western rearmament and European relief, particularly in Germany by the Marshall Plan, will put them in a better position to negotiate in six months."

In Paris, too, there's that question of peace in Palestine. You remember UN acting mediator Bunche asked Israel to retire by Friday from the places it won in the Negev desert. Now Moshe Shertok, Israel's foreign minister, says they won't do it.

Ah, peace. President Truman said yesterday the most important contribution to peace would be to guarantee everybody enough to eat. And that brings us back home, where there are a few things you might be interested in: AFL's president Green asked labor to defeat in the 1950 polling Sen. Taft and anybody else in the new Congress who doesn't vote for repeal of the Taft-Hartley Act. . . . Across the border in Canada, Prime Minister Mackenzie King resigned after 21 years. He was a master at fixing up the differences between the English Canadians and the French Canadians. . . . A Chicago department store is going to get patterns for Paris designs and the girls around there may soon be washing dishes in home production models of (New Look) Dior's *My Love*.

Well, Mary, with the dockers' strike still going perkily along and various other matter of moment to consider, the papers are still pretty happy about Princess Elizabeth's baby. They've got the details now: a nice weight, seven pounds six ounces—probably controlled. There's some fuss about the child's name. Some say Elizabeth would like to call him George after her father, and then he ought to be called Philip after his own. Tush, now, if peace were as easy as that. Just give him all the names they want, like his uncle: Edward, Albert, Christian, George, Andrew, Patrick, David.



See Pierotti's old lady in the wheel chair? Her name's Aunt Annette of Dijon in France. She's only 107 and decided yesterday to learn the samba "to keep up with the times."

Till tomorrow,

Ken Clark

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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C 279303

WASHINGTON

Subject United States editorial comment and news regarding Mr. St. Laurent taking over from Mr. King as Prime Minister of Canada.

Date November 7, 1948 *Publication* New York Times

CHANGE IN PREMIER IN CANADA AT HAND

Mackenzie King Is Expected to Turn Over Office to St. Laurent Within Few Days

By P. J. PHILIP
Special to THE NEW YORK TIMES.

OTTAWA, Nov. 6—Some time within the next few days W. L. Mackenzie King, who has been Prime Minister of Canada for more than twenty-one out of the last twenty-seven years, will hand in his resignation from that office to the Governor General, Viscount Alexander, and recommended the appointment of Louis S. St. Laurent as his successor.

Mr. King's illness while in London to attend the meeting of Commonwealth Prime Ministers has necessarily advanced the date of his retirement, but before he left for London and Paris he had not only announced his intention to resign on his return but had made careful preparations for the succession.

He has held the office of Prime Minister of Canada longer than any man in any of the British democracies and has seen his country rise, largely under his guidance, from a position of dependence to full independence within the Commonwealth and the United Nations.

Since the end of World War II, however, Mr. King has been eager to hand over the direction of affairs to a younger man. He picked Mr. St. Laurent, a French-speaking Canadian, to take his place, believing that in this country of dual nationality British and French should alternate whenever possible in the leadership. He also persuaded L. B. Pearson to leave the ranks of the civil service and take over the Ministry of External Affairs.

Yesterday Mr. St. Laurent announced a further move in the recruiting of Premier Stuart Garson of Manitoba to the Federal Parliament, with a place in the Cabinet to be provided in the near future.

When Mr. King arrives home tomorrow he will, therefore, find the stage fully set for the ceremony of handing over to Mr. St. Laurent the post of Prime Minister.

Some Cabinet changes are expected to follow the new appointment, but these will be directed more toward obtaining representation from all the provinces than to creating a new team. Nearly all of those who have been associated with Mr. King will remain in their present offices and take part in the preparation of legislation to be sought in the next session, which will probably open toward the end of January.

During December four by-elections will be held and these, it is believed, will help to indicate the political sympathies of the country.

In one George A. Drew, recently chosen leader of the Progressive Conservative party, seems certain of election and he will take over the post of leader of the official opposition when Parliament assembles.

The admission of Newfoundland to the Confederation, the participation of Canada in the Atlantic defense pact and a new attempt to compose the somewhat strained relations between the Federal and some of the Provincial Governments will be among the main issues of the next session, with, of course, the high cost of living as a fairly constant theme.

When the budget is presented in April it is generally believed that there will be a considerable cut in taxation. This hope is bolstered both by the fact that at the end of September the excess of revenue over expenditure had reached $469,000,000—almost as much as had been anticipated for the whole financial year — and that Mr. St. Laurent will want to call a general election during next summer.

Returns on Queen Elizabeth

Prime Minister W. L. Mackenzie King of Canada, who became ill in London last month after a journey to take part in the Prime Ministers' Conference, returned yesterday on the Cunard White Star liner Queen Elizabeth.

The Canadian leader remained in his cabin until the ship was docked, and sent word through a secretary that he would not be able to see reporters. He said he had been warned by Lord Moran, personal physician to King George, not to give any interviews until he reached home and had rested. He also said that his health was improved.

The Prime Minister walked down the gangplank carrying a cane, and went to an automobile waiting to take him to the Harvard Club. He planned to leave at 8:45 P. M. last night by train for Ottawa.

A member of the Prime Minister's staff said in reply to a question about the United States Presidential election that Mr. King had commented, when news of the victory of President Truman was received on the ship, that the passengers thought something was wrong with the radio reports.

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MG 26 J 4, Volume 397, pages C279233-C280021

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279304

MEETINGS BETWEEN DELEGATES FROM THE NATIONAL CONVENTION OF NEWFOUNDLAND AND REPRESENTATIVES OF THE GOVERNMENT OF CANADA

Ottawa, June 25th - September 29th, 1947
- Summary of Proceedings -

PART I

NOT TO BE RELEASED BEFORE
PUBLICATION IN THE NATIONAL
CONVENTION OF NEWFOUNDLAND
AT 1.30 p.m. E.S.T. OCTOBER 10th, 1947

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

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C 279304 A

MEETINGS BETWEEN DELEGATES FROM THE NATIONAL CONVENTION OF NEWFOUNDLAND AND REPRESENTATIVES OF THE GOVERNMENT OF CANADA

Ottawa, June 25th - September 29th, 1947

SUMMARY OF PROCEEDINGS

PART I

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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C279305

MEETINGS BETWEEN DELEGATES FROM THE NATIONAL CONVENTION OF NEWFOUNDLAND AND REPRESENTATIVES OF THE GOVERNMENT OF CANADA

Ottawa, June 25th - September 29th, 1947
- Summary of Proceedings -

PART I

Summary of Proceedings - Opening Statements
Documents Exchanged at Opening of Discussions

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MEETINGS BETWEEN DELEGATES FROM THE NATIONAL CONVENTION OF NEWFOUNDLAND AND REPRESENTATIVES OF THE GOVERNMENT OF CANADA

- Summary of Proceedings[x] -

Members of the delegation from the National Convention of Newfoundland sent to Ottawa to ascertain from the Government of Canada what fair and equitable basis may exist for federal union of Newfoundland and Canada were welcomed by the Prime Minister, the Right Honourable W. L. Mackenzie King, at a meeting open to the press and to the public, in the Railway Committee Room of the House of Commons on Wednesday June 25th, 1947, at 10:30 a.m. The Prime Minister's opening statement and the reply of Mr. F. Gordon Bradley, K. C., Chairman of the delegation, are set forth in Appendix I.

2. The Newfoundland delegation was composed of the following members:

Mr. F. G. Bradley, K. C., (Chairman)
Mr. T. G. W. Ashbourne,
Mr. Charles H. Ballam,
Rev. Lester L. Burry,
Mr. P. W. Crummey,
Mr. G. F. Higgins, K.C.,
Mr. J. R. Smallwood.

3. Members of the Cabinet designated to hold conversations with the Newfoundland delegation:

The Right Honourable Louis S. St. Laurent,
Secretary of State for External Affairs,

The Right Honourable J. L. Ilsley,
Minister of Justice,

The Right Honourable C. D. Howe,
Minister of Reconstruction and Supply,

The Honourable Brooke Claxton,
Minister of National Defence,

The Honourable D. C. Abbott,
Minister of Finance,

The Honourable J. J. McCann,
Minister of National Revenue,

The Honourable H. F. G. Bridges,
Minister of Fisheries, and

The Honourable W. McL. Robertson,
Leader of the Government in the Senate.

[x] This Summary of Proceedings was considered and agreed to at the final meeting of the Conference on September 29th.

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Terms of Reference

4. The terms of reference under which the Newfoundland delegation entered into conversations with representatives of the Canadian Government are set forth in the following section of a Resolution of the National Convention of February 28th, 1947, which was communicated by His Excellency the Governor of Newfoundland to the Canadian Government:

> "RESOLVED that the National Convention desires to send a delegation consisting of the chairman and six other of its members to Ottawa to ascertain from the Government of Canada what fair and equitable basis may exist for federal union of Newfoundland and Canada."

The relevant section of the Canadian Government's reply is as follows:

> "The Canadian Government is of the opinion that the questions to be discussed with the delegation are of such complexity and of such significance for both countries that it is essential to have a complete and comprehensive exchange of information and a full and careful exploration by both parties of all the issues involved so that an accurate appreciation of the position may be gained on each side."

Organization of the Discussions

5. In accordance with a suggestion of the Prime Minister the Newfoundland delegates and the Committee of the Canadian Cabinet designated to hold conversations with them met on the afternoon of the opening day to arrange the procedure to be followed in the discussions.

6. On motion of Mr. F.G. Bradley, Chairman of the Newfoundland delegation, the Right Honourable Louis S. St. Laurent, Secretary of State for External Affairs, was elected to act as Chairman. Mr. J. R. Baldwin of the Privy Council Office was designated to act as Secretary.

7. It was agreed that no verbatim record of the conversations would be kept but that the Chairmen of the two delegations would meet the press, from time to time, to give them information on the general progress of the conversations.

Exchange of Information

8. The Newfoundland delegation presented, for the information of the Canadian representatives, a report outlining Newfoundland services which, in the event of union with Canada, would appear to fall within the federal sphere. (see Appendix II)

9. The Canadian representatives, on their part, circulated a general memorandum outlining the constitution of the Federal Government and

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the functions of its various Departments and agencies. (See Appendix III) Arrangements were made under which the members of the Newfoundland delegation would have access to the Parliamentary Library and to the various Departments of Government in order to enable them to secure any more detailed information they might desire on the subjects covered in the memorandum. It was agreed to adjourn for a week to permit the respective representatives to study the documents exchanged.

10. At the plenary meeting held on July 2nd, the Canadian memorandum was discussed and the Newfoundland delegation submitted questions on an extended list of subjects including the following on which they desired further information: Representation in the House of Commons and Senate; Provincial jurisdiction over public lands; Income and corporation taxes; Voting qualifications in federal elections; Agricultural services; National parks; Farm loan legislation; Federal assistance in the construction of roads; Jurisdiction of the Federal Government and the Provinces in matters of divorce and education; Sick mariners' services; Radio broadcasting. After considerable discussion and exploration of these various questions it was agreed that appropriate officials of the Canadian Government should be asked to prepare statements for submission at later meetings.

11. At the next plenary session held on July 7th, these statements were circulated and an extended discussion took place upon them. (For the texts of these questions and answers which served as a basis for discussion see Appendix IV.) It was decided that the conversations had reached a point where sub-committees might profitably be set up to explore more fully and more expeditiously than would be practicable in general meetings a number of subjects which would require to be dealt with in detail as a preliminary to considering the question of a basis of union.

Organization of Sub-Committees

12. The following sub-committees were appointed:

Sub-committee on the Public Debt of Newfoundland, composed of Dr. R. A. MacKay, Mr. M. W. Sharp, and Mr. G. S. Watts of the Public Service of Canada, and Mr. T. G. W. Ashbourne, Mr. C. H. Ballam, Mr. G. F. Higgins, and Mr. J. R. Smallwood of the Newfoundland delegation, to bring together and examine data on the amount, maturities, interest rates, etc., of the various issues constituting the outstanding public debt of Newfoundland. An abstract of information brought together by the sub-committee for the information of the plenary meetings covering the treatment of the public debts of the existing Provinces at the time of their entry into the Dominion and a condensed statement on the outstanding public debt of Newfoundland is attached as Appendix V to this report.

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Sub-committee on Finance, composed of Mr. J.E. Coyne, Dr. R. A. MacKay, Mr. M. W. Sharp, and Mr. G. S. Watts of the Public Service of Canada, and Rev. Lester L. Burry, Mr. P. W. Crummey, and Mr. J.R. Smallwood of the Newfoundland delegation, to examine the financial implications of union, the effect of the Federal Tax Rental Agreements on Newfoundland, in the event of union, and the probable situation in respect of federal and provincial revenues and expenditures. A condensed statement on the application to Newfoundland of a tax agreement similar to those with existing Provinces and a statement showing probable federal revenues and expenditures with respect to Newfoundland, in the event of union, together with a statement indicating how existing Newfoundland revenues and expenditures might be affected by union, is attached as Appendix VI.

Sub-committee on Transportation, composed of the Hon. Lionel Chevrier, Minister of Transport, Mr. C. P. Edwards Deputy Minister of Transport, Mr. S. W. Fairweather of the Canadian National Railways, and Mr. H. J. Rahlves of the Park Steamship Company, and Mr. C. H. Ballam, Mr. G. F. Higgins, and Mr. J. R. Smallwood of the Newfoundland delegation, to bring together information on the Newfoundland Railway and Steamship Services with a view to enabling the Canadian representatives to examine the problems that would be involved, in the event of union, in the integration of the Newfoundland Government Railway and Steamship Services with the Canadian transportation system. A brief statement of what would be involved, in the opinion of the officials consulted, in the integration of the Newfoundland Government Railway System and Steamship Services is attached as Appendix VII.

Sub-committee on Veterans' Benefits, composed of Mr. R. L. Melville, Mr. G. Murchison, Mr. E. J. Rider, Mr. T. J. Rutherford, and Mr. M. W. Sharp of the Public Service of Canada, and Mr. T.G.W. Ashbourne, Mr. C.H. Ballam, Mr. G.F. Higgins, Rev. Lester L. Burry, and Mr. J. R. Smallwood of the Newfoundland delegation, to examine, for the information of the plenary meetings, the extent to which, in the event of union, the rights enjoyed by Canadian veterans with respect to pensions, medical and dental treatment, hospitalization, vocational training, etc., would be extended to Newfoundland veterans. A table prepared under the direction of the Sub-committee showing present benefits in Newfoundland and in Canada is attached as Appendix VIII.

Sub-committee on Economic Development, composed of Mr. A. D. Skelton, Mr. G. S. Watts, and Dr. E.P. Weeks of the Public Service of Canada, and Mr. P.W. Crummey, Rev. Lester L. Burry and Mr. J. R. Smallwood of the Newfoundland delegation, to examine into the availability of data on the physical resources and general economic conditions of Newfoundland.

Sub-committee on Unemployment Insurance, composed of Mr. R. G. Barclay, Mr. S. H. McLaren, Mr. G. Murchison, Mr. M. W. Sharp, and Mr. R. J. Tallon of the Public Service of Canada, the Rev. Lester L. Burry, Mr. P.W. Crummey, and Mr. J.R. Smallwood of the Newfoundland delegation, to review the

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application of Unemployment Insurance benefits to workers in Newfoundland industries in the event of union. A brief memorandum on unemployment insurance in Canada is attached as Appendix IX.

Sub-committee on Maritime Freight Rates, composed of Mr. C.P. Edwards Deputy Minister of Transport and Mr. S. W. Fairweather of the Canadian National Railways, and Mr. C. H. Ballam, Mr. P. W. Crummey, and Mr. J. R. Smallwood of the Newfoundland delegation, to examine information on the reduced freight rates accorded to goods moving within or out of the Maritime region of Canada and the applicability, in the event of union with Canada, of such reduced rates to products moving within or out of Newfoundland. A brief memorandum on freight rates is attached as Appendix X.

Sub-committee on Indians and Eskimos, composed of Mr. R. Hoey and Mr. C. W. Jackson of the Public Service of Canada, and Mr. T. G. W. Ashbourne, Rev. Lester L. Burry and Mr. J. R. Smallwood of the Newfoundland delegation, to bring together and examine information on the numbers, economic conditions and general situation of the Indians and Eskimos of Labrador and how they would be provided for in the event of union. A preliminary statement regarding the position of Indians and Eskimos, in the event of union, is attached as Appendix XI.

Sub-committee on Housing, composed of the Hon. C. D. Howe Minister of Reconstruction and Supply and Mr. D. B. Mansur President, Central Mortgage and Housing Corporation, and Mr. G. F. Higgins and Mr. J. R. Smallwood of the Newfoundland delegation, with a view to examining information on federal aids to housing. A descriptive memorandum is attached as Appendix XII.

Sub-committee on Fisheries composed of the Hon. H. F. G. Bridges Minister of Fisheries, Mr. Stuart Bates, Mr. D. H. Sutherland, Mr. S. V. Ozere, Mr. J. S. McArthur of the Public Service of Canada, Mr. T. G. W. Ashbourne, P. W. Crummey and the Rev. Lester L. Burry and Mr. J. R. Smallwood of the Newfoundland delegation. The Sub-committee explored the respective fields of jurisdiction of the Federal Government and the Provinces with respect to fisheries. The provisions of the Fisheries Prices Support Act, which covers the fisheries products of Canada as a whole and which would become applicable to Newfoundland in the event of union, were examined in some detail and a general memorandum was prepared for the information of the plenary sessions. A memorandum on the "Application of the Benefits of the Sick and Distressed Mariners Fund to Fishermen" was also prepared for submission to the plenary meeting. For copies of documents relating to these questions see Appendix XIII.

13. The work of the Sub-committee, and, indeed, the progress of the discussions generally, sustained a great loss in the untimely death of the Hon. H.F.G. Bridges on August 10th while the Sub-committee was in the midst of its labours. His extensive knowledge of

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fisheries question proved of the greatest value both in the Sub-committee, of which he was Chairman, and in the plenary sessions and all those who participated in the discussions experienced a deep sense of personal loss at his sudden passing.

14. At many of the Sub-committee meetings technical experts of the Departments most directly concerned were present and answered questions put to them by members of the Sub-committees. A number of supplementary questions concerning miscellaneous points were raised in the course of the discussions and were dealt with in brief memoranda, copies of which are attached as Appendix XIV. Material on the subjects under consideration, additional to that set forth in Appendix II, was obtained from time to time by the Newfoundland delegation from the Government departments in St. John's by telegramme and air-mail. Published reports of the Newfoundland Government and of the National Convention were also made available.

15. It was decided to set up a further Sub-committee composed of the Right Hon. J.L. Ilsley, Minister of Justice, the Hon. J.J. McCann, Minister of National Revenue, assisted, by Dr. R.A. MacKay, Mr. M.W. Sharp and other officials from time to time, and Mr. T.G.W. Ashbourne, Mr. G. Higgins and Mr. J.R. Smallwood of the Newfoundland delegation, to coordinate the information brought together by the various Sub-committees already appointed. After examination by this Sub-committee of the various reports submitted, and discussion of the means whereby the principal issues involved in union might be met, the Canadian members undertook to report promptly to the Cabinet Committee regarding a basis for union which might be fair and equitable to both Newfoundland and Canada.

16. Further plenary sessions were held on July 23rd, September 13th and 29th for further exchange of information and views.

17. At the concluding meeting the Chairman voiced his appreciation of the spirit of cordiality and co-operation which had marked the progress of the conversations, and stated that the full and careful exploration of the various legislative and administrative problems that would have to be dealt with in the event of union between Newfoundland and Canada and the comprehensive exchange of information which had been effected, would be of great value in reaching conclusions as to what might be a fair and equitable basis of union. The Chairman further stated that the Committee of the Cabinet who had had the opportunity of discussing these matters with the Newfoundland delegation would bring the information arising out of the conversations and their conclusions thereon to the attention of the Cabinet promptly and that the reply of the Canadian Government would be forwarded to His Excellency the Governor of Newfoundland, for transmission to the National Convention, as expeditiously as circumstances would permit.

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APPENDIX I

Statements by the Prime Minister of Canada, the Right Honourable W.L. Mackenzie King, and by the Chairman of the Newfoundland delegation, Mr. F. Gordon Bradley, K.C., at the opening meeting on June 25th.

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APPENDIX I

OPENING ADDRESSES

SPEECH BY THE PRIME MINISTER OF CANADA, THE RIGHT HONOURABLE W.L. MACKENZIE KING, AT THE FIRST MEETING BETWEEN DELEGATES FROM THE NATIONAL CONVENTION OF NEWFOUNDLAND AND REPRESENTATIVES OF THE GOVERNMENT OF CANADA ON JUNE 25th, 1947.

Mr. Bradley and members of the delegation from the National Convention of Newfoundland:

I am very happy to extend to you, on behalf of the Government and people of Canada, a warm welcome to Ottawa.

In welcoming you, we welcome neighbours and kinfolk who, with us, owe a common allegiance to the Crown, and whose countries are members of the British Commonwealth. History and Geography have given us much in common. We enjoy with you the heritage of British freedom and the even older heritage of Christian civilization. We have shared together the perils and sacrifices of two world wars. Side by side, we face the uncertainties of the post-war world.

Newfoundlanders are no strangers to Canada, nor are Canadians strangers to Newfoundland. From Newfoundland many have settled in our country and become Canadian citizens; some have made distinguished contributions to the development of Canada as a nation. During recent years, an increasing number of Canadians have come to know Newfoundland at first hand. Business and professional relations occasion frequent visits of Canadians to the island. During the long years of war, many of our young men and women saw service in many parts of Newfoundland and Labrador and enjoyed your generous hospitality. We are pleased that many of your sons and daughters served the cause of liberty and humanity in the Canadian forces. These are but a few of many interchanges which, with the years, have brought us more closely in touch with each other.

When, over eighty years ago, the plan of union of the British colonies in North America was drafted at Quebec, the representatives of Newfoundland took an active part in that historic conference. The British North America Act expressly reserved a place for Newfoundland in the union. In 1867, four provinces of British North America became federally united into one dominion under the British crown. Newfoundland however, in 1869, decided, as she was in every way entitled to do, not to join the union. Again in 1895, union with Canada was discussed between the governments of our two countries. An acceptable basis for union, was, however, not found at that time. In a historical sense, the discussions we are entering upon today are a continuation of those which began over eighty years ago.

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You, gentlemen, have come as a delegation from the National Convention of Newfoundland, to consider and discuss with representatives of the Canadian Government whether, from Newfoundland's point of view, there is a fair and generally acceptable basis for federal union with Canada. We are naturally equally concerned that any basis of union should be of mutual advantage. At a later stage, the Convention, I understand, is to make recommendations to the United Kingdom Government as to possible forms of future government to be put before the people of Newfoundland in a referendum.

We have been told that, during the past few months, the Convention has made exhaustive inquiries into the economic and financial conditions of Newfoundland, its needs and future prospects. You are, therefore, especially qualified to examine the question of federal union with Canada from the Newfoundland point of view. Moreover, as you come from widely separated communities, and are of different walks of life, the delegation as a whole will be in a position to inform our representatives on many matters on which we shall require information, and to discuss, with special knowledge, many problems which will have to be explored.

On our part, we shall be glad to furnish you with the fullest information possible. When our Government learned that the Newfoundland Convention had decided to send a delegation to Ottawa, we at once had our officials prepare such information as was most likely to be required. In the discussions, the appropriate officials will be at your disposal.

I have asked the following members of the Government to act as a Committee to meet with the delegates from Newfoundland:

The Right Honourable Louis S. St. Laurent,
Secretary of State for External Affairs,
The Right Honourable J.L. Ilsley,
Minister of Justice,
The Right Honourable C.D. Howe,
Minister of Reconstruction and Supply,
The Honourable Brooke Claxton,
Minister of National Defence,
The Honourable D.C. Abbott,
Minister of Finance,
The Honourable J.J. McCann,
Minister of National Revenue,
The Honourable H.F.G. Bridges,
Minister of Fisheries; and
The Honourable W. McL. Robertson,
Leader of the Government in the Senate.

It may well be that much of the information sought will be most conveniently obtained from officials of the several departments of the Government, and that you will not wish to have Ministers present at all the dis-

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cussions, particularly on matters of detail. Where desired, other Ministers of the Crown will be only too ready to meet with members of the delegation. The Government is anxious that every possible assistance, as well as courtesy, should be extended to the delegation during its stay.

The procedure to be adopted is a matter to be arranged between members of the delegation and the Ministers.

An atmosphere of mutual friendliness and understanding will, I am sure, characterize the forthcoming discussions. There will be many phases of this important matter which will call for very careful exploration. It might be well were we to realize, at the outset, that however close the association of our two countries may be, and however much our two peoples may have in common, union is not a course to be undertaken lightly by either side. It would involve for both Newfoundland and Canada far reaching administrative and economic changes. For each of our people it would involve some alteration in their traditional outlook. I do not suggest that these and other problems which may arise are obstacles to union, but rather that they merit serious and unhurried examination by both sides. The matter of union can only be rightly approached from the broad standpoint of whether, for Newfoundland and for Canada alike, union would be mutually advantageous. This, of course, does not exclude careful consideration, as well, of the position of both our countries as members of the British Commonwealth.

Let me in conclusion repeat what I have already said to our parliament, namely that the question of Newfoundland's future form of government is one for the people of Newfoundland themselves to decide. It is not a matter in which either the people of Canada or the Government of Canada would wish to interfere. Should the question become a matter of referendum, whatever the decision might be, it would be received by the Government and people of Canada with understanding and good-will. On the part of Canada, no final decision would, of course, be taken without the approval of Parliament.

Before questions of procedure are dealt with, and the most practical way of carrying on the discussions is considered, I have no doubt that you, Mr. Bradley, will have some observations which you would like to make, on behalf of the delegation, concerning its mission.

I am sure all present would be delighted to hear from you.

REPLY BY THE CHAIRMAN OF THE NEWFOUNDLAND DELEGATION, Mr. F. GORDON BRADLEY, K.C.

Mr. Prime Minister, - after the generous and graceful tribute which you paid our country last night, and the moving sentiments of fraternity you have just expressed toward Newfoundland, it is very difficult for me to find words that would fully express our appreciation, or the appreciation that I know our Newfoundland

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people will feel when they read your address. Your welcome to us is all the more gratifying because of the evidence we have already seen that it is shared by all parties of the Parliament of Canada. And gladly I avail this opportunity to acknowledge, for all of us, the warm-hearted, kindly welcome we have received at every turn from Canadians of all walks of life from the moment we landed at North Sydney. To you, Mr. Prime Minister, to your fellow-Ministers, to your fellow-Parliamentarians, and to the people of Canada, we say simply: Thank you for a welcome that we shall never forget.

Newfoundland may be described as a country in search of a satisfactory form of government. For upwards of thirteen years the country has been managed by what we may fairly call a caretaker administration. This administration, known as Government by Commission, is appointed and controlled by His Majesty's Government in the United Kingdom. It is not representative of the people except in the limited sense that three of its seven members are residents of Newfoundland who have been selected and appointed by the British Government, the other four being residents of the United Kingdom. It was frankly admitted, when this Commission system of administration was first proposed and inaugurated, that it was to be of a temporary character, lasting for a limited period of years. The two conditions of its abolition were set forth clearly in the beginning; it was to continue until Newfoundland became self-supporting again and the Newfoundland people requested its discontinuance. The first of these conditions having, it seems, been met, the people are soon to enjoy the opportunity of expressing their desire either for its retention or for some more permanent form of government more to their liking. Their desire will be expressed in a National Referendum, and for the principal purpose of giving informed consideration to the various possible alternative forms of government, a National Convention has been elected by the people and has been actively at work for some months past. This National Convention which is the first national body to be elected in Newfoundland for over fifteen years, has been elected chiefly to consider the various forms of government which appear to them to be suited to the country's needs. This consideration will culminate in a recommendation, or a number of recommendations, by the National Convention. This recommendation, or these recommendations, will be made to the British Government, and by the latter submitted to the Newfoundland people in the National Referendum.

The Delegation which I have the honour to represent today has been appointed by the National Convention to gather all the pertinent facts available about one particular form of government, namely; federal union of Newfoundland with the Confederation of Canada. The seven of us on this Delegation are elected members of the National Convention. I may say that we are the only sub-body of the National Convention as yet elected to gather the facts about any particular form of government. The motion of the National Convention which resulted in our creation as a Delegation authorizes us, and here I quote the exact words, "to ascertain what fair and equitable basis of federal union"

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there may be between Canada and Newfoundland. We are expected by the National Convention to ascertain the facts of this "fair and equitable" basis and to carry them back to our parent body, the Convention itself. The Convention may or may not recommend that federal union on the basis we ascertain be placed by the British Government before the Newfoundland people in the National Referendum.

The final decision on federal union, if there is a decision, will be made by the Newfoundland people in that Referendum. It is my duty to make it clear that neither this Delegation nor the National Convention itself can commit Newfoundland to entry into your Canadian union. Our authority begins and ends with the collection of the facts and details of a fair and equitable basis of union.

I have said that one of the conditions originally laid down for the discontinuance of the present system of administration is that the country must have become self-supporting again. The word "again" will have struck you as significant. The fact is that this present temporary system of government was proposed and introduced because Newfoundland has ceased to be self-supporting. This became painfully apparent to us at about the same time that all of North America and Europe fell upon evil economic times -- that terrible era of depression which, commencing in the fall of 1929, continued with perhaps diminishing severity until the outbreak of the late war. Most of the world felt the blighting impact of that depression, but to Newfoundland it was disastrous. I admit it frankly, for it is the frank recognition of the fact by Newfoundlanders in general that has led some of them to examine the basic nature of our Newfoundland economy, and to wonder whether our disaster of the early nineteen-thirties was not the inevitable result of our centuries' old economic isolation. This enquiry has led, in turn, to the thought that possibly the integration of our Newfoundland economy with that of a much larger, much more diversified, and more stable economy would be the real solution of our country's problem. It is a very small step from consideration of economic integration to constitutional and political federation.

I would not have you suppose that what we have in mind is something in the nature of economic crutches to be provided by another country. It is not crutches that we need, but rather the removal of certain economic impediments in our basic industries that are the inescapable product of our economic and constitutional insularity. Not the least of these impediments is the crippling effect of high customs import duties upon our primary industries which have to compete in the same markets with countries whose corresponding basic industries are not so impeded. And yet we are very much aware of the fact that these high customs duties as a main source of government revenue are inevitable so long as we remain, or should I say attempt to remain, a self-contained isolated, independent community. One of the most serious of all these impediments is our country's relative absence of

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bargaining power in the international trading fields in which we must operate. We import into Newfoundland practically everything we consume, and we export practically everything we produce. Our trade is almost entirely external, and while we continue to be an independent country, the scattered nature of our trading connections make our trade of relatively little importance to most of the lands with which we do business.

These are economic matters, and it may appear not altogether fitting on this notable occasion to lay such emphasis upon them. But overshadowing as they do all political issues in our country, these economic aspects occupy a place of primary importance in the minds of our people. Indeed political and constitutional consideration derive their importance from their relationship to the economics of the country, and as we wish above everything to be utterly frank with you, I deliberately place the economics of Newfoundland in the forefront of our discussions. But, Mr. Prime Minister, it would be a grotesque misrepresentation of our Newfoundland people if I chanced to convey the impression that we are a hard-headed, money-minded land without emotion and without profound adherence to precisely those great principles, to those human reactions, that characterize the people of your great land. I think I may say that the vast majority of Newfoundlanders are warm-hearted, hospitable, generous and unselfish. With most of them it requires a conscious effort to place economic considerations above those of the spirit and the heart. We have not been conspiciously successful at looking to the main chance. Should these talks produce an understanding between us, and that understanding be endorsed by the country in the forthcoming Referendum, and Newfoundland become the tenth province of your Canadian Union, you will be receiving as a partner a proud people eager and determined to pull their weight in generous measure. For make no mistake, union of Newfoundland and Canada will never take place, while our people have the decision, unless Newfoundlanders are convinced that they have a contribution to make towards the general good of the partnership in which they share.

In the forty-two thousand square miles of Newfoundland herself, and the hundred and ten thousand square miles of our Labrador, we believe we possess very great possibilities of development and expansion along industrial lines. We have lacked the capital and the adequate population -- and here I am thinking of numbers-- to develop our natural resources to anything more than a token of what we believe they might be. We believe we possess at least the basic possibilities of enduring prosperity, if once we come by the type of government that will be a help rather than a hindrance to sound development. We are wondering frankly whether confederation is that type of government. We are here, with your sympathetic and understanding cooperation, to see if it is. Our fellow-countrymen in Newfoundland are following our movements with very deep interest.

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It was a great dream that the founders of this Canadian union had eighty years ago, when they foresaw on the northern half of this continent a vast British nation stretching from St. John's to Victoria. Two of our own Newfoundlanders shared that dream and did what they could to give it birth -- Sir Frederick Carter and Sir Ambrose Shea, who will go down in history as two of the Fathers of Confederation. Newfoundland did not elect to enter the new union at that time, but when we remember that the union itself was very new, and was not all understood by our people, and the more important fact that Newfoundland did not then enjoy a democratic franchise or the secret ballot, it is easy to understand why that first invitation to Newfoundland to enter the partnership was rejected. The other rejection was not made by the Newfoundland people, for it was not submitted to them. That was the occasion, in 1895, when your Dominion was administered by the government headed by Sir Mackenzie Bowell. The failure of that attempt at federal union of the two countries was due largely to the hurried nature of the explorations and conversations between the parties, for the conference of 1895 occupied a mere twelve days. I believe I can say that if the present discussions come to nothing in the end by way of effecting federal union between us, it will not arise from any repetition of the inadequate explorations of '95 or from the undemocratic franchise of '69. We of this Delegation believe it to be our plain duty to Newfoundland to make as thorough an investigation of this whole question as your cooperation and fore-bearance will permit.

Mr. Prime Minister, it was Providence that placed our two countries beside each other, with a narrow ribbon separating us -- a ribbon of salt water scarcely as wide as some of your own magnificent lakes. We are both British, the only two British countries in this northern half of America. We owe allegiance to a common Crown. Our relationships are already intimate and cooperative at a thousand points of contact. Is it too much to hope that out of these conversations commencing today there may emerge a fair and equitable basis of federal union which both peoples, Canadian and Newfoundlanders, will willingly, indeed gladly, accept?

Before I conclude I wish on behalf of the people we represent, the people of Newfoundland, to express to Canada, through you, Sir, our heart-felt gratitude for the unstinted, the generous, the brotherly welcome with which you have met us. We have met nothing but kindness from the moment we set foot on Canadian soil four days ago, the sort of uncalculating kindness one has a right to expect only from his very brother. In the salty phraseology of the sea, "Long may your big jib draw!"

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APPENDIX II

Memorandum presented by the Newfoundland delegation at the commencement of the discussions, outlining services which, in the event of union, would appear to fall in the federal sphere.

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PUBLIC DEBT

AT DECEMBER 31, 1947

(Conversions to dollars at rate £1 = $ 4.04)

	£	$	Sinking Funds
Trustee Securities	872,528	(1) 3,525,013	Nil
3% Guaranteed Stock 1943-1963	17,793,405	71,885,356	$ 8,342,380
Deferred Securities	6,460	26,098	Nil
3¾% War Loan 1940-1965		1,500,000	316,350
3½% First Victory Loan 1942-1957		1,500,000	153,013
3% Second Victory Loan 1943-1958		2,000,000	162,605
Savings Certificates		1,935,470	247,400 (2)
Sundry	250	1,010	
		4,100	
		$ 78,852,034	

STOCKS AND LOANS GUARANTEED BY THE NEWFOUNDLAND GOVERNMENT

1. Bowater's Newfoundland Pulp and Paper Mills Ltd.

   31 March 1946, £ 1,651,100 at 3½% guaranteed as to principal and interest.

2. St.John's Municipal Council

   31 December 1947, $272,950 at 3½% guaranteed as to principal and interest. This is being reduced at the annual rate of $25,000 by the Council.

3. Harbour Grace Water Co.

   Interest at 4% on $76,400 capital stock guaranteed.

4. Carbonear Water Co.

   Interest at 4% on $40,000 capital stock guaranteed.

5. Railway Employees' Welfare Association

   Amount outstanding: $24,888.52. Guaranteed as to principal and interest at 3½%.

6. Western Marine Railway

   Amount outstanding: $28,000.00, held by the Government.

---oOo---

(1) An amount to meet this loan at maturity has been set aside at interest 2½% in the Bank of England.

(2) December 31, 1946.

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NEWFOUNDLAND RAILWAY SYSTEM

Operating Revenue and Expenditure 1923/1924 - December 31,1946/1947

Year	Operating Revenue	Operating Expenses
1923-24	$ 3,231,852.58	$ 3,238,371.92
1924-25	3,371,200.38	3,729,710.22
1925-26	3,009,290.19	3,753,087.57
1926-27	3,057,809.88	3,675,485.44
1927-28	3,203,572.80	3,647,732.53
1928-29	3,396,676.34	3,784,293.50
1929-30	3,714,606.18	4,093,100.15
1930-31	3,187,157.66	3,896,765.70
1931-32	2,309,086.68	2,648,119.24
1932-33	2,208,565.73	2,422,897.73
1933-34	2,573,896.10	2,711,514.83
1934-35	2,695,103.28	2,724,033.27
1935-36	2,847,963.37	2,890,234.37
1936-37	3,024,247.87	2,991,414.15
1937-38	3,503,560.93	3,577,130.65
1938-39	3,110,577.05	3,413,172.59
1939-40	3,512,185.89	3,595,140.14
1940-41	5,015,117.18	4,516,487.61
1941-42	8,167,263.64	6,716,130.70
1942-43 (9 mos.)	7,713,141.04	7,486,474.70
1943-44	11,729,538.97	11,615,784.29
1944-45	12,668,129.94	13,193,846.40
1945-46	11,140,417.02	12,456,616.02
1946-47 (9 mos. to Dec.31st)	7,237,742.39	8,546,932.75
	$ 115,628,703.09	$ 121,326,476.47

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Expenditure on Capital Additions and Improvements for the years 1923-24 to December 31st, 1946.

Steamers purchased	$ 3,260,326.20
Reconditioning Steamers	137,229.63
Bridge Programme.	775,224.70
Paper Sheds - St.John's and Port aux Basques	437,647.11
Additions to Roadway	138,244.22
Re-railing Roadway	3,456,621.74
Rails and Tie Plates	76,216.13
Diversion - Topsails	278,903.39
Buildings	996,102.51
Rolling Stock	3,400,882.27
Miscellaneous	1,124,329.69
Rolling Stock, etc., Defense Supplies Cpn. of U.S.A.	1,983,414.25
	$ 16,065,141.84
This amount reduced by repayments to Newfoundland Commission of Government account of Colonial Development Fund and Dominions Office Loans	$ 691,094.69
Repayments to Defense Supplies Cpn. of U.S.A.	489,286.90
	$ 1,180,381.59

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Estimated value of Assets operated by the Railway

Permanent way including Bridges and Culverts - 705 miles @ $70,000.00	$ 50,000,000.00
Sidings and Yard Layouts	2,000,000.00
Buildings at St.John's and on Right of Way Stone, Concrete and Wood	4,300,000.00
Rolling Stock	9,300,000.00
Steamers	5,300,000.00
Equipment of Shops and Roundhouses	350,000.00
" and Furniture Stations and Offices	150,000.00
Snow Fences	100,000.00
Wharves	350,000.00
Telegraphs	100,000.00
Water Service	150,000.00
Track Scales	25,000.00
Miscellaneous - Land purchases, Pavements and other improvements	100,000.00
Supplies on hand - General Stores, Coal, etc.	1,250,000.00
	$ 73,475,000.00

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The following is a list of Rolling Stock now in use by the Railway:-

Locomotives	- 37
1st Class Passenger Cars	- 26
2nd Class Passenger Cars	- 14
Sleeping Cars	- 18
Observation Car	- 1
Dining Cars	- 9
Private Car "Terra Nova"	- 1
Business Car	- 1
Express Matter Cars	- 4
Mail Cars	- 6
Baggage Cars	- 14
Cabin Cars	- 32
Tool Cars	- 5
Work & Repair Cars	- 34
Cook & Bunk Cars	- 49
Coal Cars	- 10
Dump Cars, Wood	- 30
Dump Cars, Steel	- 9
Ballast Cars	- 50
Snow Plows	- 21
Rotary Plows	- 3
Steamshovels	- 1
Diesel Shovels	- 4
Diesel Cranes	- 2
Pile Drivers	- 3
Ditchers	- 2
Freight Box Cars	-413
Flat Cars	-331
Refrigerator Cars	- 38
Automobile Cars	- 15

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Mileage of Railroad

Main Line	547.22 miles
Brigus Branch	38.42 "
Bonavista Branch	88.00 "
Argentia "	21.15 "
Placentia "	1.00 "
Lewisporte "	9.34 "
T O T A L	705.13 miles

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STEAMSHIP SERVICE

C279325

Port-aux-Basques and North Sydney

Monday Leave 9.30 a.m.	Wednesday, Friday Leave 9.00 p.m.	Port-aux-Basques..	Sunday Wednesday, Friday Arrive 5.30 a.m.
Arrive 6.00 p.m. (Sydney time) Monday	Arrive 5.30 a.m. (Sydney Time) Thursday, Saturday	North Sydney.....	Leave 8.30 p.m. (Sydney Time) Tuesday, Thursday Saturday

---

PLACENTIA BAY — **WEST RUN**

Every Two Weeks - Monday

Argentia
21
21 Merasheen
5
26 Presque
3
29 St. Kyran's
11
40 Paradise
6
46 Petite Forte
9

55 St. Joseph's
7
62 Oderin
7
69 Baine Harbour
10
79 Flat Island
15
94 Marystown
14
108 Burin
2
110 Great Burin
3

113 Epworth
14
127 St. Lawrence
13
140 Lawn
10
150 Lord's Cove) Weather
4) Per-
154 Point au Gaul) mitt-
4) ing
158 Lamaline
30
188 Fortune
5
193 Grand Bank

PLACENTIA BAY — **BAY RUN**

Every Two Weeks - Monday

Argentia
5
5 Ship Harbour
7
12 Iona
8
20 Red Island
8
28 Rosaru)
7)
35 Kingwell) Outward only
10)

45 Harbour Buffett
9
54 Haystack
9
63 Spencer's Cove
10
73 Brule
3
76 North Harbour
6
82 Sound Island
6
88 Woody Island
5

93 Bar Haven
8
101 Tack's Beach
7
108 Davis Cove
10
118 Clattice Harbour
3
121 St. Leonard's
2
123 Isle Valen

SOUTH COAST AND FORTUNE BAY SERVICE

Every Two Weeks

Argentia
50
50 Marystown
14
64 Burin
15
79 St. Lawrence
45
124 Fortune
5
129 Grand Bank
19
148 Garnish
14
162 Point Enragee
13
175 St. Bernard's
4
179 Bay L'Argent
10
189 Terrenceville
17

206 Anderson's Cove
8
214 Rencontre East
10
224 Pool's Cove
10
234 Belleoram
4
238 St. Jacques
4
242 English Hr. West
3
245 Hose Ambrose
17
262 Jersey Hr.
2
264 Hr. Breton
19
285 Pass Island
12
295 Hermitage
3
298 Gaultois
19

317 Milltown
6
323 St. Alban's
20
343 Pushthrough
26
369 Rencontre West
9
378 Francois
9
387 Cape La Hune
24
411 Ramea
11
422 Burgeo
30
452 Grand Bruit
10
462 La Poile
15
477 Rose Blanche
14
491 Isle au Morte (going
8 (west
499 Port aux Basques

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ST.JOHN'S TO LEWISPORTE SERVICE

Every Two Weeks

St.John's
62
62 Trinity
24
86 Port Union
1
87 Catalina
29
116 King's Cove
21
137 Eastport
7
144 Flat Island
6
150 St.Brendan's
3
153 Deer Island
7
160 Indian Bay
11
171 Greenspond
5
176 Valleyfield
5
181 Wesleyville
19
200 Lumsden
19
219 Offer Wadham) Fishing Season
5)
224 Peckford Island) only
6
230 Musgrave Hr.
4
234 Ladle Cove
11
245 Carmanville
7
252 Frederickton)
10)
262 Main Pt. (Big)
3 (Bight)
265 Gander Bay)
4)
269 Victoria)
15)
284 Horwood)
15)
299 Stag Harbour)
3)
302 Indian Isld.)
5
307 Seldom
13
320 Tilting
7
327 Joe B's Arm
5
332 Fogo
6
338 Change Islds.
9
347 Herring Neck
12
359 Twillingate
12
371 Moreton's Hr.
26
397 Lewisporte

Outward only

GREEN BAY SERVICE

Leaving Lewisporte Every Sunday

Lewisporte
22
22 Exploits
11
33 Fortune Harbour
10
43 Cottrell's Cove
5
48 Leading Tickles
10
58 Triton West
3
61 Brighton
7
68 Pilley's Island
3
71 Robert's Arm
4
75 Port Anson
10
85 Springdale
16
101 Lush's Bight
6
107 Beaumont
7
114 Little Bay Islands
10
124 Little Bay
13
137 Harry's Hr.
4
141 Jackson's Cove)
11)
152 King's Point) One
3)way
155 Rattling Brook
11
166 Burlington, N.W.Arm (one way)
9
175 Nipper's Hr.
12
187 Tilt Cove
4
191 Shoe Cove

NOTRE DAME BAY SERVICE

Leaving Lewisport Every Thursday

Lewisporte
11
11 Campbellton
12
23 Newstead
8
31 Summerford
13
44 Moreton's Hr.
6
50 Tizzard's Hr.
11
61 Twillingate
12
73 Herring Neck
17
90 Boyd's Cove (inward only)
3
93 Beaver Cove (inward only)
12
105 Change Islds.
6
111 Fogo

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ST. JOHN'S TO CORNER BROOK SERVICE

St.John's
60
60 Catalina
29
89 King's Cove
36
125 Wesleyville
77
202 Twillingate
42
244 Little Bay Islands
31
275 La Scie
12
287 Pacquet
16
303 Baie Verte
9
312 Coachman's Cove
5
317 Fleur de Lys
22
339 Seal Cove
10
349 Bear Cove
5
354 Westport
17
371 Hampden
14
385 Sop's Arm
6
391 Jackson's Arm
40
431 Great Hr.Deep
16
447 Williamsport
9
456 Hooping Hr.
10
466 Canada Hr.
11
477 Roddickton
10
487 Englee
18
505 Grey Island
14
519 Conche
20
539 St. Julien's
7
546 Fishot Isld.
14
560 St.Anthony
16
576 Griguet
12
588 Quirpon
7
595 Ship Cove
7
602 Raleigh
6
608 Cook's Hr.
54
662 Mary's Hr.
10
672 Battle Hr.
10
682 Cape St. Charles
8
690 Chimney Tickle
16
706 Henley Hr.
2
708 Chateau
30
738 Red Bay
14
752 West St. Modiste
9
761 Lance au Loup
8
769 Forteau
17
786 Flower's Cove
7
793 St.Barbe Bay
11
804 Brig Bay
8
812 St.Margaret's Bay
10
822 Bartlett's Hr.
13
835 St.John's Island Hr.
10
845 Old Port au Choix
12
857 Port Saunders
30
887 Daniel's Hr.
14
901 Parson's Pond
6
907 Cow Head
21
928 Rocky Hr.
2
930 Lomond
5
935 Norris Point
2
937 Bonne Bay
13
950 Trout River
27
977 Lark Harbour
24
1001 Corner Brook

LABRADOR SERVICE

St.John's
41
41 Brigus(Outward)
10
51 Bay Roberts
15
66 Harbour Grace
7
73 Carbonear
54
127 Trinity
21
148 Catalina
47
195 Wesleyville
77
272 Twillingate
80
352 Englee
43
395 St.Anthony
61
456 Battle Hr.
10
466 Spear Hr.
23
489 Port Hope Simpson
20
509 Francis Hr.
5
514 Fishing Ship's Hr.
5
519 Ship Harbour
7
526 Occasional Hr.
8
534 Square Islds.
5
539 Dead Island
8
547 Snug Harbour
7
554 Venson Islds.
5
559 Hark's Hr.
8
567 Bolster's Rock
5
572 Comfort Bight
6
578 Frenchman's Isld.
2
580 Punch Bowl
2
582 Webber's Cove
3
585 Flat Isld.
3
588 Sandy Islds.
5
593 Batteau
4
597 Black Tickle
5
602 Spotted Islds.
1
603 Domino
5
608 Red Point
6
614 Indian Tickle
7
621 Wolf Islds.
21
642 Black Islds.
3
645 Grady
7
652 Long Isld.
17
669 Cartwright
18
687 Pack's Hr.
69
756 Rigolet
46
802 Indian Hr.
3
805 Smokey
10
815 White Bears
13
828 Emily Harbour
1
829 Horse Hr.
6
835 Holton
24
859 Sloop Cove
10
869 Cape Harrison
8
877 Ragged Islds.
25
902 Long Tickle
8
910 Iron Bound Islands
9
919 Macovik
9
928 Ailik
5
933 Turnavik
38
971 Hopedale

ø Bell Isle during fishing season.

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EMPLOYEES MARCH 1947

No.of Employees	Classification
14	Department Heads
79	Clerks, etc.
21	Despatching and Ticket Office Clerks
43	Dining and Sleeping Cars
38	General Stores
95	Handling Freight - St. John's
40	do - Argentia
17	do - Lewisporte
7	do - Humbermouth
142	do - Port aux Basques
63	do - North Sydney
3	Line Repairers
316	Roundhouses
3	Water Service
16	Extra Gangs
275	Agents and Operators
10	Despatching Office, Bishop's Falls
28	Express Department
17	Dock Shops, Clerks
18	do Foremen
354	do Mechanics
6	Railway Shops, Clerks
11	do Foremen
253	do Mechanics
65	Division 1, Sections
59	do 2, do
41	do Bonavista Branch, Sections
67	do 3, Sections
80	do 4, do
14	do 4, Snow Expenses
85	do 5, Sections
3	do 5, Snow Expenses
182	Conductors, etc.
191	Drivers & Firemen
25	Ditchers and Cranes
248	Pensions
9	Cooks
259	Steamers
124	Government Motor Vessels
15	Ministry of War Transport, M.V.Trepassey
14	Dredge Priestman
5	Marine Office
420	Coastal Premises
3,775	employees

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RATES OF PAY APRIL 1947

Classification		Rate of Pay
General Manager		$ 750.00
Assistant to General Manager		415.00
General Passenger Agent		375.00
Assistant General Passenger Agent		266.66
General Freight Agent		415.00
Assistant General Freight Agent		286.00
Comptroller		415.00
Assistant Comptroller		277.00
Accounting Department, Clerks	$190.00 to	230.33
Auditing Freight Accounts	$170.00 to	210.00
" Passenger "	$115.00 to	230.33
Statistics		180.00
Travelling Auditor		248.00
Payroll Auditor		210.00
General Clerks	$115.00 to	230.00
Stenographers	$ 75.00 to	145.00
Purchasing Agent		415.00
Paymaster		298.50
Assistant Paymaster		245.00
Superintendent Express Department		415.00
Assistant " "		284.00
Clerks	$105.00 to	225.00
General Stores		
Storekeeper		272.00
Hardware Foreman		210.00
" Clerks	$147.00 to	172.00
" "	(hourly)	.65
Grocery Foreman		205.00
" Clerks	$152.00 to	162.00
" "	(hourly)	.65
Weighmaster		160.00
Seamstress		115.00

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Classification		Rate of Pay
General Stores (cont'd.)		
Truckman		$ 140.00
Helpers	(hourly)	.65
Superintendent Eastern Division		415.00
Assistant Superintendent Eastern Division		286.00
Superintendent Western Division		390.00
Chief Train Despatcher		295.00
Asst. " "		265.00
Train Despatchers		248.00
Ticket Agent		248.00
Assistant Ticket Agent		228.00
Baggagemaster		158.00
Assistant Baggagemaster		148.00
Station Master		140.00
Station Agents 208 Hr.month O.T. at pro rata rate	$138.00 to	203.00
Assistant Agents	$138.00 to	168.00
Relieving Agents		198.00
Telegraph Operators	$123.00 to	148.00
Shedmen	$143.00 to	153.00
Shed Labourers	(hourly)	.48
Checkers	$133.00 to	150.00
Stenographers	$ 93.00 to	148.00
Chief Engineer Maintenance of Way		375.00
Asst. " " "		291.66
Junior Engineers	$179.00 to	235.83
Draftsman		179.66
Roadmasters		235.83
" Clerks	(hourly)	.45
Section Foremen	"	.59
" Labourers	"	.54
Ballast Gangs:		
Pit Foreman	(hourly)	.60
Train "	"	.60

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Classification		Rate of Pay
Ballast Gangs (cont'd.)		
Lift Foreman	(hourly)	.70
Asst. Lift Foreman	"	.60
Labourers	"	.50
Cook	(Monthly)	160.00
Culvert Foreman	(hourly)	.55
Timbermen	"	.50
Carpenter Foreman Repair Gang	"	.55
Carpenters	"	.50
Mason Foreman	"	.65
Leading Hand	"	.55
Concrete men	"	.50
Pile Driver Foremen	"	.70
Asst. " "	"	.65
Hoist Engineer	"	.60
Timbermen	"	.55
Labourers	"	.50
Cook	"	.50
Building Gang:		
Carpenter Foreman	(hourly)	.65
Asst. " "	"	.60
Carpenters	"	.55
Structural Steel Foreman	"	.95
" " workers	"	.80
Mechanics	"	.80
Paint Gang:		
Foreman	(hourly)	.60
Painters	"	.50
Re Rail Gang:		
Foreman	(hourly)	.70
Trackmen	"	.50
Water Service:		
Foreman		210.83
Labourers	(hourly)	.45

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Classification		Rate of Pay
Water Service (cont'd.)		
Pipe Fitter	(hourly)	$ .50
Line Repairers		148.00
Welding Foreman		198.00
Freight Shed St. John's:		
Foreman		200.00
Assistant Foreman		190.00
Checkers		150.00
Shed Labourers	(hourly)	.70
" " Overtime	"	1.05
Freight Argentia:		
Foreman		175.00
Labourers	(hourly)	.60
" Overtime	"	.90
Freight Lewisporte:		
Foreman	(hourly)	.65
" Overtime	"	.95
Labourers	"	.60
" Overtime	"	.90
Freight Humbermouth:		
Foreman		130.00
Labourers	(hourly)	.45
Freight Port aux Basques:		
Foreman		173.00
Asst. Foreman	(hourly)	.65
" " Overtime	"	.95
Winchmen	"	.63
" Overtime	"	.93
Stowers and Hookers	"	.63
" " " Overtime	"	.93
Callers and Water Boy	"	.25
Labourers	"	.60
" Overtime	"	.90

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Classification		Rate of Pay
Roundhouses:		
Foreman		$ 240.86
"		219.52
Night Foreman		226.82
" "		207.36
" "		175.72
Machinists	(hourly)	.99
Boilermakers	"	.99
Blacksmiths	"	.99
Repairmen	"	.85
Carpenters	"	.85
Helpers and Stationary Firemen	"	.64
Assistants	"	.58
Labourers	"	.53
Stock Clerk	"	.85
Clerks	$105.00 to	148.00
Dining and Sleeping Cars:		
Superintendent		300.00
Supervisor		220,00
Stewards	224 hour month	129.00
Cooks	"	129.00
Waiters	"	104.00
Pantrymen	"	94.00
Porters	"	114.00
Conductors and Brakemen:		
Trainmaster		238.00
Express Conductors	208 hour month	213.00
Freight "	"	168,00
Expressmen	"	163.00
Baggagemen	"	158,00
Brakemen	$113.00 to	148.00
Yard Brakemen	208 hour month	173.00
Locomotive Drivers	$ 6.15 per 100 miles regular running	
" "	.77 per hour " "	

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Classification	Rate of Pay	
Conductors and Brakemen (cont'd.)		
Locomotive Drivers	.87½ per hour shunting	
Locomotive Firemen	4.70 per 100 miles regular running	
" "	.58⅓ per hour " "	
" "	.71 " " shunting and work train	
Ditcher Operators		$ 180.00
" Firemen	(hourly)	.58⅓
Diesel Crane Operators	$185.00 to	190.00
Diesel Shovel Operators		185.00
Gantry Crane "		170.00
Oilers	(hourly)	.47 and .55
Railway Shops:		
Superintendent Motive Power		450.00
General Foreman		285.86
Electrician Foreman		285.86
Car Shop General Foreman		254.96
Car Repairer "		241.42
Painter "		241.42
Erecting "		240.86
Boilermaker "		240.86
Pipe Fitter "		240.86
Machine Shop "		240.86
Tinsmith "		240.86
Travelling Engineer		295.00
Asst. " "		265.00
Chief Clerk		230.33
Clerks	$90.00 to	180.00
Leading Hand Fitter	(hourly)	1.04
" Pipe Fitter	"	1.04
Brass Moulder	"	.99
Fitter	"	.99
Tinsmith	"	.99
Pipe Fitter	"	.99
Crane Operator	"	.91

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Classification		Rate of Pay
Railway Shops (cont'd.)		
Wheel Press Operator	(hourly)	.85
Boilermaker	"	.99
Electric Welder	"	.99
Acetylene Welder	"	.99
Carpenter	"	.85
Wheel Borer	"	.85
Screw Machine Operator	"	.85
Tender Truck Fitters	"	.85
Helpers all Classes	"	.79
Apprentices all Classes	"	.34 to .78
Car Shop:		
Leading Hand - Blacksmith	(hourly)	1.04
" " Electrician	"	1.04
" " Car Repairer	"	.96
Carpenter	"	.91 and .85
Painter	"	.91
Upholsterers	"	.91
Car Repairers	"	.91
Pipe Fitters	"	.99
Blacksmiths	"	.99
Electricians	"	.99
Stationary Boiler Firemen	"	.79
Helpers All Classes	"	.79
Apprentices All Classes	"	.34 to .78
Dockyards:		
Superintendent		$500.00
Assistant Superintendent		330.86
Boilermaker Foreman	$270.86 and	315.86
Assistant Boilermaker Foreman		255.86
Outside Foreman		285.86
Machine Shop Foreman		285.86
Pattern Maker Foreman		270.86
Carpenter Foreman		266.86

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Classification			Rate of Pay
Dockyards (cont'd.)			
Blacksmith Foreman			$ 270.86
Mason Foreman			270.86
Rigger Foreman			229.53
Welder Foreman			255.86
Draftsman			231.70
Chief Accountant			297.00
Time and Payroll Clerk			220.00
Assistant Bookkeeper			200.00
Cost Clerk			175.00
Invoice Clerk			150.00
Clerks		$ 115.00 to	145.00
Pump House Engineer			240.86
Assistant			192.93
"			155.73
Leading Hand Fitters		(hourly)	1.04
"	Blacksmith	"	1.04
"	Boilermakers	"	1.04
"	Carpenters	"	.96
"	Dockers	"	.85
Coppersmiths		"	1.11
Patternmakers		"	.99
Fitters		"	.99
Blacksmiths		"	.99
Boilermakers		"	.99
Acetylene Welders		"	.99
Electric Welders		"	.99
Tinsmiths		"	.99
Electricians		"	.99
Masons		"	.99
Carpenters		"	.91 and .85
Motor Mechanics		"	.99
Crane Operators		"	.99
Air Compressor Operators		"	.99
Sailmakers		"	.91

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Classification		Rate of Pay
Dockyards (cont'd)		
Riggers	(hourly)	.91
Tool Room Attendant	"	.85
Boatmen	"	.79
Watchman	(weekly)	33.10
Storekeeper - Iron rack	(hourly)	.79
Patternmakers - helpers	"	.85
Fitter "	"	.79
Balcksmith "	"	.79
Boilermaker "	"	.79
Crane "	"	.79
Tinsmith "	"	.64
Electricians "	"	.79
Sailmaker "	"	.79
Mason "	"	.79
Fitter - Apprentices	"	.34 to .78
Patternmaker "	"	.34 " .78
Blacksmith "	"	.34 " .78
Boilermaker "	"	.34 " .78
Acetylene Welder "	"	.34 " .78
Electric " "	"	.34 " .78
Carpenter "	"	.34 " .78
Electrician "	"	.34 " .78
Machinist Attendant	"	.64
Labourers - Dockers Gang	"	.64
" - Masons Gang	"	.64
" - Riggers Gang	"	.64

STEAMERS:	Large S.S.	Small S.S.	Motor Vessels
Master	$ 337.90	$ 273.22	$ 212.50
Mate	197.98	182.14	172.50
Second Mate	163.66	163.66	
Bos'n	134.62	134.62	117.50
A.B.	124.06	124.06	110.50
O.S.			82.50

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Classification	Rate of Pay		
STEAMERS: (cont'd)	Large S.S.	Small S.S.	Motor Vessels
Chief Engineer	$ 286.42	$ 266.62	$ 182.50
Second Engineer	228.34	224.38	147.50
Third Engineer	201.94	187.42	127.50
Fourth Engineer	183.46		
Oiler	133.30		
Fireman	130.66	130.66	
Trimmer	124.06	124.06	
Chief Steward	192.70	149.14	
Second Steward	142.54	120.10	
Assistant Stewards	120.10	113.50	
Galley Boy			82.50
Stewardess	98.98		
Cook	163.66	143.86	127.50
Second Cook	142.54	100.30	
Purser	215.14	192.70	157.06
Assistant Purser	157.06		
Marine Superintendent			415.00
Supt. Marine Engineers			320.00
Asst. Supt. Marine Engineers			300.00
Asst. Supt. Stewards			220.00

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Total Payroll - April 1947 $ 539,484.18

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PASSENGER, FREIGHT AND EXPRESS RATES

CANADIAN RAILWAY CLASSIFICATION APPLIES. RATES GENERALLY SAME AS USED ON C.N.R.

Passenger Rates on Railway -

1st Class 7¢ per mile, 2nd Class 4¢ per mile.

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SPECIAL RATES WHERE ROLLING STOCK PROVIDED BY OTHER THAN RAILWAY.

A special rate of 20% - 25% below tariff rate is in effect with the Buchans Mining Company on movement of ore from Buchans to Bishop's Falls and to the Imperial Oil Company for movement of oil shipments.

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DEPARTMENT OF POSTS AND TELEGRAPHS

Total number of buildings, or portions of buildings rented by Department and total annual rent paid.

Number	Annual Rental
408	$ 2,956.60

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Total Physical Assets of Telegraph Division

No. of miles of wire, Main Line	3924
No. of miles of wire, Branch Lines	2073
No. of land line offices	67
No. of wireless stations	95
No. of combined W. & LL	9
No. of public telephones	481
No. of private telephones	550
No. of page teleprinters	31
No. of tape teleprinters	14
Additional working and reserve:	
No. of wireless transmitters	6
No. of receivers	10
No. of telegraph sets	30
No. of telephones	10

G A N D E R

No. of telephones	261
No. of miles of cables, approximately	20
Reserve:	
No. of miles of cable	2
No. of telephones	50

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PERSONNEL AND SALARIES
1947 - 1948

C279340

NUMBER	POST OR GRADE	SALARY SCALES	ESTIMATES 1947-48
	ADMINISTRATIVE		
1	Secretary		
1	Senior Asst. Secretary	$3200-100-3800	$ 3,660
1	Junior " "	$3100-100-3400	3,234
1	Controller of Telecommunications	$2550-100-3250	3,245
1	Chief Accountant	$2700- 80-3200	3,200
1	Staff Clerk	$2600- 80-3000	2,760
1	Clerk, Grade II	$1800- 70-2500	1,970
1	Clerk, Grade III	$1050- 70-1400-70-1900	1,651
8			$19,720
	INSPECTORS		
1	Chief Inspector of Postal Services	$2600- 80-3000	$ 2,810
2	Postal and Telegraph	$1800- 70-2500	4,296
1	Clerk, Grade II	$1800- 70-2500	2,500
4			$ 9,606
	REGISTRY & TYPING		
1	Clerk, Grade II	$1400- 50-2000	$ 1,550
1	Registry Clerk	$ 750-50-1000-50-1300	1,300
5	Shorthand-Typists	$ 750-50-1000-50-1300	4,588
7			$ 7,438
	ACCOUNTS BRANCH		
1	Clerk, Grade I	$2600- 80-3000	$ 2,670
5	Clerks, Grade II	$1800-70-2500	10,895
11	Clerks, Grade III	$1050-70-1400-70-1900	18,970
13	Clerks, Grade III	$750-50-1000-50-1300 (One Personal)	13,199
1	Messenger	$1000 -60-1600	1,560
31			$ 47,294

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NUMBER	POST OR GRADE	SALARY SCALES	ESTIMATES 1947-48
	STORES BRANCH		
1	Controller of Stores	$2600-80-3000	$ 2,760
1	Clerk, Grade II	$1800-70-2500	2,500
3	Clerks, Grade III	$1050-70-1400-70-1900	4,544
3	Porters	$1000-60-1600	4,126
8			$13,930
	ENGINEERING BRANCH		
1	Technical Engineer	$2550-100-3000	$ 2,825
1	Plant Superintendent	$2000-80-2850	2,480
1	Clerk, Grade II	$1800-70-2500	1,800
2	Skilled Workmen, Class I	$1900-80-2500	4,100
2	Skilled Workmen, Class II	$1700-70-2200	3,552
10	Skilled Workmen, Class III	$1050-70-1400-70-1900	14,827
2	Youths in Training	$960 (Fixed)	1,920
14	Patrol Linemen	$1200-50-1500	18,942
2	Line Repairers	$1300 (Fixed)	2,604
35			$53,050
	ST. JOHN'S GENERAL POST OFFICE		
1	Head Postmaster	$2600-80-3000	$ 3,000
1	Assistant Postmaster	$2500 (Fixed)	2,500
1	Postal Superintendent	$2300	2,300
3	Postal Overseers	$1800-70-2050	6,150
1	Clerk, Grade II	$1800-70-2500	2,448
3	Clerks, Grade III	$1050-70-1400-70-1900	5,034
1	Shorthand-Typist	$750-50-1000-50-1300	1,300
39	Assorting Clerks	$1050-70-1400-70-1900	67,161
24	Railway & Steamship Clerks	$1050-70-1400-70-1900	38,591
11	Counter Clerks	$750-50-1000-70-1300	9,938
7	Porters	$1000-60-1600	9,229
1	Head Carrier	$1500-70-1900	1,900
21	Letter Carriers	$900-60-1600	21,704
1	Caretaker	$1000-60-1600	1,540
1	General Man	$1000-60-1600	1,540
6	Cleaners	$480-15-550	4,304
122			$ 178,639

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NUMBER	POST OR GRADE	SALARY SCALES	ESTIMATES 1947-48
	ST.JOHN'S EAST END BRANCH		
1	Postmaster	$2200	$ 2,200
1	Assorting Clerk	$1050-70-1400-70-1900	1,721
4	Counter Clerks	$ 750-50-1000-50-1900	3,400
1	Caretaker	$1000-60-1600	1,540
7			$ 8,861
	HARVEY ROAD BRANCH		
1	Postmaster	$2200 (Fixed)	$ 2,200
2	Counter Clerks	$ 750-50-1000-50-1300	2,028
3			$ 4,228
	ST.JOHN'S TELEGRAPH BRANCH		
1	Superintendent	$2200-80-2850	$ 2,320
2	Asst. Superintendents	$1900-70-2100	3,800
29	Clerks	$1050-70-1400-70-1900	43,149
6	Clerks	$ 900-50-1100-50-1500	8,379
3	Phonogram Clerks	$ 750-50-1000-50-1300	2,888
1	Telephonist	$ 650-40-1100	779
4	Indoor Messengers	$ 610 (Fixed)	2,440
	Messenger Service		12,000
46			$ 75,755
	NORTH SYDNEY ASSORTING OFFICE		
1	Clerk in Charge	$2040	$ 2,040
5	Assistants	$1050-70-1400-70-1900	8,349
6			$ 10,389
	BOTWOOD WIRELESS STATION		
1	Postmaster	$2000	$ 2,000
4	Assistants	$950-60-1400-60-1800	6,713
2	"	$950-50-1450	2,071
7			$ 10,784

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NUMBER	POST OR GRADE	SALARY SCALES	ESTIMATES 1947-48
	TOPSAIL		
1	Postmaster	$1900	$ 1,900
2	Assistants	$950-60-1400-60-1800	2,303
1	Assistant	$950-60-1450	991
1	Messenger	$261	261
5			$ 5,455
	GANDER POST OFFICE		
1	Postmaster	$1800-70-2500	$ 2,465
1	Asst. "	$2000	2,000
9	Assistants	$950-60-1400-60-1900	12,000
1	Messenger	$720	720
12			$ 17,185
	GANDER TELEPHONE EXCHANGE		
1	Supervisor	$750-50-1000-50-1300	$ 750
10	Telephonists	$650-40-1100	6,748
11			7,498
	CORNER BROOK		
1	District Head Postmaster	$2400	$ 2,400
1	Assistant Postmaster	$2000	2,000
1	Overseer	$1800-70-1950	1,825
4	Assistants	$ 950-60-1400-60-1800	6,351
11	"	$ 950-50-1450	11,559
4	Messengers	$ 480 (Fixed)	1,920
22			$ 26,055

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NUMBER	POST OR GRADE	SALARY SCALES	ESTIMATES 1947-48
	GRAND FALLS		
1	District Head Postmaster	$2500	$ 2,400
1	Assistant Postmaster	$2000	2,000
2	Assistants	$ 950-60-1400-60-1800	2,965
2	"	$ 950-60-1450	2,255
2	Carrier Assistants	$ 750-50-1000	1,487
1	Messenger	$ 350	350
9			$ 11,457
	PLACENTIA		
1	District Head Postmaster	$2400	$ 2,400
1	Asst. Postmaster	$2000	2,000
5	Assistants	$950-60-1400-60-1800	8,133
2	"	$950-60-1450	2,304
1	Messenger	$350	350
10			$ 15,187

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OUTSIDE ST. JOHN'S POSTMASTERS AND OPERATORS

NUMBER	POST OR GRADE		ANNUAL SALARY	ESTIMATES 1947-48
2	Postmasters & Operators		$1680	$ 3,360
2	Postmasters		$1560	3,120
13	Postmasters & Operators		$1440	18,720
2	"	"	$1380	2,760
2	"	"	$1302	2,604
4	"	"	$1209	4,836

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NUMBER	POST OR GRADE	ANNUAL SALARY	ESTIMATES 1947-48
16	Postmasters & Operators	$1200	$19,200.00
1	Postmaster & Operator	$1180	1,180.00
3	Postmasters & Operators	$1140	3,420.00
2	" "	$1120	2,240.00
1	Postmaster & Operator	$1116	1,116.00
3	Postmasters & Operators	$1080	3,240.00
6	" "	$1040	6,240.00
2	" "	$1023	2,046.00
4	" "	$1020	4,080.00
2	" "	$ 960	1,920.00
13	" "	$ 930	12,090.00
3	" "	$ 900	2,700.00
7	" "	$ 870	6,090.00
3	" "	$ 840	2,520.00
1	Postmaster & Operator	$ 820	820.00
1	" "	$ 792	792.00
13	Postmasters & Operators	$ 744	9,672.00
52	" "	$ 720	37,440.00
1	Postmaster	$ 678	678.00
1	"	$ 648	648.00
1	"	$ 609	609.00
1	"	$ 600	600.00
1	"	$ 532	532.00
1	"	$ 522	522.00
4	Postmasters	$ 494	1,976.00
8	"	$ 456	3,648.00
2	"	$ 426.30	852.60
3	"	$ 420	1,260.00
9	"	$ 380	3,420.00
1	Postmaster (Seasonal)	$ 360	360.00
1	"	$ 356.70	356.70

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NUMBER	POST OR GRADE	ANNUAL SALARY	ESTIMATES 1947-48
8	Postmasters	$344	$ 2,752.00
2	"	$321.90	643.80
13	"	$306	3,978.00
2	"	$287.10	574.20
1	Postmaster	$278.40	278.40
19	Postmasters	$270	5,130.00
1	Postmaster	$261	261.00
3	Postmasters	$252.30	756.90
17	"	$240	4,080.00
1	Postmaster	$232.50	232.50
1	"	$217.50	217.50
1	"	$210	210.00
1	"	$195.30	195.30
22	Postmasters	$196	4,312.00
11	"	$182.70	2,009.70
22	"	$168	3,696.00
1	Postmaster	$156.60	156.60
1	"	$144	144.00
31	Postmasters	$140	4,340.00
1	Postmaster	$139.50	139.50
9	Postmasters	$130.50	1,174.50
28	"	$112	3,136.00
3	"	$111.60	334.80
8	"	$104.40	835.20
112	"	$ 84	9,408.00
1	Operator	$ 77.50	77.50
512			$ 216,671.70

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NUMBER	POST OR GRADE	ANNUAL SALARY	ESTIMATES 1947-48
	ASSISTANTS		
1	Assistant	$1380	$ 1,380
4	Assistants	$1302	5,208
2	"	$1200	2,400
1	Assistant	$1140	1,140
2	Assistants	$1080	2,160
1	Assistant	$1020	1,020
1	"	$ 957	957
4	Assistants	$ 930	3,720
2	"	$ 900	1,800
6	"	$ 870	5,220
7	"	$ 720	5,040
1	Assistant	$ 696	696
1	"	$ 660	660
4	Assistants	$ 609	2,436
1	Assistant	$ 600	600
1	"	$ 540	540
1	"	$ 522	522
7	Assistants	$ 480	3,360
1	Assistant	$ 435	435
5	Assistants	$ 420	2,100
5	"	$ 360	1,800
1	Assistant	$ 348	348
31	Assistants	$ 300	9,300
30	Messengers	$ 240	4,800
120			$57,642
	LABRADOR OFFICES		
38	Postmasters	$12.00 per season	$456.00
3	"	$15.00 " "	45.00
1	Postmaster	$30.00 " "	30.00
1	"	$60.00 " year	60.00
3	Postmasters	$83.70 " "	251.10
8	"	$78.30 " "	626.40
1	Postmaster	$120.00 " "	120.00
1	"	$130.50 " "	130.50
1	"	$174.00 " "	174.00
1	"	$279.00 " "	279.00
58			2,272.00
1,043			$799,116.70

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STATEMENT OF POSTAGE STAMPS SOLD

YEAR	AMOUNT
1933-34	$ 352,696.52
1934-35	290,050.05
1935-36	334,217.58
1936-37	(a) 647,549.54
1937-38	(a) 548,315.45
1938-39	349,123.87
1939-40	361,236.11
1940-41	423,732.17
1941-42	(b) 566,342.40
1942-43	471,026.47
1943-44	(c) 703,762.27
1944-45	694,225.68
1945-46	684,997.14
1946-47	713,624.51

(a) Increase due to sales of Coronation Issue.

(b) Increase due to sales of Royal Visit Stamps and overprints.

(c) Due to new issue of 7 cents airmail and 30 cents Memorial College.

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TOTAL NUMBER AND VALUE OF MONEY ORDERS ISSUED AND PAID 1934-47 (Fiscal Year).

	ISSUED IN NEWFOUNDLAND		PAID IN NEWFOUNDLAND	
	NUMBER	VALUE	NUMBER	VALUE
1933-34	154,930	$ 1,485,313.00	143,300	$ 1,487,724.00
1934-35	174,187	1,744,111.00	154,342	1,702,157.00
1935-36	191,300	2,034,901.00	166,261	1,899,456.00
1936-37	208,559	2,141,795.00	183,947	2,086,247.00
1937-38	247,889	2,714,047.00	215,181	2,509,613.00
1938-39	242,968	2,618,326.00	213,726	2,426,726.00
1939-40	239,972	2,464,566.47	233,207	2,447,947.92
1940-41	274,201	3,168,038.36	237,431	3,062,220.52
1941-42	340,537	4,965,523.53	278,124	4,509,247.62
1942-43	378,629	6,252,509.75	293,050	5,401,419.64
1943-44	405,595	6,932,015.17	322,991	5,947,535.88
1944-45	425,212	7,158,879.65	317,700	6,332,449.61
1945-46	450,451	6,829,332.06	347,337	6,215,151.30
1946-47	479,165	7,373,485.07	366,714	6,673,691.03

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TOTAL NUMBER OF PARCELS HANDLED DURING YEARS 1936-1946

YEAR	NUMBER
1936	356,300
1937	363,400
1938	384,700
1939	402,144
1940	488,100
1941	532,450
1942	580,400
1943	562,600
1944	540,200
1945	590,600
1946	690,100

Figures earlier than 1936 not available.

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TOTAL NUMBER OF TELEGRAMS HANDLED

TELEGRAPH REVENUE AND TAX ON CABLEGRAMS.

YEAR	NO. OF TELEGRAMS	TELEGRAPH REVENUE	TAX ON CABLEGRAMS)Not included in)Telegraph Revenue
1933-34	372,016	$ 145,493.32	$ 5,910.14
1934-35	378,048	149,374.87	5,736.20
1935-36	397,368	158,116.15	5,816.80
1936-37	431,657	168,496.49	5,861.40
1937-38	498,214	196,300.97	6,143.70
1938-39	506,940	191,232.32	6,028.70
1939-40	529,759	218,440.26	9,201.30
1940-41	571,541	267,841.46	11,663.70
1941-42	727,608	379,190.39	21,949.95
1942-43	800,005	312,751.22	17,022.60
1943-44	895,662	423,541.49	23,026.10
1944-45	907,901	438,800.62	18,637.55
1945-46	961,777	422,081.71	18,102.65
1946-47	1,072,721	460,362.73	15,598.10

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RATES OF POSTAGE, INSURANCE, MONEY ORDER, C.O.D. PARCELS AND LETTERS WITH GENERAL INFORMATION COVERING SUCH MATTERS.

Over	8	ounces	not	exceeding	1	pound	8¢
"	1	pound	"	"	2	pounds	16¢
"	2	pounds	"	"	3	"	24¢
"	3	"	"	"	4	"	32¢
"	4	"	"	"	5	"	40¢
"	5	"	"	"	6	"	46¢
"	6	"	"	"	7	"	52¢
"	7	"	"	"	8	"	58¢
"	8	"	"	"	9	"	64¢
"	9	"	"	"	10	"	70¢
"	10	"	"	"	11	"	74¢
"	11	"	"	"	12	"	78¢
"	12	"	"	"	13	"	82¢
"	13	"	"	"	14	"	86¢
"	14	"	"	"	15	"	90¢

Limit of weight for Newfoundland parcels ..... 15 pounds

Small packages up to 8 ounces will be accepted at printed paper rate 1 cent for two ounces or fraction thereof.

CASH ON DELIVERY PARCELS VALUE UPWARD TO $50.00

For collection of charges not exceeding			$5.00		5¢
"	"	over	$5.00	" $10.00	10¢
"	"	"	10.00	" 20.00	15¢
"	"	"	20.00	" 30.00	20¢
"	"	"	30.00	" 40.00	25¢
"	"	"	40.00	" 50.00	30¢

All C.O.D. Parcels must be insured and can only be forwarded to Money Order Offices from Money Order Offices.

The insured value of parcels must be stated on C.O.D. card and proper charges collected, otherwise in case of loss, compensation to the amount of C.O.D. charges only will be paid.

LOCAL INSURANCE PARCEL RATES

For amounts up to			$ 5.00			5¢
"	"	over	5.00	not exceeding	$10.00	10¢
"	"	"	10.00	"	20.00	15¢
"	"	"	20.00	"	30.00	20¢
"	"	"	30.00	"	40.00	25¢
"	"	"	40.00	"	50.00	30¢

Limit of insurance within Newfoundland $50.00.

INSURANCE RATES TO GREAT BRITAIN, CANADA AND UNITED STATES

Canada and United States and Great Britain.

Amounts up to			$10.00		10¢
"	over	10.00	not exceeding	$20.00	15¢
"	"	20.00	"	30.00	20¢
"	"	30.00	"	40.00	25¢
"	"	40.00	"	50.00	30¢

Limit of Insurance to Canada and United States $50.00.

Insurance Rates to Great Britain (continued).

Over	$50.00	and not	exceeding	$60.00	35¢
"	60.00	"	"	70.00	40¢
"	70.00	"	"	80.00	45¢
"	80.00	"	"	90.00	50¢
"	90.00	"	"	100.00	55¢

LETTERS AND CARDS WITHIN NEWFOUNDLAND

For town delivery:

Letters 3 cents for the first ounce, and two cents for each additional ounce or fraction thereof.

Post Cards 1 cent each.

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RATES OF POSTAGE, ETC. (cont'd.)

LETTERS AND CARDS WITHIN NEWFOUNDLAND (cont'd.)

For delivery within Newfoundland:

Letters 4 cents for the first ounce, and 2 cents for each additional ounce or fraction thereof.

Post Cards 2 cents each.

Greeting Cards 2 cents each to any part of the world.

LETTERS AND POST CARDS OUTSIDE NEWFOUNDLAND

To U.S.A., Canada and British Empire including Egypt and India:

Letters 5 cents first ounce and three cents for each additional ounce or fraction thereof.

Post Cards 3 cents each.

For all other countries, letters 7 cents first ounce and 4 cents each additional ounce or fraction thereof.

Post Cards 3 cents.

Registration Fees within Newfoundland 5 cents, to British Empire and foreign countries, 10 cents.

AIRMAIL RATES

To Canada, 7 cents for each half ounce.
To U.S.A. 10 cents for each half ounce.
To Great Britain 20 cents for each half ounce. Post Cards 10¢ each.
For all other countries see Post Office circular supplement issued April 18th, 1946.

PARCEL POST RATES

To United States and Canada, 14 cents per pound or fraction thereof.
Limit of weight to United States is----------15 pounds
Limit of weight to Canada is----------20 pounds
To Great Britain, for 3 pounds or fraction thereof----------$ .48
To Great Britain, from 3 pounds to and including 7 pounds------ .84
To Great Britain, from 7 pounds to and including 11 pounds----- 1.20
To Great Britain, from 11 pounds to and including 22 pounds---- 2.40

Limit of weight 22 pounds.

COMMISSION ON MONEY ORDERS ISSUED AND PAYABLE WITHIN NEWFOUNDLAND, CANADA AND UNITED STATES

For amounts	not exceeding	$ 5.00				5¢
"	"	over $ 5.00	not over	$10.00		10¢
"	"	" 10.00	"	"	20.00	15¢
"	"	" 20.00	"	"	30.00	20¢
"	"	" 30.00	"	"	40.00	25¢
"	"	" 40.00	"	"	50.00	30¢
"	"	" 50.00	"	"	60.00	35¢
"	"	" 60.00	"	"	70.00	40¢
"	"	" 70.00	"	"	80.00	45¢
"	"	" 80.00	"	"	100.00	50¢

The maximum amount of any one order is $100.00

Parcels containing breakable articles can only be accepted at owner's risk, and parcels containing anything likely to damage the mails are prohibited, and must not be accepted.
All parcels for despatch must be plainly addressed and securely packed, and the name and address of the sender written on the lower left hand corner.
Local parcels cannot be registered except same are forwarded at letter rate of postage.

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RATES OF POSTAGE, ETC. (cont'd.)

Parcels (cont'd.)

Letters or Heads of Government Departments entitled to free postage must be contained in official envelopes.

Letters insufficiently stamped must be taxed double the amount of shortage.

Letter bills must accompany mail whether registers are despatched or not.

Postage stamps must not be defaced with ink or pencil.

The defacing stamp must always be used for this purpose.

TEN POSTAL POINTERS

1. Address your mail fully, clearly and without misleading abbreviations.
2. Place your return address in the upper left hand corner of envelope.
3. Never enclose coins or other hard objects in letters.
4. Send remittances by Post Office Money Order.
5. Properly pack parcels.
6. Prepay postage fully.
7. Place the stamps in the upper right hand corner.
8. Insure your parcels and register valuable letters.
9. Deferring mails until last moment may cause delay, so mail early and often.
10. Give your correspondents your correct Post Office address.

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MONEY ORDER

RATES OF COMMISSION

ON THE UNITED KINGDOM

For sums not exceeding £2 stg.....	12¢
Over £2 and not exceeding £5.....	25¢
" £5 " " " £7.....	37¢
" £7 " " " £10.....	49

Maximum amount of order on the United Kingdom:- £40

ON THE UNITED STATES, DOMINION OF CANADA, AND NEWFOUNDLAND

For amounts up to $5.00.....	5¢
Over $ 5.00 and not over $10.00.....	10¢
" 10.00 " " " 20.00.....	15¢
" 20.00 " " " 30.00.....	20¢
" 30.00 " " " 40.00.....	25¢
" 40.00 " " " 50.00.....	30¢
" 50.00 " " " 60.00.....	35¢
" 60.00 " " " 70.00.....	40¢
" 70.00 " " " 80.00.....	45¢
" 80.00 " " " 100.00.....	50¢

Maximum amount of any one Order to any of the above countries and to Offices in Newfoundland $100.00 but for a larger amount there can be as many orders issued as the remitter may require.

TELEGRAPH RATES TO POINTS IN NEWFOUNDLAND

Ordinary Rate: First 10 words 30 cents each additional word 3 cents.

Priority Rate: 5 cents per word, minimum 10 words.

RATE TO LABRADOR:

Sixty cents (60¢) for first 10 words and five cents (5¢) each additional word.

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TOTAL CAPITAL EXPENDITURE EACH YEAR SINCE 1934

1946-1947	Reconstruction of Lines and Equipment	$ 211,743
1947-1948(Est.)	" " " " "	380,000

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COMPARATIVE STATEMENT OF REVENUE AND EXPENDITURE

Year ended 30th June	Revenue	Expenditure	Deficit	Surplus
1921	$ 393,159	$ 1,689,833	$ 1,296,674	$
1922	368,303	1,311,834	943,531	
1923	404,692	1,363,407	958,715	
1924	468,208	1,344,582	876,374	
1925	523,443	1,263,656	740,213	
1926	514,707	1,279,742	765,035	
1927	524,717	1,241,715	717,008	
1928	570,926	1,223,977	653,051	
1929	594,592	1,429,836	835,244	
1930	615,236	1,431,555	816,319	
1931	664,156	1,604,308	940,152	
1932	534,075	1,077,012	542,935	
1933	582,826	710,549	136,723	
1934	603,984	736,330	132,346	
1935	537,625	713,229	175,604	
1936	655,027	671,778	16,751	
1937	978,875	713,542		265,333
1938	974,685	695,687		278,998
1939	764,913	785,641	20,728	
1940	813,721	770,031		43,690
1941	916,104	792,129		123,975
1942	1,199,921 (a)	992,577 (a)		207,344
Year ended 31st March				
1943	1,081,012 (a)	1,021,048 (a)		59,964
1944	1,780,665 (a)	1,246,460		534,205
1945	1,641,317	1,332,440		308,877
1946	1,454,028	1,380,440		73,628
1947	1,594,305	1,753,232 (b)	158,927	

(a) Included in the figures of revenue and expenditure for the years 1942, 1943 and 1944 are the costs of construction of lines for the Royal Canadian Air Force from St. John's to Gander amounting to $377,874 and recovered from the Canadian Government

(b) Includes $221,743 Capital Expenditure for reconstruction of plant and equipment.

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DEPARTMENT OF PUBLIC WORKS

Marine Works

No. of Lighthouses	218
No. of Fog Alarms	39
No. of Buoys and other Aids to Navigation	33
No. of Public Wharves	278
No. of Public Breakwaters	88
No. of Public Launchways and Slipways	209
No. of Dredges	1
No. of other Vessels	Nil
No. of Light and Fog Alarm Keepers and Assistants	329

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(a) Lighthouses, (b) Fog Alarms
(c) Buoys and other Aids to Navigation.

Annual Expenditure - Salaries

	1933-34	$ 65,475.77
	1934-35	83,145.78
	1935-36	74,184.78
	1936-37	77,660.50
	1937-38	77,952.75
	1938-39	79,873.95
	1939-40	79,288.27
	1940-41	79,913.40
X	1941-42	89,977.50
	1942-43	80,448.45
	1943-44	113,454.74
	1944-45	115,287.32
	1945-46	113,759.31
	1946-47	113,127.56

X From 1941-42 includes Cost of Living Bonus.

In addition to figures shown, the following expenditure was made in Construction and Improvements in the years shown:-

1935-36	2 Lights Bonne Bay, 1 Light Red Island	$ 3,837.35
	Improvement Light at Cape St.Francis	777.38

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1935-36 (cont'd.)

One Fog Alarm St. Anthony)) One Fog Alarm Red Bay)	$ 24,508.10

1936-37	New Lights at Partridge Point, Little Fogo Island, Cape Fox. Whistling Light Buoy Charge Rock. New Tower and Light, Muddy Shag. Improvements to Lights at Pacquot and Long Island.	18,530.24
1937-38	New Dwelling House and Fog Alarm Buildings erected Bear Island, Burgeo	14,185.90
1939-40	Light and Fog Alarm Station at Bell Island	18,891.34

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(d) Public Wharves

(e) Breakwaters

(f) Launchways, Slipways.

Annual Expenditure

1933-34	$ 10,946.79
1934-35	19,166.37
1935-36	40,006.40
1936-37	41,486.25
1937-38	46,567.36
1938-39	35,964.21
1939-40	43,739.84
1940-41	29,952.33
1941-42	31,153.92
1942-43	65,114.89
1943-44	106,179.60
1944-45	351,096.84
1945-46	394,334.94
1946-47	386,638.32

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(e) Breakwaters

In addition to figures shown on Page 1 the following expenditure was made on Construction and repairs of Breakwaters in years noted:-

BONAVISTA BREAKWATER

1943-44	$ 104.75	1945-46	$ 14,681.17
1944-45	358,872.44	1946-47	47,105.05

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(c) Breakwaters (cont'd.)

BAY DE VERDE BREAKWATER

1945-46	$ 185,074.55
1946-47	80,627.03

SANDY POINT BREAKWATER

1946-47	$ 6,427.61

BRANCH BREAKWATER

1946-47	$ 42,405.61

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(g) Dredge

Annual Expenditure	Wages of Crew, Repairs and Running Expenses
1933-34	$ 16,255.13
1934-35	26,785.15
1935-36	23,464.85
1936-37	15,938.84
1937-38	26,283.61
1938-39	23,252.73
1939-40	22,196.05
1940-41	30,929.10
1941-42	29,259.34
1942-43	40,789.46
1943-44	58,929.94
1944-45	64,908.06
1945-46	81,273.74
1946-47	51,643.11

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Steel screw steam barge, grab hopper dredge. Gross tonnage 291 tons, Registered tonnage 137 tons. Length 122 feet. Built at Middleborough April 1910.

Crew	Rate of pay 1946	Crew	Rate of Pay 1946
Captain	$ 3,278	Cranoman	$ 2,106
Mate	2,027	Firemen (2)	1,568
Chief Engineer	3,200	Able Seamen (5)	1,488
Second Engineer	2,670	Cook	1,726
		Steward	1,362
Number of Crew	14	Total pay (1946)	$ 15,514.37

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Postal Telegraph Buildings

No. Leased by Department	91
Occupied by Department Posts & Telegraphs, owned by Department of Public Works	62
Approximate Capital Cost	$ 280,000.00
No. of buildings used by Department of Posts & Telegraphs and shared with others	36
Approximate Capital Cost	$ 700,000.00

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PUBLIC BUILDINGS

1.	Argentia	Post Office, Customs Office.
2.	Aguathuna	Post Office, Customs Office.
3.	Bay Roberts	Court Room, Magistrate's Office, Customs Office, Gaol Cells
4.	Bell Island	Post Office, Customs Office, Court Room, Police Office, Magistrate's Office, Relieving Office, Gaol Cells and Residence.
5.	Belleoram	Post Office, Customs Office, Magistrate's Office, Rangers' Office.
6.	Bonavista	Post Office, Court Room, Magistrate's Office, Police Office, Relieving Office, Gaol Cells and Residence.
7.	Bonne Bay	Post Office, Customs Office, Rangers' Office, Magistrate's Office, Court Room, Gaol Cells and Residence.
8.	Botwood	Post Office, Customs Office, Rangers' Office, Magistrate's Office, Court Room, Gaol Cells and Residence.
9.	Brigus	Post Office, Court Room, Magistrate's Office, Police Office, Gaol Cells and Residence.
10.	Carbonear	Post Office, Customs Office, Relieving Office.
11.	Channel	Post Office, Customs Office, Ranger's Office, Magistrate's Office, Court Room, Gaol Cells and Residence.
12.	Corner Brook	Post Office, Magistrate's Office, Court Room.
13.	Curling	Post Office, Customs Office, Police Office, Fishery Office.
14.	Deer Lake	Post Office, Rangers' Office.
15.	Flowers Cove	Post Office, Customs Office, Court Room, Magistrate's Office.
16.	Fortune	Post Office, Customs House
17.	Fogo	Post Office, Customs Office, Police Office, Court Room, Gaol Cells and Residence, Magistrate's Office.

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PUBLIC BUILDINGS(Cont'd.)

18.	Grand Bank	Post Office, Customs Office, Magistrate's Office.
19.	Greenspond	Post Office, Customs Office.
20.	Grand Falls	Post Office, Magistrate's Office, Court Room, Cells.
21.	Hr. Breton	Post Office, Magistrate's Office, Court Room, Customs Office, Rangers' Office, Cells & Residence.
22.	Harbour Grace	Post Office, Police Office, Relieving Office.
23.	Lamaline	Post Office, Magistrate's Office, Rangers' Office and Court Room.
24.	Musgrave Harbour	Post Office, Magistrate's Office, Court Room.
25.	Port aux Basques	Post Office, Customs Residence.
26.	Placentia	Post Office, Customs Office, Magistrate's Office, Rangers' Office, Court Room, Gaol Cells and Residence.
27.	Port Union	Post Office, Customs Office.
28.	Ramea	Post Office, Customs Office, Rangers' Office.
29.	St.Anthony	Post Office, Customs Office, Magistrate's Office, Rangers' Office, Court Room, Gaol Cells and Residence.
30.	St.George's	Post Office, Customs Office, Magistrate's Office, Rangers' Office, Court Room, Gaol Cells and Residence.
31.	St.John's, Harvey Road	Post Office, Department of Natural Resources, Y.M.C.A., Geological Division, Public Works.
32.	Spaniard's Bay	Post Office, Court Room and Residence.
33.	Trinity, T.B.	Post Office, Relieving Office, Court Room, Magistrate's Office, Police Office, Gaol Cells and Residence.
34.	Twillingate	Post Office, Magistrate's Office, Relieving Office, Court Room, Gaol Cells and Residence.
35.	Old Perlican	Post Office, Court Room
36.	Winterton	Post Office, Magistrate's Office, Court Room.

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TOTAL ANNUAL MAINTENANCE COST OF PUBLIC BUILDINGS

	1942-43	1943-44	1944-45
(a) Postal-Telegraph buildings	$ 10,498.61	$ 14,927.85	$ 24,546.08
(b) Customs buildings	7,815.97	15,126.34	12,737.05
(c),(d) Lighthouses, Fog Alarms Beacons, Buoys	131,630.39	168,108.54	162,595.96
(e) Penitentiary	4,909.50	7,610.08	9,830.00
(f) Court Houses	27,746.25	40,200.88	43,391.85

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TOTAL ANNUAL MAINTENANCE COST OF PUBLIC BUILDINGS (cont'd.)

	1945-46	1946-47
(a) Postal-Telegraph buildings	$ 17,358.77	$ 14,063.34
(b) Customs buildings	12,812.01	13,096.64
(c), (d) Lighthouses, Fog Alarms, Beacons, Buoys	177,588.96	186,276.42
(e) Penitentiary	12,357.85	8,569.40
(f) Court Houses	35,741.15	65,216.36

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GANDER AIRPORT

(a)	Capital expenditure by Newfoundland before War		$ 650,000.00
	" " " "	1946-47	400,000.00
	" " " "	1947-48	400,000.00
(b)	" " " United Kingdom to	1940	$ 3,350,000,00(
	" " " " "	1941-45	5,000,000.00
(c)	" " " Canada	1940-45	$ 30,000,000.00
(d)	Operating Costs	1946-47	$ 5,438,159.08 x
	Estimated Operating Costs	1947-48	5,558,159.00
(e)	Operating Revenue	1946-47	2,101,974.43
	Estimated Operating Revenue	1947-48	2,451,323.00
(f)	Total Personnel employed (see details attached)	1946-47	1,198
	" " " "	1947-48	1,299
	Total pay	1946-47	1,351,252.66
	" " estimated	1947-48	1,451,253.00
(g)	Rentals received (see details attached)	1946-47	81,406.07
	Estimated Rentals	1947-48	200,000.00
(h)	See list attached		
(i)	Total Landing Fees received	1946-47	369,244.94
	Estimated Landing Fees	1947-48	600,000.00
(j)	Total Revenue other than in (g) and (h)	1946-47	1,651,323.12
	Estimated Revenue other than in (g) and (h)	1947-48	1,651,323.00
(k)	Total Landings	1946-47	6,176
	Estimated Landings	1947-48	8,400

x This amount is estimated to contain stock to value of $600,000.00.

Figures given in (a), (b) and (c) are for guidance of the delegation only. They are not official figures given by Canada or Great Britain.

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(h) LANDING CHARGES

Landing fees Gander as approved for certain classes of aircraft (c.f.D.O. telegram No. 181 of 23 May 1946) and as recommended for other classes.

When all up weight does not exceed	5000 lbs.	$ 5.00
" " " " " " "	6000 lbs.	6.00
" " " " " " "	7000 lbs.	7.00
" " " " " " "	8000 lbs.	8.00
" " " " " " "	9000 lbs.	9.00
" " " " " " "	10000 lbs.	10.00
" " " " " " "	11000 lbs.	12.50
" " " " " " "	12000 lbs.	15.00
" " " " " " "	13000 lbs.	17.50
" " " " " " "	14000 lbs.	20.00
" " " " " " "	15000 lbs.	22.50
" " " " " " "	16000 lbs.	25.00
" " " " " " "	17000 lbs.	27.50
" " " " " " "	18000 lbs.	30.00
" " " " " " "	19000 lbs.	32.50
" " " " " " "	20000 lbs.	55.00
" " " " " " "	25000 lbs.	40.00
" " " " " " "	30000 lbs.	45.00
" " " " " " "	35000 lbs.	50.00
" " " " " " "	40000 lbs.	55.00
" " " " " " "	45000 lbs.	60.00
" " " " " " "	50000 lbs.	65.00
" " " " " " "	60000 lbs.	70.00
" " " " " " "	70000 lbs.	75.00
" " " " " " "	80000 lbs.	80.00
" " " " " " "	90000 lbs.	85.00
" " " " " " "	100000 lbs.	90.00

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(e) Operating Revenue, 1946-1947

Revenue Collected	$ 1,703,459.48
Accounts Outstanding	398,514.65
Total Revenue, 1946-1947	$ 2,101,974.13

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(g) Rentals Received Classified, 1946-1947

Rental of Equipment	$ 13,649.58	
Rental of Buildings, dwellings and Apartments	58,507.67	
Rental of Airlines Terminal	9,248.82	
Total Rentals Received		81,406.07

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(i) Landing Fees Received, 1946-1947 369,244.94

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(j) Classification of Revenue, 1946-1947, other than Rentals and Landing Fees.

Mess Hall Revenue	$ 323,111.84	
Hotel Revenue	794,624.22	
Bar Revenue	183,344.45	
Novelty Shop	19,927.19	
Laundry	27,884.35	
Dry Cleaning Plant	11,878.72	
Coal Sales	26,221.76	
Bakery	12,335.06	
Miscellaneous Labour and Material Supplied	74,945.64	
Sales of Electric Power	12,492.32	
Heat Supplied	65,694.50	
Hangar Rental Fees	1,315.00	
Maintenance of Airlines Terminal	75,824.42	
Sales of Surplus Equipment	9,814.10	
Miscellaneous	11,909.55	1,651,323.12
		$ 2,101,974.13

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DEPARTMENT OF CUSTOMS

HEADQUARTERS AND ADMINISTRATIVE

Personnel	Rates of pay		Total
1 Secretary and Chairman	$4000-200-5500	$ 4,744	
1 Second Secretary	3300-100-3900	3,525	
1 Jr. Assistant Secretary	3100-100-3400	3,100	
1 Surveyor	2800- 80-3200	3,300	
1 Accountant Grade I	2600- 80-3000	2,640	
4 Clerks Grade I	2600- 80-3000	10,960	
20 Clerks Grade II	1800- 70-2500	43,489	
25 Clerks Grade III	1050- 70-1900	38,808	
1 Clerk Shorthand-Typist	1150- 50-1500	1,250	
2 Clerks Grade III (female)	750- 50-1300	1,563	
12 Shorthand-Typists and Machine Operators	750- 50-1300	10,127	
3 Messengers	900- 60-1600	3,540	$ 127,046

APPRAISERS, EXAMINERS AND COLLECTORS

1 Chief Appraiser	3200-100-3800	$ 3,200	
4 Appraisers Grade I	2600- 80-3000	10,820	
4 Appraisers Grade II	1800- 70-2500	7,585	
1 Examiner (Parcel Post)	2600- 80-3000	2,760	
5 Asst. Examiners (Parcel Post)	1800- 70-2500	9,683	
1 Senior Collector	2600- 80-3000	2,680	
6 Collectors Class I	1800- 70-2500	12,837	
12 Collectors Class II	1400- 60-2000	18,920	
27 Collectors Class III	1400- 60-1850	40,802	
17 Collectors Class IV	1400 maximum	16,723	
1 Inspector Weights & Measures	1600- 60-2100	1,720	
1 Asst. " " "	1100- 50-1600	1,134	$ 128,864

MISCELLANEOUS

4 Storekeepers & Porters	1000- 60-1600	$ 4,952	
1 Watchman	1000- 60-1400	1,034	
1 Tier (Parcel Post)	1000- 60-1400	1,202	
Supernumeraries		5,008	$ 12,196

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PREVENTIVE STAFF

Personnel	Rates of Pay		Total
1 Senior Preventive Officer	$2000-70-2400	- $2,400	
5 Preventive Officers-Two at	1600-2100)		
Three at	1600-1900)	- 9,585	
3 Preventive Motormen	1200-60-1700	- 4,471	
31 Preventive Men	1000-60-1700	- 36,787	
1 Maintenance Superintendent		- 3,270	
3 Preventive Men (Coastal)	1000-60-1400	- 3,233	
23 Crews for Preventive Boats		- 37,884	
27 Watchers Class I	1000-60-1600	- 34,664	
4 Tidewaiters	-	- 3,800	$ 136,094
Total Personnel - 255	Total Salaries		$ 404,200
	Allowances and Rewards		52,200
			$ 456,400

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No. of Boats or Ships Owned or Hired by Department in Preventive Work.		Annual Cost
3 Cutters (Motor Vessels)	1938-39	$ 26,419.91
20 Harbour Boats (used by	1939-40	21,469.83
Collectors and Tidewaiters in	1940-41	12,236.04
St. John's and Outports)	1941-42	6,179.07
	1942-43	5,686.16
(Note: M/S Marvita and	1943-44	9,975.76
Shulamite hired to R.C.Navy	1944-45	12,845.57
from April, 1943 to September,	1945-46	13,789.84
1945),	1946-47	47,809.54

----oOo----

Capital Cost of Boats or Ships

M/V SHULAMITE	$ 13,000	
M/V MARVITA	13,500	
M/V POINT MAY	8,000	
20 Harbour Boats	7,000	approx.
TOTAL	$ 41,500	

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Total number of buildings or portions of buildings rented by Department	17
Rent paid to individuals	$ 829.00
Rent paid to Department of Public Works	484.23
	1,313.23

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CUSTOMS PORTS OF ENTRY

Aguathuna	Curling	Lowisporte
Argentia	English Harbour West	Little Bay Islands
Baie Verte	Ferryland	Marystown
Battle Harbour	Flower's Cove	Millertown
Bay Bulls	Fogo	Odorin
Bay Roberts	Fortune	Port aux Basques
Bellcoram	Gander	Port au Port
Bell Island	Gaultois	Port Saunders
Bishop's Falls	Glovertown	Port Union
Bonavista	Goose Bay Airport	Pushthrough
Bonne Bay	Grand Bank	Ramea
Botwood	Grand Falls	Red Bay
Buchans	Greenspond	Rose Blanche
Burgeo	Harbour Breton	St. Anthony
Burin	Harbour Buffett	St. George's
Cape Broyle	Harbour Grace	St. Lawrence
Carbonear	Harmon Field	St. Mary's
Cartwright	Holyrood	Stephenville Crossing
Claronville	Lamaline	Tropassey
Codroy	L'anse Eclair	Twillingate
Corner Brook	Lark Harbour	Whitbourne
		Wood's Island

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JUDICIARY C279366

(a) Annual cost of Supreme Court, exclusive Judges' Salaries

1938-39	$ 25,334.00
1939-40	25,932.00
1940-41	20,752.00
1941-42	20,153.00
1942-43	17,146.00
1943-44	26,015.00
1944-45	26,248.00
1945-46	29,794.00
1946-47	29,692.00
	$ 221,066.00

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(b) Annual cost of the Central District Court

1938-39	$ 4,401.00
1939-40	4,731.00
1940-41	4,790.00
1941-42	5,497.00
1942-43	4,708.00
1943-44	7,532.00
1944-45	8,518.00
1945-46	7,775.00
1946-47	8,525.00
	$ 56,477.00

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(c) Annual cost of Stipendiary Magistrates; no.of such magistrates; their classes of pay; total pay of all.

1938-39	$ 57,602.00
1939-40	45,613.00
1940-41	49,924.00
1941-42	50,501.00
1942-43	40,641.00
1943-44	56,326.00
1944-45	54,153.00
1945-46	57,898.00
1946-47	66,560.00
	$ 479,218.00

1947-48

7 District Magistrates ($3300-100-4200)
14 Assistant Magistrates ($2550-100-3250)
Living allowance to District Magistrates at urban centres.
4 Shorthand-Typists ($750-50-1000-50-1300).

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(d) Total cost of Stipendiary Magistrates' Courts

1938-39	$ 9,369,00
1939-40	10,291.00
1940-41	11,000.00
1941-42	10,396.00
1942-43	11,324.00
1943-44	12,814.00
1944-45	15,856.00
1945-46	14,748.00
1946-47	18,365.00

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(e) Total fines and forfeitures of all Courts in Newfoundland.

1938-39	$ 14,692.00
1939-40	16,237.00
1940-41	18,491.00
1941-42	30,293.00
1942-43	29,567.00
1943-44	63,549.00
1944-45	49,933.00
1945-46	52,535.00
1946-47	43,992.00

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C 279368

H. M. PENITENTIARY

(a) Annual Expenditure since 1934

1934-35	$ 18,697
1935-36	18,254
1936-37	19,752
1937-38	39,500
1938-39	42,564
1939-40	46,659
1940-41	48,533
1941-42	51,825
1942-43	52,704
1943-44	91,259
1944-45	103,957
1945-46	94,692
1946-47	105,852
	$ 734,248

----oOo----

(b) 1947-48

1 Superintendent	$ 2800-100-3300	$ 3,059
1 Chief Warder		1,800
4 Sergeant Warders	1700	6,800
24 Warders	1450-20-1550	36,160
2 Warders	1200	2,400
Rent allowances		6,500
Marriage allowances		4,500
2 Clerks, Grade III	1050-70-1400-70-1900	3,044
2 Cooks (one at $1,450; one at $1,320)		2,770
1 Matron		1,000
2 Assistant Matrons	$750	1,500
		$ 69,533

NOTE: Where free houses are not provided, rent allowance of $240 p.a., is paid to married warders. They also receive $200 p.a., marriage allowance.

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C279369

GOVERNMENT DEMONSTRATION FARM

MOUNT PEARL

Area of Farm

The Farm consists of 210 acres of land situated on the Mount Pearl road, approximately six miles from St. John's.

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Land Use

Land used by the Government Fur Farm	10 acres
Cleared and under cultivation	60 acres
Marsh land unsuitable for agriculture	20 acres
Woodland and rough clearing	120 acres
	210 acres

Of the area in woodland and rough clearing, approximately 20 acres may be brought under cultivation.

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Capital cost of Farm to date

Cost of land	$ 11,500
Cost of buildings	97,902
	$ 109,402

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Inventory as at 31st March, 1947

Value of land		$ 18,380.50
Value of stock, machinery, equipment, etc.		
Livestock	$ 10,364.65	
Farm machinery	7,252.02	
Livestock feeds	2,996.69	
Poultry equipment and supplies	3,873.57	
Barn equipment and supplies	1,080.00	
Farm house equipment and supplies	4,566.41	
Miscellaneous equipment and supplies	4,685.85	34,819.19
Value of farm buildings		$ 97,901.94

1 stable	1 duckery
1 manure pit	1 hog barn
2 silos	1 sheep barn
1 implement shed	1 greenhouse
1 garage	1 brooder house
1 lecture hall	1 root cellar
1 double dwelling	2 poultry houses
1 farm staff house	1 wood shed
1 machine shed	1 dam and pumphouse

TOTAL	$ 151,101.63

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	Annual Operating Cost	Revenue from sale of Milk, Eggs, Vegetables and Livestock
1935-36	$ 9,088	$ 369
1936-37	12,756	2,139
1937-38	12,541	3,606
1938-39	12,374	4,473
1939-40	11,245	2,621
1940-41	15,470	5,105
1941-42	22,200	11,943
1942-43	21,542	14,434
1943-44	30,051	15,649
1944-45	44,088	24,549
1945-46	34,318	23,616
1946-47	41,832	26,690
	$267,505	$135,194

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SALARIES, STAFF

		Salary Scale	Salary 1947-48
©	1 Manager	$2,000-80-2,700	$ 2,220
©	1 Farm Foreman	1,350	1,350
	1 Accountant	1,800-70-2,500	1,870
©	1 Poultryman	1,250	1,250

Salaries Payable out of Farm Vote

ø	1 Herdsman		$ 960
ø	1 Fieldman		960
	1 Greenhouse man		1,380
ø	1 Assistant Poultryman		960
ø	1 Truckman		1,080
ø	1 Housekeeper		840
ø	2 Maids	$ 360	720

Total salaries voted ..... $ 6,690

Total salaries payable out of Farm vote ..... $ 6,900

© Free house provided.

ø Free board and lodging.

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V E T E R A N S

C 279371

(a) Total number of World War I veterans in receipt of pensions or other benefits..... 1,113

(b) Total amount paid each year since 1934 under (a):-

1934-35	$ 549,982	1941-42	$ 518,725
1935-36	550,920	1942-43 (9 months) July 1942 to March 1943	390,996
1936-37	523,266		
1937-38	554,896	1943-44	513,127
1938-39	564,593	1944-45	494,403
1939-40	564,572	1945-46	478,472
1940-41	538,318	1946-47	458,660

(c) Rates of pensions or other benefits paid:-

Pensioner only	$ 900.00	Annual rate of Pension awarded to rank and file totally disabled.
Pensioner and wife	1,200.00	
Pensioner, wife and one child	1,380.00	
Pensioner, wife and two children	1,524.00	
Pensioner, wife and three children	1,644.00	
Additional for subsequent children	120.00	
Widow only	$ 720.00	Annual rate of Pension awarded to widow of rank and file
Widow and one child	900.00	
Widow and two children	1,044.00	
Widow and three children	1,164.00	
Additional for each subsequent child	120.00	

(d) Total number of World War II veterans in receipt of pensions:

At December 31st, 1946..... 631

(e) Total amount estimated to be paid under (d) in 1947-48:

Supplementation only..... $ 182,000

(f) Rates payable under (d):

Similar to those paid under (c).

(g) Total number of Veterans' Administration permanently employed, with total pay given:

Staff of 16, Expenditure $24,331.00. War Pensions Department only.

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C 279372

MARINE HOSPITALS

Number of Marine or Merchant Seamen's Hospitals	1
Capital cost of same	$ 200,000.00
Annual operation cost of same	$ 102,484.05
Number of beds	60

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CIVIL RE-ESTABLISHMENT

1946-47		$1,225,000
1947-48	Estimate	735,000
1946-47	Salaries	25,055
1947-48		34,064

The reason for the excess salary rate is accounted for by the consolidation of salaries, that is, the Living Allowance is included.

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C 279372A

TABLE SHOWING TAXES IMPOSED UNDER INCOME TAX CONSOLIDATION ACT

Corporations and Joint Stock Companies:	On income of $5,000 or less 22½%; on balance of income exceeding $5,000 35%.
Fire Insurance Companies:	8% of premiums collected on property in Newfoundland plus 20% surtax.
Life Insurance Companies:	2% of premiums collected in Newfoundland less cash value of dividends to policy-holders plus 20% surtax.
Banks and Trust Companies:	22½% and 35% (same as Corporations) unless this is less than 5/16 of 1% of the business of the bank - deposits, current loans, overdrafts and discounts (excluding foreign bills), in which case the rate of taxation is increased to a percentage that will make the annual tax equal to this amount. Surtax 20%.
Partnerships:	Not taxable as such, but the shares of the partners, whether withdrawn or not, are treated as individual income.
Lotteries:	15% of the amount distributed as prizes, to be paid at the time the distribution takes place, before prizes are paid. Surtax 50%.
Personal Holding Companies:	No tax on income, but franchise tax based on authorized capital at the following rates: $50 for the first $250,000 or less; ten cents per $1,000 for the next $750,000; five cents per $1,000 on the excess; maximum $250. Surtax 50%. This does not apply to resident shareholders.

Individuals:

(a) Normal tax - Residents; 6% on first $6,000 of income, 12% on balance

Exemptions - $2,000 for married persons, widowed persons with son or daughter wholly dependent or single persons maintaining a domestic establishment in which they maintain a wholly dependent relative; $1,000 for all others resident in Newfoundland.

Non-resident; 12%, exemption $1,000.

In addition, a resident taxpayer is entitled to an exemption of $300 for each dependent child or other

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Individuals:

(a) Normal tax - (cont'd.)

person related by blood, marriage or adoption, under 20 years of age or over 20 years of age if incapable of self-support, wholly dependent on the taxpayer during the taxable year, excepting such person as entitled him to the statutory allowance of $2,000.

(b) Supertax - Income up to $6,000 exempt

next	2,000	2%
"	2,000	8%
"	5,000	12%
"	5,000	18%
"	5,000	24%
"	5,000	30%
"	10,000	35%
"	10,000	40%
"	50,000	45%
Over	100,000	50%

(c) Surtax - On total amount of normal tax and supertax 50%.

Discount - The taxpayer is allowed a discount of 5% if the whole of the tax is paid on or before May 31 of the year in which the tax is due.

The Supertax, Surtax and Discount apply to Resident and Non-resident Taxpayers.

Interest and Dividends Payable to Non-residents:

In addition to any other tax imposed by the Act a tax of 15% is imposed on non-residents in respect of:

Dividends received from Newfoundland debtors;

Interest from Newfoundland debtors, if payable in Newfoundland, except interest on bonds of municipal or local government authorities, or bonds and obligations of or guaranteed by the Newfoundland government, other than interest on deposits with the Newfoundland Savings Bank;

Interest from a resident subsidiary to a non-resident parent company;

Income from a Newfoundland estate or trust, except rents, whether received by the non-resident beneficiary or not.

The Amount Paid Under This Clause is Deductible from Any Other Tax on the same Income.

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Rents on Landed Property Payable to Non-residents:

12% of net rents received, and surtax of 50%.

The taxpayer may deduct the amount of income tax paid to Great Britain or any British Dominion or self-governing colony or dependency, for income derived in them, and to any other foreign country which offers a similar credit to persons receiving income from Newfoundland.

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TABLE SHOWING INCIDENCE OF COMPOSITE TAX RATE ON STATUTORY SCALE OF INCOME INCREMENTS

PERSONAL INCOMES

1946

Income up to	$6,000	9%
next	2,000	21%
"	2,000	30%
"	5,000	36%
"	5,000	45%
"	5,000	54%
"	5,000	63%
"	10,000	70.5%
"	10,000	78%
"	50,000	85.5%
over	100,000	93%

Note. The composite tax rate is the combined rates of normal tax, supertax and surtax. Discount of 5% for prompt payment has not been taken into account in the above calculations.

Exemption limits: Single person no tax on first $1,000.
Married person no tax on first $2,000 and allowance of $300 for each child.

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C 279375

DISTRIBUTION OF INDIVIDUAL ASSESSMENTS BY INCOME CLASSES

TAXATION YEARS 1939-1945.

Income Class	1939	1940	1941	1942	1943	1944	1945 *
Below $2,000	952	924	817	4,199	4,207	4,021	4,100
$ 2,000 to $ 3,000	466	489	545	1,342	1,724	2,094	2,250
3,000 " 4,000	301	349	341	646	793	903	953
4,000 " 5,000	154	174	221	326	400	473	513
5,000 " 6,000	90	90	116	216	261	307	338
6,000 " 8,000	64	89	108	225	268	301	316
8,000 " 10,000	57	56	55	130	141	158	165
10,000 " 20,000	50	45	76	182	222	253	255
20,000 " 30,000	35	34	10	55	70	66	70
30,000 " 40,000			10	18	23	19	20
40,000 " 50,000				8	14	12	12
Over $ 50,000				7	6	8	8
T O T A L S	2,169	2,250	2,299	7,354	8,129	8,615	9,000

* Estimated

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DISTRIBUTION OF CORPORATION ASSESSMENTS - 1945 TAXATION YEAR

Income Class	No.of Companies	Net Taxable Income	Income Tax Paid	Excess Profits Tax Paid	Total
Less than $ 1,000	39	$ 16,911	$ 3,741	$ -----	$ 3,741
$ 1,000 - 2,000	27	37,659	8,473	-----	8,473
2,000 - 3,000	24	59,022	12,680	-----	12,680
3,000 - 4,000	15	51,906	11,546		11,546
4,000 - 5,000	5	21,520	4,842	-----	4,842
5,000 - 10,000	37	264,233	59,412	16,982	76,394
10,000 - 15,000	29	358,356	78,788	43,440	122,228
15,000 - 20,000	25	429,656	95,232	62,870	158,102
20,000 - 25,000	12	270,354	58,200	34,852	93,052
25,000 - 50,000	39	1,386,753	316,358	244,118	560,476
50,000 -100,000	28	1,957,784	439,413	300,860	740,273
100,000 - 250,000	18	3,020,778	679,019	454,255	1,133,274
250,000 - 500,000	14	4,743,540	1,064,879	886,873	1,951,752
over 500,000	6	4,511,918	1,015,182	273,072	1,288,254
	318	$17,130,390	$ 3,847,765	$ 2,317,322	$ 6,165,087

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APPENDIX III

Memorandum entitled "Some Notes on the Constitution and Government of Canada and on the Canadian Federal System" which was presented by the representatives of the Government of Canada at the commencement of the discussions.

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APPENDIX III

C 279377

SOME NOTES ON THE CONSTITUTION AND GOVERNMENT OF CANADA AND ON THE CANADIAN FEDERAL SYSTEM

A Reference Paper Prepared for the Information of a Delegation from the National Convention of Newfoundland

June 1947[1]

I. CONSTITUTION AND GOVERNMENT

Historical Development

1. The political status of Canada has evolved from that of a British colony with self-government in domestic matters to that of a member-state of the British Commonwealth of Nations, equal in status to the United Kingdom and to each of the other member-states, and possessed of the attributes of sovereignty in respect of external as well as domestic affairs. Since 1867, when the Provinces of Canada (Ontario and Quebec), Nova Scotia, and New Brunswick were federally united under the Crown of the United Kingdom of Great Britain and Ireland, constitutional development has gone hand in hand with federation of further provinces and territories. In addition to vast northern territories which are administered directly by the Federal Government, there are now nine provinces - Quebec, Ontario, Nova Scotia, and New Brunswick (the original four); Manitoba (1870); British Columbia (1871); Prince Edward Island (1873); Alberta (1905); and Saskatchewan (1905). Section 146 of the British North America Act provides for the admission of Newfoundland upon addresses requesting this being submitted to the Crown by the Canadian Parliament and the Newfoundland Legislature.

2. To understand Canada's status in the British Commonwealth of Nations and in the so-called family of nations, it is necessary to examine the history of her constitutional development, which in some respects parallels that of Newfoundland - notably in the growth of responsible government and in evolution toward Dominion status.

Internal Affairs

3. At the time of Confederation, as has been noted, Canada was self-governing in respect of her domestic affairs. Autonomy was not actually complete even in this field, for the Parliament of the United Kingdom retained the power to enact laws extending to Canada, and the Crown in Council (i.e., the United Kingdom Government) retained the right to disallow Canadian legislation or withhold the Royal Assent to bills on certain subjects passed by the Parliament of Canada. These rights gradually fell into disuse. The rights of disallowance and the withholding of assent were formally renounced by the Government of the United Kingdom at the Imperial Conference.

[1] Revised, September, 1947

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in 1930; and by the Statute of Westminster, 1931, the Parliament of the United Kingdom renounced its right to legislate for Canada except at the request and with the consent of the Canadian Parliament. The Statute of Westminster also authorized the Parliament of Canada and the provincial legislatures to enact laws amending or repealing British laws insofar as they applied to Canada; and it further declared and enacted that the Parliament of Canada had full power to make laws having extra-territorial effect. The method of amendment or repeal of the British North America Act - the written part of the Canadian constitution - was specifically excepted from the operation of the Statute of Westminster, mainly because there was no general agreement in Canada on an alternative method of constitutional amendment more in keeping with Canada's political status.

External Affairs

4. The evolution of self-government in external affairs has been a slow process. It began with the association of Canadian representatives with British plenipotentiaries in the negotiation of treaties affecting Canada, and the attendance of Canadian representatives at international technical conferences. Canada's part in the First World War earned for her separate representation at the Peace Conference, the right to have her representatives sign the treaties of peace, and separate membership in the League of Nations. At the Imperial Conference of 1926, it was agreed that the United Kingdom and Canada and the other Dominions were "autonomous communities within the British Empire, equal in status, in no way subordinate one to another in any aspect of their domestic or external Affairs".

The Canadian Constitution

5. The written constitution of Canada is the British North America Act, 1867, and its amendments. This Act is an Act of the Parliament of the United Kingdom, and it is one of the anomalies of Canada's "equal status" that it can be amended only by that Parliament. In practice, however, the Parliament of the United Kingdom enacts such amendments as may be requested by the proper Canadian authorities. Supplementing the written constitution is an unwritten constitution comprising ancient prerogatives of the Crown, British constitutional conventions (sometimes adapted to fit Canadian conditions), and conventions and usages that have been evolved in Canada to conform with Canadian requirements.

Division of Powers as Laid Down by the B.N.A. Act

6. Following the federal principle, legislative powers in Canada are divided between the Parliament of Canada and the provincial legislatures. Under Section 91 of the British North America Act, the Parliament of Canada is authorized to make laws "for the peace, order

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and good government of Canada, in relation to matters not coming within the classes of subjects" assigned exclusively to the provincial legislatures under Section 92 of the Act.

7. The classes of subjects in which the Federal Parliament has exclusive jurisdiction are the following: public debt and property; regulation of trade and commerce; unemployment insurance; raising of money by any mode or system of taxation; borrowing of money on the public credit; postal service; census and statistics; militia, military and naval service, and defence; fixing and providing for salaries and allowances of officers of the Canadian Government; beacons, buoys, and lighthouses; navigation and shipping; quarantine, and the establishment and maintenance of marine hospitals; sea-coast and inland fisheries; interprovincial and international ferries; currency and coinage; banking, incorporation of banks, and issue of paper money; savings banks; weights and measure; bills of exchange and promissory notes; interest; legal tender; bankruptcy and insolvency; patents and invention and discovery; copyrights; Indians and lands reserved for Indians; naturalization and aliens; marriage and divorce; the criminal law, except the constitution of courts of criminal jurisdiction, but including the procedure in criminal matters; the establishment, maintenance, and management of penitentiaries; and such classes of subjects as are expressly excepted in the enumeration of the classes of subjects exclusively assigned to the legislatures of the provinces.

8. Under Section 92 of the British North America Act, the provincial legislatures have exclusive legislative authority in respect of the following classes of subjects: amendment of the constitution of the province, except as regards the Lieutenant-Governor; direct taxation within the province in order to raise revenue for provincial purposes; establishment and tenure of provincial offices, and appointment and payment of provincial officers; the management and sale of public lands belonging to the province, and the timber and wood thereon; the establishment, maintenance, and management of public and reformatory prisons in and for the province; the establishment, maintenance, and management of hospitals, asylums, charities, and eleemosynary institutions in and for the province, other than marine hospitals; municipal institutions in the province; shop, saloon, tavern, auctioneer, and other licences issued for the raising of provincial or municipal revenue; local works and undertakings other than interprovincial or international lines of ships, railways canals, telegraphs, etc., or works that, though wholly situated within one province, are declared by the Federal Parliament to be for the general advantage either of Canada or of two or more provinces; the incorporation of companies with provincial objects; the solemnization of marriage in the province; property and civil rights in the province; the administration of justice in the province, including the constitution, maintenance, and organization of provincial courts, both of civil and criminal jurisdiction, and including procedure in civil matters in those courts; the imposition of punishment by fine, penalty, or imprisonment for breach of any law of the province relating to any of the aforesaid subjects;

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generally all matters of a merely local or private nature in the province.

9. The Federal Parliament and the provincial legislatures have concurrent powers in respect of agriculture and immigration, but federal laws in relation to these matters override provincial laws. The provincial legislatures have exclusive authority with regard to education, subject to certain safeguards for the rights of religious minorities.

The Canadian Government

10. The Government of Canada, which is modelled on that of Great Britain, consists of three main branches - Parliament, the Executive and Judiciary.

Parliament

11. The Parliament of Canada consists of the King (who is represented by the Governor General); the Senate; and the House of Commons.

12. The Senate has 96 members - 24 from each of the Provinces of Ontario and Quebec, 24 from the Maritime Provinces (Nova Scotia 10, New Brunswick 10, and Prince Edward Island 4), and 24 - 6 each - from the four western provinces (Manitoba, Saskatchewan, Alberta, and British Columbia). The B.N.A. Act of 1915 provides that in the event of Newfoundland being admitted to the Union, she would be entitled to 6 senators and the total number of senators would be increased to 102. Senators are nominated by the Governor General on the advice of the Cabinet, and normally hold office for life.

13. The number of members in the House of Commons, under existing legislation is fixed at 255, made up as follows:. Prince Edward Island, 4; Nova Scotia, 13; New Brunswick, 10; Quebec, 73; Ontario, 83; Manitoba, 16; Saskatchewan, 20; Alberta, 17; British Columbia, 18; and the Yukon, 1. On this basis Newfoundland would be entitled to 7 members. The maximum term in office of members of the House of Commons is five years, but the House may be dissolved before the term has expired.

14. Members of the House of Commons are elected by popular vote. The franchise varies from province to province, but in general men and women over twenty-one years of age who are British subjects and who satisfy residential qualifications are entitled to vote.

The Executive

15. Executive authority is vested in the King. Certain executive powers, mainly in connection with the conduct of foreign affairs, are from time to time exercised by the King himself, acting upon the advice of his Canadian Ministers; but for the most part executive powers corresponding to legislative powers are exercised for Canada by the Governor General.

16. The Governor General is appointed by the King on the advice of his Canadian Ministers, usually for a term of

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five years. In accordance with what is the most important of the unwritten rules of the constitution, the Governor General acts only on the advice of the Cabinet, the members of which are jointly and severally responsible to the elected representatives of the people in the House of Commons for the whole conduct of government. The provisions of the British North America Act, whereby the Governor General may at his discretion disallow, or reserve for the signification of the King's pleasure, bills that have been passed by both Houses of Parliament, have become a dead letter.

17. The Governor General appoints as Prime Minister the leader of the political party or group that has a majority in the House of Commons.

18. Members of the Federal Cabinet are appointed by the Governor General on the advice of the Prime Minister. Members of the Federal Cabinet are also members of the King's Privy Council for Canada. The Cabinet is the real executive authority, though its acts are often, in form, acts of the Governor General on its advice. The Cabinet formulates policy; it sponsors most of the important legislation, the adoption of which usually follows as a result of the support of the majority in the legislature. Each member of the Cabinet is usually responsible for the administration of a department of government, although in the Cabinet there may be included Ministers without portfolio whose experience and counsel may be drawn upon but who ordinarily have no administrative duties. Thus, the Cabinet not only formulates policy and sponsors legislation in line with its programme, but controls the administrative machinery that gives it effect. The doctrine of Cabinet responsibility, whereby the Cabinet as a whole is held responsible for the official acts and policies of individual Ministers, has become well established and the Cabinet must resign as a body if the House of Commons gives formal expression to lack of confidence in its policies or its personnel.

The Judiciary

19. The judiciary, the third element or branch of government, interprets the law and administers justice. Under the British North America Act (Sect. 92, s-s. 14) the legislature of a province has exclusive legislative competence in relation to "the administration of justice in the province, including the constitution, maintenance and organization of provincial courts, both of civil and of criminal jurisdiction and including procedure in civil matters in those courts". In Section 91 of the Act it is provided that "the criminal law, except the constitution of courts of criminal jurisdiction, but including the procedure in criminal matters" is a subject within the exclusive legislative competence of the Federal Parliament.

20. Although legislative authority over the judicial system is divided, the system itself is in fact closely integrated. A provincial legislature is free to set up various courts of first instance, such as the ordinary courts presided over by stipendiary magistrates

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or justices of the peace, juvenile courts, domestic-relations courts, traffic courts, as well as county courts and superior courts, etc. Law enforcement in the provinces is primarily the responsibility of the Provincial Attorneys General. Police magistrates and justices of the peace are appointed by the Provincial Governments.

21. The system gains cohesion from the fact that appeals are possible, as a rule, to higher courts and that judges of county courts and superior courts in the provinces, as well as of the Supreme Court of Canada and the Exchequer Court, are all appointed by the Governor General in Council and are paid from moneys appropriated by the Federal Parliament.

22. Jurisdiction in bankruptcy and other matters within the exclusive jurisdiction of Parliament has been conferred upon the provincial courts or the judges thereof. Provincial court officials are appointed registrars in bankruptcy and are paid by fees, which are turned over by them to the provinces where they receive the salary from the province.

23. Judges are drawn invariably from the legal profession. Judges of the Supreme Court of Canada, the Exchequer Court and county or district courts hold office until the appointee reaches the age of seventy-five years. Superior-court judges hold office for life.

24. Judicial independence is safeguarded by the requirement that judges of the Supreme Court of Canada, the Exchequer Court, and the superior courts of the provinces hold office during good behaviour and are only removable by the Governor General on an Address of the Senate and House of Commons. County and district court judges are removable from office by the Governor General in Council for misbehaviour or for incapacity or inability to perform their duties, after an inquiry has first been held. In addition, pensions are provided on retirement in certain circumstances.

25. The Supreme Court has jurisdiction as a High Court of Appeal in both civil and criminal cases throughout Canada. It is also a court of appeal from the Exchequer Court, from the Board of Transport Commissioners, as provided in the Railway Act, and in certain other cases expressly provided under Dominion legislation. The Governor General in Council may refer to the Supreme Court for an opinion upon any matter deemed advisable. The Supreme Court sits in Ottawa, where the judges reside and where three sessions annually are held.

26. The Exchequer Court of Canada possesses exclusive original jurisdiction in all cases in which demand is made or relief sought against the Crown or any of its officers. It also has, subject to provincial concurrence, jurisdiction in controversies between the provinces and the Dominion under certain conditions. The Exchequer Court sits from time to time, and in such places as the business of the court requires.

27. In criminal cases the Supreme Court of Canada is the final court of appeal. In civil cases

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appeals may be brought from the superior courts of the provinces to the Supreme Court of Canada and thence to the Judicial Committee of the Privy Council by special leave of the latter body. There is also an appeal as of right direct from the superior courts of most of the provinces to the Judicial Committee of the Privy Council in cases involving property of a minimum value that varies from province to province; in other cases the Judicial Committee may grant special leave to appeal. There is an appeal as of right to the Judicial Committee from the Exchequer Court sitting as a Court of Admiralty.

28. Judges of superior or county courts and barristers of no less than ten years standing may be appointed district judges in Admiralty by the Governor General in Council. There are at present six such district judges, one each in Nova Scotia, New Brunswidk, Prince Edward Island, Quebec, Ontario and British Columbia.

Provincial Governments

29. Provincial governments in Canada have various origins. Nova Scotia, New Brunswick and Prince Edward Island came into confederation with their pre-existing constitutions practically unaltered by the union. This was also the case with British Columbia, although representative institutions were not fully developed there at the time of union and were later regulated by provincial statute. The Governments of Ontario and Quebec were provided for in the British North America Act of 1867. The constitutions of Manitoba, Saskatchewan and Alberta, which were created out of federal territories, were laid down in the Manitoba Act of 1870. and in the Alberta and Saskatchewan Acts of 1905.

30. Nevertheless, all the provincial governments are of essentially the same character and consist of institutions similar to those of the federal government itself. In each of the provinces, the King is represented by a Lieutenant-Governor who is appointed by the Governor General in Council usually for a term of five years and whose salary is paid by the federal government. The Lieutenant-Governor governs with the advice and assistance of his Ministry or Executive Council, which is responsible to the Legislature and resigns office when it ceases to enjoy the confidence of that body. The powers of a Lieutenant-Governor in relation to his Ministers are ordinarily similar to those of a Governor General vis à vis the federal cabinet. In certain circumstances, it is valid constitutional practice for him to reserve bills for the signification of the Governor General's pleasure, and even for the latter to disallow provincial enactments. The right of reservation has virtually fallen into disuse and the right of disallowance is now employed on extremely rare occasions. The principle of Ministerial responsibility within the provinces is a clearly established principle of the Canadian federal system.

31. The Legislatures of all the provinces with the exception of Quebec are unicameral, consisting of a Legislative Assembly elected by the people. In Quebec, there is a Legislative Council

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as well as a Legislative Assembly. The maximum life of Legislative Assemblies is five years. They vary in size from Ontario and Quebec which have ninety members to Nova Scotia and Prince Edward Island which each have thirty members. Some provincial cabinets have as many as eighteen members while others have only six. As a rule a provincial Cabinet Minister may have more than one portfolio.

32. Provincial Legislatures are elected on an adult suffrage basis. In Nova Scotia voters are required to satisfy an income, rental or tax qualification, and in Manitoba, knowledge of the English language is a pre-requisite to the right to vote.

33. The exclusive legislative authority of the Provincial Legislatures is set forth in paragraph eight above.

Local Governments

34. Local governments in Canada developed to meet local needs and vary from province to province according to local conditions. At the time of confederation in 1867 only Ontario and Quebec possessed a well developed local government and municipal organization as it exists today in Canada has grown up in the course of the years as local conditions grew more complex. The provinces have played a large part in the development of municipalities.

35. In Ontario, Quebec, New Brunswick and Nova Scotia there are counties, or their equivalent, and in Manitoba, Saskatchewan, Alberta and British Columbia, there are rural municipalities or districts. In Ontario and Quebec there are townships within the counties; and in Quebec and in New Brunswick, there are parishes. In most provinces the smaller centres of urban life are, of course, organized into villages and towns.

36. In Ontario and Quebec, counties are governed by a council which consists of elected officials drawn from the townships, parishes, villages or towns comprising the county. Townships, etc., have councils of their own presided over by reeves. In the less populated provinces, the counties are governed by a council elected by the whole area.

37. Perhaps the most important form of local government in Canada is the municipal government of the larger urban communities incorporated as cities. These municipal governments are widely differing in type and, of course, vary considerably in age. The most typical form of municipal government in the larger cities of Canada is that in which an elected council of some kind, presided over by a mayor, governs for a stated period. Most of the larger cities have employed staffs of permanent civic officials.

38. Voters' qualifications for municipal elections vary considerably. At least one Canadian city has complete adult franchise, but most restrict voting to property owners, rate payers, etc.

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39. It will be noted that municipal institutions constitute one of the matters over which provincial legislatures have exclusive legislative authority under the British North America Act.

40. There are more than four thousand municipal governments in Canada.

Territorial Government

41. Over the major part of Canada, as has been pointed out, there is a division of powers between the Federal and Provincial Governments. These are defined in the written constitution. There are, however, the vast northern areas of the Northwest Territories and Yukon, the widely-spread National Parks and historic sites, Indian reserves, and a few scattered parcels of Ordnance and Admiralty lands, which remain under the jurisdiction of the Federal Government and are administered under Cabinet Ministers by Federal Departments. These comprise between 42 and 45 p.c. of the land surface of Canada, but their total population is little more than 1 p.c. of that of the country as a whole.

42. The government of the Northwest Territories is vested in a Commissioner, a Deputy Commissioner, and a Council of five members appointed by the Governor General in Council from members of the Federal Civil Service. Ottawa is the seat of government.

43. In Yukon there is a local Government. The chief executive is the controller appointed under instruction from the Governor General in Council or the Minister of Mines and Resources. There is an elective Legislative Council with jurisdiction over local matters. The seat of government is Dawson. The Yukon is represented in the Federal House of Commons.

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II. FEDERAL SERVICES

Agriculture

1. As mentioned in para 9, section I, the federal Parliament and the provincial legislatures have concurrent jurisdiction in the field of agriculture but the Dominion has over-riding authority in case of conflict. In practice federal and provincial agricultural services are closely integrated. The following paragraphs give a brief indication of the services provided by the federal government.

2. Science Service of the Department of Agriculture. The Service includes the divisions of animal pathology, bacteriology and dairy research, botany and plant pathology, chemistry, entomology and plant protection. The work of the Service is directed toward the solution of practical problems of agriculture through the application of the results of scientific investigations. The Service has 40 laboratories in the provinces and a series of headquarter laboratories at Ottawa and Hull.

3. Economic Research. The Agricultural Economics Division cooperates with other divisions and with other departments in the conduct of basic research. For example, it studies food consumption levels and nutritional status in cooperation with the Department of Health and Welfare. Other activities of the Division include research in farm management and production costs, land settlement, land use and classification, farm finance, prices and statistics, consumer demand and consumption levels. In the main, its research activities are confined to matters of national concern but at the request of provincial bodies, assistance may be given with respect to local projects.

4. Experimental Farm. The Experimental Farm Service has 28 Branch Farms and Stations, 6 Sub-Stations, 8 Laboratories, 157 Illustration Stations and 51 District Experiment Sub-Stations in the provinces and 10 Scientific Divisions at Ottawa. The work of the Experimental Farm Service falls into four main categories: investigation, research, development and demonstration.

5. Activities Relating to Production. The Production Service includes the Health of Animals Division, the Livestock and Poultry Divisions and the Plant Production Division. It is the normal responsibility of the Production Service to give national leadership in organizing agricultural production.

6. Marketing of Farm Products. The Marketing Service includes the Market Information and Statistical Service, the Consumer Service Section and a Section devoted to the grading of livestock and livestock products, dairy products, poultry, eggs, fruit, vegetables, canned goods, etc.

7. The Canadian Farm Loan Board. This Board carries on loaning operations throughout Canada and has a Branch Office in each province. It makes long term loans to farmers on the security of mortgages on farm land.

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External Affairs

8. The Department of External Affairs is charged with the administration of all external affairs between the government of Canada and the government of any other country, including the conduct of all official communications and the management of international and intra-commonwealth negotiations.

9. Canada is represented by High Commissioners in the United Kingdom, Ireland, Australia, New Zealand, South Africa, Newfoundland and India. In addition, there are Canadian Ambassadors, Ministers or Charges d'Affaires in nineteen other countries in almost every quarter of the globe. One of the oldest Canadian diplomatic missions abroad is the Canadian Embassy in Washington. One of the most recently established is the Mission at Prague, Czechoslovakia, where Canada is represented by a Charge d'Affaires. Canada also maintains Consulates abroad.

10. In 1946 Canada sent representatives to 95 international conferences. Canada took part in the First Session of the General Assembly of the United Nations, in three sessions of the Economic and Social Council, of which Canada is a member, in the meetings of the Specialized Agencies and in the Paris Conference to consider the draft treaties for Italy, Bulgaria, Roumania, Hungary and Finland. In May, the Canadian Prime Minister attended a meeting of the Commonwealth Prime Ministers in London. Canada is a permanent member of the Atomic Energy Commission established by the General Assembly of the United Nations in February, 1946. Canada is represented at the Trade and Employment Conference now meeting at Geneva to draft a charter for an international trade organization and to negotiate tariff reductions. Other important international bodies in which Canada is actively interested include the United Nations Educational, Scientific and Cultural Organization, the International Labour Organization, the International Civil Aviation Organization, the Food and Agriculture Organization, the World Health Organization, the International Refugee Organization, the International Emergency Food Council, the International Bank for Reconstruction and Development, the International Monetary Fund, and the Canada-United States Permanent Joint Board on Defence.

11. The Department of External Affairs is responsible for the issuing of passports to Canadian citizens.

Finance

12. The department of Finance has the supervision, control, and direction of all matters relating to the financial affairs and public accounts, revenue and expenditure of Canada, which are not assigned to another Department of the government. In the annual "Estimates" presented to Parliament by the Minister of Finance, the Department draws together, checks, and presents for approval of Treasury Board and Council estimates of expenditure submitted by each Department. In the Budget the Minister forecasts probable expenditures and anticipated revenues and outlines the government's proposals for raising the necessary revenue. All issues of public moneys out of the Consolidated Revenue Fund are made under the direction and control of the Comptroller of the Treasury. The Auditor General is responsible for the examination of all the public accounts of Canada.

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13. Through branches or Departments, the department also administers the Civil Service Superannuation Act and the Retirement Fund, the Farmer's Creditors Arrangement Act and legislation governing the registration and operation of insurance companies and chartered banks.

14. Either directly or indirectly the Royal Canadian Mint, the Bank of Canada, the Industrial Development Bank, the Foreign Exchange Control Board, the Wartime Prices and Trade Board and the Tariff Board, are responsible to the Minister of Finance.

Fisheries[1]

15. The Department of Fisheries has legislative jurisdiction over all the fisheries of Canada. In the administrative field the Department has administrative authority over the public fisheries of the Maritime Provinces and British Columbia, where for administrative purposes the Eastern and Western Fisheries Divisions are established.

16. The Eastern Division is in charge of a Chief Supervisor of Fisheries and is divided into three regions: Nova Scotia, New Brunswick and Prince Edward Island, each of which is in charge of a Regional Supervisor of Fisheries. Each region is divided into units as follows: Nova Scotia, 8; New Brunswick, 5; and Prince Edward Island, 2. Each unit is in charge of a Senior Inspector, and according to the intensity and importance of the fisheries of each unit a number of Junior Inspectors are employed. In many units part time fishery guardians or wardens are employed for protective purposes.

17. Protection of the Eastern sea fisheries is maintained by six coastal patrol boats owned by the Department and 13 boats chartered for seasonal operation. The Department also operates a fisheries protection cruiser.

18. The Fish Culture Branch provides a field service which operates 30 hatcheries, 6 rearing stations and 6 salmon-retaining ponds in the Eastern Division. The object of this work is to maintain and increase fish stocks. Conservation is also achieved by regulatory action.

19. The Fisheries Research Board carries out investigations of practical and economic problems connected with marine and fresh water fisheries. It cooperates with other branches of the Department in providing advice and instruction to the fishing industry regarding the most efficient methods of fish handling and processing. Adult education in this connection is carried out at several centres.

20. The Board operates 7 scientific stations, 4 of which are located in Eastern Canada. The latter are the Atlantic Biological Station at St. Andrews, N.B. (with a sub-station at Elerslie, P.E.I.), the Fisheries Experimental Stations at Halifax and Grand River, P.Q., and the Atlantic Salmon Investigation Station. There is a trained staff of scientists at each station and a number of non-scientific personnel are also employed. The Board is associated with other scientific committees such as the Joint Canadian Committee on Oceanography and the Canadian Committee or Food Preservation. The Board is also responsible for the direction and execution of the work of the Atlantic Herring Investigation Committee. This Committee was created in 1944 as a result of negotiations with Newfoundland

1. For a memorandum on the Fisheries Prices Support Board, the formation of which was announced in July, 1947, see Appendix XIII, Part (ii).

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and with the provinces of Nova Scotia, New Brunswick, Prince Edward Island and Quebec. The Committee is carrying out an intensive investigation of the herring industry of the Atlantic coast.

20. The province of Quebec is the only province administering its own sea fisheries. Ontario, Manitoba, Saskatchewan, and Alberta also have administrative responsibility for their own fisheries but the Federal Department co-operates to the fullest extent with the Fisheries Administrative Services of these provinces, as well as of the province of Quebec. The province of Nova Scotia has a fisheries division which works in close co-operation with the Federal authorities.

21. The non-tidal fisheries of Nova Scotia are administered by the Federal Department of Fisheries but those of New Brunswick, Prince Edward Island and of the other provinces are administered by the respective provinces.

22. An annual bounty is paid to fishermen and owners of fishing boats and vessels on the Atlantic coast under prescribed conditions.

Justice

23. The Department of Justice is responsible for the superintendence of all matters connected with the administration of justice which are not within the jurisdiction of the provinces; for the superintendence of the penitentiaries and the prison system of Canada; and for advising federal departments upon all matters of law connected with such departments. It has the regulation and conduct of all litigation for or against the Crown or any public department in respect of any subject within the jurisdiction of Canada.

Labour

24. The services of the Dominion Government on behalf of labour are provided in pursuance of certain statutes, which require (1) that aid be given in settling labour disputes; (2) that collective bargaining be facilitated in industries in which labour is organized; (3) that financial aid be given to the provinces for vocational training; (4) that unemployment insurance be provided, and a system of employment offices operated; (5) that wages, hours and other conditions on public works and in the execution of government contracts be as stipulated; (6) that annuities of $1200 or less be available to would-be-purchasers; and (7) that statistical and other information concerning industrial and labour conditions be collected and published.

25. Labour legislation is, for the most part, a matter for the provincial legislatures since it usually relates to such civil rights as the right of contract and freedom of association or to local works and undertakings. Throughout the Dominion, however, certain sections of the Criminal Code apply to offences in connection with picketing, and the Dominion Lord's Day Act prevents Sunday employment except in special cases. Seamen come within the Canada Shipping Act which is administered by the Department of Transport.

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26. As regards disputes, the Dominion's authority is restricted in time of peace to transport and communication agencies which extend beyond the boundary of any province and to works declared by Parliament to be for the general advantage of Canada. The Wartime Labour Relations Act will expire once new legislation has been passed by Parliament. The draft bill now before Parliament would incorporate the principle, long-established in Canada, of compulsory investigation of disputes while strikes or lockouts are prohibited until the inquiry has been completed, and also, the principles, adopted by the Dominion during the war but in force earlier in several provinces, of compulsory bargaining by employers where the workers are sufficiently organized, and of compulsory arbitration, with no stoppage of work, of disputes arising out of the interpretation, application or violation of a collective agreement.

27. Machinery for settling disputes includes the services of Conciliation Officers and of ad hoc Conciliation Boards. The Dominion and provinces cooperate in this field to prevent overlapping and to permit better use of the facilities of both.

28. For vocational training and apprenticeship, the Dominion gives financial aid to the provinces up to an amount voted annually by Parliament, as follows: (1) on a 50-50 basis, for the training of persons between 16 and 30 years of age who have not been employed, and for assistance to needy and promising students, including University students, prospective teachers and nurses; (2) the full cost of training discharged members of the forces, and 60% of the cost of training unemployed persons who were previously employed; (3) on a 50-50 basis for training apprentices; (4) for the development of vocational secondary schools, $10,000 each year for 10 years, and an additional sum, on a 50-50 basis, depending on the number of persons 15 to 19 years of age in each province.

29. All publications of the Department are furnished free to provincial authorities. These include the monthly Labour Gazette, Annual Reports on the Department's work, on labour organization, labour legislation, wages and hours of labour, and employment and unemployment, and annual pamphlets furnishing comparative information on certain labour laws. In addition, there are special publications from time to time. The statistical and other information covers a wide range of labour interest, and is designed, in particular, to keep the provincial authorities as well as employers, workers and the public, informed concerning official action in Canada, federal and provincial, and concerning industrial and labour conditions. Data are given, too, concerning other countries.

30. In addition, the Department, through a special service, furnishes from time to time to the provincial Departments of Labour safety publications from Great Britain and the United States, and mimeographed items of interest in connection with the administration of any labour laws.

31. One of the most important functions of the Department is the Unemployment Insurance and Employment Service. The Unemployment Insurance Act, 1940, which is administered by the Unemployment Insurance Commission under the Minister of Labour, provides for a national employment service and for an insurance system covering all employees who are paid hourly, daily, weekly or piece-rates and all other employees who receive $2400 or less in a year, except those in agriculture, forestry,

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fishing, and lumbering (except in British Columbia), stevedoring, domestic service, teaching and some others.

32. The National Employment Service provides a large number of offices across the country in which employed or unemployed persons, insured or not, may be registered, interviewed, their qualifications recorded, and where they may be given information regarding possible employment. Separate units are provided for men, women, handicapped persons, ex-servicemen, occupational groups, white-collar workers, executive and professional people, and seasonal workers. Employers are required by law to inform local offices of vacancies if not filled within twenty-four hours. Close integration between regions and branches provides a wide exchange of employment information.

33. The Unemployment Insurance Commission collects compulsory contributions from employees and employers in insured occupational groups, and the federal government grants an amount equal to one-fifth of the aggregate contributions made by employers and employees. From the moneys so collected benefits are paid as of right to insured persons who are involuntarily unemployed and who fulfil other required conditions. Any applicant who refuses suitable employment offered by the National Employment Service may be disqualified for benefits. The amount of benefits which may be paid to an unemployed person depends upon the number of contributions which he has made to the fund, but under no circumstances can an unbroken period of benefit exceed one year.

Mines and Resources

34. The work of the Department of Mines and Resources is carried out by five main branches: Lands, Parks and Forests; Mines and Geology; Surveys and Engineering; Indian Affairs; and Immigration.

35. The Lands, Parks and Forests Branch conducts scientific investigations to assist in the safeguarding and proper utilization of the forest resources of Canada. The main services provided are silvicultural research, forest products research, forest fire hazard research and forest inventory. This Branch also maintains national parks in the provinces, furnishes information regarding wild life resources and their conservation, promotes tourist travel and marks historic sights. The administration of the North-west Territories and the Yukon fall under its jurisdiction.

36. The Mines and Geology Branch conducts topographical and geological surveys and in this connection makes use of aerial surveys carried out by the R.C.A.F. The purpose of such surveys is to discover and develop the natural resources of Canada such as minerals, forests, agriculture, water power, etc. and to stimulate and assist the development of mineral resources. The Branch produces geological maps. It also secures and maintains specimens indicative of the geology, mineralogy, palaeontology, ethnology, flora and fauna of Canada. It investigates the character of deposits of minerals of economic and strategic interest with a view to their exploration and development. It investigates methods of mining, quarrying, processing, utilising and marketing mineral products. It operates physical metallurgical laboratories with a view to improving the quality of metallic products and it undertakes the study of economic problems affecting the mining industry. The Branch administers the Explosives Act.

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37. The Surveys and Engineering Branch supervises the work of the Dominion Observatories, the Geodetic Service of Canada, the International Boundary Commission, the Hydrographic and Map Service, the Engineering and Construction Service and the Dominion Water and Power Bureau. The functions of these various divisions include time and astronomical services; triangulation and precise levels; the determination and maintenance of the international boundary; surveys for the preparation of coastal and navigation charts; legal surveys and the preparation and printing of maps and charts; engineering and construction works relative to national parks, historic sites and Indian reserves; the measurement of streams and the investigation of national water and power resources.

38. The Branch renders assistance to provinces under certain circumstances in connection with the building of roads which are considered to be of national importance.

39. The Indian Affairs Branch administers the affairs of the Indians of Canada. This includes the control of their education, the development of agriculture, the administration of their lands, their community funds and estates and the general supervision of their welfare.

40. The Immigration Branch maintains immigration offices where necessary in Canada and operates immigration inspection services at all the main ports of entry into the country.

National Defence

41. The defence of Canada is a responsibility of the Federal Government and the three armed services (Army, Navy, Air Force) and Defence Research are administered by a single department under a single Minister of National Defence. Apart from its main responsibility of providing for the defence of Canada, the Department renders certain miscellaneous services - for example, aid to the civil power as required, assistance in time of distress, air search rescue services, etc.

National Health and Welfare

42. The Department of National Health and Welfare, established in 1944, is divided into two branches.

43. The functions of the National Health Branch are: to protect the country against the entrance of infectious disease; to exclude immigrants who might become charges upon the country; to treat sick and injured mariners; to see that men employed on public health and construction work are provided with proper medical care; to set the standards for and control the quality of food and drugs; to control the importation and exportation of habit-forming drugs such as morphine, cocaine, etc.; to care for lepers; to promote and conserve the health of civil servants and other government employees; to cooperate with the provinces with a view to preserving and improving the public health; to conduct investigations and research into public health.

44. Health activities of the department may be divided into three broad categories:

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(1) Actual health services relating to international agreements and national government, including health programmes for groups of people for whom the Dominion has special responsibility. These services, administered by four divisions in the department, include the following programmes:

a. Quarantine, immigration, medical and sick mariners service.

b. Public health engineering.

c. Indian health services.

d. Civil service health.

See pamphlet, "Health Reference Book" which has been supplied.

(2) Regulating the distribution and sale of food products, drugs and medicines. These aspects of the Dominion Government health programme are carried out by the following divisions:

a. Laboratory of hygiene, which carries on special work regarding the standardization of biological preparations.

b. Food and drugs.

c. Proprietary or patent medicine.

d. Advertising and labels.

e. Narcotic drugs, which supervises the importation, manufacture and sale of narcotic drugs.

(3) Programmes relating to national health problems where the main responsibility for actual services rests with provincial authorities. Divisions responsible for programmes of this kind, and for consultant services to other dominion government departments, include:

a. Venereal disease control.

b. Child and maternal hygiene.

c. Industrial health.

d. Nutrition services, which carries on a programme of study and research, and provides services on matters relating to nutritional standards.

e. Mental health.

f. Dental health.

g. Hospital design, which develops designs for hospitals and allied types of public buildings, and plans hospitals for Indian Health Services.

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h. Blindness control, which arranges for eye examinations of applicants for blindness pensions (under the Old Age Pensions Act), and for re-examination of blind pensioners in all parts of Canada.

45. In 1945 a Directorate of Health Insurance Studies was established in the Health Branch for the purpose of studying existing facilities and future requirements in the field of medical, hospital, dental and nursing services, along with possible financial methods of providing these services, prepaid. The Health Branch is also concerned with Epidemiology and Tuberculosis control.

46. The functions of the National Welfare Branch are to administer the Family Allowances Act, the Old Age Pensions Act, and the National Physical Fitness Program.

47. The Family Allowances Division administers the Family Allowances Act, which was passed in 1944, with the purpose of equalizing opportunity for the children of Canada. The allowances are paid monthly to mothers and must be spent exclusively for the maintenance, care, training, education and advancement of the child. If it is satisfactorily shown to the authorities that the money is not being spent for this purpose, payment can be discontinued or made to some other person or agency on behalf of the child. It is further set out in the Act that if any person is dissatisfied with a decision as to his right to be paid an allowance, or as to the amount of an allowance payable to him or as to any other matter arising under the Act, he may appeal against such decision to a tribunal established for that purpose.

48. All children under sixteen years of age are eligible for an allowance, including Indians and Eskimos. To be eligible children must have been born in Canada or have lived in this country for three consecutive years, except the children of men or women who have served in the Armed Forces, who are eligible even though born outside the country. A further important clause in the eligibility regulations provide that the allowance is not payable for a child over six years of age and physically fit to attend school, who fails to do so or to receive equivalent training.

49. The allowances, which are tax free, are paid by cheque monthly, at the following rates:

Children under 6 years of age	- $5.
" from 6-9 years of age inclusive	- $6.
" from 10-12 years of age, "	- $7.
" from 13-15 years of age, "	- $8.

The allowance ceases when a child reaches the age of sixteen.

50. This allowance is reduced after the fourth child as follows: one dollar reduction for the fifth child, two dollars each for the sixth and seventh child, and three dollars for each additional child.

51. The Old Age Pensions Division administers the Old Age Pensions Act, according to which needy Canadian residents over 70 years of age are paid a monthly pension of which up to a total annual amount of $360., the Dominion Government pays three-quarters. To qualify for pension, maximum annual income of such persons (including pension) may now be up to $600. Any one

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who has resided in Canada for 20 years immediately preceding the date of the commencement of his pension, or who has been present in Canada prior to this 20-year period for a total period equal to twice the total period of absence from Canada during the 20-year period, who is not an Indian as defined by the Indian Act and who is not receiving a pension because of blindness or an allowance under the War Veterans' Allowance Act, may be eligible for a pension if he meets the age and income requirements outlined above.

52. The maximum pension payable is left to the province. The maximum federal contribution to a province with respect to any one pensioner is $22.50 a month; that is, the federal government pays three-quarters of a pension which amounts to a maximum of $360.00 a year. The province is free to pay a higher pension than this but the federal government does not meet any part of the excess over $360.00 a year.

53. The maximum income for a married couple including pension, if either or both is eligible is $1080.00.

53a. The province in which a pensioner has resided for the greatest number of days in the 3-year period prior to making an application bears the whole provincial share of the cost.

54. A pension is payable to a blind person who is 21 years of age or older, who satisfies the same residence qualifications as in the case of Old Age pensioners and who is not an Indian as defined by the Indian Act. To be eligible for such a pension a pensioner must be so blind as to be unable to perform any work for which eye-sight is essential, not in receipt of a pension in respect of blindness under the Pensions Act or the War Veterans' Allowance Act, not in receipt of an income of more than $720.00 a year if he is single with no dependents, or $920.00 a year if he is single with one or more dependents. If he is married to and living with a spouse who is not blind, their total income must not be more than $1200.00 a year to qualify for a pension; if he is married to and living with a blind spouse, their total income must not be more than $1320.00 a year.

55. The National Physical Fitness Programme provides for the establishment of a National Council on Physical Fitness, on which the provincial governments have representatives. Financial assistance is given to any province that has signed an agreement with the Dominion Government as provided in the Act. Within the limits of the National Physical Fitness Fund, set up in the consolidated Revenue Fund for the purpose, the Dominion Government undertakes to pay one dollar for every dollar a province spends on its program of physical education, sports and recreation. The province retains the right to conduct its own program, with no interference from the Dominion Government.

National Revenue

56. The function of this department is to collect taxes and duties imposed by Acts of the Dominion Parliament. The Customs and Excise Division collect customs duties imposed by the Customs Tariff Act, excise duties imposed by the Excise Act and excise taxes under the provisions of the Special Revenue Act. The Taxation Branch collects income taxes, both personal and corporation, imposed under the Income War Tax Act,

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excess profits taxes imposed by the Excess Profits Tax Act, and succession duties as provided for under the Dominion Succession Duty Act.

Postmaster General

57. The Canadian postal service is under the direction of the Postmaster General. It is responsible for the handling and transmission of mail matter and maintains a wide variety of services, most of which are centered in the many thousands of post offices throughout the country. In addition to sorting and delivering mail, the post offices carry out such functions as the sale of postage stamps, the weighing, registering and insurance of mail, the sale of postal notes and post office money orders and the transaction of savings bank business.

58. Mail in Canada is carried by air and by a variety of surface carriers, including railways, buses, boats and horse-drawn or motor vehicles operated by authorized mail contractors.

59. Mail in Canada is divided into four classes: first-class matter includes letters, postcards, money packets and air-mail; second-class matter includes newspapers and periodicals; third-class matter is made up of miscellaneous printed matter such as books, pamphlets, etc; certain farm and factory products may be posted as fourth-class matter.

60. Postal rates in force in Canada include the following. First-class surface mail is assessed on the first ounce, with an additional charge for each additional ounce. Rates within most municipalities are 3¢ and 1¢; anywhere within Canada, 4¢ and 2¢; within the British Commonwealth or Empire, and to France, 4¢ and 2¢; to South America, 4¢ and 2¢; to Europe, except France, and to most other countries in the world, 5¢ and 3¢; to the United States, 4¢ and 2¢. The airmail rate within Canada is 7¢ for the first ounce and 5¢ for each additional ounce; to the United Kingdom it is 15¢ for each quarter ounce; to the United States the rate is the same as within Canada.

Public Works

61. The duties of the Department of Public Works consist of the maintenance of buildings for housing the legislative and executive offices at Ottawa as well as providing space, either by rental or construction, for various departments of the government service throughout the Dominion. In addition, the department is charged with the construction and maintenance of wharves, breakwaters and harbour facilities, including dredging in certain harbours in various parts of the country. This, however, does not include the harbours designated by the National Harbours Board Act, which come under the jurisdiction of the National Harbours Board. The Department also operates a telegraph and telephone system in some sections of the country where there is not sufficient business for commercial companies to operate, but where it is considered in the public interest that such services should be provided.

62. The construction and maintenance of works for the exclusive use of the various provinces concerned is the responsibility of the provinces themselves. Court houses, jails, non-military hospitals, sanatoria, bridges, highway communications, as a general rule, fall under this category. It may be pointed out, however, that the federal government, through the Department of Public Works, assumes the responsibility for ferry landings which are considered as parts or connecting links of public highways and also contributes, along with the provinces concerned, towards the construction and maintenance of inter-provincial bridges.

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Reconstruction and Supply

63. The work of the Department of Reconstruction and Supply is to formulate plans and correlate information for industrial development and conversion; public works and improvement; housing and community planning; research and the conservation and development of natural resources. Some of these responsibilities are in the process of being transferred to the appropriate permanent department.

64. The Department calls conferences of experts, of representatives of labour and the professions, of primary producers and leaders in industry as well as Dominion, provincial and municipal authorities for the purpose of working out national reconstruction plans. It is the responsibility of the Economic Research Branch of the Department to maintain an up-to-date account of the economic position of the country as it appears to be developing in the present and in the immediate future. In this connection special attention is given to regional problems and area and industrial studies.

Secretary of State

65. The functions of this department may be described as "head office" functions rather than "field" functions.

66. The Secretary of State is charged with the custody of all state correspondence not specially transferred to other departments. He is the avenue of approach to the Crown, as represented by the Governor General, for the Lieutenant Governors of the provinces, for provincial governments and for all private citizens. He is the channel of communication between provincial and federal governments.

67. In addition, he is charged with the administration of the Department of Public Printing and Stationery, the Public Archives of Canada, and is the channel of communication between the Civil Service Commission and the Governor in Council, and between the Chief Electoral Officer (who reports directly to Parliament) and the Governor in Council.

68. More specifically he is charged with the administration of a wide variety of Acts of Parliament, including the Canadian Citizenship Act, the Dominion Companies Act, the Copyright Act, the Patents Act, the Trademark and Design Act, etc. It may be noted that under the Canadian Citizenship Act, Canadian citizens are also British subjects.

Trade and Commerce

69. Under the Minister of Trade and Commerce are coordinated a wide variety of services pertaining to the commerce of Canada. While these services are not subdivided on a provincial basis, nevertheless citizens and business organizations of the various provinces are able to take advantage of the services provided. Some services are concerned particularly with wheat and grain. Others listed below are of general interest to all provinces.

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70. The Foreign Trade Service through subsidiary divisions - Trade Commissioner Service, Export Division, Import Division, Commercial Relations Division, Publicity Division and Industrial Relations Division - offers a highly organized and efficient service to Canadian firms interested in foreign trade either from an export or import point of view. Canada's corps of Trade Commissioners has been expanded recently and at present there are some eighty officers abroad located in key markets of the world and further officers are in course of training. The Industrial Relations Division is specially organized for the development of branch plants in Canada and cooperates with the various provincial authorities in this matter.

71. Closely related to this foreign trade activity is the Export Credits Insurance Corporation which provides on a commercial basis for insurance against loss caused by insolvency, delays in collection, and transfer difficulties of proceeds of Canadian exports.

72. The Canadian Commercial Corporation exists for the purpose of purchasing for foreign governments or international bodies buying in Canada and for Canadian importers buying commodities under international allocation or control, and assisting in the acquisition of goods from ex-enemy countries.

73. The Exhibition Commission exists for the purpose of directing Canada's participation in international fairs and exhibits and for the design and production of exhibits and displays of Canadian goods abroad.

74. The Canadian Government Travel Bureau of the Department provides information about the tourist attractions of the Dominion free of charge to all inquirers. Its function is to promote and encourage tourist travel from foreign countries into Canada. The Bureau carries on a constant campaign of advertising and publicity in other countries, but mainly the United States. It has prepared a variety of publications covering Canada's attractions for vacationists and sportsmen. It provides information regarding routes of travel, tourist facilities and attractions in particular areas, on request, and it advises provincial or local tourist bureaux of all inquiries regarding their particular areas.

75. The Dominion Bureau of Statistics collects, compiles and publishes statistical information regarding commerce, social, economic and general conditions in Canada. It maintains the census of Canada and records relating to social measures in general. Through cooperation with the provinces it coordinates provincial statistics of general interest. Its services are available to assist the provinces in compiling statistical information of particular interest to them.

76. The Steamship Subsidies Division is in charge of the administration of subsidies for domestic shipping on coastal and inland waters, which are provided to maintain regular sailings and adequate transportation when the ordinary revenue on such services is not sufficient to cover the cost of operation of the vessel or vessels employed. Each case is treated on its merits and if applications for subsidies are approved by the Department they are subject to final approval by the Governor in Council on the

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recommendation of the Minister of Trade and Commerce.

77. Subsidies for ocean services were formerly provided for the maintenance of certain shipping facilities between Canada and other countries in order to enable exporters to maintain overseas markets and to ensure transportation of Canadian mails. During the war, subsidies on ocean routes were discontinued and so far the policy with regard to the resumption of subsidies for ocean services has not been determined.

78. The Standards Division provides inspection services with respect to weights and measures, gas and electric meters, the marketing of precious metals, etc. This service is ordinarily established in branch offices in the principal urban centres of Canada and operates on a fee basis, and is largely self-supporting.

Transport

79. No services are rendered directly to the provinces by this department. The provinces, however, benefit indirectly from the substantial expenditures made within their limits in salaries and wages; by the purchase of materials and supplies of provincial origin and manufacture; by the facilities provided or administered by the Department in the way of wharves, warehouses, breakwaters, aids to navigation, airports, meteorological stations, navigation schools, shops, and depots.

80. The main branches or divisions of the Department are as follows.

Air Services Branch which comprises (a) the Civil Aviation Division, which is concerned with air regulations, the construction, routine operation and maintenance of airways and airports, and aeronautical engineering; (b) the Radio Division, which is responsible for the administration of national and international radio rules and regulations and all regional agreements; and (c) the Meteorological Division, which is concerned with the operation and maintenance of meteorological observation stations in Canada and Newfoundland and the preparation of and dissemination of forecasts.

The Marine Services Branch which consists of (a) Aids to Navigation Division, which is concerned with lighthouses, fog alarms, the administration of government wharves and public harbours, the supervision of harbour commissions, the removal of obstructions to navigation, etc; (b) Nautical Services - supervision of pilotage organizations, the registry of seamen, registry of shipping, examinations of masters and mates, operation of navigation schools, life-saving services, investigation of marine casualties, etc.; (c) Board of Steamship Inspection - administration of relevant parts of the Canada Shipping Act, competency of marine engineers, steamship inspection, etc.; and (d) Floating Equipment - maintenance of icebreakers and ice patrol services and ships engaged in the maintenance of aids to navigation, salvage operations under contract, etc.

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81. The following boards and other organizations report to Parliament through the Minister of Transport:

Board of Transport Commissioners
National Harbours Board
Canadian National Railways Company
Canadian National (West Indies) Steamship Co.
Trans-Canada Airlines

Veterans Affairs

82. The Department of Veterans Affairs is responsible for the administration of Statutes enacted by the Parliament of Canada and regulations made thereunder, pertaining to the welfare of veterans, which includes the care, treatment, training, re-establishment into civil life of any person who served in the naval, military, or air forces of His Majesty, or who has otherwise engaged in pursuits relating to war, and of any other person designated by the Governor in Council, and of the dependents of any such person.

83. The Department of Veterans Affairs has attempted, so far as possible, to decentralize its administration. Canada, for this purpose, has been divided into seventeen districts and three sub-districts.

84. The following broad categories of service are provided.

Treatment

The Department operates hospitals, clinics, health and occupational centres and veterans' homes. Active remedial treatment is given to any person who has served in any of the naval, military or air forces of Canada during World War I, or to any person who has served on active service in any such forces during World War II, for disabilities attributable to service. During such treatment, hospital allowances may be awarded in an amount which, when added to the pension award in force, if any, will equal pension payable for 100% disability less, while an in-patient, the sum of $15.00 per month. This class of treatment may also be given to persons who suffer a disability in respect of which entitlement to pension has been conceded under the Civilian War Pensions and Allowances Act, and in one or two other cases.

Prosthetic Services

85. The Department operates a central factory and other centres for the manufacture and distribution of artificial limbs, leg, arm and spinal braces, splints, orthopaedic boots and other prosthetic and orthopaedic appliances for veterans and other entitled persons. It also manufactures artificial eyes and other ophthalmic appliances required by veterans.

War Pensions

86. The Canadian Pension Commission is an independent body, vested with exclusive jurisdiction and authority

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under the Pension Act to award and administer pensions for disability or death related to service in the Armed Forces during war and peacetime. It is also responsible for the administration of the Civilian War Pensions and Allowances Act, under which pension or compensation may be awarded certain groups of persons, other than members of the Armed Forces, who, during World War II, rendered essential services.

87. The Commission consists of fourteen members, including the Chairman, who has the powers of a deputy head. Its work is closely associated with that of the Department of Veterans Affairs, which is responsible for providing the Commission with staff, office accommodation, and equipment.

88. The Commission also supplements and administers pensions payable to pensioners of the North West Rebellion and South African War, and supplements to Canadian rates awards to persons of pre-war Canadian domicile who served in the forces of His Majesty or His Majesty's allies, and who resume their residence in Canada.

Veterans' Bureau

89. The Veterans' Bureau is a branch of the Department of Veterans Affairs set up for the purpose of assisting applicants to establish their right to war service disability pension under the Pension Act. It is staffed by advocates located in each of the district offices of the Department throughout Canada, with a Chief Pensions Advocate and a small group of assistants at Head Office in Ottawa. It assists in the preparation and presentation of pension cases, and upon request may advise pensioners and applicants upon any provision of the Act or phase of pension law or administration which may have a bearing on their pension claims.

War Veterans' Allowances

90. The War Veterans' Allowance Board, although independent in the adjudication of awards, operates within the administration of the Department, and is responsible for awarding, within the terms of the governing statute and regulations, allowances to veterans who have served in a theatre of actual war, or are in receipt of a disability pension under the Pension Act, and who have attained the age of 60 in the case of males, and 55 in the case of females, and who, in the opinion of the Board, are:

(1) permanently unemployable because of physical or mental disability, or

(2) are incapable, and unlikely to become capable, of maintaining themselves because of mental or physical disability, or insufficiency.

91. This Board may award also allowances to widows of veterans who

(1) have attained the age of 55 years, or

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(2) are, in the opinion of the Board, permanently unemployable because of physical or mental disability, or

(3) are, in the opinion of the Board, incapable or unlikely to become capable of maintaining themselves because of economic handicaps, combined with physical or mental disability or insufficiency.

92. Such allowances may be awarded also to an orphan of a veteran who is bereft of both father and mother. Allowances may also be awarded by this Board to a person who served on active service during World War I and World War II as a member of His Majesty's Canadian forces; and a person who served during World War I as a member of His Majesty's forces other than Canadian forces, and who was domiciled in Canada when he became a member of the said forces, and was a member of His Majesty's Canadian forces during World War II.

Veterans' Insurance

93. The Minister of the Department of Veterans Affairs may, without requiring medical examination, or other evidence of insurability under the terms of the Veterans Insurance Act, enter into a contract of insurance:

(a) with a veteran at any time within a period of three years after his discharge from service, or within a period of three years after the date of coming into force of the Act;

(b) with a widow, or widower of a veteran during either of such periods, if the Minister has not entered into a contract of insurance with a veteran, or

(c) with any other person, if such person is, under the Pension Act, in receipt of pension relating to war at any time within three years after the date of the award of such pension, or within three years after the date of the coming into effect of this Act.

Employers' Liability Compensation

94. The Department reimburses employers, or Workmen's Compensation Boards, or both, in respect of claims or compensations payable to pensioners in receipt of pensions of 25% or over, who are entitled to compensations for industrial accidents or disease, subject to such regulations as the Governor in Council prescribes.

General

95. For further details of benefits described above and for a description of certain non-permanent functions not covered above, see relevant pamphlets and the following Acts and Regulations as supplied: Department of Veterans' Affairs Act, 1944. War Veterans' Allowance Act, 1946. Pension Act, 1946. Civil War Pension and Allowance Act. Treatment Regulations P.C. 4465 as amended. The non-permanent functions include such services as war service gratuities, re-establishment credits, rehabilitation measures and the Veterans' Land Act.

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III. FUNCTIONS OF CERTAIN FEDERAL BOARDS, AGENCIES, OFFICES, ETC.

The Air Transport Board

1. The functions of the Board are:-

1. To license, regulate and control commercial air services in and over Canada;

2. Subject to the directions of the Minister, to make investigations and surveys relating to the operation and development of commercial air services in Canada and relating to such other matters in connection with civil aviation as the Minister may direct;

3. To make recommendations to the Minister with reference to any investigation or survey made by the Board and advise the Minister in the exercise of his duties and powers under the Aeronautics Act in all matters relating to civil aviation.

The Auditor-General of Canada

2. The functions of this department are twofold: to conduct a pre-audit in the case of all federal government expenditures in order to determine the legality of the transaction; and a post-audit in the case of revenues and expenditures for accounting purposes in order to show the true financial position and to certify all accounts to the House of Commons. The Auditor-General is to all intents and purposes an officer of Parliament, since he is removable from office only by the Governor General on address of the Senate and House of Commons.

Bank of Canada

3. The Bank of Canada was incorporated by statute in 1934, and began its operation in 1935. It is Canada's central bank: a non-commercial bank of issue. Originally financed by public subscription, the Bank was brought under government ownership in 1938. Profits of the bank are paid into the consolidated revenue fund.

4. The Bank of Canada acts as the fiscal agent of the Dominion government. It does not accept deposits from individuals, and does not compete with the chartered banks.

5. Chartered banks are required to maintain a reserve of not less than 5 per cent of their deposit liabilities within Canada in the form of deposits with and notes of the Bank of Canada, which thus regulates the statutory reserves of the chartered banks.

Functions of the Bank of Canada

6. Its major function is to regulate credit and currency in the interests of the economic life of the nation. From this responsibility flow its other functions, namely

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2. to mitigate, so far as is possible by monetary action, dangerous fluctuations in the general level of production, trade, prices, and employment;

3. to act as a ready source of expert and impartial advice at the disposal of the government on economic and fiscal questions;

4. to act as the fiscal agent of the Dominion government, and, by agreement, as banker or fiscal agent for any provincial government.

Administration

7. The chief executive officer of the Bank of Canada is the Governor. He is chairman of the board of directors. The Governor is assisted by a Deputy Governor and an Assistant Deputy Governor. The original appointments were made by the government. Subsequent appointments are made by the board of governors, subject to the approval of the Cabinet.

8. Directors are appointed for terms of three years by the Minister of Finance. The Board is composed of eleven members, and meets at least four times each year.

9. The executive committee of the board of directors, consisting of the Governor, Deputy Governor, and one member of the Board, meets once each week, has the powers of the entire Board, but must submit all its decisions to the next meeting of the board of directors. The deputy minister of finance is ex officio member of both the board of directors and the executive committee, but without vote.

10. Only the Governor, or in his absence, the Deputy Governor, has authority to veto a decision of the Board or of its executive committee, subject to confirmation or disallowance by the Cabinet.

Bank of Canada Notes

11. The Bank of Canada, when it began operations, assumed the liability for all Dominion notes outstanding, (about 185 million dollars) and these were replaced in public circulation by its own legal-tender notes and by cash reserves. The deposits of the chartered banks at the Bank of Canada completed the replacement of Dominion notes as cash reserves.

12. Chartered banks were required to reduce the issue of their own bank notes gradually during the period 1935-45 to an amount not in excess of 25 per cent of their paid-up capital. Bank of Canada notes were issued to replace chartered bank notes as the issue of the latter was reduced.

13. In 1944, note circulation privileges of the chartered banks were further restricted by cancelling their right to issue or re-issue notes in Canada after 1945; in 1950, liabilities for any chartered bank notes issued for circulation in Canada still outstanding will be transferred to the Bank of Canada, and Bank of Canada notes will constitute all the paper money in circulation.

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Industrial Development Bank

14. The Industrial Development Bank is a subsidiary of the Bank of Canada. It was created in 1944. It has an authorized capital of 25 million dollars, subscribed by the Bank of Canada. The administration of the Bank is in the hands of the Board of Directors and of an executive committee, whose personnel is the same as that of the Bank of Canada, namely: the Governor, the Deputy Governor, one director of the Bank of Canada, an ex officio member without vote, the Deputy Minister of Finance.

Functions of the Industrial Development Bank

15. The function of the Bank is to extend financial assistance to industrial enterprises in Canada where, in the opinion of the Bank, credit would not be otherwise available on reasonable terms and where the amount of capital invested in the enterprise affords reasonable protection to the Bank. It has no deposit or checking facilities.

16. There is no sharp division between the field where credit is available from other sources and that in which the Industrial Development Bank operates. The credits authorized by the Bank, however, have mostly been for longer periods than normally granted commercial banks, and for amounts not large enough to warrant the cost of a public issue of securities. The rate of interest is 5 per cent per annum.

17. It is expected that the Bank will be able to assist in the reconversion of Canada's war economy to peacetime uses, the creation of new industries, and the extension of existing plants.

18. The President of the Industrial Development Bank submits an annual report and a statement of accounts to the Minister of Finance for tabling in Parliament.

Board of Transport Commissioners

19. The Board is a court of record and has, as respects matters necessary for the exercise of its jurisdiction, all such powers, rights and privileges as are vested in a superior court. In addition to its judicial functions, it has extensive regulative and administrative powers.

20. Provinces and municipalities may make complaints or applications to the Board in regard to matters within the Board's jurisdiction and are also entitled to be heard in opposition to any complaint or application which affects their interests. For example, the Board is hearing at the present time an application by the Railway Association of Canada for authority to make a general increase in freight rates, and a number of Provinces and municipalities have been represented before the Board in opposition to the application.

21. The following is a rough outline of the jurisdiction which the Board now exercises.

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Railways

22. Generally speaking, the Board has jurisdiction in regard to the construction, maintenance and operation of railways subject to the legislative authority of Parliament. The following points may be mentioned.

23. The Board has power to disallow freight or passenger tariffs. Complaints are usually based on the allegation that a tariff is unreasonable or causes unjust discrimination.

24. The Board approves or prescribes the railway operating rules, and takes such measures as it considers necessary to ensure their observance.

25. The Board has certain jurisdiction in regard to the construction of new lines of railway, and inspections are made for the purpose of ascertaining if such lines are sufficiently completed for the safe carriage of traffic. Inspections are also made of highway crossings, signal protection at highway crossings, bridges, subways, interlocking plants, drainage, private crossings, maintenance signals at swing bridges, fencing, automatic block signals, etc.

26. The Board investigates accidents of a serious nature occurring on railway lines, including highway crossing accidents. It also has inspections made of locomotives, cars, boilers and other equipment.

27. In order to facilitate its inspections and investigations, the Board has established district offices at convenient points across the Dominion.

28. For the prevention of fires, the Board inspects the fire protective appliances on locomotives, and under the co-operative arrangements inaugurated in 1912 with the various Dominion and Provincial Forest services several hundred officers and men of such services act as ex officio officers of the Board.

29. In connection with the prevention of accidents, the Board has made many orders for the protection of highway crossings, and, in appropriate cases, has authorized contributions from the Railway Grade Crossing Fund and other funds provided by Parliament for that purpose.

The Express Companies

30. The Board has jurisdiction over the tariffs and rates of express companies.

Telegraph and Telephone Companies

31. The Board has jurisdiction as to tariffs and rates and also, in certain circumstances, over the construction of telegraph and telephone lines across highways and other public places.

International Bridges and Tunnels

32. The tariffs and rates of international bridges and tunnels are subject to the jurisdiction of the Board.

Ships

33. The Board has jurisdiction over the licensing and the tariffs and rates of ships on the "Great Lakes" and the "Mackenzie River" as defined in The Transport Act, 1938.

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The Canadian Broadcasting Corporation

34. By virtue of the Canadian Broadcasting Act 1936, the Corporation has two principal functions - (1) to carry on a national broadcasting service within the Dominion of Canada; (2) to regulate and control all programs broadcast in Canada; Order-in-Council P.C. 8168 dated September 18, 1942, authorized the establishment of an International Shortwave Service and as a third major function the Corporation operates this important service for the Federal Government.

35. The foundation of the national broadcasting service was initiated by the Canadian Radio Broadcasting Commission in 1933 and when the Corporation succeeded the Commission on November 2, 1936, there was a daily national service of six hours. This service was developed by the Corporation to the extent that since 1938 it has been operated for approximately sixteen hours daily on a national and regional basis.

36. Since its inception, the Corporation has given very careful consideration to providing satisfactory coverage to listeners. Comprehensive surveys were carried out as a basis for determining the service required, and by the data provided through these surveys plans were formed to introduce improvements which would provide sufficient coverage. These surveys show that in 1936 the national network gave effective coverage to only 49% of Canada's population and that this coverage was predominently urban.

37. As a first measure in improving the service to listeners, the Corporation constructed four 50 kw transmitters located at Sackville, N.B., Vercheres, P.Q., Hornby, Ont., and Watrous, Sask. These high-power transmitters have been in operation since 1938 and have increased coverage on the national network to an estimated 84% of the population. Other plans for major construction were delayed by the war but present plans provide for the establishment of 50 kw transmitters in Alberta and Manitoba and another transmitter of the same power in the Toronto area. A new 10 kw transmitter will also be constructed at Chicoutimi, P.Q., to replace the existing 1 kw transmitter.

38. As a national public service the Corporation is responsible for providing satisfactory coverage of national programs throughout Canada and through improvement already made and technical plans contemplated, this objective is being achieved.

39. The operation of public service broadcasting in Canada has made it possible to carry out program planning on a national basis. Although the main purpose of broadcasting may be considered as entertainment, special consideration has been given to the development of the news service and information programs such as talks and discussions. As far as is possible the schedules are balanced to present variety in the daily and weekly listings. An important feature of the service is that since its organization many outstanding special events have been broadcast, as well as talks by His Majesty the King, the Prime Minister of Great Britain, the Prime Minister of Canada, the President of the United States, and others.

40. The schedule includes commercially sponsored programs as well as sustaining programs, but these are carefully selected and are necessary to supplement the revenue received from license fees.

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41. Under Section 22 of the Canadian Broadcasting Act the Corporation is required to control the establishment and operation of chains or networks of stations in Canada and also to control all programs broadcast by Corporation or private stations. Regulations were promulgated for this purpose and supervision is carried out by the Broadcasting Regulations Division. Among other purposes, these regulations are designed to limit advertising and to prohibit the broadcast of anything considered objectionable.

42. The International Shortwave Service was inaugurated on February 25, 1945, with a schedule of fifty hours per week beamed to Europe. During that year programs were broadcast in English, French, German and Czech, but the service was directed principally to Canadian armed forces overseas. Subsequently, the service was expanded to include Danish, Dutch, Norwegian and Swedish languages, and experimental transmissions were begun to Latin-America in Spanish and Portuguese. Although the programs have been varied, they are intended to provide publicity and information on Canada and to establish a closer cultural link between Canada and other nations of the world. Talks and interviews are given by authoritative Canadian men and women eminent in education, science and cultural life as well as actuality reports and commentaries reflecting the Canadian scene from week to week. In addition, distinguished visitors, soldiers, statesmen, travellers, businessmen and others are offered the facilities of the International Service to beam reports back to their homelands. It should also be mentioned that the International Service has cooperated closely with the United Nations Organization and at the last meeting of the General Assembly at Lake Success, the service was used extensively by leading members, especially of the European delegations, in carrying talks to their respective countries. Assistance was also given to the Food and Agricultural Organization Conference at Quebec City, to PICAO and the various other sub-conferences organized under the auspices of the United Nations.

Central Mortgage and Housing Corporation

43. Briefly, the purpose and functions of the Central Mortgage and Housing Corporation are:

1. To administer the National Housing Act, 1944, and earlier housing legislation.

2. To provide facilities for the rediscounting of mortgages by the lending institutions.

3. To administer the Emergency Shelter Regulations.

4. As a result of further consolidation of the Dominion government's operations in the housing field, the Corporation also directs the activities of Wartime Housing Limited.

44. The objective of the National Housing Act is to assist the Canadian who wishes to own his own home by insisting on a minimum standard of construction with a view to improving housing in Canada, by assuring that he will pay no more than 4½% interest per annum (calculated semi-annually) on any money borrowed under the Act, by enabling the borrower to pay for his home by convenient monthly payments comparable to rent, by offering a longer period for repayment than is normally allowed and by reducing the down payment which the borrower must make.

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45. The act covers the entire housing field and makes provision for loans to prospective home-owners wishing to build for themselves, loans to assist in the construction of cooperative housing projects, loans to builders who intend building either for sale or for rental purposes, loans to limited-dividend corporations undertaking the construction of low-rental and moderate-rental housing projects, assistance to municipalities collaborating with limited-dividend corporations or life insurance companies in slum-clearance schemes, and housing research and community planning.

46. The Emergency Regulations are intended primarily to assist municipalities in finding accommodation for families suffering acute hardship and distress from lack of shelter by making the most effective use of available unoccupied houses and other suitable buildings. Other functions of the Emergency Shelter Administration are to assist municipalities to obtain surplus government buildings for conversion into temporary accommodation and to help them meet the costs involved, to assure that all vacant houses in congested areas are put into occupancy, to maintain a close liaison with veterans' organizations and welfare agencies, and to assist universities to provide living accommodation for married veteran students.

47. Wartime Housing Limited, controlled for the government by Central Mortgage and Housing Corporation is engaged in building homes for servicemen.

48. The provision of living accommodation for veterans has been undertaken jointly by the Dominion government and the municipality. On this basis, a standard form of agreement has been developed. Under this agreement, the municipality supplies Wartime Housing Limited with fully improved lots at a cost of $1 each. It also enters into an agreement whereby the company will make payment during the life of the agreement in lieu of taxes of $24 per annum for each house erected with two bedrooms or less, and $30 a year on each house having three bedrooms or more, plus $1 per year per house for street lighting. For its part, Wartime Housing Limited enters into an agreement with the municipality providing that the houses will be rented to servicemen or their families for as long as there is a demand for rental housing by them. Only after these families have been taken care of may the houses be rented to non-veterans. The rental charges range from $22 to $30 a month; in some instances, where basements are provided, up to $40. In view of the fact that the municipality supplies fully improved property at a nominal price and is prepared to accept the foregoing amounts in lieu of taxes, Wartime Housing Limited agrees to sell the property as a whole to the municipality for $1,000 each at the end of a stated period. The period is determined by the cost of construction.

The Civil Service Commission

49. Among the functions of the Civil Service Commission are the following: to pass upon the qualifications of candidates for admission to or promotion in the Civil Service of Canada; to report upon the organization or proposed organization of any department of the Civil Service; to decide upon the proper classification of positions in the Civil Service and to fix compensation rates; and to make such regulations, subject to the approval of the Governor General in Council, as are necessary for carrying out the provisions of the Civil Service Act.

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Foreign Exchange Control Board

50. The purpose of exchange control, instituted in September 1939, was to maintain exchange stability and to conserve Canada's supply of United States dollars for essential war and civilian requirements, by ensuring that it would not be dissipated on non-essential purposes. It was anticipated at that time that current account transactions with the United States would result in a large deficit. It also became apparent that current account balances with the United Kingdom would greatly increase as Canada became a major source of war and civilian supplies. Nor could Canada expect to convert her surplus sterling into United States dollars as she had been doing before the war. The Foreign Exchange Control Board, headed by the Governor of the Bank of Canada, with the Bank as its technical adviser, and the Chartered banks as its agents across the Dominion, administered the following principal provisions of exchange control:

1. All foreign exchange in the possession of Canadians had to be sold to an authorized agent of the Board;

2. Canadians had to apply to the Board for all foreign exchange they required;

3. Transfers of Canadian dollars from residents to non-residents could be made only under permit;

4. Sales, assignments or transfer of securities by residents to non-residents could be made only under permit;

5. Sale of securities in Canada by non-residents could be made only under permit;

6. Exports from and imports into Canada of goods, securities, currency and other property could be made only under permit.

51. The rates of exchange for the United States dollar and the pound sterling were fixed for the duration of the war and remained unchanged until July 5th, 1946, when the Canadian dollar was restored by the Government to parity with the U.S. dollar.

52. All liquid foreign exchange assets apart from minimum balances needed for day-to-day transactions, were concentrated in the hands of the Board. The Bank of Canada, relieved of its minimum reserve obligations, turned over gold valued at 205 million U.S. dollars and U.S. dollar balances of 25 million. Privately held U.S. dollars to an amount of over 77 million dollars were also taken over.

53. Foreign exchange control and conservation measures, in addition to unexpected wartime increase of sales of Canadian securities and unusually large sales of grain in the United States, and United States Government expenditures in Canada for wartime purposes, made it possible for Canada to emerge from the war with no increase in its balance of its indebtedness to the United States and other non-sterling countries.

54. As the cash position improved, the restrictions imposed on current account expenditures, such as travel restrictions to the United States, were relaxed. Import prohibitions and the War Exchange Tax were abolished by 1945. Canada had succeeded in maintaining her stable position even after paying cash for over 6,000 million dollars worth of imports from the United States during the war years, while Canada's balance of indebtedness with the United Kingdom improved by approximately 1,500 million in the course of the war. It is to be noted that Canada did not

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participate in the United States lend-lease programs but paid cash for all its expenditures in the United States.

55. A measure of foreign exchange control is being retained in Canada. It is expected that imports of capital and consumers goods from the United States will continue at a high level; the special exports of war supplies and grain have fallen off; and Canada must be in a position to meet her foreign capital commitments the largest part of which is to the United States.

56. The present function of exchange control in Canada is to prevent certain types of capital movement, and to preserve exchange stability so as not to interfere with normal current account transactions. It is the intention of the government to retain these controls until world trade conditions have returned to a more stable basis.

The King's Printer

57. The King's Printer is responsible for the execution and audit of all printing, stereotyping, electrotyping, lithography, binding work, or work of the like nature, and for the procuring of the necessary materials used in this work. The Department purchases and distributes all paper, books and other articles of stationery of any kind, except books which are required for the Library of Parliament, and printed books required for use in penitentiaries. The sale of all books or publications issued by order of either or both Houses of Parliament or by any department of the government is another duty of the King's Printer. The King's Printer is also responsible for auditing all accounts for advertising and for printing and publishing the Statutes of Canada, the official gazette of Canada, and all official and departmental and other reports, forms, documents, commissions, and other papers ordered under the authority of the Government in Council.

58. The services rendered by the King's Printer to the various provinces are confined to the furnishing free of charge to the libraries of each provincial legislature and to the members of the provincial governments one copy of each of the publications of the Dominion government not of a confidential nature.

National Film Board

59. The Canadian Government, through the National Film Board, produces films, filmstrips, photographs, posters, silk screens, wall-hangers, booklets, and other graphic material for distribution in almost every country in the world. The Board's International Distribution Division at Ottawa, directs the flow of these materials through Film Board offices at London, England; New York, Chicago, Washington, Los Angeles, United States; Sydney, Australia; and Mexico City, Mexico; through Canadian Embassies Legations, Trade Commissions, and Information Offices in other countries; and through professional theatrical and non-theatrical distributors within all these territories.

60. There is another and almost equally important distribution and exchange of unedited footage among commercial, documentary and educational film organizations the world over. The British Ministry of Information, the United States Office of War Information, the French Ministry of Public Health, the Soviet Government Film Organization, and such companies as Universal and the "March of Time" have used Canadian footage in this manner and have returned the courtesy by putting their unedited material at the dispoal of the National Film Board. This practice has proved an important

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contribution to practical internationalism.

61. Photographs on all aspects of Canadian life are distributed by the Board to Government Departments, tourist bureaus, newspapers, magazines and publishing houses within Canada and to Trade Commissioners and other representatives abroad who may request them.

The National Harbours Board

62. The National Harbours Board is an Agency of the Crown created by statute to administer the National Harbours at Halifax, N.S.; Saint John, N.B.; Chicoutimi, Quebec, Three Rivers and Montreal, in the Province of Quebec; and Vancouver, B.C.; and such other harbours, work and property as may be transferred by the Governor in Council to the Board for administration.

63. Facilities at all harbours comprise piers, wharves, docks, and transit sheds; and, at some, cold storage warehouses, grain elevators, cranes (dock, railway and floating), terminal railways, etc.

64. Operating revenues are derived from charges assessed on vessels and goods for the use of the harbours and their facilities; from charges for services, such as supply of water, power, etc., and from rentals of properties. These revenues are used for the payment of operating expenses, including maintenance; the provision of reserve accounts and the payment of interest on and principal of debenture and other similar indebtedness. Capital expenditures are provided for by specific vote of Parliament covered by interest-bearing certificates of indebtedness issued by the Board in favour of Minister of Finance.

The National Research Council

65. The National Research Council was set up by an Act of Parliament and is a body corporate, not associated with any particular department of government. It reports to a committee of the Privy Council on Scientific and Industrial Research which is composed of six Ministers of the Departments most intimately interested in research matters. The Honorary Advisory Council consists of fifteen members, the majority of whom have always been senior scientific members of university staffs with the minority representing industry, business and finance.

66. At present the Council has Laboratory Divisions of Biology, Chemistry, Mechanical Engineering and Physics. These divisions are the continuation of the original structure but developments during the last few years have necessitated additions; for example, a new Medical Division is being organized, and the Electrical Engineering and Radio-Laboratories have become a separate Section under an officer-in-charge. Also the Atomic Energy Laboratory at Chalk River and the new Prairie Regional Laboratories at Saskatoon will operate essentially as Laboratory Divisions.

67. The Division of Biology operates laboratories dealing with bacteriology, biochemistry, refrigeration, fermentation, and other subjects. The Chemistry Laboratories are equipped to deal with most phases of pure and applied chemistry and chemical engineering, and the Mechanical Engineering Laboratories deal with aerodynamics, hydro-dynamics, instruments, engines and their fuels, and structures, particularly with reference to aircraft. The Physics Laboratories are set up to deal with accoustics, radiology, meteorology, optics, electrical measurements, heat, and general physical problems. All of these divisions are in close contact

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with one another and with government departments, industries and universities interested in their various field of research.

68. Researches conducted in the divisions may arise as the result of suggestions made by their own staffs, or in reply to requests from the government, or from any of its departments. Much of the research that has a bearing on the work of other government departments and industry is conducted through associated committees.

69. Each committee acts as an autonomous unit. It may receive a grant from the Council or assistance from other sources, but it exercises a wide measure of discretion in the use of such funds. The Council looks after the administrative details and the committee outlines the researches, decides in which laboratories they should be conducted, and gives consideration to the results. Representatives from various interested government departments and agencies and from industry and trade serve on these committees. At present there are about forty associated committees and one hundred subcommittees working on a number of topics and having in their combined membership representatives of universities, industry and every government Department.

70. The associated committees have provided a most efficient means of making use of scientific talent in institutions throughout the country. Many research projects are carried out in university laboratories by members of the staff and graduate students, thus enabling more complete use to be made of the equipment and staff available, and at the same time training young scientists in the universities. The small grants which are made by the committees enable competent research directors to plan for wide programmes and stimulate research in even the smallest universities and departments.

71. A special type of associate committee is that which is organized on behalf of an industry which has approached the Council for the solution of certain of its problems. In these cases the committee is formed to act in an advisory capacity. The industry brings its problems to the committee where they are discussed and the research programme is outlined. The industry provides the financial backing for the work, including payment of staff.

72. In addition to grants given in aid of research by associated committees, the Council makes direct grants for research on subjects which are not covered by any associate committee. Such grants are given only to scientists of repute who have available the normal laboratory equipment. Grants may be used for the payment of assistants or for the purchase of equipment that would not be ordinarily found in the type of laboratory concerned. The grantee receives no direct monetary reward.

73. Another means by which the Council promotes research is through scholarships, which are given to post-graduate students in the sciences. These scholarships are held in university laboratories, and while much of the work done under them may be of an elementary nature, in the mass it provides for considerable progress in science, while it trains a corps of junior scientists.

74. Because of the size of the country and the differences in its natural products, the interests of the Council have to be wide enough to take in the miscellaneous studies that must be undertaken on diverse types of resources. It has been found desirable, for example, recently to set up at Saskatoon the first regional laboratory, for the study in this case of the utilization of farm products or wastes.

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75. The extensive research and development work carried on in Canada in connection with atomic energy has been under the administrative direction of the National Research Council, and it is expected that the Council will assume responsibility and direction of all laboratory and development work carried on in Canada in the future.

76. Before the outbreak of war the Council had close contact through its associate committees, research grants and scholarships, with universities and other laboratories throughout the country, but its contacts with organizations outside the country were taken care of without any particularly definite organization. After the outbreak of war the flow of secret and confidential information to and from Canada necessitated the setting up of a special channel. The Council therefore set up liaison offices in Ottawa and in London, and later in Washington. These offices have carried on an active exchange of information, originally of a classified nature, but now including information on all sorts of scientific matters not normally considered confidential. This service has provided laboratory workers with outside contacts which they would find difficult to make as individuals, and has facilitated the obtaining of literature and equipment necessary for the efficient operation of the laboratories. The fact that every department of government was involved in Canada's war effort has made the liaison offices strong bonds of union between the National Research Council and other government Departments, including, of course, the Service Departments.

Royal Canadian Mounted Police

77. The R.C.M. Police is a Federal Force entirely under the control of the Federal Government, which operates throughout the whole Dominion. It enforces Federal Acts and undertakes administrative duties of various kinds across the country, especially in the Northwest Territories and the Yukon. It guards, or arranges for the protection, of Government Buildings.

78. There are other Federal duties undertaken by the R.C.M. Police, such as the enforcement of the provisions of the Excise Act, the suppression of the traffic in narcotic drugs, the enforcement of the Migratory Birds Act, the Indian Act, the Ticket-of-Leave Act, as well as the prevention of smuggling by land, sea and air and numerous other Federal Statutes. In addition it is the only Police Force in Canada which undertakes Secret and Security Services for the Dominion Government. It also takes special measures in the detection and prevention of counterfeiting.

Agreements with Provinces

79. At the present time, under the terms of the R.C.M. Police Act, any Province of Canada may enter into an agreement with the Dominion Government for the service of the R.C.M. Police to enforce Provincial Laws and the Criminal Code, upon payment for its services, and there are such agreement in force in six Provinces, namely, Prince Edward Island, Nova Scotia, New Brunswick, Manitoba, Saskatchewan and Alberta. The cost at present is $1,000 per man per annum, but in any new agreement the cost would be $1,200 per man per annum.

80. Under the agreements the strength of the Force can be increased at any time required, or in the event of emergencies arising, and provision for the increased costs is included in such agreements. The Officer in Charge of the Force in any Province

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direct
deals with the Attorney General of that Province and there is no interference from Ottawa, except in matters of policy only.

81. By these agreements, it is often possible for members of the R.C.M. Police to undertake federal and provincial duties simultaneously and thereby save the taxpayer considerable amounts. This works to the advantage of both governments and also in the interests of efficiency in that the R.C.M. Police is able, by its Dominion-wide organization, to ask for assistance in making arrests, etc., from any part of the Dominion without any delays which might otherwise be occasioned by questions of responsibility, jurisdiction, or by political or financial considerations.

Agreements with Cities and Towns

82. During recent years, the R.C.M. Police has entered into agreements with certain cities, towns, and municipalities within the six provinces previously referred to, and at the present time, there are over fifty of such agreements in the three prairie provinces in which the R.C.M. Police enforce City or Town By-laws, etc. The R.C.M. Police have not been able to meet all demands in this regard and have been obliged to confine agreements to places of not less than 1,000 population.

83. In the Maritimes, the demand is increasing and in the province of New Brunswick, there are now seven such agreements for such places as Shediac, Newcastle, Dalhousie, Campbellton, Sussex, St. Stephen and Chatham, in which the R.C.M. Police act as a municipal force. The cost to towns is $1,200 per man per annum.

The Tariff Board

84. Established in 1931, the Tariff Board's functions, in respect of goods produced in or imported into Canada, are to inquire into:

(a) the price and cost of raw materials in Canada and elsewhere, and the cost of transportation of raw materials to the point of consumption;

(b) the cost of efficient production in Canada and elsewhere, and to determine what increase or decrease in rates of duty is required to equalize differences in the cost of efficient production;

(c) the prices received by producers, manufacturers, wholesale dealers, retailers and other distributors in Canada and elsewhere;

(d) all conditions and factors which enter into the cost of production and the price to consumers in Canada;

(e) all conditions affecting production, manufacture, cost and price in Canada as compared with other countries.

85. The Board operates under the direction of the Minister of Finance. It also sits in appeal in cases where an importer is not satisfied with the rate of duty that he has been called upon to pay on imported goods. The Board also deals with appeals against rulings of the Department of National Revenue respecting value for duty, sales tax, and similar matters.

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86. The Tariff Board reports to the Minister of Finance, who tables its reports in Parliament.

[redacted]

87. The Commissioner of Tariff is an official of the Department of Finance and serves as adviser to the Minister on all questions relating to tariffs and taxes on important goods. He also deals with applications for tariff changes, and prepares the necessary legislation for such changes. If the change is of a temporary nature, action is taken by Order in Council; if permanent, provision is made for amending the existing law in the Budget.

88. All matters relating to tariff problems, other than administrative matters, are dealt with by the Commissioner; problems relating to large industries or groups of industries are generally referred to the Tariff Board.

Trans-Canada Air Lines

89. This wholly government owned enterprise is the only airline company authorized to fly scheduled transcontinental flights in Canada. In addition to its regular transcontinental flights and flights connecting Canadian cities with each other and with important centres in the United States, Trans-Canada Air Lines operates regular flights to Newfoundland and to the United Kingdom. Further trans oceanic flights are being planned.

90. With its speedy mail, passenger, and freight service, Trans-Canada Air Lines is helping to bring the most distant parts of Canada more closely together.

The Canadian National Railway

91. After World War I the Canadian Government found it necessary and expedient to take over, consolidate and operate the Canadian Northern Railway, the Grand Trunk Pacific Railway and the Grand Trunk Railway as one united system on a commercial basis under its own politically undisturbed management, on account of, and for the benefit of, the people of Canada.

92. This resulted in 95% of the total railway mileage in Canada being owned by the new Canadian National Railway and its competitor, the Canadian Pacific Railway.

93. The Canadian National Railway comprises a main transcontinental line from Halifax to Vancouver, as well as a network of feeder lines, many of which extend into the United States.

94. Its services include, as well as the transportation of passengers, freight and express, the provision of telegraph, hotel and steamship facilities.

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IV. Federal Taxation

The federal government has authority under the British North America Act to levy direct taxes, and sole authority to levy indirect taxes. At the time of Confederation the former field of taxation was quite unimportant, but the introduction of the income tax in 1917 greatly increased its importance as a source of revenue, until today the federal government collects about 30% more revenue through direct taxation than through indirect.

I. Direct Taxes

1. Direct Taxes on Income

(a) Individual income tax

The rates of Canadian income tax are set out in the "Income War Tax Act," as amended. The ordinary rates apply to earned income, and a special tax of 4% is levied on investment income in excess of $1,800.

A single taxpayer in Canada is allowed an exemption of $750. A married person is allowed an exemption of $1,500. For each child or grandchild of family allowance age (under 16) and wholly dependent on him for support, he can claim an exemption of $100. If the child is between 16 and 18 years of age, or over 18 and dependent on him by reason of physical or mental infirmity, or under 21 and a student at an educational institution, the taxpayer is allowed an exemption of $300. Similar exemptions are allowed for other dependents. A Taxpayer can deduct from his income, for the purpose of computing taxable income, gifts to charitable organizations not exceeding 10% of his total income. Medical expenses of himself and his dependents in excess of 4% of the taxpayer's income are deductable up to a limit of $900 for a married person, $600 for a single person, and $150 for each dependent, but not exceeding $600 for dependents.

A comparison between the amounts paid in income tax at present by citizens of Newfoundland and of Canada is set out in the following tables. In the first column is shown the amount of tax payable in Canada by individuals after January 1, 1948, according to size of income and status of the taxpayer. Where there are three columns, the second shows the net position of the Canadian taxpayer after allowance has been made for family allowance payments to him by the federal government. A minus sign (-) in front of a figure indicates that the taxpayer receives a net payment from the federal government over and above what he pays in the form of income tax. The last column sets out the tax which the individual in Newfoundland now pays to the Newfoundland government at present rates of taxation. In calculating the above taxes it has been assumed that all incomes up to $30,000 are entirely earned incomes, and that incomes of more than $30,000 include earned income of that amount and additional investment income to make up the total.

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Income	Single		Married No Children	
	Canada	Newfoundland	Canada	Newfoundland
$	$	$	$	$
750	-	-	-	-
800	$5	-	-	-
900	16	-	-	-
1,000	29	-	-	-
1,200	61	18	-	-
1,500	120	45	-	-
1,800	180	72	36	-
2,000	220	90	70	
2,250	270	112	120	22
2,500	320	135	170	45
2,750	370	157	220	67
3,000	420	180	270	90
3,500	520	225	370	135
4,000	620	270	470	180
5,000	835	360	670	270
7,500	1,465	630	1,260	540
10,000	[illegible]	1,110	1,990	1,020
20,000	6,515	4,260	6,140	4,170
30,000	11,728	9,210	11,315	9,120
50,000	23,456	22,260	23,043	22,170
75,000	39,418	41,385	38,968	41,295
100,000	56,631	60,510	56,143	60,420
200,000	133,056	144,510	132,493	144,420

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Income	Married 1 Child			Married 2 Children		
	Canada		Nfld.	Canada		Nfld.
	Tax $	Tax F.A.* $	$	Tax $	Tax F.A.* $	$
1,500	---	-72	---	---	-144	
1,800	22	-50		10	-134	
2,000	52	-20		36	-108	
2,250	100	18	---	80	-64	
2,500	150	78	18	130	-14	
2,750	200	128	40	180	36	13
3,000	250	178	63	230	86	36
3,500	350	278	108	330	186	81
4,000	450	378	153	430	286	126
5,000	650	578	243	630	486	216
7,500	1,234	1,152	513	1,208	1,064	486
10,000	1,960	1,888	993	1,930	1,786	966
20,000	6,090	6,018	4,143	6,040	5,896	4,116
30,000	11,260	11,188	9,093	11,205	11,061	9,066
50,000	22,988	22,916	22,143	22,933	22,789	22,116
75,000	38,908	38,836	41,268	38,848	38,704	41,241
100,000	56,078	56,006	60,393	56,013	55,869	60,366
200,000	132,418	132,346	144,393	132,343	132,199	144,366

* Tax less family allowance payment assuming the payment averages $72.00 a child.

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Income	Married 3 Children			Married 4 Children		
	CANADA		NFLD.	CANADA		NFLD.
	Tax	Tax F.A.*		Tax	Tax F.A.*	
	$	$	$	$	$	$
1,500	---	-216	---	---	-288	---
1,800	---	-216	---	---	-288	---
2,000	22	-194	---	10	-278	---
2,250	61	-155	---	44	-244	---
2,500	110	-106	---	90	-198	---
2,750	160	- 56	---	140	-148	---
3,000	210	-6	9	190	-98	---
3,500	310	94	54	290	2	27
4,000	410	194	99	390	102	72
5,000	610	394	189	590	302	162
7,500	1,182	966	459	1,156	868	432
10,000	1,900	1,684	939	1,870	1,582	912
20,000	5,990	5,774	4,089	5,940	5,652	4,062
30,000	11,150	10,934	9,039	11,095	10,807	9,012
50,000	22,878	22,662	22,089	22,823	22,535	22,062
75,000	38,788	38,572	41,214	38,728	38,440	41,187
100,000	55,948	55,732	60,339	55,883	55,595	60,312
200,000	132,268	132,052	144,339	132,193	131,905	144,312

* Tax less family allowance payment assuming the payment averages $72.00 a child.

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Income	Married 10 Children		
	CANADA		NFLD.
	Tax	Tax F.A.*	
$	$	$	$
1,500	---	-504	---
1,800	---	-504	---
2,000	---	-504	---
2,250	---	-504	---
2,500	---	-504	---
2,750	---	-504	---
3,000	10	-494	---
3,500	90	-414	---
4,000	190	-314	---
5,000	390	-114	---
7,500	912	408	270
10,000	1,570	1,066	750
20,000	5,440	4,936	3,900
30,000	10,545	10,041	8,850
50,000	22,273	21,769	21,900
75,000	38,128	37,624	41,025
100,000	55,233	54,729	60,150
200,000	131,443	130,939	144,150

* - Assuming the payment averages $63.00 a child, eight of family allowance age and two fully dependent.

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(b) Tax on interest and dividends, rents and royalties

This tax is substantially the same in Canada and Newfoundland.

Canada

In addition to any other tax imposed by the Income War Tax Act, a tax of 15% is imposed on all non-residents of Canada in respect of

(i) all dividends received from Canadian debtors, irrespective of currency in which payment is being made.

(ii) all interest received from, or credited by, Canadian debtors if payable solely in Canadian funds, except the interest from all bonds of, or guaranteed by, the Dominion of Canada.

(iii) all payments received from Canadian debtors in respect of any copyright relating to books, music, articles in periodicals and other newspaper features, or in respect of any right in the spoken word, print or mechanical sound, from paper or films or other mechanical devices. (The tax is only 10% in respect of motion picture films).

Newfoundland

In addition to any other tax imposed by the Income Tax Consolidation Act 1944, an income tax of 15% is imposed on all persons who are non-residents of Newfoundland in respect of

(i) all dividends received from Newfoundland debtors irrespective of currency in which payment is made.

(ii) all interest received from or credited by Newfoundland debtors if payable in Newfoundland and not elsewhere except the interest from bonds of municipal governments in Newfoundland, or bonds of or guaranteed by the Newfoundland government.

(c) Corporation income tax

The Canadian corporation tax is 30% of the net profits of the company as defined in the Income War Tax Act as amended. In addition, provinces signing tax agreements with the federal government are required to impose a provincial corporation tax of 5%. These rates apply to all net corporation income, no matter how large it may be. The Canadian structure thus differs from the graduated Newfoundland tax.

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The present Newfoundland corporation tax is 12½% on profits up to $5,000 and 35% on profits in excess of $5,000.

The Canadian excess profits tax is to be discontinued on January 1, 1948, while the Newfoundland excess profits tax has already been repealed.

2. Succession Duties

The Dominion Succession Duty Act imposes a duty on estates which varies in accordance with their size and also in accordance with the relationship of the beneficiary to the deceased.

The duty is payable by the executor of the estate and is arrived at by applying a composite rate to the portion received by each successor. The composite rate of duty to be applied to each successor's portion is made up of an "initial rate" which is dependent on the size of the estate as a whole plus an "additional rate" which is dependent upon the size of the successor's portion and also upon the relationship of the individual successor to the deceased. For the purpose of applying the "additional rate" four classes of beneficiaries or successors have been established under the Act. These classes, ranging from most favoured to least favoured, are:

Class "A" Wife; children under 18; children over 18 if dependent on the deceased on account of mental or physical infirmity.

Class "B" Husband; parents; grandparents; son or daughter over 18; son or daughter-in-law.

Class "C" Brother or sister; uncle or aunt; cousins and any descendants of these.

Class "D" Other distant relatives; strangers in blood; charitable bequests in excess of 50% of the estate.

No duty is payable on estates not exceeding $5,000, or on bequests not exceeding $1,000 to any one individual.

Widows are exempt up to $20,000 plus $5,000 for each dependent child under 18 unless the child also benefits, in which case the exemption for such child is $5,000 less the amount of the benefit.

A child under 18 is exempt to the extent of $5,000, but in the case of a child having no surviving parent the exemption if $15,000, in addition to the $5,000 referred to above. If there is more than one such dependent orphan the $15,000 exemption is apportioned among them.

Property passing by succession to a Canadian charitable organization, operated not for gain is exempt to an amount not exceeding 50% of the aggregate net value of the estate.

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The following table gives the duty payable by different classes of beneficiaries on the assumption that the whole of the estate passes to one beneficiary.

Succession Duties

Aggregate Net Value of Estate	Duty Payable Canada				Duty Payable Nfld.
	Widow*	Class B	Class C	Class D	
$	$	$	$	$	$
1,500	---	---	---	---	16
4,500	---	---	---	---	100
5,500	---	220	274	330	206
12,000	---	600	720	840	450
26,000	360	1,820	2,080	2,340	1,300
36,000	1,280	3,240	3,600	4,320	1,800
51,000	3,100	5,610	6,630	7,650	3,125
76,000	6,600	10,640	12,160	13,680	5,700
101,000	12,150	17,170	19,190	21,210	8,877
126,000	19,080	25,200	27,720	30,240	11,025
152,000	27,720	34,960	38,000	41,040	15,200
205,000	44,400	53,300	57,400	61,500	25,625
305,000	76,950	88,450	94,550	100,650	45,750
405,000	115,500	129,600	137,700	145,800	65,812
520,000	165,000	182,000	192,400	202,800	97,500
760,000	266,400	288,800	304,000	319,200	161,500
1,025,000	391,950	420,250	440,750	461,250	230,625

Note * The Class "A" beneficiary has, in this example, been taken to be the widow of the deceased, and the assumption has been made that she has no dependent children. The figures shown in this column are therefore not applicable to all Class "A" beneficiaries.

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II. Indirect Taxes

1. Customs Import Duties

The Customs Tariff of Canada contains three basic sets of rates, namely, the British Preferential, Intermediate and General.

However, these three sets of duties should not be compared directly with the Preferential, Intermediate and Full rates of Newfoundland without taking into account several important qualifications.

In the first place, Canada's British Preferential rates are extended to all Empire countries. They are wider in scope than the Preferential rates of Newfoundland, and hence have a greater effect in reducing the general average level of duties.

Secondly, Section 5 of the Canadian Customs Tariff provides for a discount of 10 p.c. of the duties on a substantial amount of imports under the British Preferential Tariff. This should be allowed for in showing net Canadian rates of duty. In the comparisons of rates made hereunder, this factor is allowed for, but no account is taken of temporary wartime discounts and reductions or removals of duties. While the War Exchange Conservation Act has not yet expired, it seems best to disregard it for the present purpose.

Third, Canada's basic rates of duty have been greatly reduced by various trade agreements. Such reductions are shown in convenient form in two supplementary columns in the office consolidation of the tariff. Such concessions have been generalized to most important foreign countries. Accordingly, nearly all of Canada's imports from foreign countries enter at her most favoured nation rates, i.e., the Intermediate tariff or any lower rate provided for in a trade agreement with any foreign country. Accordingly, Newfoundland's rates against foreign countries should be compared to Canada's most favoured nation rates wherever these are lower than the intermediate tariff.

Fourth, Canada's General Tariff does not affect any appreciable volume of trade. It can be virtually disregarded in comparing effective tariff rates.

In comparing Canadian duties with those levied by Newfoundland, differences in the composition of imports must also be kept in mind. In 1945, the ratio of import duties collected to total imports into Canada was only 10.6 p.c., and in 1944 it was still lower at 10.1 p.c. However, it must be recognized that these figures were greatly affected by heavy imports of duty-free raw materials of little interest to Newfoundland.

Average rates of duty on dutiable imports are probably more significant for our purpose. These are given for a considerable period in the table immediately below.

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YEAR	Average ad valorem rate of duty on dutiable imports NEWFOUNDLAND	CANADA
1925	45.8	24.6
1926	44.1	24.2
1927	44.5	24.2
1928	44.2	24.4
1929	44.0	24.4
1930	45.4	24.9
1931	48.1	28.9
1932	45.1	30.0
1933	42.0	29.6
1934		28.4
1935	41.3	27.4
1936	42.1	25.0
1937	41.1	24.0
1938	42.7	24.3
1939	38.4	24.2
1940	43.4	23.9
1941	44.7	21.9
1942	43.4	21.5
1943	43.8	20.7
1944	—	20.1
1945	—	21.1

Average over 20 years Canada..... 24.8
Average over 18 years Newfoundland..... 43.8

Fiscal years for Newfoundland ending June 30 until 1943; then ending on March 31.

Calendar Years for Canada.

The above table shows that average Canadian rates of duty on all dutiable imports have for many years been consistently lower than those of Newfoundland, and that the difference has increased in recent years. It should be recognized, however, that the figures in the table are influenced by differences in the character of imports. Low-rate semi-finished goods and raw materials constitute a larger proportion of Canada's imports than of Newfoundland's.

A detailed comparison of actual tariff rates on the commodities which constitute the chief imports into Newfoundland is attempted below. The schedule covers 75 of the leading imports into Newfoundland in the fiscal year ending March, 1946. It includes $38.5 million of imports, or 58 p.c. of the total imports of $65.9 million. In each instance, the present Newfoundland rate against the principal supplier is compared with the corresponding Canadian rate.

The results may be summarized as follows:

The Canadian tariff is lower on 41 of the 75 commodities. These 41 represent approximately $22 million of imports.

The Newfoundland tariff is lower on 29 of the 75 commodities. These represent approximately $15 million.

The remaining 5 rates are either identical or approximately equal.

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The Newfoundland tariff is lower than that of Canada on a number of important foodstuffs such as wheat flour, pickled beef, evaporated milk, cheese, butter, potatoes, onions, apples, oats and beans. Duties against foreign countries would in such cases be increased by union with Canada. But on the other hand imports from Canada would come in free. Since Canadian supplies of most of these items are better and cheaper than those of other sources, there is a strong presumption that the net result would be lower food prices in Newfoundland, even in instances where tariffs against foreign countries were increased.

The detailed comparison of rates on items of major interest follows.

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COMPARISON OF THE TARIFFS OF NEWFOUNDLAND AND CANADA BASED ON THE VALUES AND SOURCES OF IMPORTS INTO NEWFOUNDLAND AS PUBLISHED IN NEWFOUNDLAND CUSTOMS RETURNS FOR THE YEAR 1945-46

Nfld. import values in brackets	
AVIATION GASOLINE AND MOTOR FUEL ($3,700,000)	Nfld. tariff rate on aviation gasoline and motor fuel is 14¢ to 16¢ per gallon from all countries. (A special concession allows T.C.A. to import aviation gasoline exempt from duty.) Imports of $3,700,000 were almost entirely from Canada. Canadian Most Favoured Nation tariff rate on gasoline is 1¢ per gallon.
BITUMINOUS COAL ($3,500,000)	Nfld. tariff rate on bituminous coal is $1.05 per ton from all countries when imported into the port of St. John's - (the duty being reduced to 85¢ if imported into Carbonear, Harbour Grace, Heart's Content, Placentia or Bell Island; and further reduced to 52¢ if imported into any other place in Nfld.) The imports of $3,500,000 were divided - $2,400,000 from Canada, and $1,100,000 from the U.S.A. The Canadian tariff provides for a rate of 35¢ per ton against the United Kingdom, and a duty of 75¢ per ton on bituminous coal from the U.S.A.
ANTHRACITE COAL ($309,000)	Nfld. tariff rate on anthracite is $1.75 per ton from all countries when imported into the port of St. John's. Imports of $309,000 were divided - $189,000 from the United Kingdom, $73,000 from the U.S.A., and $46,000 from Canada. The Canadian tariff provides for free entry of anthracite coal from the United Kingdom, and a duty of 50¢ per ton on anthracite coal from the U.S.A. At the present time, special provision is made in the Canadian tariff for the free entry of anthracite coal into the Maritime Provinces.
FLOUR OF WHEAT ($2,600,000)	Flour of wheat is free of duty under the Nfld. tariff. Imports of $2,600,000 were divided - $2,500,000 from Canada, and $100,000 from the U.S.A. The Canadian tariff provides for free entry from the United Kingdom, and a rate of 50¢ per barrel from the U.S.A.
CIGARETTES ($1,600,000)	Nfld. tariff rate on cigarettes from all countries is $4.95 per pound. Imports of $1,600,000 were divided - $1,100,000 from Canada, and $500,000 from the U.S.A. The normal Canadian rate on cigarettes from the U.S.A. is 15% ad val. plus $3.00 per pound. There is an additional wartime levy of $2.00 per thousand.

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BEEF, PICKLED ($1,700,000)

Beef, pickled, in barrels, is free of duty from all countries, under the Nfld. tariff. Imports valued at $1,700,000 were divided - $1,100,000 from the U.S.A., and $600,000 from Canada.

The Canadian rate is 3¢ per pound from the U.S.A.

PORK PICKLED ($1,100,000)

Pork, pickled, in barrels, is free of duty from all countries, under the Nfld. tariff. Imports of $1,100,000 were divided - $600,000 from the U.S.A., and $500,000 from Canada.

The Canadian rate is 1½¢ per pound from the U.S.A.

BEEF, FRESH ($800,000)

Nfld. tariff rate on fresh meat is 4¢ per pound from all countries. Imports of $800,000 were practically entirely from Canada.

The Canadian rate on fresh beef from the U.S.A. is 6¢ per pound.

PORK, FRESH ($200,000)

Nfld. tariff rate on fresh meat is 4¢ per pound from all countries. Imports of $200,000 were practically entirely from Canada.

The Canadian rate on fresh pork from the U.S.A. is 1½¢ per pound.

POULTRY and GAME ($346,000)

Nfld. tariff rate on fresh or frozen poultry and game is 7¢ per pound from all countries. Imports of $346,000 were divided - $261,000 from Canada, and $85,000 from the U.S.A.

The Canadian rate on poultry or game from the U.S.A. is 15% ad val.

SAUSAGES, BOLOGNA ($654,000)

Nfld. tariff rate on bologna sausages is 1½¢ per pound from all countries. Imports of $654,000 came entirely from Canada.

The Canadian rate from the U.S.A. is 3¢ per pound.

HAMS, SALTED OR PICKLED ($264,000)

Nfld. tariff rate on hams, salted or pickled, is 3¢ per pound from Canada and the U.S.A. Imports of $264,000 were divided - $247,000 from Canada, and $17,000 from the U.S.A.

The Canadian rate from the U.S.A. is 1½¢ per pound.

BACON AND BELLIES, SALTED OR PICKLED ($195,000)

Nfld. tariff rate on bacon and bellies, salted or pickled is 2¢ per pound from all countries. Imports of $195,000 were divided - $150,000 from Canada, and $45,000 from the U.S.A.

The Canadian rate from the U.S.A. is 1½¢ per pound.

MEATS, SMOKE CURED ($250,000)

Nfld. tariff rate on smoke cured meats is 6¢ per pound from all countries. Imports of $250,000 were practically all from Canada.

The Canadian rate is 3¢ per pound from the U.S.A.

BEEF, CANNED ($436,000)

Nfld. tariff allows free entry of canned beef from all countries. Total imports of $436,000 were divided - $224,000 from the U.S.A.; $143,000 from Canada; $68,000 from Argentina.

The Canadian rate is 30% ad val, on canned beef from the U.S.A. and Argentina.

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MEATS, CANNED, N.O.P. ($194,000)

Nfld. tariff rate is 40% ad val. on canned meats, n.o.p., from all countries. Imports of $194,000 were divided - $154,000 from Canada, and $40,000 from the U.S.A.

The Canadian rate is 24% on canned hams and pate de foie gras, and 30% ad val. on other canned meats from the U.S.A.

SUGAR, N.E.S. ($794,000)

Nfld. tariff rate on sugar is 3¢ per pound from all countries. Imports of $794,000 were divided - $698,000 from the U.S.A., and $95,000 from Canada.

Prior to November 1946 the Nfld. rate on sugar was 4½¢ per pound from all countries.

The Canadian tariff on fully refined sugar is 1.09¢ per pound from British countries; 1.89¢ per pound from other countries.

The normal Canadian tariff on raw sugar for refining varies from .20¢ to .35¢ per pound from British countries; from .70¢ to 1.48¢ from other countries, according to test. At present it is exempt from duty from all sources by Order in Council.

TEA ($897,000)

Nfld. tariff rates on tea are; 5¢ per pound from the United Kingdom, and 9¢ per pound from other countries. Total imports of $897,000 came almost entirely from Canada.

Prior to November 1946 the Nfld. rates on tea were; 10¢ per pound from the United Kingdom, and 14¢ per pound from other countries.

The Canadian tariff on tea is 4¢ per pound from British countries, and 8¢ per pound from other countries.

MILK, EVAPORATED ($824,000)

Evaporated milk is free of duty from all countries under the Nfld. tariff. Imports of $824,000 were divided - $450,000 from Canada, and $374,000 from the U.S.A.

Prior to November 1946 the Nfld. tariff was 2½¢ per pound from all countries.

The Canadian tariff is 3¾¢ per pound from the U.S.A.

CHEESE ($304,000)

Nfld. tariff rate is 3¢ per pound from all countries. Total imports of $304,000 were divided - $271,000 from Canada, and $33,000 from the U.S.A.

The Canadian tariff rate on cheese from the U.S.A. is 7¢ per pound.

BUTTER ($203,000)

Nfld. tariff rates on butter are; 6¢ per pound, from Australia; 7¢ per pound, from the United Kingdom; 8¢ per pound from other countries. Imports of $203,000 were practically entirely from Canada.

The Canadian tariff rates on butter are; 5¢ per pound from Australia and New Zealand, 8¢ per pound from other British countries, and 12¢ per pound from the U.S.A.

POTATOES ($545,000)

Potatoes are free of duty under the Nfld. tariff. Imports of $545,000 were divided - $484,000 from Canada, and $61,000 from the U.S.A.

Prior to December 1946 the Nfld. rate was 29¢ per bushel from all countries.

The Canadian tariff on potatoes from the U.S.A. varies seasonally; a duty of 37½¢ per 100 pounds applies from June 15th to July 31st. They are free of duty the rest of the year.

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ONIONS ($170,000)

Nfld. tariff rate on onions is 50¢ per 100 pounds from all countries. Imports of $170,000 were divided - $126,000 from Canada, and $44,000 from the U.S.A.

The Canadian tariff on onions from the U.S.A. is 50% ad val.

EGGS ($436,000)

Nfld. tariff rate on eggs in the shell is 10¢ per dozen from all countries. Imports of $436,000 were divided - $428,000 from Canada, and $8,000 from the U.S.A.

The Canadian tariff rate on eggs from the U.S.A. is 5¢ per dozen.

RAISINS ($316,000)

Raisins are free of duty from Canada and the U.S.A. under the Nfld. tariff. Imports of $316,000 were divided - $309,000 from the U.S.A. and $7,000 from Canada.

The Canadian tariff grants entry free of duty from Australia and the Union of South Africa, and has a rate of 4¢ per pound from the U.S.A.

PRUNES ($124,000)

Prunes are free of duty from all countries under the Nfld. tariff. Imports of $124,000 were divided - $117,000 from the U.S.A. and $7,000 from Canada.

The Canadian tariff allows prunes entry free of duty from Australia and the Union of South Africa; and has a rate of 1¢ per pound from the U.S.A.

APPLES ($349,000)

Apples are free of duty from all countries, under the Nfld. tariff. Imports of $349,000 were divided - $281,000 from Canada, and $68,000 from the U.S.A.

The Canadian tariff on apples from the U.S.A. is 15% ad val.

ORANGES ($475,000)

Oranges are free of duty from all countries, under the Nlfd. tariff. Imports of $475,000 were divided - $249,000 from the U.S.A. and $226,000 from Canada.

The rate under the Canadian tariff is seasonal; 35¢ per cubic foot from the U. S.A. from August to December, and free of duty the rest of the year.

FRESH FRUIT N.O.P. ($255,000)

The item of fresh fruit, n.o.p. is free of duty from all countries, under the Nfld. tariff. Imports of $255,000 were divided - $147,000 from the U.S.A. and $108,000 from Canada.

The Canadian tariff item of fresh fruit, n.o.p. has a rate of 10% ad val. from the U.S.A.

FRUIT CANNED ($271,000)

Nfld. tariff rates on canned fruit are: 30% ad val. from Australia, and 40% ad val. from other countries. Imports of $271,000 were divided - $161,000 from the U.S.A. and $110,000 from Canada.

Canadian tariff rates on canned fruits are: canned apricots and pears from Australia are free of duty; canned apricots, peaches and pears from New Zealand pay a duty of 1¢ per pound; canned peaches from Australia pay a duty of $\frac{1}{2}$¢ per pound; canned apricots from South Africa pay a duty of 1¢ per pound; canned peaches from the U.S.A. pay a duty of 3$\frac{1}{2}$¢ per pound; canned apricots and pears from the U.S.A. pay a duty of 3¢ per pound.

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JAMS, JELLIES AND MARMALADE ($123,000)

Nfld. tariff rates on jams, jellies and marmalades are: 6¢ per pound from the United Kingdom, and 8¢ per pound from Canada and the U.S.A. Imports of $123,000 were divided - $72,000 from Canada, $45,000 from the U.S.A., and $5,000 from the United Kingdom.

The Canadian tariff rates are: 2¢ per pound from the United Kingdom, and 3½¢ per pound from the U.S.A.

OATS ($527,000)

Nfld. tariff rate on oats is 5¢ per bushel from all countries. Imports of $527,000 were entirely from Canada.

The Canadian tariff rate on oats from the U.S.A. is 8¢ per bushel.

BEANS ($157,000)

Nfld. tariff rate on beans is $1.00 per 100 pounds from all countries. Imports of $157,000 were divided - $123,000 from Canada, and $34,000 from the U.S.A.

Canadian tariff rate on lima beans from the U.S.A. is 1¢ per pound, and on other beans from the U.S.A. it is 1½¢ per pound.

PEAS ($202,000)

Nfld. tariff rate on dried peas is $1.00 per 100 pounds, from all countries. Imports of $202,000 were divided - $161,000 from the U.S.A. and $41,000 from Canada.

Canadian tariff rate on split peas from the U.S.A. is 20% ad val. and on peas, N.O.P., from the U.S.A. it is ¾¢ per pound.

ANIMAL FEEDS ($715,000)

Animal and poultry feeds, N.E.S., are free of duty from all countries, under the Nfld. tariff. Imports of $715,000 were practically entirely from Canada.

The Canadian tariff rate from the U.S.A. is 20% ad val.

HAY ($170,000)

Nfld. tariff rate on hay from all countries is $4.75 per ton (2000 lbs.). Imports of $170,000 were entirely from Canada.

Canadian tariff rate on hay from the U.S.A. is $1.75 per ton.

VEGETABLES CANNED ($311,000)

Nfld. tariff rate on canned vegetables is 40% ad val. from all countries. Imports of $311,000 were divided - $209,000 from Canada, and $100,000 from the U.S.A.

Canadian tariff rates on canned vegetables from the U.S.A. are: 1½¢ per pound, on canned beans, canned corn and canned peas; 2¢ per pound on canned tomatoes; and 20% on others.

WHISKEY ($330,000)

Nfld. tariff rate on whiskey is $9.90 per proof gallon from all countries. Imports of $330,000 were divided - $222,000 from Canada, $67,000 from the United Kingdom, and $38,000 from the U.S.A.

Canadian tariff rate on whiskey from the United Kingdom is $12.00 per proof gallon, of which $5.00 is regular B.P. duty and $7.00 is an additional duty imposed during the war.

RUM ($328,000)

Nfld. tariff rate on rum is $8.40 per proof gallon from all countries. Imports of $328,000 were divided - $86,000 from Trinidad; $78,000 from Cuba; $62,000 from Br. Guiana; and $61,000 from Barbados.

Canadian tariff rate on rum is $12.00 from British countries, and $14.00 under the Most Favoured Nation tariff, including $7.00 additional duty in each instance.

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BEER ($295,000)

Nfld. tariff rate on beer is $1.25 per gallon from all countries. Imports of $295,000 were divided - $274,000 from Canada, and $21,000 from the U.S.A.

Canadian tariff on beer from the U.S.A. varies from 65¢ to 80¢ per gallon, including additional duty.

LARD ($220,000)

Nlfd. tariff rate on lard and similar substances from Canada and the U.S.A. is 30% ad val. Imports of $220,000 were divided - $152,000 from Canada, and $68,000 from the U.S.A.

Canadian tariff rates are: 1½¢ per pound from British countries, and 1¾¢ per pound from the U.S.A.

MOLASSES ($332,000)

Nfld. tariff rate on molasses of Br. W. Indies origin from all countries is 5¢ per gallon. Imports of $332,000 were divided - $306,000 from Barbados, and $26,000 from Canada.

Canadian tariff provides for free entry of molasses testing up to 56 degrees from a Preferential country; over 56 degrees, duty is 35¢ per 100 pounds from Preferential country.

CHEWING GUM ($103,000)

Nfld. tariff rate on chewing gum is 65% ad val. from all countries. Imports of $103,000 were divided - $74,000 from Canada, and $29,000 from the U.S.A.

Canadian tariff rate from the U.S.A. is 30% ad val. plus ½¢ per pound.

CONFECTIONERY ($362,000)

Nfld. tariff alternative rate is 20¢ per 24 bars or packages (5¢) from all countries. Imports of $362,000 were divided - $266,000 from Canada, and $96,000 from the U.S.A.

Canadian tariff rate on confectionery coated with chocolate from the U.S.A. is 27½¢ plus 2½¢ per pound, and on other confectionery from the U.S.A. 30% plus ½¢ per pound.

SOUPS CANNED ($230,000)

Nfld. tariff rate on liquid soups, canned, is 40% ad val. from all countries. Imports of $230,000 were divided - $217,000 from Canada, and $13,000 from the U.S.A.

Canadian tariff rate on canned soups from the U.S.A. is 25% ad val.

COWS ($381,000)

Nfld. tariff alternative rate on cows, n.o.p., is 30% ad val. from all countries. Imports of $381,000 were entirely from Canada.

Canadian tariff rate is 2¢ per pound from the U.S.A.

SALT, FOR CURING FISH ($518,000)

Salt for curing fish is free of duty from all countries under the Nfld. tariff. Imports of $518,000 were divided - $196,000 from Canada, $163,000 from U.S.A., $80,000 from Bahamas, and $79,000 from Portugal.

Canadian tariff provides for free entry from all countries of salt for use of sea or gulf fisheries.

GARMENTS, FUR ($127,000)

Nfld. tariff rates on fur garments are: 45% ad val. from the United Kingdom; 55% ad val. from Canada and the U.S.A. Imports of $127,000 were divided - $68,000 from U.S.A., and $59,000 from Canada.

Canadian tariff rates are: 15% ad val. from the United Kingdom; 30% ad val. from the U.S.A.

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FOOTWEAR ($639,000)

Nfld. tariff rates on footwear, other than rubber, [redacted] 30% ad val. from the United Kingdom; 35% ad val. on women's leather footwear from Canada and the U.S.A., and 40% on others from Canada and the U.S.A. Imports of $639,000 were divided - $393,000 from U.S.A., and $244,000 from Canada, and $2,000 from the United Kingdom.

Canadian tariff rates are 20¼% ad val. from the United Kingdom, and 30% ad val. from the U.S.A.

LONG RUBBER BOOTS ($257,000)

Long rubber boots are free of duty from all countries, under the Nfld. tariff. Imports of $256,000 were divided - $153,000 from Canada, and $104,000 from the U.S.A.

Canadian tariff rates are; free of duty from the United Kingdom, and 22½% ad val. from the U.S.A.

OVERSHOES, BOOTS AND SHOES RUBBER, N.E.S. ($458,000)

Nfld. tariff rates on rubber footwear, n.e.s. are; 30% ad val. from the United Kingdom; 40% ad val. from Canada and the U.S.A. Imports of $458,000 were divided - $412,000 from Canada, and $45,000 from the U.S.A.

Canadian tariff rates are; free of duty from the United Kingdom, and 22½% ad val. from the U.S.A.

TIRES ($325,000)

Nfld. tariff rates are; 20% ad val. from the United Kingdom; 30% ad val. from Canada and the U.S.A. Imports of $325,000 were divided - $188,000 from Canada, $137,000 from the U.S.A.

Canadian tariff rates are; 20¼% ad val. from the United Kingdom, and 25% ad val. from the U.S.A.

COTTON YARN ($244,000)

Cotton yarn is free of duty from all countries under the Nfld. tariff. Imports of $244,000 were divided - $211,000 from the United Kingdom, and $33,000 from Canada.

Canadian tariff rates on cotton yarn from the United Kingdom vary from free to 15% ad val., and from the U.S.A. from 15% to 20% plus 3¢ per pound.

COTTON FABRICS PRINTED ($550,000)

Nfld. tariff rates on cotton piece goods, printed or dyed or not, are; 15% ad val. from the United Kingdom; 20% ad val. from Canada and the U.S.A. Imports of $550,000 were divided - $401,000 from the U.S.A.; $87,000 from Canada; and $62,000 from the United Kingdom.

Canadian tariff rates are; 12½% to 18% ad val. from the United Kingdom; 20% to 27½% plus 3¢ per pound from the U.S.A.

COTTON FABRICS NOT COLOURED ($232,000)

Nfld. tariff rates on cotton piece goods, printed or dyed or not are; 15% ad val. from the United Kingdom; 20% ad val. from Canada and the U.S.A. Imports of $232,000 were divided - $144,000 from the U.S.A., $69,000 from Canada, and $19,000 from the United Kingdom.

Canadian tariff rates are; 18% ad val. from the United Kingdom; 17½% to 20% plus 3¢ per pound from the U.S.A.

MEN'S SHIRTS ($243,000)

Nfld. tariff rates on men's shirts, not knitted, are; 30% ad val. from the United Kingdom; 35% ad val. from Canada and the U.S.A. Imports of $243,000 were divided - $126,000 from U.S.A.; $114,000 from Canada; and $3,000 from United Kingdom.

Canadian tariff rates are; 22½% ad val. from the United Kingdom; and 30% ad val. from the U.S.A.

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WOOL CLOTHING ($828,000)

Nfld. tariff rates on overcoats, suits and other outer garments, are; 30% ad val. from the United Kingdom; 40% ad val. from Canada and the U.S.A. Imports of $828,000 were divided - $631,000 from Canada, $184,000 from the U.S.A., and $13,000 from the United Kingdom.

Canadian tariff rates are; 27% ad val. from the United Kingdom, and 40% plus 32½¢ per pound from the U.S.A.

WOOL FABRICS ($407,000)

Nfld. tariff rates on wool piece goods are; 15% ad val. from the United Kingdom, and 25% ad val. from Canada and the U.S.A. Imports of $407,000 were divided - $346,000 from United Kingdom, $47,000 from Canada, $13,000 from U.S.A.

Canadian tariff rates are; 20¼% ad val. plus 10.8¢ per pound (to a maximum of 50¢ per pound) from the United Kingdom.

ARTIFICIAL SILK CLOTHING ($431,000)

Nfld. tariff rates on ready made clothing, other than of wool, for women and girls, are; 30% ad val. from the United Kingdom; 35% ad val. from Canada and the U.S.A. Imports of $431,000 were divided - $318,000 from Canada, $108,000 from U.S.A., $5,000 from United Kingdom.

Canadian tariff rates are; 22½% ad val. from the United Kingdom; 32½% ad val. from the U.S.A.

HATS ($227,000)

Nlfd. tariff rates on hats, caps and berets are; 50% ad val. from the United Kingdom, 55% ad val. from Canada and the U.S.A. Imports of $227,000 were divided - $137,000 from Canada, $82,000 from U.S.A., $8,000 from United Kingdom.

Canadian tariff rates are; from the United Kingdom varies from 20¼% to 20¼% plus 75¢ per dozen; from the U.S.A. varies from 27% to 30% plus $1.50 per dozen.

LUMBER ($422,000)

Nfld. tariff rates on lumber are same from all countries but vary according to kind, from $5.65 to $11.50 per M.ft. Imports of $422,000 are divided - $375,000 from Canada, $40,000 from the U.S.A., $7,000 from Br. Guiana.

Canadian tariff rates from all countries vary from free to 10% ad val.

PAPER CONTAINERS ($247,000)

Nfld. tariff rate on paper containers for use by manufacturers is 25% ad val. from all countries. Imports of $247,000 were divided - $216,000 from Canada, and $31,000 from the U.S.A.

Canadian tariff rate from the U.S.A. is 1¢ per pound, but not less than 25% ad val.

CRUDE PETROLEUM AND FUEL OIL ($447,000)

Nfld. tariff rate is 1¢ per gallon from all countries. Imports of $447,000 were entirely from Canada.

Canadian tariff allows free entry of crude pertoleum for refining, and assesses a duty of ½¢ per gallon on fuel oil from the U.S.A.

BUNKER FUEL ($443,000)

Nfld. tariff on bunker fuel from all countries is 23¢ per barrel of 35 gallons. Imports of $443,000 were divided - $439,000 from Canada, and $4,000 from U.S.A.

Canadian tariff rate from the U.S.A. is ½¢ per gallon.

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LUBRICATING OIL ($240,000)

Nfld. tariff rate on lubricating oils in less than one gallon containers is 45% ad val., in larger containers, 15¢ per callon, from all countries. Imports of $240,000 were divided - $197,000 from Canada, and $43,000 from the U.S.A.

Canadian tariff rates from the U.S.A. are: if valued at less than 25¢ per gallon, duty is 2½¢ per gallon; otherwise 17½% ad val.

SULPHUR ($188,000)

Sulphur for use in manufacturing is free of duty from all countries, under the Nfld. tariff. Imports of $188,000 were entirely from the U.S.A.

Sulphur is free of duty from all countries under the Canadian tariff.

WIRE ROPE ($122,000)

Nfld. tariff rate on wire rope from all countries is 10% ad val. Imports of $122,000 were divided - $86,000 from Canada, and $36,000 from U.S.A.

Canadian tariff rate on wire, twisted or stranded, for use in commercial fishing, is 10% ad val. from the U.S.A.

IRON OR STEEL MANUFACTURES N.O.P. ($145,000)

Nfld. tariff rates on the item of manufactures of iron or steel, n.o.p., are: 40% ad val. from the United Kingdom; 50% ad val. from Canada and the U.S.A. Imports of $145,000 were divided - $78,000 from Canada, $45,000 from the U.S.A., and $15,000 from the United Kingdom.

Canadian tariff rates on manufactures of iron or steel, n.o.p., are: 10% from the United Kingdom, and 25% ad val. from the U.S.A.

ENGINES MARINE, OTHER THAN DIESEL ($348,000)

Nfld. tariff rates are: free from the United Kingdom, and 10% ad val. from Canada and the U.S.A. Imports of Engines, marine, other than diesel, and parts, valued at $348,000 were divided - $186,000 from Canada, $129,000 from U.S.A., and $33,000 from United Kingdom.

Canadian tariff rates on engines and parts for commercial fishermen are: free from the United Kingdom, and 12½% ad val. from the U.S.A.

MACHINERY N.O.P. ($358,000)

Nfld. tariff rate on machinery, n.o.p., and parts, is 20% ad val. from United Kingdom, Canada and the U.S.A. Imports of $358,000 were divided - $241,000 from U.S.A.; $106,000 from Canada; and $11,000 from United Kingdom.

Canadian tariff rates on machinery, n.o.p., are: if of a class or kind not made in Canada - free of duty from the United Kingdom, and 10% ad val. from the U.S.A.; if of a class or kind ruled made in Canada - 10% ad val. from the United Kingdom, and 25% ad val. from the U.S.A.

TRUCKS AND AUTOMOBILES ($659,000)

Nfld. tariff rates are: 20% ad val. from the United Kingdom, 30% ad val. from Canada and the U.S.A. Imports of $659,000 were divided - $490,000 from U.S.A., $144,000 from Canada, $25,000 from United Kingdom.

Canadian tariff rates are: free from the United Kingdom, and 17½% from the U.S.A.

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PAINTS ($198,000)

Nfld. tariff rates are: 45% from the United Kingdom, 55% from Canada and the U.S.A. Imports of ready mixed paints and enamels were $198,000 - $156,000 from Canada, $25,000 from U.S.A., and $17,000 from United Kingdom.

Canadian tariff rates are: 15½% ad val. from the United Kingdom, and 25% ad val. from the U.S.A.

LAUNDRY SOAP ($169,000)

Nfld. tariff rates are; 8% ad val. plus 2½¢ per pound from the United Kingdom; 18% ad val. plus 2½¢ per pound from Canada and the U.S.A. Imports of $169,000 were divided - $164,000 from Canada, and $5,000 from U.S.A.

Canadian tariff rates are; ½¢ per pound from the United Kingdom, and 1½¢ per pound from U.S.A.

SOAP POWDERS ($150,000)

Nfld. tariff rates are; 45% ad val. from the United Kingdom; 55% ad val. from Canada and the U.S.A. Imports of $150,000 were entirely from Canada.

Canadian tariff rates are 18% ad val. from United Kingdom, and 25% ad val. from the U.S.A.

WATCHES ($221,000)

Nfld. tariff rate is 60% ad val. from all countries. Imports of $221,000 were divided - $128,000 from Switzerland, $86,000 from Canada; and $7,000 from the U.S.A.

Canadian rate is 18% ad val. from the United Kingdom; and 30% ad val. from Switzerland and the U.S.A. (but not less than 40¢ each).

2. Excise Duties

Both Canada and Newfoundland levy excise duties on a small number of items, chiefly alcoholic beverages and tobacco. The following table attempts to compare the rates of duty in the two countries.

Excise Duties

Item	Present Canadian Rates	Present Nfld. Rates
1. Ale, porter, Bavarian beer, botanic beer, and all other small and dextrinous liquors containing 3% or more of alcohol by volume	- - - -	34¢ per gal.
2. Ale, porter, Bavarian beer, hop beer and all other similar beverages (except spruce beer) sold under the description of beer or possessing the characteristics of beer, containing less than 3% or more of alcohol by volume	- - - -	10¢ per gal.

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Excise Duties (Cont'd.)

Item	Present Canadian Rates	Present Nfld. Rates
3. Beer, other than malt beer	45¢ per gal.	- - - -
4. Malt	16¢ per lb.	- - - -
5. Malt syrup (domestic)	24¢ per lb.	- - - -
6. Spirits	$11 per proof gal.	- - - -
7. Canadian brandy	$ 9 per proof gal.	- - - -
8. Spirits used by druggists or in drugs and perfumes	$1.50 per proof gal.	- - - -
9. Spirits used in vinegar	60¢ per proof gal.	- - - -
10. Spirits used in chemical composition	15¢ per proof gal.	- - - -
11. Tobacco, plug firm pressed	35¢ per lb.	42¢ per lb.
12. Manufactured tobacco n.o.p.	35¢ per lb.	76¢ per lb.
13. Raw Leaf Tobacco, domestic	20¢ per lb.	76¢ per lb.
14. Cigarettes, weighing less than 2½ lbs. per 1,000	$ 6 per 1,000	$6.25 per 1,000
15. Cigarettes weighing more than 2½ lbs. per 1,000	$11 per 1,000	$8.50 per 1,000
16. Cigars	$ 1 per 1,000	$1.50 per lb.
17. Oleomargarine, butterine or similar compounds	illegal in Canada	$4.40 per 100 lbs.
18. Oleomargarine, butterine or similar compounds when put up in metal containers	illegal in Canada	$7.40 per 100 lbs.

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Excise Duties (Cont'd)

Item		Present Canadian Rates	Present Nfld. Rates
19.	Compound lard & similar substances	- - - -	$2.20 per 100 lbs.
20.	Cream manufactured in an approved butterine factory from materials imported free of duty approved by the Board of Customs	- - - -	1¢ per lb.

3. Excise taxes

In addition to excise duties, which are levied only on liquor and tobacco, the federal government imposes excise taxes, consisting chiefly of stamp taxes, a general sales tax, and taxes on such items as automobiles, confectionery, tobacco, wines, furs, luggage, amusements, transportation, jewellery and ornaments. Since these items, where subject to tax, are taxed chiefly through customs duties in Newfoundland, no comparable Newfoundland tax exists. Therefore only the Canadian rates are shown in the following table. All but the last three commodity taxes (i.e. items 41, 42 and 43) are levied on the articles as they leave the hands of the manufacturer; the three items mentioned are taxed at the retail level.

Excise Taxes

Item		Canadian Tax
1.	Stamps	
	(a) Cheques, bills of exchange, money orders, traveller's cheques	3¢ to $100, 6¢ over $100
	(b) Postal notes	1¢ to $1.00, 3¢ over $1.00
	(c) Letters & post cards	2¢ in addition to postage
	(d) Stock transfers	rates graduated in accordance with value of equity transferred
2.	Automobiles	10% ad valorem
3.	Tires	5¢ per lb.
4.	Tubes	5¢ per lb.
5.	Chewing gum	30%
6.	Soft drinks	25% ad valorem plus 1¢ per bottle
7.	Candy & confectionery	30% ad valorem
8.	Cameras	10% ad valorem
9.	Photographic supplies	10% ad valorem

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Excise Taxes (Cont'd.)

Item		Canadian Tax
10.	Carbonic acid gas	50¢ per lb.
11.	Cigarette papers	8¢ per 100 or fraction thereof
12.	Cigarette tubes	14¢ per 100 or fraction thereof
13.	Ash trays, pipes, etc.	35% ad valorem
14.	Cigars (graduated per value of 1,000 cigars)	25% ad valorem
15.	Cigarettes	2¢ per 5 cigarettes
16.	Tobacco	2¢ per oz.
17.	Furs	10% plus regular sales tax
18.	Lighters	25% ad valorem
19.	Fountain pens & pencils	35% ad valorem
20.	Matches	1¢ per 100
21.	Photographs, radios & tubes	10% ad valorem
22.	Playing cards	20¢ per 54 cards
23.	Slot machines	25% ad valorem
24.	Sugar	1¢ per lb.
25.	Glucose	1¢ per lb.
26.	Toilet preparations	25% ad valorem
27.	Trunks, bags, suitcases	35 % ad valorem
28.	Toilet soaps	5% ad valorem
29.	Wines, non-sparkling	50¢ per gal.
30.	Wines, sparkling	$2.50 per gal.
31.	Amusements	20% of admission price
32.	Cabarets & Night Clubs	25%
33.	Pari-mutual bets, horse races	5%
34.	Long-distance phone calls	over 15¢ - 15%; on pay phones, from 15¢ to 45¢ - 5¢, for each extra 35¢ - 5¢; max. tax 75¢
35.	Telegraphs & cables	7¢ each
36.	Domestic telephone extensions	25¢ monthly
37.	Sleeping berths	15%, minumum 35¢
38.	Parlour car chairs	15¢
39.	Transportation tickets	15% if over 75¢
40.	Excise on imports	3% ad valorem
41.	Clocks & watches*	25% ad valorem
42.	Jewellery, plated ware, etc.*	25% ad valorem
43.	Ornaments, vases, cut glass*	25% ad valorem

* This tax does not apply to goods valued at not more than $100 included in baggage accompanying residents returning from abroad after at least 48 hours absence.

In addition to the excise taxes mentioned above, the federal government levies a sales tax of 8%. It is not designed to lay a heavy burden on the lower income groups, however, so a large number of items considered necessities of life, or materials used to provide the necessities of life, and articles used in production by farmers, fishermen and loggers, are specifically exempted. The following is a list of these exemptions.

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Foodstuffs

Bread; Butter; Cheese; Cream: Eggs; Honey; Ice; Lard; Salt; Sugar;

Apples, dried, desiccated or evaporated;

Bakers' cake and pies not to include biscuits, cookies or other similar articles;

Fish and products thereof, not to include canned fish;

Flour, not including self-raising flour;

Maple syrup;

Meats and poultry, fresh;

Milk, including buttermilk; condensed milk, evaporated milk and powdered milk;

Vegetables and fruits in their natural state;

Farm and Forest

Bees; Casein; Fertilizer; Hay; Hops; Shorts; Straw; Alfalfa meal;

Animals, living;

Baling twine for baling farm produce, and articles and materials to be used or consumed exclusively in process of manufacture thereof;

Beet pulp, dried;

Drain tiles for agricultural purposes;

Farm produce sold by the individual farmer of his own production, not to include canned fruits or vegetables when produced in excess of ten thousand cans of one pound each or their equivalent, per annum, nor flowers, flowering plants or bulbs, when the sales thereof exceed five hundred dollars per annum;

Feeds for fur-bearing animals whose pelts have commercial value;

Forest products when produced and sold by the individual settler or farmer;

Furs, raw;

Gopher poison, and materials for use exclusively in its manufacture;

Grain or seed cleaning machines and complete parts therefor;

Grains and seeds in their natural state, not to include rice;

Harness for horses and complete parts therefor, and articles and materials to be used exclusively in the manufacture thereof;

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Hides, raw and salted;

Logs and round unmanufactured timber;

Milk, albumen, when for use exclusively in the production of animal or poultry feeds;

Nursery stock;

Oil cake, oil cake meal;

Peat moss when used for agricultural purposes, including poultry litter;

Poultry, cattle and other stock feeds;

Poultry, living;

Preparations or chemicals sold for disinfecting, dipping or spraying and so used in agriculture or horticulture, and materials for use exclusively in the manufacture of such preparations;

Sap spouts and sap buckets, evaporators and complete parts therefor, when for use exclusively for the production of maple syrup;

Sawdust and wood shavings;

Settler's effects;

Vegetable plants;

Wool not further prepared than washed;

Woolen rolls or wool yarn milled for a producer of wool from wool supplied by him for his own use;

Engines

Internal combustion traction engines, and portable engines with boilers in combination, for farm purposes, or for use exclusively in the operation of logging, such operation to include the removal of the log from stump to skidway, log dump or common or other carrier, and complete parts of all the foregoing, and articles and materials, not to include plant equipment, to be used or consumed exclusively in the manufacture of the foregoing engines, boilers or parts thereof;

Mines and Quarries

Crushed stone or crushed gravel to be used exclusively in the building or maintenance of provincial, county, municipal or township roads;

Gold and silver in ingots, blocks, bars, drops, sheets or plates unmanufactured;

Ores of metals of all kinds;

Sand, gravel, rubble, and field stone;

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Marine and Fisheries

Boats bona fide purchased by fishermen for use in the fisheries, and articles and materials to be used exclusively in the manufacture, equipment or repair of such boats;

Carrageen or Irish Moss;

Cotton duck and cotton sail twine to be used only in the manufacture of equipment for ships or vessels;

Materials for use only in the manufacture of rope not exceeding one and one-half inches in circumference for the fisheries;

Materials for use only in the construction, equipment and repair of ships;

Materials used as ingredients in canned fish;

Ships licensed to engage in the Canadian coasting trade;

Sinkers, and floats including trawl kegs, when for use exclusively in the fisheries, not including these articles for sportsmen's purposes;

Religious, Charitable, Health, Etc.

Insulin; Radium;

Articles and materials for the sole use of any bona fide public hospital certified to be such by the Department of National Health and Welfare, when purchased in good faith for use exclusively by the said hospital and not for resale;

Artificial eyes;

Artificial limbs, and parts thereof;

Bibles, missals, prayer books, psalm and hymn books, religious tracts, Sunday school lesson pictures, and materials used exclusively in the manufacture thereof;

Donations of clothing and books for charitable purposes;

Liver extract for use exclusively in the treatment of anaemia;

Memorials or monuments erected in memory of members of the Armed Forces who lost their lives in the service of their country;

War Veterans' badges;

Printing and Educational

Manuscript; Newspapers;

Books for the instruction of the deaf and dumb;

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Magazines and literary papers unbound, regularly issued at stated intervals, not less frequently than four times yearly, and printing paper and printing ink for use exclusively in their production;

Photographs, paintings, pastels, drawings and other art work and illustrations of all kinds, whether originals, copies or proofs, and printing plates made to reproduce the same, for use exclusively as non-advertising news pictures or for illustrating non-advertising articles or stories in periodical publications enjoying second-class mailing privileges, the pages of which are regularly bound, wire stitched or otherwise fastened together;

Text books, printed, authorized by the Department of Education of any province in Canada and phonograph records so authorized for instruction in the English and the French language, and materials used exclusively in the manufacture thereof;

Certain Building Materials

Bricks; building tile, building blocks, and building stone;

Plaster; lime; cement;

Lumber; sash; doors; shingles; lath; siding; stairways;

Plaster boards, fibreboard, building paper and materials, other than wallpaper manufactured wholly or in part of vegetable or mineral fibre for wall coverings or building insulation;

Paints, varnishes, white lead and paint oil;

Prepared roofings;

Shower baths, bath tubs, basins, faucets, closets, lavatories, sinks and laundry tubs, not including repair parts therefor, nor pipe and pipe fittings;

Cast iron soil pipe and cast iron fittings therefor;

Glass for buildings;

Furnaces, hot water and steam radiators not to include fittings, for the heating of buildings;

Locks and lock sets;

Structural steel to be used exclusively for the framework and support of buildings;

Articles and materials to be used exclusively in the manufacture or production of the aforementioned building materials;

Coverings

Usual coverings to be used exclusively for covering goods not subject to the consumption of sales tax and materials to be used exclusively in the manufacture of such coverings;

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Fire Brick, Refractories, Etc.

Fire Brick, plastic refractories, high temperature cement, fire clay and other refractory materials for use exclusively in the construction or repair of a furnace, kiln or other equipment of a manufacturing establishment, and materials to be used or consumed exclusively in the manufacture of such fire brick or refractory materials;

Processing Materials

Materials (not to include lubricating oils or fuel oils) consumed, otherwise than by waste or wear, in the process of manufacture or production of taxable goods;

Machinery and Apparatus to be used in Manufacture or Production

Machinery and apparatus, as defined by the Minister of National Revenue and complete parts thereof which, in the opinion of the Minister, are to be used directly in the process or manufacture or production of goods;

Provided that this exemption shall not apply to office equipment or motor vehicles;

Miscellaneous

British and Canadian coins and foreign gold coin;

Electricity, except when used in dwellings;

Fuel other than in liquid form;

Natural gas and gas manufactured from coal, calcium carbide or oil for illuminating or heating purposes except when used in dwellings.

4. Other taxes

(a) On banks and trust companies

In Canada these corporations pay the regular corporation income tax. The only special levy to which they are subject is the tax levied by Part I of the Special War Revenue Act on the note issue of the chartered banks. This is now almost negligible as the note issue is small. The tax is ¼ of 1% of the average amount of the notes in circulation.

In Newfoundland banks and trust companies now pay the regular corporation income tax (15%) but there is the provision that this tax will not be less than a sum equal to 5/16 of 1% of all business of the corporation.

(b) On insurance companies

The Canadian law taxes life insurance companies at the same rates as other companies but limits what shall be considered taxable income. Section 4 (gg) of the Income War Tax Act provides that income of life insurance companies shall not be liable to taxation except such amount as is credited to shareholders' account.

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The Special War Revenue Act Part III provides that all insurance companies other than marine insurance or mutual companies insuring farm property or churches and schools, shall pay a tax on their net premium income at following rates

Dominion or provincial companies	2%
Associations under Lloyds plan	3%
British or foreign companies	10%

In Newfoundland, apparently the corporation tax, or other taxes levied under the Income Consolidation Act 1944, do not apply to Insurance Companies, since the Act reads "in lieu of all other taxes under this act".

The only taxes therefore appear to be the tax on premiums collected in the country. These are levied on all premiums collected regardless of whether the company is situated in Newfoundland or not. The rates are

Life Insurance premiums - 2% on gross premiums collected less cash value of dividends to policy-holders

Fire Insurance companies - 8% on gross premiums collected.

(c) Export taxes

The only tax payable on exports from Canada is a validation fee of 20¢ on exports of spirits and a tax on the export of electrical power.

Newfoundland collects an export tax of 5¢ per quintal on exports of cod, haddock, hake and ling, which are salted, dried or otherwise preserved.

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V. TAXATION AGREEMENTS BETWEEN DOMINION AND PROVINCES

1. The Dominion Government has recently proposed agreements with the Provinces with respect to the allocation of sources of direct taxation. These agreements replace similar arrangements adopted during and for the period of the war, which have recently lapsed. Whereas all the nine Provinces entered agreements with the Dominion Government during wartime, however, up to the present time only seven of the Provinces have entered into the new agreement.

General Provisions

2. In general the new agreement , a draft copy of which is attached, perpetuates for a period of five years, (1947 to 1951 inclusive) the basic provisions of the wartime agreements, under which the Provinces and their municipalities withdrew their income taxes, corporation income taxes and corporation taxes in return for compensation from the Dominion Government. There are, however, some additional provisions in the new agreement. In respect of succession duties the agreeing Provinces are given the alternative of either withdrawing from the field or remaining in it, at their own option. If they withdraw they receive the full amount of compensation otherwise payable under the agreement, (which was set to take succession duties into account) but if they remain their payment is reduced by the amount of revenue loss which the Dominion suffers through the credit which is allowed against the Dominion duty on the same estate. (A credit is allowed against the Dominion duty for duty paid to a Province up to one-half of the amount of the Dominion duty.) All the Provinces which have negotiated agreements with the Dominion to the present time have withdrawn from the succession duty field, and will, therefore, receive the full amount of compensation otherwise payable under the agreement.

3. A second important modification under the new agreement is the virtual requirement that the agreeing Provinces impose a corporation income tax of 5% on income of corporations attributable to their operations in the Province. Such a tax must be imposed on all the corporations and under the same general provisions as in the Income War Tax Act (see clause 7 and appendix "C" of Agreement). The revenue from this tax is to go to the individual Province with a corresponding reduction in the amount of compensation paid to the Province. While the imposition of this tax is permissive in the agreement (clause 7), it is pointed out that a deduction will be made from the payment to the Province corresponding to the amount of revenue that such a tax would have yielded if the Province does not impose the tax (clause 3). It is, therefore, financially to the benefit of the agreeing Province to impose the tax, the purpose of which is to assure as nearly as possible a uniform level of corporation income tax throughout Canada as between the agreeing and non-agreeing Provinces. The agreement provides that this 5% corporation income tax will be administered on behalf of the Provinces by the Dominion and at the expense of the Dominion (clause 5).

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4. One or two other points are worthy of mention. In respect of natural resources the agreement does not prevent the imposition of royalties and rentals by the Province, since these are not regarded as taxes when they are of a nature conforming with the definitions set forth in the agreement (clause 16(1) (s) and (t)). Further, the agreement specifically allows (clause 8) the imposition of taxes on income derived from logging and mining operations, as defined (clause 16(1) (f) and (g)) without any deduction from the payment to the Province. Under an offer ancillary to the agreement, but which applies to all Provinces, whether agreeing or not, the Dominion will pay to the Province one-half of the Dominion corporation income tax on income of corporations from generating and/or distributing to the public electrical energy, gas or steam, where this is the main business of the corporation. Sales between associated companies are not included as sales to the public in this connection.

Compensation to Provinces

5. The compensation payable by the Dominion in respect of the five year period of the agreement is determined on the basis of two general formulas either of which a Province may choose in accordance with its own circumstances and the amounts so determined under the optional formulas form the basis of minimum annual payments which are subject to adjustment for increase in the population of the Province and the gross national product per capita of the Dominion. (See clause 1 of Agreement.) The adjusted annual amount so determined is paid to the extent that it exceeds the statutory subsidies payable to the Province in respect of the same fiscal year.

6. The two general formulas for determining the guaranteed minimum annual payment and the amount of the guaranteed minimum annual payment under the most favourable option in the case of all nine Provinces are as follows:- (In the case of Prince Edward Island a guaranteed amount was established slightly in excess of that determined by the two general formulas.)

Guaranteed Minimum Annual Payment Options

First Option

(1) $12.75 per capita on 1942 population; plus
(2) 50% of provincial income, corporation income and corporation tax revenue for year ended nearest Dec. 31, 1940; plus
(3) Statutory subsidies payable in 1947.

Second Option

(1) $15 per capita on 1942 population; plus
(2) Statutory subsidies payable in 1947.

Third Option

Guaranteed minimum annual payment of $2,100,000 in case of Prince Edward Island.

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Guaranteed Minimum Annual Payments under Most Favourable Option

Province	Option	Guaranteed Minimum Annual Payments ($000)
Prince Edward Island	Third	2,100
Nova Scotia	Second	10,870
New Brunswick	First	8,773
Quebec	First	56,382
Ontario	First	67,158
Manitoba	First	13,540
Saskatchewan	Second	15,291
Alberta	First	14,227
British Columbia	First	18,120
		206,463

7. The actual amount payable in respect of any year of the agreement (for purpose of payments a uniform fiscal year from April 1st to March 31st has been provided under the agreement) is the average of calculations made in respect of the three calendar years preceding the fiscal year of payment. In each of these calendar years the guaranteed minimum annual payment (which is determined once and for all under the option most favourable to the Province) is adjusted for the ratio of the population of the Province in that year to its 1942 population and for the ratio of the gross national product per capita in that year to the gross national product per capita in 1942, with the proviso that in any year in which the amount so determined is less than the guaranteed minimum annual payment the amount of the latter will be substituted. The amount of the adjusted annual payment so determined for each of the three calendar years preceding the fiscal year of payment is then totalled and averaged, and the amount so given is the amount of the payment to be made in the fiscal year after deducting therefrom the statutory subsidies payable in respect of the same fiscal year. There are very detailed provisions in the agreement covering the manner of determining population figures and providing for adjustments in the annual payments for revisions in the methods of estimating the gross national product, which are set forth in clauses 1 and 2.

8. The actual payments in respect of any fiscal year are made in equal quarterly amounts, commencing with September 30th of the fiscal year, with the other payments falling on December 31st, March 31st and June 30th following.

9. Details of the actual application of the optional formulas in the case of each Province and manner of adjusting the minimum annual payment with particular relation to the 1947-48 fiscal year are given in the attached tables.

Miscellaneous Provisions

10. It will be noted that under clause 10 of the Agreement the Dominion has undertaken that if two Provinces

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which have entered into agreements with the Dominion object thereto, the Dominion will not enter into an agreement with another Province which provides for guaranteed minimum annual amounts of payment greater than the amounts set forth in clause 10 or for a method of adjustment of the guaranteed minimum annual amount different from that set forth in clause 1 as described above. It has, further undertaken that if any clause in any agreement varies from the wording of any other agreement that any Province may have the right to request that that varied wording be adopted in its agreement.

11. Another provision (clause 4) provides that the loss of corporation income revenue suffered by the Dominion as the result of a Province taking over a business enterprise previously subject to tax will be deducted from the compensation paid to that Province. Under a further provision (clause 9) the Dominion Government gives certain undertakings with respect to tax credits for taxes imposed by a Provincial Government in the year following termination of the new agreement. The manner of dealing with disputes and differences during the course of the agreement is set forth in clauses 11 and 12, and the manner of terminating the agreement as a result of a dispute or difference not settled by arbitration is set forth in clause 13.

12. The foregoing is a very brief and by no means exhaustive summary of the main provisions of the new agreement, a copy of which is attached for further reference.

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CALCULATION OF ADJUSTED ANNUAL PAYMENT FOR 1947

(Subject to revision)

			Prince Edward Island (a)	Nova Scotia (a)	New Brunswick (a)	Quebec (a)	Ontario (a)	Manitoba (b)	Saskatchewan (b)	Alberta (b)	British Columbia (a)	Total
Basic Data												
(1) Population of Provinces	1941		95,047	577,962	457,401	3,331,882	3,787,655	729,744	895,992	796,169	817,861	
	1942		90,000	591,000	464,000	3,390,000	3,884,000	729,180	883,331	797,601	870,000	
	1944		91,000	612,000	462,000	3,500,000	3,965,000	728,052	858,009	800,465	932,000	
	1945		92,000	621,000	468,000	3,561,000	4,004,000	727,488	845,349	801,897	949,000	
	1946		94,000	612,000	480,000	3,630,000	4,107,000	726,923	832,688	803,330	1,003,000	
(2) Population Ratios	1942	%	100.00000	100.00000	100.00000	100.00000	100.00000	100.00000	100.00000	100.00000	100.00000	
	1944	%	101.11111	103.55330	99.56897	103.24484	102.08548	99.84531	97.13335	100.35908	107.12644	
	1945	%	102.22222	105.07614	100.86207	105.04425	103.08960	99.76796	95.70014	100.53862	109.08045	
	1946	%	104.44444	103.55330	103.44828	107.07965	105.74150	99.69047	94.26662	100.71828	115.28736	
(3) Gross National Product per Capita Ratios (c)	1942	%	100.00000	100.00000	100.00000	100.00000	100.00000	100.00000	100.00000	100.00000	100.00000	
	1944	%	111.26135	111.26135	111.26135	111.26135	111.26135	111.26135	111.26135	111.26135	111.26135	
	1945	%	107.80275	107.80275	107.80275	107.80275	107.80275	107.80275	107.80275	107.80275	107.80275	
	1946	%	102.55532	102.55532	102.55532	102.55532	102.55532	102.55532	102.55532	102.55532	102.55532	
(4) Composite Ratio - (2) above multiplied by (3) above	1942	%	100.00000	100.00000	100.00000	100.00000	100.00000	100.00000	100.00000	100.00000	100.00000	
	1944	%	112.49759	115.21480	110.78178	114.87160	113.58168	111.08924	108.07188	111.66087	119.19032	
	1945	%	109.58203	113.24451	106.12691	113.61032	110.51489	106.95400	103.58318	107.78017	116.93725	
	1946	%	106.90444	105.99251	105.88482	109.60172	108.23205	102.05850	96.48711	103.09082	118.00875	
Minimum Payment												
(Most favourable of Option 1, 2 or 3)		$	2,100,000	10,870,140	8,773,480	56,382,127	67,158,027	13,540,036	15,291,490	14,227,882	18,120,134	206,463,346
Adjusted Payment in 1947												
1944 - Minimum X 1944 composite ratio		$	2,362,449	12,524,010	9,719,351	64,767,051	76,879,215	15,041,585	16,585,801	15,886,977	21,597,434	
1945 - " X 1945 " "		$	2,301,886	12,244,616	9,486,488	63,492,094	74,819,620	14,481,613	15,688,026	15,334,885	21,189,175	
1946 - " X 1946 " "		$	2,244,993	11,521,512	9,289,720	61,795,781	72,686,509	13,816,052	15,291,490(d)	14,667,598	21,382,245	
Total		$	6,908,728	36,290,138	28,495,499	190,054,926	223,185,344	43,339,189	47,565,317	45,889,410	64,168,854	
3 year average (1947 payment)		$	2,302,909	12,096,713	9,498,500	63,351,642	74,395,115	14,446,396	15,855,106	15,296,470	21,389,618	226,612,469

(a) Population for 1941 from census of same year; later years as estimated by D.B.S. and subject to revision in case of 1944, 1945 and 1946.

(b) Population for years 1942, 1944 and 1945 determined as straight line between 1941 and 1946 census figures.

(c) Calculated from following figures -

	Gross National Product	Population	G. N. P. per capita
1942	$10,296,000,000	11,654,000	$883.47349
1944	11,771,000,000	11,975,000	982.96451
1945	11,478,000,000	12,119,000	947.10785
1946	11,129,000,000	12,307,000	904.28212

(d) The adjusted figure being less than the guaranteed minimum, the guaranteed minimum is substituted.

July 31, 1947.

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CALCULATION OF GUARANTEED MINIMUM ANNUAL PAYMENT

	Prince Edward Island $	Nova Scotia $	New Brunswick $	Quebec $	Ontario $	Manitoba $	Saskatchewan $	Alberta $	British Columbia $	Total $
FIRST OPTION										
(1) $12.75 per capita on 1942 population (a)	1,147,500	7,535,250	5,916,000	43,222,500	49,581,000	9,297,045	11,262,470	10,149,413	11,092,500	149,163,678
(2) 50% of provincial income and corp. Tax revenue for year ending nearest Dec. 31, 1940 (Wartime Tax Agreements)	125,972	804,715	1,226,034	10,295,037	14,482,080	2,527,570	1,046,461	2,040,430	6,024,184	38,569,223
(3) Statutory subsidies payable in 1947	656,932	2,005,140	1,632,306	2,866,590	3,155,007	1,715,623	2,041,585	2,018,039	1,003,440	17,094,662
Total	1,930,404	10,345,105	8,773,480	56,382,127	67,158,087	13,540,038	14,350,456	14,227,882	18,120,124	204,827,563
SECOND OPTION										
(1) $15.00 per capita on 1942 population (a)	1,350,000	8,865,000	6,960,000	50,850,000	58,360,000	10,937,700	13,249,965	11,964,015	13,050,000	175,496,680
(2) Statutory subsidies payable in 1947	656,932	2,005,140	1,632,306	2,866,590	3,155,007	1,715,625	2,041,585	2,018,039	1,003,440	17,094,662
Total	2,006,932	10,870,140	8,592,306	53,716,590	61,515,007	12,653,325	15,291,490	13,982,054	14,053,440	192,591,342
THIRD OPTION (Prince Edward Island only)	2,100,000									
MOST FAVOURABLE OPTION	Third	Second	First	First	First	First	Second	First	First	
AMOUNT UNDER MOST FAVOURABLE OPTION	2,100,000	10,870,140	8,773,480	56,382,127	67,158,087	13,540,038	15,291,490	14,227,882	18,120,124	206,463,348

(a) For Manitoba, Saskatchewan and Alberta 1942 population determined by straight line between 1941 and 1946 census figures; for all other provinces 1942 population as estimated by Dominion Statistician.

June 18, 1947.

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C 279451

VI. PROVINCIAL AND MUNICIPAL REVENUES AND EXPENDITURES

This section describes provincial and municipal revenues and expenditures. It will, of course, be recognized that these are matters falling under the jurisdiction of the provinces and municipalities. The material dealing with this subject has been included simply in order to give as full a picture as possible of government in Canada.

GENERAL

1. One of the subjects of exclusive provincial legislation under the British North America Act is "Municipal Institutions in the Province". Under this provision each province has established municipal corporations and given to them powers and responsibilities which it deemed most suitable to meet the particular need of its people. As a consequence, in Canada, the division between provinces and municipalities of revenue sources and responsibility for local government services varies from province to province influenced in part by the historical factor.

2. This summary review attempts to do little more than list revenue sources and indicate types of service provided by the provinces and municipalities. In addition, reference is made to reports such as those prepared for the Dominion-Provincial Conference which provide further details.

REVENUE

Provincial

3. The main sources of provincial revenue are shown in Section IV of "Comparative Statistics of Public Finance" prepared for the Dominion-Provincial Conference. This, and other Dominion-Provincial Conference Reports referred to herein are meant to form part of this memorandum.[1] Revenue sources are as follows:

(a) Taxes and Corporations: Details of types of corporation taxes and rates according to province are given in "Corporation Taxes", a publication prepared for the Dominion-Provincial Conference. The provinces suspended these taxes under the Wartime Tax Agreements and provinces which accept the present Dominion Tax Agreement offer will rent this field to the Dominion for a further term.

(b) Income Taxes on Persons: Details of taxing provisions and rates by provinces are given in the publication "Personal Income Taxes" which was prepared for the Dominion-Provincial Conference. The comment in (a) above with regard to the arrangement with the Dominion applies to these taxes also.

(c) Succession Duties: These are also described in detail by province, in "Succession Duties" a publication prepared for the Dominion-Provincial Conference. The right of provinces to levy succession duties was not suspended under the Wartime Tax Agreements. The rental of this field to the Dominion is part of the present Tax Agreement offer but a province, if it so desires, may remain in the field but if it does so, the rent it would otherwise receive is decreased.

(d) Real and Personal Property: The provinces do not make extensive use of this field since it is the basic source of revenue for the municipalities.

[1]Reports under reference are:
"Comparative Statistics of Public Finance"
"Corporation Taxes"
"Personal Income Taxes"
"Dominion Subsidies to Provinces".
Copies of these reports have been supplied to the Chairman of the Newfoundland delegation. Further copies may be obtained upon request.

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Most provinces confine this form of tax to areas not organized for municipal purposes and in some provinces wild lands, that is to say, privately held lands in which no attempt at improvement has been made, are specially taxed. The three Prairie Provinces have made general use of this source but Alberta discontinued the tax this year.

(e) Gasoline Tax: This form of taxation is used by all provinces, at rates varying from 9¢ to 13¢ per gallon. It is coupled historically with the highway improvement programme and rebates are usually given for gasoline used in farm tractors, fishermen's boats, etc. This is an important source of provincial revenue.

(f) Fuel Oil Tax: This is sometimes coupled with the gasoline tax, but in some provinces a separate tax is levied on oil used for domestic and commercial heating purposes.

(g) Tobacco Tax: Prince Edward Island, New Brunswick and Quebec levy this tax at a rate of 10% based on retail price.

(h) Retail Sales Tax: Quebec and Saskatchewan make use of this source of revenue, the rate, in each instance, being 2% of the retail price. In Quebec the province collects a tax of equal rate levied for municipalities in the Montreal and Quebec Metropolitan areas and other municipal areas within the province. These municipalities have been granted the right to levy this tax by special legislation.

(i) Amusements Tax: This tax is based on the price of admission to places of amusement such as theatres, boxing matches, etc., and is made use of by all provinces except Saskatchewan and Ontario. In both these provinces, however, as well as in other provinces, a tax is levied on pari-mutuel race track betting and in the figures given in "Comparative Statistics of Public Finance" revenue from this levy is included under this heading.

(j) Other Taxes: There are a number of other taxes levied by provinces. For instance, in Quebec in order to provide revenue for hospital purposes a tax is levied on restaurant meals costing over 60¢. Security transfer taxes are levied by a number of provinces and in Ontario and Quebec this source is quite productive. Prince Edward Island levies taxes on certain personal property and on dogs and horses. Most provinces levy a fire prevention tax, to provide revenue to help meet the expenses of the "Fire Marshall". The tax is usually based on the amount of fire insurance premiums. Poll taxes are sometimes collected by provinces in areas not organized municipally.

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Quebec levies a tax on electricity for its Education Fund and in Saskatchewan a registration tax is levied to cover hospitalization costs.

(k) Motor Vehicle Licences: These are collected in all provinces on various bases. Special amounts are usually levied on common carriers such as buses and commercial motor transports.

(l) Various Licences, Permits and Fees: Provinces collect fairly substantial sums from charges of this sort covering a wide variety of items. Fees from incorporation of companies and for filing annual returns form an important part of the total in most provinces as do fees for registration and transfer of real property. Vital statistics fees, trade licences, security frauds prevention fees, licences for travelling shows, circuses, private detectives, signs, camps, hotels and other items too numerous to mention, make up the balance.

(m) Public Domain or Natural Resources: All provinces except Prince Edward Island derive substantial revenues from their mines, forests, lands, game, fisheries, waterpowers and other natural resources. These include stumpage and timber dues and royalties, mining royalties and taxes on income in lieu thereof, acreage taxes, hunting, fishing and trapping licences, water power development rentals, etcetera.

(n) Liquor Control Revenue: All provinces derive large sums from this source, although Prince Edward Island has prohibition. In some provinces such as New Brunswick and Nova Scotia all alcoholic beverage sales are made through provincial liquor stores but in other provinces some sales are made through licenced premises in which case, the provincial revenue comes from a gallonage tax, licence fees or other charges.

(o) Miscellaneous Revenues: These come from fines and penalties, rents and sales, other than institutional sales, and various small items. Institutional sales are not included as revenue but are deducted from corresponding items of expenditure. Quebec now collects an annual sum from its Hydro Electric Commission for the purposes of its Education Fund which would be included under this heading.

(p) Revenue from the Dominion: The revenue items under this heading are fully described in the publication "Dominion subsidies to Provinces", prepared for the Dominion-Provincial Conference. Dominion conditional grants-in-aid to the provinces for such purposes as Old Age Pensions are not included as revenue as they have been deducted from the gross expenditures of the provinces for such services.

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Municipal

4. The main municipal revenue sources are shown in Table 79 of "Comparative Statistics of Public Finance" previously referred to. They are as follows:

(a) Real Property Tax: This is the main revenue source of all Canadian municipalities. An annual rate, payable by the owner, is levied on the capital value of real property as determined by a municipal official in accordance with the governing act or acts passed by the Province. In some provinces the actual value of land and buildings is taxable while in others land may be taxed at actual value and buildings at a percentage of actual value. Certain classes of real property, such as that belonging to governments, (federal, provincial and municipal), religious institutions, educational institutions and the like are usually exempt from taxation.

(b) Income Tax: Municipalities in some provinces had the right to tax income but this was suspended under the Wartime Tax Agreements. It will remain suspended in those provinces which accept the new Dominion Tax Proposals.

(c) Sales Tax: Certain municipalities in Quebec have the right to levy a 2% sales tax which is collected by the Province. This has been dealt with in the Provincial Section above.

(d) Other Taxes: These consist of such items as business taxes, household and tenant taxes, amusement taxes, poll taxes and the like but of these the first mentioned is the most important source of revenue. Business taxes are levied in some form in all provinces. In some provinces an annual rate is levied on a proportion of the capital value of the space occupied for business purposes, with the proportion usually being varied according to the type of business carried on. Sometimes the annual rental value of the space occupied is used. Sometimes it is the value of the stock-in-trade, sometimes the gross revenue from the business transacted in the municipality and so on. Household and Tenant taxes are usually based on the capital or rental value of the space occupied and paid by the occupant. Amusement taxes are levied in Quebec and Saskatchewan for municipal purposes and, like those levied for provincial purposes, are based on price of admission. Personal property taxes are levied by municipalities in some provinces but are not generally an important source of municipal revenue in Canada. Nor are Poll taxes particularly productive. In many instances the latter apply only to male persons within a certain age group not otherwise taxed municipally.

.....(e) Licences,

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(e) Licences, Permits and Fees: These, like their counterparts in provincial revenue apply to a wide variety of items. Examples are charges to persons for the privilege of engaging in specified occupations, licences for protective purposes such as those to pedlars, pawnshops, etc; licences for vehicles; dog licences; building permits and others too numerous to mention. At one time school fees were quite general but this is not the case now.

(f) Public Utility Contributions: These are amounts received by the municipality from publicly owned public utilities. Sometimes these utilities are owned by the municipality and the annual profits are turned over to the general fund. Sometimes they are voluntary payments, or payments by special arrangement in lieu of taxes.

(g) Miscellaneous Revenues: These are composed of such items as fines and penalties; payments for franchises; charges for special services provided by the municipality, such as those for sanitation and similar services not provided generally throughout the municipality; revenue from municipal recreational services such as golf courses, swimming pools, skating rinks, arenas, community centres and halls; revenue from markets and weight scales and from rents, investment earnings, penalties on taxes, etcetera.

(h) Provincial Subsidies: These are unconditional subsidies paid by the province to its municipalities. They have been made in Ontario and Alberta since these provinces deprived their municipalities of the right to levy general income taxes. New Brunswick now proposes to make similar payments from monies to be received under the new Tax Agreements. Provincial conditional grants-in-aid to municipalities such as those for roads and education are not included as revenue but have been deducted from the gross expenditure by municipalities on such services.

(i) Dominion-Provincial Tax Suspension Agreement: These are amounts paid by the provinces of Prince Edward Island, Nova Scotia, New Brunswick and Quebec out of monies received from the Dominion under the Wartime Tax Agreements to compensate municipalities for losses due to suspension of taxes under the Agreements.

EXPENDITURE

Provincial

5. Provincial expenditures according to services are listed by province in Section IV. of the publication "Comparative Statistics of Public Finance" previously referred to.

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While most of these items are self-explanatory they are listed below for purposes of reference with some additional comment. Amounts include expenditures on both capital and current accounts.

(a) Health and Hospital Care: A detailed description of these services is given in the publication "Health, Welfare and Labour" prepared for the Dominion-Provincial Conference.

(b) Labour: Self-explanatory and see remarks under (a) above.

(c) Relief: Self-explanatory - Grants-in-aid received by the province for this purpose have been deducted from gross payments and only the net cost to the province is shown.

(d) Old Age Pensions: The remarks under (a) and (c) above apply here.

(e) Other Welfare: This covers such items as mothers' allowances, children's aid, care for the poor and disabled, grants to charitable institutions and other varied welfare activities which cannot be included in items (a) to (d) above.

(f) Education: Self-explanatory - Provincial grants to municipalities for educational purposes are included here.

(g) Highways, Bridges and Ferries: Self-explanatory - Provincial grants to municipalities for roads, highways, bridges and ferries are included here.

(h) Agriculture: Self-explanatory.

(i) Public Domain: These are expenditures for the operation, maintenance, development and conservation of forests, mines, lands, game, fisheries and other natural resources.

(j) Debt Charges, Net excluding Debt Retirement: All interests earnings including those from investments in public utilities and in sinking funds have been deducted from provincial gross payments on this service.

(k) Other expenditures: This covers all services not listed above, the more important of which are Legislation, Administration of Justice and General Government, including finance and overhead Departments.

Municipal

6. The municipal expenditures, by province, are shown in Section V of the report "Comparative Statistics

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of Public Finance", previously referred to. The amounts include expenditure on both current and capital accounts, but provincial conditional grants-in-aid for such services as roads and education have been deducted from the gross municipal payments on these accounts.

7. While the items are largely self-explanatory they are listed below for purposes of reference with some additional comment.

(a) Health and Hospital Care: Details of the services provided are given in the publication "Health, Welfare and Labour" prepared for the Dominion-Provincial Conference.

(b) Unemployment Relief: Self-explanatory. Provincial grants-in-aid have been deducted from the gross payments for this service.

(c) Sanitation and Other: This includes such services as street cleaning, construction and maintenance of sanitary sewers and sewage disposal plants, garbage collection and disposal. It also includes payments for general charitable purposes such as care of the poor and aged and other welfare items.

(d) Education: Self-explanatory - The provincial grants-in-aid have been deducted from the gross payments on this service.

(e) Highways, Roads and Streets: This includes bridges, curbs, gutters and similar items. The provincial grants-in-aid have been deducted from gross payments on this service.

(f) Protection, General Administration and Sundry Services such as police and fire protection, administration of justice, legislation, finance and general services not otherwise classified, are covered by this heading.

(g) Debt Charges, Net excluding debt retirement: Debt charges recoverable, such as interest earned on investment in public utilities, have been deducted from the gross municipal payments to arrive at the net amounts.

Combined Provincial, Municipal Revenues and Expenditures

8. A table is attached showing the combined provincial-municipal revenues and expenditures for the year 1944 according to the sources of revenue and the type of service. Expenditures include those on both current and capital accounts. Per capitas have also been given as well as percentages according to the source or service and according to the type of government.

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PROVINCIAL MUNICIPAL COMBINED REVENUE

1944

Item No.	Source	Amount (millions of dollars)			Per Capita			Percentage by Governments	
		Provincial	Municipal	Total	Provincial $	Municipal $	Total $	Provincial	Municipal
	TAXES								
	CORPORATION								
1	Income	.3	-	.3	.03	-	.03	100.0	-
2	Other	.4	-	.4	.04	-	.04	100.0	-
3	INCOME TAXES ON PERSONS	.6	-	.6	.05	-	.05	100.0	-
4	SUCCESSION DUTIES	23.5	-	23.5	1.94	-	1.94	100.0	-
5	REAL AND PERSONAL PROPERTY	6.5	265.4	271.9	.54	21.93	22.47	2.4	97.6
6	GASOLINE	47.1	-	47.1	3.89	-	3.89	100.0	-
7	TOBACCO	5.0	-	5.0	.41	-	.41	100.0	-
8	AMUSEMENTS	5.7	-	5.7	.47	-	.47	100.0	-
9	SALES	17.8	8.0	25.8	1.47	.66	2.13	69.1	30.9
10	OTHER	4.2	26.0	30.2	.34	2.15	2.49	13.8	86.2
11	Sub-Total (Items 1 to 10)	111.1	299.4	410.5	9.18	24.74	33.92	27.1	72.9
	LICENCES, PERMITS AND FEES								
12	MOTOR VEHICLES	31.0	-	31.0	2.56	-	2.56	100.0	-
13	OTHER	11.0	7.8	18.8	.92	.64	1.56	58.8	41.2
14	Sub-Total (Items 12, 13)	42.0	7.8	49.8	3.48	.64	4.12	84.4	15.6
15	PUBLIC DOMAIN	35.0	-	35.0	2.89	-	2.89	100.0	-
16	LIQUOR CONTROL	70.4	-	70.4	5.82	-	5.82	100.0	-
17	PUBLIC UTILITIES CONTRIBUTIONS	-	17.1	17.1	-	1.41	1.41		100.0
18	MISCELLANEOUS REVENUES	5.3	27.2	32.5	.43	2.25	2.68	16.1	83.9
19	Sub-Total (Items 11, 14, 15 to 18)	263.8	351.2	615.3	21.80	29.04	50.84	42.9	57.1
	DOMINION OF CANADA								
20	Dominion Provincial Tax Suspension Agreement	80.8	3.9	84.7	6.67	.32	6.99	95.4	4.6
21	Gasoline Tax Guarantee	10.6	-	10.6	.88	-	.88	100.0	-
22	Subsidies	14.4	-	14.4	1.19	-	1.19	100.0	-
23	Interim Subsidies and Special Grants	-	-	-				-	-
24	Sub-Total (Items 20 to 23)	105.8	3.9	109.7	8.74	.32	9.06	96.4	3.6
	TOTAL REVENUE, Current Account	369.6	355.4	725.0	30.54	29.36	59.90	51.0	49.0

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PROVINCIAL - MUNICIPAL COMBINED EXPENDITURE

1944

SERVICE	Amount (Millions of Dollars) Prov.	Munic.	Total	Per Capita Prov. $	Munic. $	Total $	Percentage by Govts. Prov.	Munic.
Public Welfare								
Health & Hospital Care	36.0	17.2	53.2	2.97	1.42	4.39	67.6	32.4
Labour	2.0	-	2.0	.17	-	.17	100.0	-
Relief	3.4	2.9	6.3	.28	.24	.52	54.3	45.7
Old Age Pensions	17.2	.3	17.5	1.43	.02	1.45	98.4	1.6
Other	16.9	23.9	40.8	1.39	1.97	3.36	41.4	58.6
Sub Total	75.5	44.3	119.8	6.24	3.65	9.89	63.0	37.0
Education	66.4	99.5	165.9	5.49	8.22	13.71	40.0	60.0
Highways Bridges and Ferries	64.0	42.2	106.2	5.29	3.49	8.78	60.2	39.8
Agriculture	14.8	-	14.8	1.22	-	1.22	100.0	-
Public Domain	20.4	-	20.4	1.68	-	1.68	100.0	-
Debt Charges, net, ex. Debt Retire.	57.5	37.4	94.9	4.75	3.09	7.85	60.6	39.4
Other Expenditures	41.0	93.4	134.4	3.39	7.72	11.11	30.5	69.5
TOTAL EXPENDITURE, Current & Capital	339.6	316.8	656.4	28.07	26.17	54.24	51.7	48.3

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MARITIME PROVINCES

PROVINCIAL - MUNICIPAL COMBINED REVENUE

1944

Item	Source	Amount (Millions of dollars)			Per Capita			Percentage by Governments	
		Provincial	Municipal	Total	Provincial	Municipal	Total	Provincial	Municipal
					$	$	$		
	TAXES -								
	Corporation								
1	Income	-	-	-	-	-	-	-	-
2	Other	-	-	-	-	-	-	-	-
3	Income taxes on persons	-	-	-	-	-	-	-	-
4	Succession duties	.9	-	.9	.81	-	.81	100.0	-
5	Real and personal property	.5	12.5	13.0	.27	10.87	10.84	2.5	97.5
6	Gasoline	4.3	-	4.3	3.64	-	3.64	100.0	-
7	Tobacco	.6	-	.6	.47	-	.47	100.0	-
8	Amusements	.6	-	.6	.47	-	.47	100.0	-
9	Sales	-	-	-	-	-	-	-	-
10	Other	.1	4.4	4.5	.06	3.70	3.76	-	100.0
11	Sub-Total (Items 1 to 10)	6.0	16.9	22.7	5.72	14.57	19.99	28.6	71.4
	LICENCES, PERMITS AND FEES								
12	Motor vehicles	3.3	-	3.3	2.78	-	2.78	100.0	-
13	Other	.7	.2	.9	.55	.18	.73	75.3	24.8
14	Sub-Total (Items 12,13)	4.0	.2	4.2	3.33	.18	3.51	95.1	4.9
15	PUBLIC DOMAIN	2.2	-	2.2	1.87	-	1.87	100.0	-
16	LIQUOR CONTROL	10.6	-	10.6	8.98	-	8.98	100.0	-
17	PUBLIC UTILITIES CONTRIBUTIONS	-	.4	.4	-	.34	.34	-	100.0
18	MISCELLANEOUS REVENUES	.8	1.1	1.3	.19	.96	1.14	16.3	83.5
19	Sub-Total (Items 11,14,15 to 18)	23.8	18.6	42.4	20.09	15.74	35.83	56.1	43.9
	DOMINION OF CANADA								
20	Dominion Provincial Tax Suspension Agreement	5.7	1.5	7.2	4.84	1.30	6.14	78.9	21.1
21	Gasoline Tax Guarantee	1.0	-	1.0	.85	-	.85	100.0	-
22	Subsidies	1.8	-	1.8	1.54	-	1.54	100.0	-
23	Interim Subsidies and Special Grants	-	-	-	-	-	-	-	-
24	Sub-Total (Items 20 to 23)	8.5	1.5	10.0	7.21	1.30	8.51	84.8	15.2
25	TOTAL REVENUE, Current Account	32.3	20.1	52.4	27.30	17.04	44.34	61.6	38.4

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MARITIME PROVINCES

PROVINCIAL-MUNICIPAL COMBINED EXPENDITURE

1944

Service	(Millions of Dollars) Prov.	Munic.	Total	Per Capita Prov. $	Munic. $	Total $	Percentage by Govts. Prov.	Munic.
Public Welfare								
Health and Hospital Care	2.1	1.4	3.5	1.82	1.18	3.00	60.7	39.3
Labour	.1	-	.1	.05	-	.05	100.0	-
Relief	-	-	-	-	-	-	-	-
Old Age Pensions	1.9	-	1.9	1.63	-	1.63	100.0	-
Other	1.2	1.4	2.6	.97	1.20	2.17	44.6	55.4
Sub-total	5.3	2.8	8.1	4.47	2.38	6.85	65.3	34.7
Education	4.1	6.6	10.7	3.47	5.59	9.06	38.3	61.7
Highways, Bridges and Ferries	10.3	1.5	11.8	8.70	1.29	9.99	87.1	12.9
Agriculture	.9	-	.9	.81	-	.81	100.0	-
Public Domain	1.2	-	1.2	1.01	-	1.01	100.0	-
Debt Charges, net, ex. Debt Retirement	6.9	2.2	9.1	5.83	1.84	7.67	76.0	24.0
Other Expenditures	2.6	5.3	7.9	2.21	4.51	6.72	32.9	67.1
Total Expenditure - Current-Capital	31.3	18.4	49.7	26.50	15.61	42.11	62.9	37.1

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ANNEX

SPECIMEN TAX AGREEMENT

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MEMORANDUM OF AGREEMENT made this day of 1947

BETWEEN: THE GOVERNMENT OF CANADA (hereinafter called "Canada"), represented herein by the Honourable Douglas Charles Abbott, Minister of Finance, of the First Part

AND

THE GOVERNMENT OF (hereinafter called " "), represented herein by Provincial Treasurer, of the Second Part

WHEREAS in view of the prospective termination of the wartime taxation agreement between the Parties hereto and the consequent prospect of a return to the prewar dual system of direct taxation, it is desirable to enter into an agreement designed

(a) to establish a more equitable system of taxation throughout Canada by reducing duplication of direct taxation and of machinery for the collection of direct taxes,

(b) to give a greater measure of stability to the revenues of in order to enable it more adequately to carry out its responsibilities and

(c) to enable Canada, with the co-operation of provincial governments, to carry out fiscal and other national policies intended to maintain high levels of employment and production;

AND WHEREAS for these purposes Canada has agreed to pay to the amounts hereinafter provided for and has agreed to suspend the levying and collection of certain taxes hereinafter mentioned except corporation income tax as hereinafter provided;

AND WHEREAS for the further attainment of these purposes has agreed that it will not levy a corporation income tax for the raising of revenue for provincial purposes except as hereinafter permitted and that in the event that it enacts legislation for such purpose it will provide for the administration by officers and employees of Canada, on behalf of , of the said

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MEMORANDUM OF AGREEMENT made this day of 1947

BETWEEN: THE GOVERNMENT OF CANADA (hereinafter called "Canada"), represented herein by the Honourable Douglas Charles Abbott, Minister of Finance, of the First Part

AND

THE GOVERNMENT OF (hereinafter called " "), represented herein by Provincial Treasurer, of the Second Part

WHEREAS in view of the prospective termination of the wartime taxation agreement between the Parties hereto and the consequent prospect of a return to the prewar dual system of direct taxation, it is desirable to enter into an agreement designed

(a) to establish a more equitable system of taxation throughout Canada by reducing duplication of direct taxation and of machinery for the collection of direct taxes,

(b) to give a greater measure of stability to the revenues of in order to enable it more adequately to carry out its responsibilities and

(c) to enable Canada, with the co-operation of provincial governments, to carry out fiscal and other national policies intended to maintain high levels of employment and production;

AND WHEREAS for these purposes Canada has agreed to pay to the amounts hereinafter provided for and has agreed to suspend the levying and collection of certain taxes hereinafter mentioned except corporation income tax as hereinafter provided;

AND WHEREAS for the further attainment of these purposes has agreed that it will not levy a corporation income tax for the raising of revenue for provincial purposes except as hereinafter permitted and that in the event that it enacts legislation for such purpose it will provide for the administration by officers and employees of Canada, on behalf of , of the said

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(First option chosen by Alberta British Columbia, Manitoba, New Brunswick, Ontario and Quebec).

legislation and Canada has agreed to make provision for such administration;

AND WHEREAS it is agreed that neither Canada nor shall be deemed by reason of having entered into this agreement to have surrendered, abandoned or given over to the other any of the powers, rights, privileges or authorities vested in it under the provisions of the British North America Act, 1867, and any amendments thereto, or otherwise, or to have impaired any of such powers, rights, privileges or authorities;

NOW THEREFORE this agreement witnesseth that Canada and agree as follows:

COVENANTS BY CANADA

1. (1) In respect of each of the five fiscal years commencing on the first day of April in the period from April 1, 1947, to March 31, 1952, Canada will pay to , in the manner and at the times hereinafter provided, in addition to amounts payable in respect of statutory subsidies during the said year and subject to the deductions provided for in clauses three and four, the amount by which

(a) the guaranteed minimum annual amount hereinafter fixed, or
(b) the adjusted annual amount calculated as hereinafter provided

whichever is the greater, exceeds the amounts payable in respect of statutory subsidies during the said fiscal year.

(2) Canada agrees that the guaranteed minimum annual amount referred to in paragraph one of this clause will be the sum of $ being the total of the following amounts;

(a) the amount of $ being the sum of $12.75 in respect of each person in the population of the province of for the calendar year 1942, it being agreed for the purpose of this agreement that the said population for the said year - determined on the assumption that the population changed uniformly between the relevant censuses in the case of quinquennial census provinces - was persons;

(b) the amount of $ being an amount equal to fifty per centum of the amount agreed upon between and Canada for the purposes of the Wartime Tax Agreement between the said parties as equivalent to the total revenue received by and its municipalities in respect of income taxes, corporation income taxes and corporation taxes during the fiscal year of the province ending nearest to December 31, 1940, which taxes pursuant to the said agreement ceased to levy or to permit its municipalities to levy; and

(c) the amount of $ being the amount of statutory subsidies payable by Canada to during the calendar year 1947.

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(Second option chosen by
Nova Scotia and Saskatchewan)

legislation and Canada has agreed to make provision for such administration;

AND WHEREAS it is agreed that neither Canada nor shall be deemed by reason of having entered into this agreement to have surrendered, abandoned or given over to the other any of the powers, rights, privileges or authorities vested in it under the provisions of the British North America Act, 1867, and any amendments thereto, or otherwise, or to have impaired any of such powers, rights, privileges or authorities;

NOW THEREFORE this agreement witnesseth that Canada and agree as follows:

COVENANTS BY CANADA

1. (1) In respect of each of the five fiscal years commencing on the first day of April in the period from April 1, 1947, to March 31, 1955, Canada will pay to , in the manner and at the times hereinafter provided, in addition to amounts payable in respect of statutory subsidies during the said year and subject to the deductions provided for in clauses three and four, the amount by which

(a) the guaranteed minimum annual amount hereinafter fixed, or
(b) the adjusted annual amount calculated as hereinafter provided

whichever is the greater, exceeds the amounts payable in respect of statutory subsidies during the said fiscal year.

(2) Canada agrees that the guaranteed minimum annual amount referred to in paragraph one of this clause will be the sum of $ being the total of the following amounts:

(a) the amount of $ being the sum of $15.00 in respect of each person in the population of the province of for the calendar year 1942, it being agreed for the purpose of this agreement that the said population for the said year, determined on the assumption that the population changed uniformly between the relevant censuses in the case of the quinquennial census provinces, was persons, and

(b) the amount of $ being the amount of statutory subsidies payable by Canada to during the calendar year 1947.

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(3) Canada agrees that the adjusted annual amount referred to in paragraph one of this clause will be the average of amounts for each of the three calendar years immediately preceding the fiscal year in respect of which payment is to be made, the amount for each such calendar year being the greater of the two following amounts, namely

(a) the guaranteed minimum annual amount, or
(b) the amount that is the product of $
being the guaranteed minimum annual amount,
multiplied by the product obtained by multiplying
(i) the ratio that the value of the gross national product per capita in that calendar year bears to the said value in the calendar year 1942,
by
(ii) the ratio that the population of the province of for that calendar year bears to the said population for the calendar year 1942.

(4) For the purposes of paragraph three of this clause

(a) the ratio that the population of the province of for any calendar year bears to the said population for the calendar year 1942 shall be the said ratio as certified by the Dominion Statistician, and for the purpose of computing the said ration, the population of the province of for any calendar year other than the year 1942

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(i) in which a census thereof was taken, means the population as ascertained by the census, and

(ii) in which no census thereof was taken, means the population for the said calendar year computed on the assumption that the population changed uniformly between the year 1942 or the year in which the last census before the said calendar year was taken, whichever is later, and the year in which the first census after the said calendar year was taken, by an equal part in each year of the number of persons by which the population as ascertained by the later such census is different from the population for the year 1942 or as ascertained by the earlier such census, as the case may be;

(b) in computing the value of the gross national product per capita, the population of Canada for the calendar year 1942 shall be deemed to have been 11,654,000 persons and the population for each succeeding calendar year shall be computed on the assumption that in each year succeeding the said year the population changed uniformly by one-ninth of the number of persons by which the population for the year 1951 as ascertained by the census thereof taken in the said year is different from the said population for the year 1942; and

(c) the ratio that the value of the gross national product per capita in any calendar year bears to the said value in the calendar year 1942 shall be the said ratio as certified by the Dominion Statistician pursuant to estimates of the said values made by him in the manner and employing statistical methods recognized as appropriate and suitable for such purpose on May 31, 1952.

(5) If the total amount payable by Canada to under paragraph one of this clause in respect of the five fiscal years therein mentioned, computed in the manner set out in the preceding paragraphs of this clause, is less than the total amount that would be payable if in computing the said amount the ratios mentioned in sub-paragraph (c) of paragraph four of this clause were established on the basis that the value of the gross national product in the calendar year 1942 was $10,296,000,000 and in each subsequent relevant calendar year was the said value as estimated for the said year by the Dominion Statistician in a like manner and employing the same methods as were employed by him in estimating the said value for the year 1942, as the said manner and methods are described in the book entitled "National Accounts, Income and Expenditure, 1938-1945", the total amount payable by Canada to under paragraph one of this clause in respect of the said five fiscal years shall, notwithstanding anything contained in this clause, be the greater of the two total amounts.

Manner of Payment

2. (1) For the purpose of estimating the amount payable in respect of a fiscal year mentioned in clause one, the Dominion Statistician will, within the first fourteen days of September in the said fiscal year, furnish to the Minister of Finance of Canada and to the Provincial Treasurer of respectively, his certificate setting forth

(a) the ratio that the population of the province of for each of the four calendar years preceding the said fiscal year bears to the said

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population for the calendar year 1942 as the said ratio is then estimated by the Dominion Statistician;

(b) the ratio that the value of the gross national product per capita in each such calendar year bears to the value of the gross national product per capita in the calendar year 1942, as the said ratio is then estimated by the Dominion Statistician.

(2) A certificate issued under paragraph one of this clause shall include a description of the difference, if any, between

(a) the methods employed by the Dominion Statistician in estimating the values of the gross national product in respect of which the ratios mentioned in sub-paragraph (b) of paragraph one of this clause were established, and

(b) the methods employed in estimating the said values in respect of which the ratios set out in the last preceding certificate issued by him under paragraph one of this clause were established:

Provided that, for the purposes of the first certificate issued under paragraph one of this clause, the description shall set out the difference, if any, between,

(c) the methods mentioned in sub-paragraph (a) of this paragraph and

(d) the methods described in the book entitled "National Accounts, Income and Expenditure, 1938 - 1945."

(3) The amount payable by Canada to under clause one in respect of any fiscal year therein mentioned shall be estimated forthwith after the fourteenth day of September in the said fiscal year, and, for that purpose, the calculations provided for in paragraph three of clause one shall be made on the basis of the information in the certificate of the Dominion Statistician furnished under paragraph one of this clause in the said fiscal year.

(4) Subject to the provisions of this clause and to the deductions provided in clauses three and four, Canada will pay to the amount estimated in the manner provided in paragraph three of this clause to be payable in respect of a fiscal year mentioned in clause one in quarterly instalments in the proportions and on the days following:

twenty-five per centum on September 30, of the fiscal year,
twenty-five per centum on December 31, next following,
twenty-five per centum on March 31, next following,
twenty-five per centum on June 30, next following.

(5) The estimated amount payable under clause one in respect of a fiscal year therein mentioned commencing in the calendar year 1947, 1948, 1949 or 1950, shall be recalculated forthwith after the fifteenth day of September in the following fiscal year on the basis of the relevant ratios of population and of values of the gross national product per capita set out in the certificate of the Dominion Statistician furnished under paragraph one of this clause in the said following fiscal year.

(6) If the amount estimated to be payable under clause one recalculated in accordance with paragraph five of this clause is greater than the said amount as estimated under paragraph three of this clause, Canada will be liable to pay to , or if less,

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will be liable to pay to Canada, at the time for payment of the instalment under this clause next following the said recalculation, the amount of the difference; and if the amount of the difference is payable by to Canada, Canada may deduct the said amount from the said following instalment or any subsequent instalment under this agreement.

(7) The Dominion Statistician will, within the first fourteen days of June in the year 1952, furnish to the Minister of Finance of Canada and to the Provincial Treasurer of respectively, his certificate setting forth

(a) the population of and the population of Canada in each of the calendar years from 1944 to 1950, both inclusive, computed as provided in sub-paragraphs (a) and (b), respectively, of paragraph four of clause one, and the ratio that the population of the province of in each of the said years bears to the population of the province of in the year 1942;

(b) the value of the gross national product in each such calendar year as estimated by him in the manner and employing statistical methods recognized as appropriate and suitable for such purpose on May 31, 1952, and the ratio that the said value per capita in each such calendar year bears to the said value per capita in the year 1942 estimated in the said manner and employing the said methods;

(c) the value of the gross national product in each such calendar year as estimated by him in the same manner and employing the same methods as were employed by him in estimating the value of the gross national product for the year 1942 as such manner and methods are described in the book entitled "National Accounts, Income and Expenditure, 1938-1945", and the ratio that the said value per capita in each such calendar year bears to the said value per capita in the year 1942 estimated in the said manner and employing the said methods;

(d) the difference, if any, between the methods employed by the Dominion Statistician in estimating the values of the gross national product in respect of which the ratios mentioned in sub-paragraph (b) of this paragraph were established and the methods employed by him in estimating the said values in respect of which were established the ratios previously certified by him pursuant to which

(i) the estimated amount payable under clause one in respect of each of the fiscal years mentioned in paragraph five of this clause was recalculated as provided in the said paragraph, and

(ii) the estimated amount payable in respect of the fiscal year commencing in the calendar year 1951, was calculated as provided in paragraph three of this clause;

and such certificate shall be final and conclusive for the purpose of this agreement.

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(8) The total amount payable by Canada to under clause one for the five fiscal years mentioned therein shall be finally calculated, full effect being given to paragraph five of the said clause one, forthwith after the fourteenth day of June, 1952, the said calculations to be based on the certificate of the Dominion Statistician furnished under paragraph seven of this clause.

(9) Canada will, on the thirtieth day of June, 1952, pay to the amount by which the total amount calculated under paragraph eight of this clause as payable for the five fiscal years mentioned in clause one exceeds the total amount of the instalments required by this agreement previously to be paid by Canada to and payment of the said instalments and of the said amount shall discharge Canada's obligations under clause one of this agreement.

Deduction in respect of Provincial Corporation Income Tax

3. (1) Subject to the provisions of this clause, Canada may deduct from the amounts payable to under clause one

(a) an amount equal to one-sixth of that proportion of the corporation income tax assessed and collected under the Income War Tax Act in respect of income of each taxation year of a corporation, other than a non-resident-owned investment corporation mentioned in clause seven, in the period from January 1, 1947, to December 31, 1951, inclusive, that is the same as the proportion that the income of the corporation of the said taxation year is of the whole income of the corporation of the said taxation year; or

(b) an amount equal to the amount of corporation income tax assessed and collected under legislation enacted by as permitted under clause seven in respect of income of the corporation of the said taxation year,

whichever is greater, provided that if the amount specified in sub-paragraph (b) of this paragraph is less than the amount specified in sub-paragraph (a) of this paragraph because it is beyond the legislative authority of the legislature of to enact legislation as permitted under clause seven imposing corporation income tax on income of the corporation of a taxation year, the amount to be deducted under this paragraph in respect of corporation income tax on the said corporation in the said taxation year shall be the amount specified in sub-paragraph (b) of this paragraph, if any.

(2) Where the percentage rate of tax imposed by the Income War Tax Act on income of a corporation of any taxation year in the period mentioned in paragraph one of this clause is a rate other than thirty per centum, the amount referred to in sub-paragraph (a) of the said paragraph one shall, in the place of being one-sixth of the proportion of the corporation income tax therein mentioned, be the fraction of the said proportion of which five is the numerator and the said percentage rate of tax is the denominator.

(3) Forthwith after the thirty-first day of March of each year there shall be computed the total amount the deduction of which is authorized under this clause in respect of taxes collected from a corporation on income that has been assessed on or before that day, and

(a) in each of the calendar years 1948 to 1952, inclusive, Canada may deduct such part of the amount so computed,

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as has not previously been deducted under this paragraph, from the amount required to be paid under clause two on the thirtieth day of June of that year, and any amount so deducted shall be deducted from the amount payable under clause one in respect of the fiscal year for which the said instalment is payable, and

(b) in each calendar year after the calendar year 1952, will pay to Canada on the thirtieth day of June of that year such part of the amount so computed as has not previously been deducted or paid under this paragraph.

(4) No deduction shall be made under this clause in respect of taxes collected on income of a corporation of any taxation year in respect of which legislation enacted by as permitted under clause seven is not operative by reason of a request made by Canada under the said clause seven.

(5) For the purposes of this clause

(a) in sub-paragraph (a) of paragraph one, " income" means the income of a corporation, determined under the Income War Tax Act, attributable to its operations in in accordance with the rules set out in Appendix "C", and for such purpose in such rules "Act" means the Income War Tax Act;

(b) any portion of a taxation year of a corporation in respect of which the percentage rate of corporation income tax under the Income War Tax Act differs from that for any other portion thereof, or any portion of a taxation year, a portion only of which falls within the period mentioned in paragraph one of this clause, that falls within the said period shall be deemed to be a separate taxation year and the income of and taxes collected in respect of the whole taxation year shall be apportioned to the said portion in the ratio that the number of days in the said portion is to the number of days in the whole of the said taxation year;

(c) a payment made by a corporation on account of tax on income of any taxation year of the corporation in the period mentioned in paragraph one of this clause either on account of tax under the Income War Tax Act or on account of tax imposed under legislation enacted by as permitted under clause seven, shall, as between Canada and , be deemed to be paid on account of both of the said taxes in the ratio which the tax finally assessed therefor under the said Act bears to the tax finally assessed therefor under the said legislation, irrespective of whether the corporation appropriated the payment to either tax in whole or in part; and

(d) "tax" includes interest and penalties thereon, if any, and the computation thereof takes account of refunds, if any.

Deduction of Certain Income Tax Revenue Losses

4. (1) Where, during the period commencing on June 28th, 1946, and ending on December 31st, 1951

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(a) the whole or any part of the business or undertaking or of the property or assets employed in the business or undertaking of a corporation that is subject to tax under the Income War Tax Act, is acquired

(i) by His Majesty in right of or by any agent or servant of His Majesty in such right,

(ii) by any municipality or any public authority in the province of the income of which is exempt from taxation under the said Act, or

(iii) by any incorporated company the income of which is exempt from taxation under paragraph (d) of section four of the said Act, or any enactment in the place thereof to the like effect, by reason of ownership of stock by His Majesty or any agent, servant, municipality, or public authority aforesaid,

with the result that the said corporation ceases to carry on business, or

(b) the stock of a corporation is so acquired with the result that the income of the corporation thereupon becomes exempt from taxation under paragraph (d) of section four of the said Act or any enactment in place thereof to the like effect, or

(c) voting shares of a corporation are so acquired with the result that a majority of the said shares is held by His Majesty or any agent, servant, municipality, public authority, or incorporated company aforesaid, or

(d) part of the business or undertaking or of the property or assets of a corporation as aforesaid are so acquired or are acquired by a corporation the majority of the voting shares of which are held by His Majesty or any such agent, servant, municipality, public authority, or incorporated company aforesaid, but the corporation does not as a result cease to carry on business,

the loss of revenue under the said Act, computed as provided in this clause, sustained by Canada as a result of the said acquisition in respect of any taxation year or part of a taxation year of the said corporation during the remainder of the said period after the said acquisition, may be deducted in the manner hereinafter provided from the payments remaining to be paid by Canada to under this agreement or shall as hereinafter provided be paid by to Canada.

(2) For the purposes of this clause, in the case of an acquisition mentioned in sub-paragraphs (a) or (b) of paragraph one of this clause, the loss of revenue sustained by Canada in respect of any taxation year of a corporation shall be the amount of the tax that Canada would have been entitled to receive under the Income War Tax Act in respect of the said year but for such acquisition, at the rate of tax applicable in the said year, if the income of the corporation during the said year had been the average annual income of the corporation during the last three complete taxation years prior to the said acquisition, or if the business or undertaking of the corporation was not carried on or operated during the whole of the said three years, the average annual income of the corporation during such portion thereof as the business was carried on or operated.

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(3) For the purpose of this clause in the case of an acquisition mentioned in sub-paragraph (c) of paragraph one of this clause, the loss of revenue sustained by Canada in respect of any taxation year of a corporation, shall be the amount by which

(a) the amount of the tax that Canada would have been entitled to receive in respect of the said year but for such acquisition, computed in the manner described in paragraph two of this clause

exceeds

(b) the tax that Canada actually becomes entitled to receive under the said Act from the corporation in respect of the said taxation year.

(4) For the purposes of this clause, in the case of an acquisition mentioned in sub-paragraph (d) of paragraph one of this clause, the loss of revenue sustained by Canada shall be the amount by which the tax actually received by Canada under the said Act from the corporation in respect of the said year is less than the tax Canada would have been entitled to receive but for the acquisition and if and Canada do not agree as to the said amount, it shall be determined by a chartered accountant to be appointed for such purpose by the Minister of Finance of Canada on the recommendation of the President of the Dominion Association of Chartered Accountants at the request of or Canada.

(5) For the purpose of this clause the amount of the loss of revenue sustained by Canada in respect of a taxation year of a corporation that commences before and ends on or after the first day of January, 1952, shall be that proportion of the amount of the loss of revenue sustained by Canada in respect of the whole of the said taxation year computed as provided in paragraph two, three or four of this clause, as the case may be, that is the same as the proportion that the number of days in the said taxation year before the said first day of January is of the number of days in the whole of the said year.

(6) The amount of the loss of revenue referred to in paragraph one of this clause sustained by Canada in respect of any taxation year or part of a taxation year of a corporation shall upon being determined be deducted from the amount payable under clause one in respect of the fiscal year therein mentioned in respect of which the next following quarterly instalment payable under clause two is payable, by deducting the said amount in equal shares from the quarterly instalments remaining payable under clause two at the time of the said determination in respect of the said year.

(7) will pay to Canada an amount equal to any loss of revenue sustained by Canada referred to in paragraph one of this clause that has not been deducted from instalments payable under this agreement by Canada to in the manner hereinbefore in this clause provided, forthwith after payment of the last such instalment if the amount is then determined, or if the amount is not then determined forthwith after the amount thereof is determined.

(8) This clause shall not apply in respect of the acquisition of the business, undertaking, assets, or stock of a company whose chief business is determined by the Minister of National Revenue of Canada to be the generation for distribution to, or the distribution to the public of electrical energy, gas or steam.

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Collection of Provincial Corporation Income Tax

5. (1) Canada will, without charge, provide for the administration by officers and employees of Canada on behalf of of legislation enacted by as permitted under clause seven, including in such administration the assessment and collection by the said officers and employees on behalf of of corporation income taxes payable thereunder, and Canada will enter into an agreement or agreements supplementary to this agreement with to give effect to this clause.

(2) The agreement or agreements supplementary to this agreement provided for in this clause will provide that

(a) the officers and employees of Canada administering legislation mentioned in paragraph one of this clause will furnish to the Provincial Treasurer of at such times as may be specified in the said agreement or agreements,

(i) the name of each corporation that becomes liable to pay corporation income taxes under the said legislation in the period commencing January 1, 1947, and ending December 31, 1951, inclusive;

(ii) the gross revenue, the allowable expenditures (with a separate notation as to the amount of head office expenditures and depreciation included therein), and the net taxable income, of the said corporation in any taxation year in the said period attributed to its operations in in the said taxation year in accordance with the rules set out in Appendix "C" to this agreement;

(iii) the amount of the taxes assessed in respect of the said income of the said corporation in any such taxation year;

(iv) the amount of the taxes collected from the said corporation in respect of any such taxation year; and

(v) where the said corporation is a corporation in respect of which paragraph five of rule three or a paragraph of rule four in Appendix "C" to this agreement applies under which the income attributable to the operations of the corporation in is determined by reference to a ratio based on any particular aspect of the operations of the corporation in in relation to the same aspect of the total operations of the corporation, the figure forming part of such ratio established in relation to the said aspect of the operations of the corporation in ;

(b) a payment made by a corporation on account of tax on income of any taxation year of the corporation in the said period either on account of tax under the Income War Tax Act or on account of tax imposed under legislation enacted as permitted under clause seven, shall as between the parties, be deemed to be paid on account of both of the said taxes in the ratio which the tax finally assessed therefor under the said Act bears to the tax finally assessed therefor under the said legislation irrespective of whether the corporation appropriated the payment to either tax in whole or in part; and

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(c) when the taxes payable by a corporation on income of any taxation year in the said period have been finally assessed under the Income War Tax Act and under legislation enacted by as permitted under clause seven, the amount of taxes collected from the corporation by officers and employees of Canada on behalf of under the said legislation before the thirty-first day of March next following shall be paid to on the thirtieth day of June next following and any amounts so collected before the thirty-first day of March in each succeeding calendar year which have not been previously paid to , shall be paid to on the thirtieth day of June next following the said thirty-first day of March in each such succeeding calendar year and so on from year to year until the taxes assessed and collected have been fully paid over and accounted for and all taxes properly refundable by to taxpayers have been duly refunded and such refunds adjusted as between Canada and

(3) For the purposes of this clause, "tax" includes interest and penalties thereon, if any, and the computation thereof takes account of refunds, if any.

COVENANTS BY

6. (1) Subject as hereinafter provided,

(a) will not impose or permit any municipality to impose

(i) income taxes or corporation income taxes on income of the period commencing on January 1, 1947, and ending on December 31, 1951, or

(ii) corporation taxes on corporations payable during, or in respect of any act, matter or thing done, occurring, arising or any operations or activities carried on during, the said period;

(b) will not impose or permit any municipality to impose succession duties on successions or transmissions consequent upon, or on property passing upon, the death of any person in the period commencing on April 1, 1947, and ending on March 31, 1952;

(c) without restricting the generality of sub-paragraphs (a) and (b) of this paragraph, will take such action as is necessary to ensure that neither nor any municipality will assess, levy or collect any of the taxes therein mentioned, respectively, in or in respect of the periods therein mentioned, respectively, and in particular, will repeal, suspend or nullify or cause to be or to remain repealed, suspended or nullified, during the said periods respectively, the enactments enumerated in Appendix "A" imposing the taxes mentioned in the said sub-paragraphs, respectively, and any other enactments of providing for the imposition of the said taxes, respectively, and will not, during the said respective periods amend, revise, re-enact or bring into operation any of the said enactments or enact any new enactments in the place thereof; and

(d) will not impose or permit any municipality to impose any tax on any security or any other tax that would have the effect of evading the true intent

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and purpose of this agreement which is, except as specifically provided in this agreement, to secure the sole occupancy of the personal income, corporation income and corporation tax fields and the succession duties tax fields to Canada during the periods mentioned in sub-paragraphs (a) and (b) of this paragraph respectively.

(2) may, notwithstanding anything contained in paragraph one of this clause, enact legislation during the respective periods mentioned in sub-paragraphs (a) and (b) thereof to impose or to authorize municipalities to impose the respective taxes therein mentioned and take such action as is necessary to bring into operation enactments suspended or nullified as provided in the said paragraph one if the said legislation and enactments are not to come into operation until after the termination of the periods therein mentioned respectively or any earlier date on which this agreement is terminated under clause eleven, and are then to have operation only in respect of income or corporation income of periods after they come into operation or impose corporation taxes payable after or in respect of any act, matter or thing done, occurring, arising or any operations or activities carried on after they come into operation, or impose taxes in respect of successions or transmissions consequent upon, or on property passing upon, a death after they come into operation.

(3) may, notwithstanding anything contained in paragraph one of this clause, during the period mentioned therein,

(a) collect income taxes, corporation income taxes or corporation taxes, the liability for which arose prior to the time after which agreed in the Wartime Tax Agreement dated between and Canada not to impose such taxes and the collection of which by was permitted during the term of the said Wartime Tax Agreement; and

(b) assess, levy, and collect succession duties on successions or transmissions consequent upon or on property passing upon, the death of any person before the first day of April, 1947.

Provincial Corporation Tax

7. (1) Subject to the provisions of this clause, may enact legislation imposing income tax for the raising of revenue for provincial purposes at a rate of five per centum on income of corporations in any taxation year during the period commencing on January 1, 1947, and ending on December 31, 1951, attributable to its operations in accordance with the rules set out in Appendix "C" to this agreement.

(2) Any legislation enacted as permitted under paragraph one of this clause shall, in respect of any taxation year, impose the tax on all the classes of corporations that are liable to taxation under the Income War Tax Act, except non-resident-owned investment corporations, and shall contain the same provisions for the computation of net taxable income as are contained in the Income War Tax Act, except that

(a) the Provincial Treasurer shall be substituted for the Minister of National Revenue and the Treasury Board;

(b) the Lieutenant Governor in Council shall be substituted for the Governor in Council; and

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(c) provision shall be made in the said legislation for assessment appeals to the Provincial Treasurer and the provincial courts;

and such legislation shall also provide, inter alia,

(d) for the deduction from the taxes otherwise payable under such legislation of amounts paid to any country other than Canada for income tax in respect of the income of a corporation derived from sources therein, but not exceeding the amount of tax otherwise payable under such legislation in respect of the said income derived from the said sources; and

(e) for the deduction from the taxes otherwise payable under such legislation by corporations whose principal business is the production, refining or marketing of petroleum or petroleum products, corporations formed for the purpose of exploring and drilling for oil or natural gas, and corporations whose chief business is that of mining or exploring for minerals, of a percentage of costs and expenses that is in the same ratio to the percentage of costs and expenses that may be deducted under the Income War Tax Act as five is to the percentage rate of tax under the Income War Tax Act, provided that the maximum amount that may be deducted by any corporation shall not exceed an amount that is the same proportion of the amount otherwise deductible as the income attributable to the operations of the corporation in under Appendix "C" of this agreement is of the income of the corporation.

(3) For the purposes of paragraph two of this clause the expression "Income War Tax Act" means the Income War Tax Act of Canada in effect on January 1, 1947, or the Income War Tax Act of Canada in effect during the taxation year in respect of which the tax is imposed as permitted under this clause.

(4) Any legislation enacted as permitted under paragraph one of this clause shall provide that where part only of a taxation year falls within the period mentioned in paragraph one of this clause, the taxes payable in respect of that taxation year shall not be more than an amount that bears the same proportion to the taxes otherwise payable as the number of days in the said part bears to the number of days in the whole of the said taxation year.

(5) will take such action as is necessary to provide for the administration at the cost of Canada of the legislation enacted as permitted under paragraph one of this clause by officers and employees of Canada including in the said administration the assessment and collection on behalf of of taxes, and interest or penalties thereon if any, payable under the said legislation and will enter into or cause to be entered into such agreement or agreements supplementary to this agreement as may be necessary to give effect to this paragraph.

(6) To assist in the administration of legislation enacted as permitted under this clause, such provision shall be made in the said legislation as is necessary to ensure

(a) that

(i) returns in respect of income for the purpose thereof, and

(ii) payments of taxes thereunder,

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are required to be made at the same time, and

(b) that the taxation year of each corporation in respect of which the tax is imposed is fixed in the same manner,

as under the Income War Tax Act.

(7) If Canada requests all the provinces with which Canada has made an agreement of a like nature to this agreement so to do, will, without prejudice to any other rights under this agreement take such steps as are necessary to repeal, suspend or nullify or to cause to be repealed, suspended or nullified for any portion of the period commencing on January 1, 1947, and ending on December 31, 1951, remaining after a time fixed by the said request, any legislation enacted by it as permitted under this clause.

(8) If legislation enacted as permitted under paragraph one of this clause is repealed, suspended or nullified by pursuant to a request by Canada, under paragraph seven of this clause prior to December 31, 1951, forthwith after the subsequent termination of this agreement or December 31, 1951, whichever is later, Canada will furnish to the name of each corporation that filed a return in respect of income tax under the Income War Tax Act of Canada with respect to income of the taxation year of the corporation ending in the calendar year immediately preceding the said termination or the said date, in the office of the Department of National Revenue of Canada (Taxation Division) in together with the total amount of taxes shown to be owing by all corporations filing such returns, in such returns.

Natural Resources

8. (1) Notwithstanding anything contained in clause six may, during the period commencing on January 1, 1947, and ending on December 31, 1951, impose, levy and collect royalties and rentals on or in respect of natural resources within the province of

(2) Notwithstanding anything contained in clause six, or any municipality authorized by may, during the period mentioned in paragraph one of this clause, impose, levy and collect taxes on income derived from mining operations or income derived from logging operations, or from both, carried on in the province of during the said period, but no such tax shall be imposed by a municipality except in lieu of a tax on property or on any interest in property, other than residential property or any interest therein, of the person carrying on the said mining or logging operations.

(3) Canada will allow as a deduction in computing income under the Income War Tax Act of the period mentioned in paragraph one of this clause, royalties and rentals, and taxes, mentioned in paragraphs one and two of this clause, respectively.

GENERAL PROVISIONS

Tax Credits

9. Unless otherwise agrees, Canada will, if this agreement has not been earlier terminated under clause eleven,

(a) allow as a deduction from income tax imposed by Canada on income of the calendar year 1952 of a person who resides or is employed in

(i) income tax payable under the laws of on the said income, or

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(ii) five per centum of the income tax imposed by Canada on the said income,

whichever is less;

(b) allow as a deduction from succession duties imposed by Canada in respect of any succession consequent upon a death during the period between April 1, 1952 and March 31, 1953

(i) duty or duties payable under the laws of on any succession or transmission consequent upon, or on property passing upon, such a death, or

(ii) fifty per centum of the duty payable to Canada on such succession,

whichever is less, provided that if duties are imposed by more than one province in respect of a succession or transmission consequent upon or on property passing upon such death, the total deduction in respect of all such duties shall not exceed the said fifty per centum; and

(c) allow as a deduction from corporation income tax imposed by Canada on income of the calendar year 1952,

(i) corporation income tax on income of the corporation of the said year, or any corporation tax payable by the corporation during or in respect of any act, matter or thing done, occurring, arising or any operations or activities carried on during the said year, under the laws of , or

(ii) one-seventh of the amount of corporation income tax imposed by Canada payable by the corporation on the said income attributable to the operations of the corporation in in the said year in accordance with the rules set out in Appendix "C" to this agreement,

whichever is less; provided, however, that if shareholders to whom the corporation pays dividends are entitled to deductions from income tax imposed by Canada on their income of the said year by reason of corporation income taxes imposed on the said corporation, the said one-seventh of the amount of corporation income tax shall be reduced by an amount equal to the portion of the corporation income tax that is allowed to be deducted from income tax by shareholders.

Equal Treatment of Provinces

10. (1) If and the government of at least one other province with which Canada has entered into another agreement object thereto, Canada will not enter into an agreement with another province

(a) that provides for any payment to be made thereunder by Canada to the province that is a party to the

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agreement (other than payments in respect of, or by way of adjustment of, estimated amounts or deductions) otherwise than under a clause in such other agreement that corresponds to clause one of this agreement and that provides for payments and for the calculation of the amounts thereof in a like manner to clause one, except paragraph two thereof, and that is expressed in the same form as clause one except paragraph two thereof and except that the name of the province that is a party to such other agreement is substituted for " " wherever it appears in clause one; and

(b) that does not contain, in the said clause that corresponds to clause one, a paragraph corresponding to paragraph two of clause one, in which is fixed, for the purpose of the paragraphs of the said clause that correspond to the paragraphs of clause one other than paragraph two thereof, a guaranteed minimum annual payment not exceeding in the case of an agreement with a province named below the amount set out after the name of the province:-

Alberta -	14,227,882
British Columbia -	18,120,124
Manitoba -	13,540,038
New Brunswick -	8,773,420
Nova Scotia -	10,870,140
Ontario -	67,158,027
Price Edward Island -	2,100,000
Quebec -	56,382,127
Saskatchewan -	15,291,490

(2) Where Canada has entered into or enters into an agreement with another province and

(a) any clause of that other agreement corresponding to any clause of this agreement, other than the clause corresponding to clause one of this agreement, is expressed differently from the said corresponding clause of this agreement, or

(b) any additional clause is contained in that other agreement in respect of which there is no corresponding clause in this agreement, or

(c) a clause corresponding to any clause of this agreement is omitted from that other agreement,

is entitled, within ninety days after entry into this agreement or after receiving a copy of such other agreement from Canada, whichever is later, to require that the said clause in this agreement be amended so that it will be expressed in a like manner to the said clause contained in such other agreement, or that the said additional clause be included in this agreement, or that the said clause so omitted be omitted from this agreement, respectively, substituting in the case of such amendment or addition, the name of wherever the name of such other province appears therein, and where this agreement is amended pursuant to this paragraph, the amendment shall have effect between the parties to this agreement from the date on which such other agreement, in respect of which such amendment was made, had effect between the parties thereto.

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(3) After entry into this agreement, Canada will, before entry into a proposed agreement with another province, if the proposed agreement provides for any variation in the clause therein that corresponds to clause one not permitted under paragraph one of this clause, furnish a copy of the proposed agreement to the Provincial Treasurer of and if the Provincial Treasurer of has not notified the Minister of Finance of Canada that the government of objects to entry by Canada into the proposed agreement within thirty days after the receipt of the said copy by him, the said government shall be deemed not to object to entry into the proposed agreement by Canada.

(4) Where Canada enters into an agreement with another province after entry into this agreement, Canada will forthwith furnish a copy of such other agreement to the Provincial Treasurer of .

(5) Paragraph two of this clause shall not apply in respect of any appendix in any other agreement corresponding to Appendix "A" or "B" of this agreement, and paragraphs one and two of this clause shall not apply in respect of,-

(a) any clause in any other agreement with a province which had a Wartime Tax Agreement with Canada terminating before March 31, 1947, that provides for

(i) payments by Canada to the said province, additional to those provided for in this agreement, solely in respect of the period beginning on the day following the termination of the said Wartime Tax Agreement and ending on the last day of March, 1947, if the total amount of the said payments does not exceed the proportion of the amount set out after the name of the said province in paragraph one of this clause that the number of months between the date of termination of the said Wartime Tax Agreement and the said last day of March, is of twelve; or

(ii) the dates of payment by Canada of the instalments provided for under the said other agreement corresponding to the instalments provided for in clause two of this agreement being different from the dates of payment provided for in clause two of this agreement; or

(b) where any clause in any such other agreement corresponding to a clause in this agreement that applies in respect of periods of twelve months comes into operation otherwise than at the commencement of one of the periods of twelve months in respect of which it applies, -- any provision in such other agreement to adjust the operation of such clause to the portion of the period of twelve months during which it comes into operation remaining after it comes into operation.

(6) The Minister of Finance of Canada will exercise his best judgment to ensure that the same principles are adhered to in the selection of the enactments included in the Appendices in any other agreement entered into after entry into this agreement, corresponding to Appendices "A" and "B" of this agreement, as have been adhered to in the selection of the enactments included in Appendices "A" and "B" of this agreement and in accordance with the true intent and purpose of this agreement.

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(7) In this clause "agreement with another province" or "other agreement" means an agreement between Canada and the government of a province other than of a like nature to this agreement and having like purposes to this agreement.

Disputes and Differences

11. (1) If the parties hereto fail to agree on the interpretation of any of the provisions of this agreement or on any matter arising therefrom either party shall have the right to refer the matter in dispute to an arbitral tribunal constituted in accordance with clause twelve.

(2) If in the opinion of Canada, or any of the municipalities in the province of imposes or collects any tax in contravention or otherwise fails to observe any of the provisions of this agreement, Canada may refer the matter in dispute to an arbitral tribunal.

(3) If the arbitral tribunal decides that or any of the municipalities in the province of has contravened or failed to observe the provisions of this agreement, will promptly take such action as may be necessary to rectify the position and if, upon a further reference to the same tribunal at the request of Canada, in the opinion of the arbitral tribunal has failed to do so, Canada may by notice terminate the agreement or may deduct the amount of any tax so imposed or collected from any sum or sums payable to under this agreement.

(4) If, in the opinion of , Canada fails to observe any of the provisions of this agreement, may refer the matter in dispute to an arbitral tribunal.

(5) If the arbitral tribunal decides that Canada has contravened or failed to observe the provisions of this agreement, Canada will promptly rectify its position and if, upon a further reference to the same tribunal at the request of , in the opinion of the arbitral tribunal Canada has failed to do so may by notice terminate this agreement forthwith.

12. (1) Each arbitral tribunal shall consist of three members of whom one member shall be selected by Canada, one by and the third member by the other two members. If they fail to agree the third member of the tribunal shall be chosen by the Chief Justice of Canada or, in the event of his absence or inability to act or of there being no Chief Justice, the Acting Chief Justice of Canada.

(2) The parties hereto agree to facilitate the constitution and functioning of arbitral tribunals; to supply promptly such information as may be required by such tribunals; and to accept the findings and decisions of such tribunals as final and binding upon them.

(3) The findings or decisions of any two members of the tribunal in agreement shall constitute the findings or decisions of the tribunal and should more than one item be referred to the tribunal at any one time this rule shall apply to the finding with respect to each item.

(4) The procedure in any arbitration under the provisions of this agreement shall be determined by the arbitral tribunal.

(5) The expenses of any arbitral tribunal constituted under the provisions of this agreement shall be payable by Canada.

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Termination

13. (1) A notice to terminate this agreement given under clause eleven shall be given

(a) in the case of termination by Canada, by notice in writing given by the Minister of Finance of Canada to the Provincial Treasurer of , or

(b) in the case of termination by , by notice in writing given by the Provincial Treasurer of to the Minister of Finance of Canada.

(2) A notice to terminate this agreement given under clause eleven will

(a) terminate the obligations of

(i) not to impose or permit any municipality to impose income taxes, corporation income taxes, or corporation taxes, from and after the end of the calendar year in which such notice is given, and

(ii) not to impose succession duties in respect of successions or transmissions, consequent upon, or on property passing upon, deaths, from and after the first day of April in the calendar year following the calendar year in which the notice is given, and

(b) terminate the obligations of Canada

(i) to make any payments under this agreement in respect of fiscal years mentioned in clause one commencing in the calendar year following the calendar year in which the notice is given or subsequently,

(ii) under clause five to provide for the administration by officers and employees of Canada on behalf of of legislation enacted by as permitted under clause seven, in respect of taxes imposed thereunder on income of the calendar year following the calendar year in which the notice is given or subsequently, and

(iii) under paragraph three of clause eight to allow the deductions in computing income under the Income War Tax Act therein mentioned from income of the calendar year following the calendar year in which the notice is given or subsequently.

(3) Termination of the obligations of and of Canada as provided in sub-paragraphs (a) and (b) of paragraph two of this clause respectively shall not affect the operation of any clause of this agreement in respect of the calendar years or fiscal years mentioned in clause one, respectively, prior to or ending at the time of termination of the said obligations, and upon such termination the provisions of this agreement shall, subject to paragraph four of this clause apply mutatis mutandis in respect of the said calendar years and fiscal years respectively as if this agreement had been entered into only for the period of the said years.

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(4) Notwithstanding this agreement becomes applicable, mutatis mutandis, in respect of a number of fiscal years less than the five fiscal years mentioned in clause one as provided in paragraph three of this clause the amounts payable in respect of the fiscal years during which this agreement continues in full force and effect and the total amount finally payable by Canada in respect of the said fiscal years shall not be finally computed until the times mentioned in paragraphs seven, eight and nine of clause two and shall then be computed in the manner provided by clause one in respect of each such fiscal year in accordance with the information contained in the certificate of the Dominion Statistician furnished under paragraph seven of clause two.

Saving Clauses

14. Nothing contained in this agreement shall be construed as an admission by either party to this agreement that the said party is responsible for the whole or any part of the cost of the relief of unemployment, either during the operation of this agreement or at any other time.

15. Nothing contained in this agreement shall be deemed to vary or terminate any of the rights or obligations of or Canada under any agreement heretofore entered into between them or to limit their authority to enter into any further agreement in addition to or by way of amendment to this agreement.

INTERPRETATION

16. (1) In this agreement or any appendix thereto, unless the context otherwise requires,

(a) "Act", means, when used in Appendix "C", the legislation enacted as permitted under clause seven hereof;

(b) "corporation tax" means, subject to paragraph four of this clause, a tax or fee other than a tax on net income or gross revenue, the imposing of which singles out for taxation or for discriminatory rates or burdens of taxation corporations, or any class or classes thereof, or any individual corporation, either formally or in effect, by imposing a tax or fee on or in respect of any act, matter or thing or any activities or operations mainly done by, or affecting, or carried on by corporations, or otherwise, except

(i) a bona fide and reasonable provincial license, registration, filing or other fee; provided that no fee of a class of fees first charged or imposed after the first day of January, 1947, shall exceed $250. per annum for each corporation and no fee charged or imposed on or prior to the said day which is in excess of $250. per annum for each corporation shall be increased and no fee charged or imposed on or prior to the said day which is less than $250. per annum for each corporation shall be increased to an amount in excess of $250. per annum for each corporation;

(ii) the fees charged for the incorporation of a company;

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(iii) a license fee or other fee or tax for specific rights, benefits or franchises granted by a municipality, or where they are to be exercised or enjoyed only in territory not included in any municipality, by any authority (including) having jurisdiction in such territory;

(iv) any assessment under the Workmen's Compensation Act;

(v) a business or occupancy tax based on floor space or on the rental or assessed value of property, imposed by a municipality, or in territory not included in any municipality by any authority (including) having jurisdiction in such territory; or

(vi) any royalty or rental on or in respect of natural resources within the province of ;

(c) "corporation income tax" means a tax that is levied on the net income or gross revenue or any part thereof of a corporation but does not include a bona fide and reasonable business or occupancy tax imposed by a municipality or in a territory not included in a municipality by any authority (including blank) having jurisdiction in such territory on the gross revenue or gross receipts within the municipality or territory from all or part of the business of:

(i) a telephone, electric light, electric power, gas, street railway or bus company, in lieu of taxes imposed on power lines, pole lines, towers, cables, wires, conductors, conduits, equipment, mains, tracks, buildings, structures, plant or other improvements at a rate not in excess of three per cent of the gross receipts or gross revenue subject to the tax; or

(ii) of any other corporation if

(A) the tax is imposed under legislation enacted prior to June 27, 1946,

(B) the tax is in lieu of such a tax based on floor space or upon the rental or assessed value of property,

(C) the tax is imposed on a corporation or class of corporations that is subject to the said tax under legislation enacted prior to June 27, 1946, and

(D) the rate of tax is not in excess of the general tax rate.

(d) "Dominion Statistician" includes any person performing the duties of the office of Dominion Statistician during his absence for any reason or while the said office is vacant;

(e) "fiscal year" means the period of twelve months commencing with the day of and ending with the day of next following;

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(f) "income derived from logging operations" by a person means

(i) where logs are sold by him to any person at the time or prior to delivery to a sawmill, pulp or paper plant or other place for processing or manufacturing logs, or delivery to a carrier for export from Canada, or delivery otherwise, the net profit or gain derived by him from

(A) the acquisition of the timber or the right to cut the timber from which the logs were obtained, and the cutting and sale, or the cutting, transportation and sale of the logs, or

(B) the acquisition, transportation and sale of the logs, or

(ii) where he does not sell but processes, manufactures or exports from Canada logs owned by him the net profit or gain reasonably deemed to have been derived by him from

(A) the acquisition of the timber or the right to cut the timber from which the logs were obtained, and the cutting and the transportation of the logs to the sawmill, pulp or paper plant or other place for processing or manufacturing, or to the carrier for export from Canada, as the case may be, or

(B) the acquisition of the logs and the transportation of them to such point of delivery

computed in accordance with sound accounting principles with reference to the value of the logs at the time of such delivery, excluding any amount added thereto by reason of processing or manufacturing the logs.

(g) "income derived from mining operations" means the net profit or gain derived or deemed to have been derived from mining operations by a person engaged therein with or without an allowance in respect of depletion and if such a person receives net profit or gain from sources other than mining operations either by reason of the carrying on by him of the processing of mineral ore extracted by him or otherwise, the net profit or gain to be deemed to have been derived by him from mining operations shall not exceed that portion of the total net profit or gain received by him from all sources, determined by deducting from the said total

(i) the returns received by him by way of dividends, interest or other like payments from stock, shares, bonds, debentures, loans or other like investments;

(ii) the net profit or gain, if any, derived by him from, and attributable in accordance with sound accounting principles to, the carrying on of any business, or derived from and so attributable to any source, other than mining operations and the processing and sale of mineral ores or products produced therefrom, and other than as a return on investments mentioned in sub-paragraph (i) of this paragraph; and

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(iii) an amount by way of return on capital employed by him in processing mineral ores or products derived therefrom, equal to 8 per centum of the original cost to him of the depreciable assets including machinery, equipment, plant, buildings, works and improvements, used by him in the processing of mineral ore or products derived therefrom but not in excess of 65 per centum of that portion of the said total net profit or gain remaining after deducting therefrom the amounts specified in sub-paragraphs (i) and (ii) of this paragraph; provided that, in the case of a person who mines and smelts mineral ores from which metals other than gold, silver or platinum are recovered in amounts exceeding in value 5 per centum of the total value of metals recovered, the amount to be deducted under this sub-paragraph shall not in any case be a smaller amount than the following proportion of the total net profit or gain remaining after deducting therefrom the amounts specified in sub-paragraphs (i) and (ii) above:

1. Where both copper and nickel are recovered, each in amounts which exceed in value 5 per centum of the total value of metals recovered 40%

2. Where both lead and zinc are recovered, each in amounts which exceed in value 5 per centum of the total value of metals recovered 30%

3. Where both copper and zinc are recovered, each in amounts which exceed in value 5 per centum of the total value of metals recovered 20%

4. In other cases ..... 15%.

(h) "income tax" means any tax imposed upon the net income or gross revenue, or any part thereof, of individuals or partnerships and includes a poll or head tax based on income but does not include:-

(i) a registration fee for the purpose of raising moneys required for a health programme that has been or may be established by or a municipality and that is imposed as a uniform fixed amount per person and that does not vary in relation to income, provided that provisions for

(A) a maximum payment in respect of members of a family, based on the number of members of the family,

(B) exemption of persons in receipt of income less than a reasonable minimum amount, or

(C) a variation of rates based on the age of the persons in respect of whom the fee is required to be paid,

shall not cause such a fee to be deemed to be a fee imposed other than as a uniform fixed amount per person or to vary in relation to income; or

(ii) a bona fide and reasonable business or occupancy

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tax imposed by a municipality, or in a territory not included in a municipality by any authority (including) having jurisdiction in such territory, on the gross revenue or gross receipts within the municipality or territory from all or part of the business,

(A) of a telephone, electric light, electric power, gas, street railway or bus business, in lieu of taxes imposed on power lines, pole lines, towers, cables, wires, conductors, conduits, equipment, mains, tracks, buildings, structures, plant or other improvements, at a rate not in excess of three per cent of the gross receipts or gross revenue subject to the tax, or

(B) of any other business if

1. the tax is imposed under legislation enacted prior to June 27, 1946,

2. the tax is in lieu of such a tax based on floor space or upon the rental or assessed value of property,

3. the tax is imposed on a business, or class of business, that is subject to the said tax under legislation enacted prior to June 27, 1946, and

4. the rate of tax is not in excess of the general tax rate.

(i) "Income War Tax Act" means the Income War Tax Act of Canada as amended from time to time or any enactment substituted therefor or in the place thereof;

(j) "mine" includes any work or undertaking in which mineral ore is extracted or produced including a quarry;

(k) "minerals" includes gold, silver, rare and precious metals or stones, copper, iron, tin, lead, zinc, nickel, salt, saline deposits, alkali, coal, limestone, granite, slate, marble or other quarriable stone, gypsum, clay marl, gravel, sand and volcanic ash but does not include petroleum or natural gas;

(l) "mineral ore" includes all unprocessed minerals or mineral bearing substances;

(m) "mining operations" means the extraction or production of mineral ore from or in any mine or its transportation to, or any part of the distance to the point of egress from the mine including any processing thereof prior to or in the course of such transportation but not including any processing thereof after removal from the mine;

(n) "municipality" means a corporation established in respect of any locality the inhabitants of which are incorporated and continued under the authority of "The Municipal Act", "The Municipal Boundaries Act", "The Public Schools Act", "The Local Government Districts Act," or any other Act of the Legislature and includes a rural municipality, a

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suburban municipality, a municipal district, a local government district, a school district and a village, town, or city incorporated by special Act of the Legislature or otherwise and any Board, Commission or other authority created by the province of which levies or has the right to levy taxes, rates, license fees or royalties and includes the Crown in right of levying in unorganized territories, local taxes or taxes upon income derived from mining operations or income derived from logging operations, or both, for the purpose of raising revenues for local purposes;

(o) "natural resources" means lands and waters, and any rights to or interests in lands and waters, vested in the Crown in right of , including forests, minerals, petroleum and natural gas on or in such lands and waters and rights vested in the Crown in the said right to take wild animals and fish on or in such lands and waters;

(p) "person" or any word or expression descriptive of a person, includes any body corporate or politic, and the heirs, executors, administrators or other legal representative of such person, according to the law of that part of Canada to which the context extends;

(q) "population" for any year means the said population on the first day of June in the said year;

(r) "processing" includes milling, concentrating, smelting, refining, fabricating, transporting or distributing;

(s) "rental" means a charge imposed on a person in respect of the occupation or use by him of a natural resource, whether improved or unimproved, including the use of water on water power sites, without severance, taking, extraction or removal thereof or of any part thereof, the real intent and purpose of which charge is to compensate for the value of such occupation or use;

(t) "royalty" means a charge

(i) required to be paid by a person in respect of any right conferred on or vested in him to sever, take, extract or remove any thing forming part of the natural resources of including therein timber, mineral ore, petroleum and natural gas, and wild animals or fish the right to take which forms part of the said natural resources,

(ii) the amount of which is determined by reference to the quantity or value or both of the thing that he severs, takes, extracts or removes, or alternatively, in the case of mineral ore, the value at market prices of the minerals contained therein, after extraction therefrom, and

(iii) the real intent and purpose of which is to compensate for the value in whole or in part of the said thing prior to its severance, taking, extraction or removal;

but does not include a charge, the amount of which is

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determined in relation to the profits or gross receipts derived by the said person from the sale of products produced by the processing or manufacturing of the said thing unless provision is made for a reasonable deduction from the profits or gross receipts in determining the amount of the charge, in respect of the costs and value added to the said thing by reason of the processing or manufacturing for the purpose of eliminating, in the determination of the amount of the charge, any value added to the said thing by the said processing or manufacturing;

(u) "security" means any mortgage, bond, debenture, stock, share or any document constituting evidence of title to or interest in capital assets, property, profits, earnings or royalties of any person or corporation;

(v) "statutory subsidies" means the payments required to be made by Canada to under ;

(w) "succession duties" includes probate fees, taxes or duties and any fee or charge imposed in respect of the filing of documents in connection with or the granting of letters of probate or letters of administration, or otherwise in respect of any act or thing relating to the death of any person or the estate of a deceased person, other than bona fide reasonable filing fees or fees for services, and "succession" includes any act or thing in respect of which succession duties as herein defined are imposed;

(x) "value of gross national product" in any year means the total value at market prices of all goods and services produced in Canada in the said year for the use of consumers or for inclusion in new capital and equipment, as estimated by the Dominion Statistician by adding together the shares of that total value which represent wages, salaries, incomes received in kind, incomes of individual enterprise, rents, interest, taxes, depreciation, profits, and other forms of income and by such other methods as are generally recognized as the accepted statistical techniques for estimating the said value;

(y) a reference to the book entitled "National Accounts, Income and Expenditure, 1938-1945" means the book so entitled published in April, 1946, by authority of the Honourable James A. MacKinnon, M. P., Minister of Trade and Commerce;

(z) words importing the masculine gender include the feminine and the neuter;

(aa) words in the singular include the plural, and words in the plural include the singular;

(bb) a reference to a clause by number means the clause so numbered in this agreement.

(2) For the purposes of this agreement, where a person dies leaving an interest in expectancy as defined in the Dominion Succession Duties Act that is to fall into possession after the death of another person, the falling into possession of such interest on the death of such other person shall not be deemed to be a succession consequent upon the death of such other person or to be a passing of property on such death.

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(3) For the purposes of this agreement, probate fees and any fees or charges included in "succession duties" by reason of the provisions of sub-paragraph (w) of paragraph one of this clause, imposed by or pursuant to any enactment listed in Appendix "B" to this agreement, at the rates in force on June 28, 1946, are deemed to be bona fide reasonable filing fees or fees for services.

(4) All the taxes imposed by the enactments enumerated in Appendix "A" not being income taxes or corporation income taxes or succession duties shall be deemed for the purpose of this agreement to be corporation taxes, and all the taxes imposed by the enactments enumerated in Appendix "B" shall be deemed for such purpose not to be corporation taxes, corporation income taxes, income taxes or succession duties.

(5) Where in this agreement reference is made to a calendar year immediately preceding a fiscal year, such reference means the last complete calendar year prior to the beginning of the fiscal year.

(6) For the purpose of establishing the ratios to be certified by the Dominion Statistician under clause two in respect of the gross national product per capita, any part of a dollar included in the gross national product per capita shall be expressed as a decimal fraction of five digits after the decimal point, and, in any certificate provided by the Dominion Statistician under clause two, the ratios therein mentioned in respect of the population of the province of and of the value of the gross national product per capita shall be expressed as the percentage that the said population and value, respectively, for the later relevant year, are of the said population and value, respectively, for the earlier relevant year and a fractional part of one per cent shall be expressed as a decimal fraction of five digits after the decimal point.

(7) If the Minister of Finance of Canada and the Provincial Treasurers of all provinces, with which Canada has entered into agreements of a like nature and having like purposes to this agreement, agree that the definition of "income derived from mining operations" contained in sub-paragraph (g) of paragraph one of this clause be amended or varied, the Minister of Finance and the Provincial Treasurer of may agree to amend the said definition in this agreement in the manner so agreed upon and authority to enter into this agreement shall include authority in such case to enter into any agreement so amending or varying the said definition and to make such amendment effective from the commencement of this agreement or any later date.

IN WITNESS WHEREOF the Honourable Douglas Charles Abbott, Minister of Finance, has hereunto set his hand and seal on behalf of Canada, and Provincial Treasurer, has hereunto set his hand and seal on behalf of

Signed on behalf of Canada by the Honourable Douglas Charles Abbott, Minister of Finance, in the presence of

Minister of Finance

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Signed on behalf of)
by the Honourable)
)
Provincial Treasurer, in the)
presence of)
)
)
)
)
)

Provincial Treasurer

Appendix C

Income of Corporations attributable
to operations in Province of

1. If a corporation has no permanent establishment outside , the whole of the income of the corporation shall be attributed to its operations in

2. If a corporation has no permanent establishment in no part of its income shall be attributed to its operations in

3. (1) If a corporation has a permanent establishment in and a permanent establishment outside there shall be attributed to its operation in only that part of its income that could properly be considered to have arisen from its activities in, if the permanent establishment in and the permanent establishment outside were operated by different independent persons.

(2) The income to be attributed to the operations of a corporation in under paragraph one of this rule shall be determined on the basis of the separate accounts pertaining to its permanent establishment in

(3) The authority charged with the administration of the Act shall, when necessary for the purpose of paragraph two of this rule, rectify the accounts pertaining to a permanent establishment especially to correct errors or omissions or to establish the prices or remunerations entered in the books at the amounts which might fairly and reasonably have been paid if the permanent establishment outside were operated by some person other than and independent of the corporation,-

(4) Where the business of a corporation consists of different operations, activities or processes (e.g. manufacturing, processing or selling) some of which are carried on in and some of which are carried on outside , its income shall be allocated as between the different operations, activities or processes according to sound accounting principles.

(5) In any case where

(a) separate accounts showing the operations of the permanent establishment are not maintained,

(b) the rectification provided for in paragraph three of this rule cannot, in the opinion of the

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authority charged with the administration of the Act, be effected, or

(c) the authority charged with the administration of the Act and the taxpayer so agree,

there shall be attributed to the permanent establishment in a portion of the income of the corporation, the ratio of which to the income of the corporation is equal to the average of the following ratios; namely, the ratio of the gross revenue of the permanent establishment in to the total gross revenue of the corporation and the ratio of the salaries and wages paid by the corporation to the personnel of the permanent establishment in to the total salaries and wages paid by the corporation.

(6) In determining the income attributable to the operations in of a corporation pursuant to paragraphs one, two, three and four of this rule, a properly apportioned part of the general expenses of the head office of the corporation may be attributed to its operations in , if such expenses have not already been taken into account in any rectification made pursuant to paragraph three of this clause.

Special Cases

4. Notwithstanding anything contained in rule three,

(a) the income to be attributed to the operations in of an insurance corporation shall be an amount that is in the same ratio to the income of the corporation as the aggregate of the net premiums received by the corporation in respect of insurance on property situated in and the net premiums received by the corporation from persons resident in in respect of insurance other than on property is to the total net premiums received by the corporation; and for the purposes of this paragraph the expression "net premiums received by the corporation" means in the case of a company transacting life insurance, the gross premiums received by the company other than the consideration received for annuities, less premiums returned and less the cash value of the dividends paid or credited to policyholders and, in the case of any other company, the gross premiums received or receivable by the company or paid or payable by the insured less dividends to policyholders and the rebates and return premiums paid on the cancellation of policies;

(b) the income to be attributed to the operations in of a bank shall be an amount the ratio of which to the income of the bank equals one-third of the aggregate of the following

(i) the salaries and wages paid during the taxation year to the personnel of the permanent establishment in divided by the total salaries and wages paid during the taxation year by the bank; and

(ii) the combined loans and deposits of the permanent establishment in , multiplied by two and divided by the combined loans and deposits of the bank; and for the purposes of this paragraph the loans and deposits for a taxation year shall be

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the average of the loans or deposits, as the case may be (excluding bonds, stocks, debentures, items in transit and deposits in favour of Canada) at the last day of each month in the taxation year;

(c) the income to be attributed to the operations in of a trust or loan or trust and loan corporation shall be an amount that is in the same ratio to the income of the corporation as the gross revenue of the permanent establishment in is to the gross revenue of the corporation; and for the purposes of this paragraph the expression "gross revenue of the permanent establishment in " means the aggregate of

(i) the gross revenue of the corporation in respect of loans secured by property situate in and the gross revenue of the corporation from residents of in respect of all other loans,

(ii) the gross revenue, not included as gross revenue of the corporation under sub-paragraph (i) of this paragraph, of the permanent establishment in respect of loans, from residents of those provinces in which the corporation has no permanent establishment, and

(iii) the gross revenue of the permanent establishment other than revenue in respect of loans;

(d) the income to be attributed to the operations in of a railway corporation shall be an amount the ratio of which to the income of the corporation is equal to the average of the following ratios, namely, the ratio of the equated track miles within to the equated track miles in all provinces and the ratio of the gross ton miles during the taxation year within to the gross ton miles during that taxation year within all provinces and for the purposes of this paragraph

(i) the expression "equated track miles" means the aggregate of the miles of first main track, eighty per centum of the miles of other main track and fifty per centum of the miles of yard tracks and sidings; in computing equated track miles and gross ton miles there shall be included all such mileages of the railways in all provinces as are operated by the corporation and by all its subsidiaries;

(ii) the profit or loss of the corporation shall be consolidated with that of all its subsidiaries; and

(iii) the income of the corporation does not include income attributable to the operation of ocean or coastal steamship lines or air lines;

(e) the income to be attributed to the operations in of an airline corporation shall be an amount the ratio of which to the income

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of the corporation equals one-quarter of the aggregate of the following:

(i) the amount of the investment of the corporation in fixed assets in divided by the amount of the investment of the corporation in fixed assets in all provinces; and

(ii) the number of plane miles, weighted according to the various types of aircraft according to pay-load capacity in , multiplied by three and divided by the number of plane miles in all provinces, similarly weighted.

General

5. (1) Where part of the business of a corporation consists of operations normally conducted by any of the corporations mentioned in rule four, the corporation and the authority administering the Act may agree that the paragraphs of rule four relating to the said operations shall apply to the income attributable to the said part of the business of the corporation, as agreed by the corporation and the authority administering the Act, and that rule three shall apply to the remaining income of the corporation.

(2) Where a railway corporation operates air lines the income to be attributed to the operation of the air line in shall be determined according to paragraph (c) of rule four.

6. Where a corporation that has a permanent establishment in is a subsidiary of another corporation or is the parent of a subsidiary corporation or where it is controlled directly or indirectly by the same persons as control another corporation or where conditions are made or imposed between the two corporations in their financial or commercial relationships that in the opinion of the authority administering the Act differ from those that would be made or imposed between independent corporations, the authority administering the Act may determine the income of the corporation to be such income as it would have been if it were a corporation independent of the said parent, subsidiary or other corporation and controlled by different persons.

7. (1) In these rules unless the context otherwise requires "permanent establishment" includes head offices, branches, mines and oil wells, farms, factories, workshops, warehouses, offices, agencies, installations, professional premises, and other fixed places of business.

(2) Where a corporation carries on business through an employee or agent who has general authority to contract for his employer or principal or has a stock of merchandise from which he regularly fills orders which he receives, the said agent or employee shall be deemed to operate a permanent establishment of the corporation.

(3) The fact that a corporation has business dealings through a commission agent, broker or other independent agent or maintains an office solely for the purchase of merchandise shall not of itself be held to mean that the corporation is operating a permanent establishment.

(4) The fact that a corporation has a subsidiary company in or a subsidiary company engaged in trade or business in shall not of itself be held to mean that the corporation is operating a permanent establishment in .

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(ii) the number of plane miles, weighted according to the various types of aircraft according to pay-load capacity in , multiplied by three and divided by the number of plane miles in all provinces, similarly weighted.

General

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MEETINGS BETWEEN DELEGATES FROM THE NATIONAL CONVENTION OF NEWFOUNDLAND AND REPRESENTATIVES OF THE GOVERNMENT OF CANADA

Ottawa, June 25th - September 29th, 1947
- Summary of Proceedings -

PART II

NOT TO BE RELEASED BEFORE
PUBLICATION IN THE NATIONAL
CONVENTION OF NEWFOUNDLAND
AT 1.30 p.m. E.S.T. OCTOBER 10th, 1947

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MEETINGS BETWEEN DELEGATES FROM THE NATIONAL

CONVENTION OF NEWFOUNDLAND AND REPRESENTATIVES OF

THE GOVERNMENT OF CANADA

Ottawa, June 25th - September 29th, 1947

SUMMARY OF PROCEEDINGS

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MEETINGS BETWEEN DELEGATES FROM THE NATIONAL CONVENTION OF NEWFOUNDLAND AND REPRESENTATIVES OF THE GOVERNMENT OF CANADA

Ottawa, June 25th - September 29th, 1947
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APPENDIX IV

Questions Asked by the Newfoundland Delegation on Certain Points in Appendix III, with answers thereto.

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APPENDIX IV

Questions Asked by the Newfoundland Delegation on Certain Points in Appendix III, with answers thereto.

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APPENDIX IV

QUESTIONS ASKED BY THE NEWFOUNDLAND DELEGATION ON CERTAIN POINTS IN APPENDIX III WITH ANSWERS THERETO

(Numbers in brackets after headings refer to appropriate pages and paragraphs of Appendix III)

MARRIAGE AND DIVORCE (77; 7 & 8)

QUESTION - Newfoundland has no divorce law. What would be the position if we became a Province? Would divorce become easier, theoretically and practically? A comprehensive statement of the position would be very useful. Could we have a resume of the divorce laws of the Dominion and of the Provinces?

ANSWER - - Under Section 91 of the B.N.A. Act (paragraph 26), marriage and divorce are within the exclusive authority of the Parliament of Canada.

Under Section 92 (paragraph 12), solemnization of marriage in a province is exclusively under the legislative authority of the provincial legislature.

Under the heading Marriage may be included that power to lay down rules as to the capacity of the individuals to contract a valid marriage, such as minimum age, consent, the non-existence of a previous marriage, the prohibition to marry within certain degrees of relationship or alliance.

Divorce means the dissolution of a valid marriage by the competent authority.

Solemnization of marriage comprises the right to regulate the ceremonial side of the marriage, i.e., who shall officiate at the ceremony, what form the ceremony shall take, what publicity shall be accorded the intended contract, what form the evidence of such a contract shall take. It comprises also jurisdiction over the issue of marriage licences.

In the marriage reference to the Supreme Court of Canada, which was appealed to the Privy Council, the Privy Council held that:-

> "Under ss. 91 and 92 of the British North America Act, 1867, the exclusive power conferred on the provincial Legislature to make laws relating to the solemnization of marriage in the province operates by way of exception

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to the exclusive jurisdiction as to its validity conferred upon the Dominion, and enables the provincial legislature to enact conditions as to solemnization, and in particular as to the right to perform the ceremony, which may affect the validity of the contract. (A.C. p.880 - (1912).**"**

Although marriage is within the legislative competence of the Dominion, in fact, the legislation dealing with the capacity to marry is to a great extent of provincial origin. This is explained by the application of Section 129, of the B.N.A. Act, whereby the existing laws in the various original provinces continued to exist subject, nevertheless, to be repealed, abolished, altered by the Parliament of Canada or by the Legislature under this Act, according to the legislative authority granted thereunder.

At the time of Confederation there existed in the provinces legislation relating to marriage (and sometimes to divorce) which legislation has not yet been repealed or abolished by the Dominion Parliament. The Parliament has, in a very few instances, legislated on the subject of marriage or divorce, thus leaving in operation the existing legislation in the various provinces. The only federal statutes on the subject matter of marriage are the following:-

Statutes of Canada - 1882, 1890 and 1914, now Chapter 127, R.S.C. 1927. This legislation declares valid a marriage between a sister or niece of the deceased wife and between a woman and the brother or nephew of her deceased husband.

DIVORCE:

Divorce is also within the legislative authority of the Dominion Parliament (Section 91, B.N.A. Act.)

The Dominion Parliament has not deemed fit to establish any federal court to hear divorce cases, but this matter has been entrusted to a Committee of the Senate, and divorces are introduced as private Bills and receive sanction as an Act of Parliament. However, the same remarks apply in the case of divorce as in that of marriage. Those provinces which had, prior to their entry into Confederation, legislation pertaining to divorce and courts having jurisdiction over divorce cases, still retain these as long as they are not repealed or abolished by federal legislation. This applies to the provinces of Nova Scotia, New Brunswick, Manitoba, British Columbia and Prince Edward Island. In Ontario, legislation did not cover the field of divorce when this province came into the Confederation. In 1930, a federal statute introduced in Ontario laws on divorce (such as the law of England enacted on July 15, 1870) and gave the Supreme Court of Ontario

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jurisdiction for all purposes of that Act. This federal Act was confirmed by an Act of the Ontario Legislature, which came into force on April 18, 1933.

The Province of Quebec only does not have legislation on divorce nor any tribunal having jurisdiction to hear these cases. Persons domiciled in that province and wishing to obtain divorce must resort to the divorce Committee of the Senate. Newfoundland would apparently be in the same position as the Province of Quebec.

There exist no federal laws relating to divorce generally, except few statutory enactments governing specific matters, namely:

1516, Geo. 5, Chapter 41, to the effect that:

> ". . .in any court having jurisdiction to grant divorce a vinculo matrimonii any wife may commence an action praying that her marriage may be dissolved on the ground that her husband has since the celebration thereof been guilty of adultery. . ."

Also 20-21, Geo. 5, Chapter 15, which granted a married woman, deserted and living apart for two years, the right to commence proceedings for divorce in the court of such province having jurisdiction proceedings for divorce wherein the husband was domiciled prior to such desertion.

> ". . .Outside of these statutes there has been no Dominion interference with such legislation on the subject of marriage and divorce as it continued in force under sec. 129 of the B.N.A. Act. And consequently there are many provincial statutes in force to-day which the provinces would now be unable to enact as falling within the exclusive Dominion power on the subject. Notably, prior to Confederation some of the provinces had already established Matrimonial and Divorce Courts, modelling them on the then existing English Courts, with largely similar fields of jurisdiction; and these Courts are to-day still functioning. . ."

PRINCE EDWARD ISLAND:

"In Prince Edward Island, by 5 Wm. IV, c. 10 (1836), all matters touching marriage and divorce, including separation from bed and board and alimony, were directed to be heard by a Court made up of the Lieutenant-Governor and any five or more of his Council. . ." ". . .The causes for divorce are frigidity or impotence, adultery, and consanguinity within the degrees prohibited by 32 Henry VIII, c. 38 . . ."

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NOVA SCOTIA:

". . .Under R.S.N.S. 3rd series, c. 126, a Court of Marriage and Divorce was established in Nova Scotia prior to Confederation. It had jurisdiction to declare any marriage null and void for impotence, adultery, cruelty, precontact or kindred within the degrees prohibited by 32 Henry VIII, c. 38. . ."

MANITOBA:

". . .The question of matrimonial jurisdiction came before the Courts in the case of Walker v. Walker. This was a petition for a decree declaring a marriage null and void on the ground of the man's impotency. The case reached the Privy Council, and there it was held that "The Matrimonial Causes Act, 1857 (20 and 21 Vict. c. 85, Imp.) enacts a substantive law of divorce and matrimonial causes, which by virtue of 51 Vict. c. 33 (Dom.), s. 1, is in force in the province of Manitoba. . ."

SASKATCHEWAN:

Various Dominion Acts in 1886 and 1905 "conferred upon the province of Saskatchewan that part of the law of England relating to civil matters which is designated the law of divorce, as it existed on July 15, 1870, and as it had been transferred to the civil Courts in England in 1857. And the Supreme Court of the Province (which succeeds the Supreme Court of the North-West Territories) is the Court with jurisdiction to administer that law. Following the Privy Council decision in the Alberta case of Board v. Board (supra), the Saskatchewan Court of Appeal maintained this view in Fletcher v. Fletcher. Jurisdiction to hear actions for judicial separation lies in that Court also. . ."

ALBERTA:

This province was created at the same time and under the same circumstances as Saskatchewan. ". . .In Board v. Board (supra), the Privy Council held that the Dominion Act of 1886 had the effect of making the English law of divorce as established by the Matrimonial Causes Act of 1857 apply to the Territories; and this substantive law was continued in force in Alberta by the Alberta Act. And by 7 Edw. VII, c. 3 (Alb.), the Supreme Court of Alberta, to which had been transferred the jurisdiction of the Supreme Court of the North-Western Territories, has jurisdiction to administer that law. . ."

BRITISH COLUMBIA:

". . .A proclamation of Sir James Young, Governor of the Colony, on November 19, 1858, introduced into British Columbia the English law as of that date, and by the English Law Ordinance of

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March 6, 1867, it was enacted that the civil and criminal laws of England as existing on November 19, 1858, were and should be in force in all parts of British Columbia. As a consequence, jurisdiction in matters of divorce was assumed by the Supreme Court of British Columbia under the English Matrimonial Causes Act, 1857. In the case of Watts v. Watts this was confirmed when it was decided by the Privy Council that legislation in British Columbia adopting the law of England was sufficient to make the Matrimonial Causes Act of 1857 apply to that province. . ."

Ontario divorce legislation was introduced in 1930 (see hereabove).

Quebec has no divorce legislation.

Standing Rules and Orders of the Senate of Canada relating to divorce were adopted during the Session of 1906 and amended during the Session of 1922. The grounds for divorce are adultery and desertion.

PUBLIC LANDS (77;8)

QUESTION - How broad is provincial jurisdiction over management and sale of public lands belonging to the provinces, etc.?

ANSWER - - Section 92(5) of the B.N.A. Act gives the provincial legislatures exclusive legislative jurisdiction over "The Management and Sale of the Public Lands belonging to the Province and of the Timber and Wood thereon".

It is important to bear in mind the distinction which exists between legislative powers and proprietary rights. As to the latter, reference should be made to sections 108 and 110 inclusive, to the Third Schedule to the Act, which is referred to in section 108, to section 117 and to sections 102 and 126. "Whatever proprietary rights were at the time of the passing of that Act possessed by the provinces remain vested in them except such as are by any of its express enactments transferred to the Dominion of Canada" (per Lord Herschell in the first Fisheries Case, A.G. Can. v. A.G. Ont. & al, (1898) A.C. 700, at 709-10).

In A.G. Ont. v. Mercer (1883), 8 A.C. 767 construing the following words of exception in s. 102, namely "except such portions thereof as are by this Act reserved to the respective Legislatures of the Provinces", the Privy Council held that the word "royalties" in section 109 included escheats and that lands escheated to the Crown for defect of heirs belonged to the province in which they were situated, and not to the Dominion.

It must be remembered that In re Transfer of Natural Resources to the Province of Saskatchewan, (1932) A.C. 28, at 39, Plaxton 69, at 79, the Privy Council said:

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> "The answer is that s. 109 dealt only with the provinces thus admitted, and the provisions of the Act referred to in s. 146 are plainly the federal provisions covering the structure of the Union into which new provinces were to be admitted as, for instance, the section distributing legislative and other functions between the Dominion and the constituent provinces".

Compare the Precious Metals Case & A.G.B.C. v. A.G. Can., (1889), 14 A.C. 295, at 304, as to the application of S. 109 to British Columbia. It should be noted that in the Saskatchewan case the Privy Council was dealing with a province which had been carved out of Dominion territories.

If it is desired that s. 109 be applicable to Newfoundland, should it enter Confederation, it would be preferable to expressly so provide.

The legislative powers of a province over the management and sale of its public lands is, of course, subject to the exclusive legislative powers of Parliament over certain subject matters, such as navigation and shipping and sea coasts and inland fisheries. See, for instance, the first Fisheries Case, above referred to (1898), A.C. 700, at 716. It was there pointed out that though Parliament has exclusive jurisdiction to impose "restrictions or limitations by which public rights of fishing are sought to be limited or controlled", provincial legislatures may validly enact legislation in relation to fisheries; for instance, provisions as to "the terms and conditions upon which the fisheries which are the property of the province may be granted, leased, or otherwise disposed of, and the rights which consistently with any general regulations respecting fisheries enacted by the Dominion Parliament may be conferred therein" (as falling either under head 5 of s. 92, "The Management and Sale of the Public Lands belonging to the Province" or under head 13 of s. 92, "Property and Civil Rights in the Province").

> ".....while the proprietary right of each Province in its own Crown lands is beyond dispute, that right is subject to be affected by legislation passed by Parliament of Canada within the limits of the authority conferred by Parliament" ....."the power to legislate in respect of any matter must necessarily to a certain extent enable the Legislature so empowered to affect proprietary rights; and it may be added that where (as in this case) the legislative power cannot be effectually exercised without affecting the proprietary rights both of individuals in a Province and of the Provincial Government, the power so to affect those rights is necessarily involved in the legislative power": A.G. Que. v. Nipissing Central Ry. Co. & A.G. Can., (1926) A.C. 715, at 723-4. In that

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case the Privy Council held that Parliament could validly empower a railway company, with the consent of the Governor General, to take Crown lands, including lands belonging to a province, for the use of the railway. The Privy Council applied head 10 of s. 92 and head 29 of s. 21.

A province has not the power to grant the exclusive right of fishing in the tidal waters so far as navigable of the rivers, streams, gulfs, bays, straits, or arms of the sea of the Province and of the high sea washing its coasts; in so far as the soil is vested in the right of the Province, the Provincial Government has the exclusive power to grant the right to affix engines to the solum, so far as such engines and the affixing of them do not interfere with the right of the public to fish, or prevent the regulation of the right of fishing of private persons without the aid of engines; the power to issue fishing leases, so far as it is regulative, belongs to the Dominion under head 12 of s. 91; the Dominion power of regulation must be exercised so as not to deprive the Province or private persons of proprietary rights which they possess: A.G. Can. v. A.G. Que., (1921) 1 A.C. 413, A.G.B.C. v. A.G. Can., (1914) A.C. 153.

EDUCATION (78;9)

QUESTION - Could we have a comprehensive statement of the position of the Province's exclusive jurisdiction over education? Would Confederation affect the existing position in Newfoundland in any manner or degree? Would any change whatever be necessitated by our becoming a Province?

ANSWER - - The Legislature of each province is given exclusive jurisdiction under Section 93 of the B.N.A. Act, to make laws in reference to education. This jurisdiction is, however, subject to further provisions of Section 93, which reserve certain rights and privileges with respect to denominational schools which any class of persons had by Law in the province at the union. Paragraph 4 of Section 93 grants jurisdiction to the Parliament of Canada to make remedial laws for the due execution of the provisions of that Section and of any decision of the Governor General in Council under that Section.

The schools in Newfoundland would remain entirely under the legislative power and authority of the province, subject to the provisions set forth in Section 93 of the B.N.A. Act assuming that no alterations in the provisions of this Section were provided for in the terms of union. The question of education grants is entirely within the provincial legislative power subject, however, to the provisions of the above-mentioned Section 93.

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REPRESENTATION IN THE SENATE (78;12)

QUESTION - The B.N.A. Act of 1915 provides that in the event of Newfoundland being admitted to the Union she would be entitled to 6 Senators, and the total number of senators would be increased to 102.

How final is this provision? What would be involved in giving Newfoundland more than 6 Senators?

ANSWER - - The B.N.A. Act, 1915, relating to the number of senators to which Newfoundland would be entitled is, of course, always subject to the possibility of an amendment, should occasion arise.

REPRESENTATION IN THE HOUSE OF COMMONS (78;13)

QUESTION - On this basis Newfoundland would be entitled to 7 members of the House of Commons. What basis?

ANSWER - -

1. Attached for convenient reference is a copy of Sections 51, 51A and 52 of the B.N.A. Act (s. 51 as amended in 1946).

2. Under the existing provisions of the B.N.A. Act, the total number of members of the House of Commons is fixed at 255, the number allowed by law having been increased to this figure in 1946. Table I annexed shows how these 255 seats would have to be divided if Newfoundland were admitted as a province without increasing the total.

3. Newfoundland is entitled to six senators under existing law and would have to have a minimum of six members of the House of Commons.

4. Table II shows how the seats would be divided if the total were increased from 255 to 261 or 262.

5. Newfoundland would get seven seats in the House of Commons whether the total were 255, 261 or 262.

6. Since the House of Commons now has approved legislation providing for a total membership of 255, it is unlikely that Parliament would wish, in the event of Newfoundland's entry, to disturb the Constituency boundaries to be established by this legislation. It is therefore thought that, were Newfoundland to become a tenth province, the total number of members would be increased to 262.

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B.N.A. Act

51.-(1) The number of members of the House of Commons shall be two hundred and fifty-five and the representation of the provinces therein shall forthwith upon the coming into force of this section and thereafter on the completion of each decennial census be readjusted by such authority, in such manner, and from such time as the Parliament of Canada from time to time provides, subject and according to the following rules:-

1. Subject as hereinafter provided, there shall be assigned to each of the provinces a number of members computed by dividing the total population of the provinces by two hundred and fifty-four and by dividing the population of each province by the quotient so obtained, disregarding, except as hereinafter in this Section provided, the remainder, if any, after the said process of division.

2. If the total number of members assigned to all the provinces pursuant to rule one is less than two hundred and fifty-four, additional members shall be assigned to the provinces (one to a province) having remainders in the computation under rule one commencing with the province having the largest remainder and continuing with the other provinces in the order of the magnitude of their respective remainders until the total number of members assigned is two hundred and fifty-four.

3. Notwithstanding anything in this section, if upon completion of a computation under rules one and two, the number of members to be assigned to a province is less than the number of senators representing the said province, rules one and two shall cease to apply in respect of the said province and there shall be assigned to the said province a number of members equal to the said number of senators.

4. In the event that rules one and two cease to apply in respect of a province then, for the purpose of computing the number of members to be assigned to the provinces in respect of which rules one and two continue to apply, the total population of the provinces shall be reduced by the number of the population of the province in respect of which rules one and two have ceased to apply and the number two hundred and fifty-four shall be reduced by the number of members assigned to such province pursuant to rule three.

5. Such readjustment shall not take effect until the termination of the then existing Parliament.

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(2) The Yukon Territory is constituted by Chapter forty-one of the Statutes of Canada, 1901, together with any Part of Canada not comprised within a province which may from time to time be included therein by the Parliament of Canada for the purposes of representation in Parliament, shall be entitled to one member.

51A. Notwithstanding anything in this Act a province shall always be entitled to a number of members in the House of Commons not less than the number of senators representing such province.

52. The Number of Members of the House of Commons may be from Time to Time increased by the Parliament of Canada, provided the proportionate Representation of the Provinces prescribed by this Act is not thereby disturbed.

(Note: S.51 as given above is as amended in 1946)

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TABLE I

1.	Population of Canada (1941 Census)		11,506,655
	Population of Northwest Territories	12,028	
	Population of Yukon	4,914	
		less	16,942
			11,489,713
	Population of Newfoundland		321,000
			11,810,713
2.	By virtue of rules 3 and 4 of s.51 (1) the population of P.E.I. must be subtracted, as well as the minimum number (4) of members to which she is entitled		11,810,713
	(less) population of P.E.I.		95,047
			11,715,666
3.	11,715,666 divided by 250 = 46,863		

4.	Population	No. of Members	Remainder
Nova Scotia	577,962	12	15,606
New Brunswick	457,401	10x	35,634
Quebec	3,331,882	71	4,609
Ontario	3,787,655	81x	38,615
Manitoba	729,744	16x	26,799
Saskatchewan	895,992	19	5,595
Alberta	796,169	17x	46,361
British Columbia	817,861	17	21,190
Newfoundland	321,000	7x	39,822
P.E.I.	95,047	4	
Yukon	4,914	1	
		255	

x In order to bring the total number of members to 255, these four provinces and Newfoundland, having the largest remainders, are each assigned an additional number.

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TABLE II

1. Population of Canada (1941 Census) 11,506,655
   Population of Northwest Territories 12,028
   Population of Yukon 4,914
   less 16,942
   11,489,713

   Population of Newfoundland 321,000
   11,810,713

2. By virtue of rules 3 and 4 of S.51 (1) of the B.N.A. Act, the population of P.E.I. must be subtracted, as well as the minimum number (4) of seats to which she is entitled
   11,810,713
   less pop. of P.E.I. 95,047
   11,715,666

3. If the total number of seats were raised from 255 by 6 to 261, the quotient would be $\frac{11,715,666}{256} = 45,764$

4. If the total number of seats were raised from 255 by 7 to 262, the quotient would be $\frac{11,715,666}{257} = 45,586$

5.

	Population	No. of Members under 1946 Law.	No. of Members if Total Raised to 261	No. of Members if Total Raised to 262
N.S.	577,962	13	13	13
N.B.	457,401	10	10	10
Quebec	3,331,882	73	73	73
Ontario	3,787,655	83	83	83
Man.	729,744	16	16	16
Sask.	895,992	20	19	20
Alberta	796,169	17	17	17
B.C.	817,861	18	18	18
Nfld.	321,000	-	7	7
P.E.I.	95,047	4	4	4
Yukon	4,914	1	1	1
		255	261	262

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VOTING QUALIFICATIONS (78;14)

QUESTION - Who sets the voting qualifications in federal elections?

ANSWER - - Qualifications of electors at Dominion elections are set by the Canadian Parliament. Taking into account the amendments proposed by the Special Committee of the House of Commons on electoral matters, the general rule with regard to the qualifications of electors is as follows:-

> "every person in Canada, man or women, shall be entitled to have his or her name included in the list of electors prepared for the polling division in which he or she was ordinarily resident on the date of the issue of the writ ordering an election in the electoral district, and be qualified to vote thereat, if he or she
>
> (a) is of the full age of twenty-one years or will attain such age on or before polling day at such election; and
>
> (b) is a Canadian citizen or a British subject by birth or naturalization; and
>
> (c) has been ordinarily resident in Canada for the twelve months immediately preceding polling day at such election; and
>
> (d) at a by-election only, continues to be ordinarily resident in the electoral district until polling day thereat."

An exception will be made with regard to the persons who were members of the Naval, Military and Air Forces of Canada on the 9th of August, 1945. These persons will be entitled to vote, irrespective of age.

The classes of persons who are disqualified from voting at a Dominion election may be summarized as follows:

(a) Judges appointed by the Governor in Council;

(b) Indian persons who are ordinarily residing on an Indian reservation who did not serve in World War No. 1 or World War No. 2;

(c) Persons undergoing punishment in penal institutions;

(d) Persons restrained of their liberty of movement or deprived of the management of their properties by reason of mental disease;

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(e) Japanese persons in the Province of British Columbia only.

(f) Persons disqualified from voting under any law relating to the disqualification of electors for corrupt or illegal practices;

(g) Doukhobor persons in the Province of British Columbia only.

The above mentioned Special Committee also recommended that the members of the permanent Naval, Military or Air Force of Canada be entitled to vote at a general election and that their votes be attributed to the electoral districts in which their ordinary residence is situated. A similar recommendation was made with regard to veterans of World War No. 1 and World War No. 2, who are receiving treatment or domiciliary care in certain hospitals or institutions under the control of the Department of Veterans Affairs.

With respect to Provincial elections, qualifications of electors are set by the Legislative Assembly of each province.

The general rule with regard to the qualifications of electors at provincial elections is quite similar to what is stated above with regard to Dominion elections. There are, however, a few exceptions which may be summarized as follows:

In the Provinces of Ontario, Nova Scotia and New Brunswick, the inmates of charitiable institutions are disqualified from voting;

In the Province of Quebec, a person must be a Canadian citizen and must have ordinarily resided in the province for two years to be qualified as elector;

In the Province of British Columbia, a person must have ordinarily resided in the province during six months before he can apply to have his name placed on the list. Furthermore, classes of persons such as Japanese, Doukhobors, Hutterites and Mennonites are disqualified from voting;

In the Province of Saskatchewan, the minimum age for voting is 18;

In the Province of Alberta, the minimum age for voting is 19.

MAINTENANCE OF COURTS (80;21)

QUESTION - Does the Federal contribution to the cost of such courts end with the payment of the judges' salaries, or if not, what other contributions are made?

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ANSWER -- The Federal Government pays salaries, travelling allowances and annuities of the above mentioned Judges.

APPOINTMENT OF JUDGES (80;23)

QUESTION -Must Judges invariably be Lawyers?

ANSWER -- Under the B.N.A. Act, Sections 97 and 98, the Judges of the Courts of the original provinces are selected from the respective Bars of the provinces.

Under Federal Statute, the Judges Act, 1946, Section 3, provides that:-

> "No person is eligible to be appointed a judge of a superior, circuit or county court in any province unless, in addition to other requirements prescribed by law, he is a barrister or advocate of at least ten years' standing at the bar of any province."

ADMIRALTY COURTS (81;28)

QUESTION - There are at present six such district judges in Admiralty. Would Newfoundland become entitled to have one?

ANSWER -- Under the Admiralty Act, 1934, the Admiralty districts are constituted in all the provinces of Canada, except the three Prairie provinces. From its geographical position Newfoundland would no doubt be constituted an Admiralty district.

EXPENSES OF LIEUTENANT-GOVERNOR (81;30)

QUESTION - Does the federal government contribute to the cost of maintenance of provincial government houses and of the Lieutenant-Governor's staff and official expenses?

ANSWER -- The financial responsibility of the federal government is limited to the payment of the salaries of Lieutenant-Governors.

MAXIMUM LIFE OF PROVINCIAL LEGISLATURES (81;31)

QUESTION - The maximum life of Legislative Assemblies is five years. Is this true throughout Canada? Is this a Federal Law?

ANSWER -- In the B.N.A. Act, Sections 82 and following, deal with the Legislatures of Ontario and Quebec. It is provided in Section 85 that the duration of the Legislative Assembly in each of these provinces shall be of four years from the day of the Return of the Writs and no longer.

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However, the provinces are granted, under Section 92 (paragraph 1), of the B.N.A. Act, exclusive legislative power in relation to:-

> "The Amendment from Time to Time, notwithstanding anything in this Act, of the Constitution of the Province, except as regards the Office of Lieutenant-Governor."

The Province of Ontario, for instance, in 1930, extended the term of the Legislature to five years and no longer.

Under Section 88, of the B.N.A. Act, the Constitution of the Legislature of each of these provinces "shall subject to the Provinces of this Act, continue as it exists at the Union until altered under the Authority of this Act."

It may be noted that the provinces of Nova Scotia and New Brunswick, unlike the province of Canada, were, from the beginning English colonies by settlement, with the constitutions like that of England itself, granted under Royal Prerogative.

AGRICULTURAL SERVICES (84;2-7)

QUESTION - Would the agricultural services described in the Canadian memorandum automatically extend to Newfoundland in the event of union?

ANSWER -- One of the services which the Department of Agriculture would expect to make available to Newfoundland in such event, would be the Experimental Farms Service. While the Department is not familiar with the present development in this field in Newfoundland, they understand that it does include a Central Experimental Station. They would hope to use such a station in much the same way as they use their presently established Experimental Stations in the various Provinces of Canada, and through this they would plan to develop supplementary services, which in Canada take the form of Illustration Stations and, where required, Sub-stations for dealing with special investigations.

Consistent with the general policy of the Department and the resources available, the Department of Agriculture would also contemplate making available other services of the Department for which there would appear to be need and opportunity.

FARM LOANS (84;7)

QUESTION - The Canadian Farm Loan Board makes long term loans to farmers on the security of mortgages on farm land. What are the usual terms of such loans?

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ANSWER -- First mortgage loans may be granted for any term not in excess of 25 years with privileges of repayment. On loans made prior to April 1, 1945, the rate of interest is 5% per annum with a rate of 5½% on arrears. Loans made for a term in excess of five years are repayable in equal annual or semi-annual instalments of combined principal and interest on an amortized plan of repayment. Additional advances may be made for a term not in excess of six years on the security of second mortgage. The rate of interest on second mortgage loans made prior to April 1, 1945, is 6% per annum.

On new loans made after April 1, 1945, the rate of interest on first mortgages is 4½% per annum with a rate of 5% in arrears; on second mortgage loans, the rate of interest is 5% per annum on indebtedness, current and on arrears. The purposes for which loans may be granted are for farm improvements, including the erection of buildings, the purchase of live stock and equipment, farm operating expenses, purchase of farm lands and the refinancing of existing farm indebtedness. It should be noted, however, that a second mortgage loan cannot be made for the purpose of purchasing farm lands.

PENITENTIARIES (87;23)

QUESTIONS - Would the Federal Government be likely to establish penitentiaries in Newfoundland? If so, would it not take over the existing Newfoundland Government penitentiary? In that case, would it be practicable for the Provincial Government of Newfoundland to make an arrangement for housing its prisoners in the federal penitentiary?

ANSWERS -- Under Section 91, paragraph 28, of the B.N.A. Act, the establishment, maintenance and management of penitentiaries are within the exclusive legislative authority of the Parliament of Canada. The remaining part under this query could hardly be answered in the present memorandum as it is more or less a practical question and a question of policy.

NATIONAL PARKS (89;35)

QUESTION - Would Newfoundland become entitled to a National Park? Does the Department of Mines and Resources establish as well as maintain National Parks?

ANSWER -- It is the established policy of the Dominion Government to give consideration to an offer from any province of an area typical of its best in scenic and recreational values for establishment as a National Park, provided the property is offered free of charge and free of any other encumbrance or restriction. Following such offer, inspections would be made immediately by officers of the National Parks Bureau to confirm the suitability

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of the area and to estimate the cost of development and maintenance. The report would then be submitted to the government and if approved an act would be submitted to parliament to authorize the establishment of a park. It should be emphasized that when the area becomes established as a National Park, the resources within that area are not available for commercial exploitation. The purposes for which National Parks are established are set forth in Section 4 of the Act.

After the park has been established by Parliament the area comes under the control of the Dominion and all the costs of establishing the park and maintaining it are paid for by the Dominion.

CERTAIN SERVICES PROVIDED BY THE DEPARTMENT OF MINES & RESOURCES (89;36 & 37)

QUESTION - Would the services outlined in paragraph 36 - also paragraph 37 - (mapping, survey work of all sorts, investigation of mineral deposits, metallurgy, economic problems, etc.) apply to Newfoundland, and how rapidly would it be likely they would be introduced?

ANSWER -- The services described have been carried on for many years and would undoubtedly be extended to Newfoundland under present federal policy, although not all of them are, strictly speaking, federal responsibilities. For example, the federal government is obligated by Statute to carry out geological surveys in Prince Edward Island, Manitoba and British Columbia. No such obligation exists in respect of other provinces, although in practice Mines and Resources has carried on such surveys in the other provinces as well. It is hoped that in due course further Dominion-Provincial discussions will result in clarification of these matters when public investment policy generally is under discussion.

1. Topographical Surveys.

It is contemplated that at least two Topographical control parties would be placed in the field and the topographical mapping of the country proceeded with. The number of field parties and the rate of mapping would be increased depending on the expansion of mineral development.

2. Geological Surveys.

It is contemplated that at least two Geological Survey parties would be placed in the field to geologically map the country; if mineral development warranted it, a greater number would have to be provided. The geological maps and reports resulting therefrom would be produced.

3. General maps, hydrographic charts and air navigation charts.

In addition to general maps of Newfoundland on the smaller scales and of the larger divi-

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sions of Newfoundland, the Department of Mines and Resources would be directly concerned with the preparation and issuing of air navigation charts covering all of Newfoundland and the issuing of hydrographic charts of Newfoundland waters. During the war the Department issued preliminary air charts covering all of Newfoundland but these showed no contours.

Trimetrogen photographs are already available between latitude 48°15' and latitude 50°, and which is roughly 40 per cent of Newfoundland's area. From these photographs standard air charts can be prepared showing the usual contours. The objective would be to proceed with the issuing of standard air charts of this area as quickly as possible so that information for air navigation would not be deficient for an unreasonable period.

The recharting of Newfoundland coasts is one of the most urgent survey projects required. Newfoundland's fishing industry badly needs up-to-date hydrographic charts. The objective would be to concentrate on hydrographic surveys beginning with the most important areas first, annual programmes being greater than would be adopted under normal circumstances.

4. Legal Surveys would be carried out on lands under Federal control, such as national parks, and Indian Reserves.

5. Air Surveys.

Air photography required for the surveys and mapping outlined above would be supplied by the Dominion.

6. Geodetic Surveys.

Surveys to provide control for the mapping outlined above would be carried out by the Dominion.

7. Water Resources Surveys.

Cooperative arrangements are made with the provinces for the maintenance and recording of water records, stream measurements, etc.

8. In connection with the study of the ethnology, fauna and flora of the country the Department would plan on placing one party in the field in most years.

9. Mineral Investigations.

Field officers would investigate known mineral deposits of interests and keep up to date on developments. Research and development work would be carried on, on minerals and ores, including fuels, in the Bureau of Mines Laboratories at Ottawa and economic studies affecting the industry would be made.

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10. Explosives Control.

Inspectors would visit licensed magazines and registered premises where explosives are kept for sale, and generally administer the regulations under the Explosives Act, 1946.

It is expected that all the above services could be extended to Newfoundland promptly.

ROADS (90;38)

QUESTION - The Newfoundland delegation wishes amplification of the policy of Mines and Resources in the matter of any assistance to road building, e.g. access roads to national parks, mining roads, etc.

ANSWER -- Prior to the war the Dominion assisted the provinces in the construction and development of highways and other roads in certain circumstances.

At present there is no fixed policy in the matter of granting assistance to the provinces for road construction and each individual case is reviewed on its merits; elaboration of any general policy is to wait upon further Dominion-Provincial discussions on the subject of public investment.

DEFENCE (90;41)

QUESTION - Would naval, air and army bases be maintained in Newfoundland by the federal government?

ANSWER -- It will be appreciated that the future development of defence measures is difficult to anticipate today in view of actual and expected changes in types of weapons and even in the general nature of war. What is said here is subject to this qualification.

Should Newfoundland enter Confederation, Newfoundland as part of Canada would come under the understanding respecting defence expressed in the declarations by the President of the United States of America and the Prime Minister of Canada in statements issued on February 12th, 1947. A copy of the statement of the Prime Minister is attached.

Any joint activities in Newfoundland would presumably be conducted under arrangements similar to those in effect under the declarations of February 12th. Arrangements would be specially made regarding the location of and payment for any joint defence establishments that might be considered desirable by both countries.

Cooperation with the United Kingdom and other members of the British Commonwealth would be continued along the lines referred to in the Prime Minister's statement of February 12th.

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With regard to purely Canadian activities, subject to any arrangements which it might be necessary to make with the United Kingdom, Canada would possibly wish to take over the naval base and some other establishments so that these could be activated if that later became desirable. In Newfoundland, as in other parts of Canada, there would be officers and personnel of the Navy, Army and Air Force, but it is not anticipated that there would be at present any large "bases" in active operation by Canada alone in addition to those now operated by the United States.

Subject to its being considered advisable after discussion with people on the spot, it would be proposed to establish two Naval Reserve Divisions and for this purpose to provide the required equipment and training personnel. The Newfoundland Regiment would, of course, be continued on under its existing name and with its splendid traditions in the same way as are Canadian regiments as a unit of the Canadian Reserve Army Forces and the necessary equipment and training personnel would be provided. There is already a large detachment of the Royal Canadian Air Force at Goose Bay and this would be supplemented elsewhere as circumstances warranted.

EXTRACT FROM: "HOUSE OF COMMONS DEBATES"
OFFICIAL REPORT

Wednesday, February 12, 1947

DEFENCE COOPERATION

Security Relationship Between Canada and United States in North America

Right Hon. W. L. MACKENZIE KING (Prime Minister): Mr. Speaker, I wish to make a statement on defence cooperation with the United States. This statement is also being made today by the government of the United States. It is regarding the results of discussions which have taken place in the permanent joint board on defence on the extent to which the wartime cooperation between the armed forces of the two countries should be maintained in this postwar period. In the interests of efficiency and economy, each government has decided that its national defence establishment shall, to the extent authorized by law, continue to collaborate for peacetime joint security purposes. The collaboration will necessarily be limited and will be based on the following principles:

(1) Interchange of selected individuals so as to increase the familiarity of each country's defence establishment with that of the other country.

(2) General cooperation and exchange of observers in connection with exercises and with the development and tests of material of common interest.

(3) Encouragement of common designs and standards in arms, equipment, organization, methods of training and new developments. As certain United Kingdom

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standards have long been in use in Canada, no radical change is contemplated or practicable and the application of this principle will be gradual.

(4) Mutual and reciprocal availability of military, naval and air facilities in each country; this principle to be applied as may be agreed in specific instances. Reciprocally each country will continue to provide, with a minimum of formality, for the transit through its territory and its territorial waters of military aircraft and public vessel of the other country.

(5) As an underlying principle all co-operative arrangements will be without impairment of the control of either country over all activities in its territory.

While in this, as in many other matters of mutual concern, there is an identity of view and interest between the two countries, the decision of each has been taken independently in continuation of the practice developed since the establishment of the permanent joint board on defence in 1940. No treaty, executive agreement or contractual obligation has been entered into. Each country will determine the extent of its practical collaboration in respect of each and all of the foregoing principles. Either country may at any time discontinue collaboration on any or all of them. Neither country will take any action inconsistent with the charter of the united nations. The charter remains the cornerstone of the foreign policy of each.

An important element in the decision of each government to authorize continued collaboration was the conviction on the part of each that in this way their obligations under the charter of the united nations for the maintenance of international peace and security could be fulfilled more effectively. Both governments believe that this decision is a contribution to the stability of the world and to the establishment through the united nations of an effective system of world wide security. With this in mind each government has sent a copy of this statement to the secretary general of the united nations for circulation to all its members.

In August, 1940, when the creation of the board was jointly announced by the late President Roosevelt and by myself as Prime Minister of Canada, it was stated that the Board "shall commence immediate studies relating to sea, land and air problems including personnel and material. It will consider in the broad sense the defence of the north half of the western hemisphere." In discharging this continuing responsibility the board's work led to the building up of a pattern of close defence co-operation. The principles announced today are in continuance of this cooperation. It has been the task of the governments to assure that the close security relationship between Canada and the United States in North America will in no way impair but on the contrary will strengthen the cooperation of each country within the broader framework of the united nations.

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There are a number of comments I should like to make on the foregoing statement.

Cooperation between Canada and the United States in matters of defence has become increasingly effective in recent years. Among the first public statements to be made by the head of either government was the speech of the late President Roosevelt at Kingston, Ontario, 1938, when he said, "The Dominion of Canada is part of the sisterhood of the British empire. I give to you assurance that the people of the United States will not stand idly by if domination of Canadian soil is threatened by any other empire." Two days later at Woodbridge, Ontario, as Prime Minister of Canada I replied, "We, too, have our obligations as a good friendly neighbour, and one of these is to see that, at our own instance, our country is made as immune from attack or possible invasion as we can reasonably be expected to make it, and that, should the occasion ever arise, enemy forces should not be able to pursue their way, either by land, sea or air, to the United States across Canadian territory."

It was two years later, in August 1940, that the permanent joint board on defence was created and it has met regularly ever since to discuss common problems and to make recommendations to the governments which created it. The statement made today emphasizes the desirability of continuing the cooperation between Canada and the United States in matters of defence which has developed through the years.

As the joint statement points out, the charter of the united nations is the corner-stone of the foreign policy of both governments. Certainly, the Canadian government holds that its obligations to the united nations are of overriding importance. In time, it is to be hoped that there will emerge -- apart altogether from reduction and limitation of arms and elimination of weapons of mass destruction-- a system of international security which will be adequate to preserve the peace of the world. The ultimate objective is not joint or regional defence, but collective international defence as the guarantee of national security.

It must be recognized, however, that much progress has still to be made before a system of international security becomes effective. Each nation must therefore consider what steps it should take in the meantime to defend itself against aggression, while bearing constantly in mind that these steps should contribute to the development of general security in accordance with the charter of the united nations. I should like to make it entirely clear that, so far as the Canadian government is concerned, and I am sure the United States government also, defence cooperation between Canada and the United States is intended to support and strengthen the united nations.

It will be noted that the principles of cooperation announced in the joint statement parallel closely the procedures which have long been applied between the nations of the British commonwealth.

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Without formal agreements between governments, we have had working arrangements with the United Kingdom and other commonwealth countries for the interchange of personnel, the exchange of observers, and so forth. The similar arrangements envisaged between Canada and the United States in no way interfere with or replace our commonwealth connections in matters of defence training and organization. Given the geographical position of Canada, it is important that measures of cooperation should be undertaken both with the United States and the United Kingdom.

In conclusion, I should like to comment briefly on problems of northern defence. The subject has naturally engaged the attention of many people both here and abroad and some quite unfounded suggestions have been put forward. There is a persistent rumour, for example, that the United States government has asked for bases in the Canadian north. This is a rumour which I should like to deny emphatically. There has been talk of Maginot lines, of large-scale defence projects, all of which is unwarranted and much of it fantastic. What we are trying to do is to view the situation soberly, realistically, and undramatically.

It is apparent to anyone who has reflected even casually on the technological advances of recent years that new geographic factors have been brought into play. The polar regions assume new importance as the shortest routes between North America and the principal centres of population of the world. In consequence, we must think and learn more about those regions. When we think of the defence of Canada, we must, in addition to looking east and west as in the past, take the north into consideration as well. Our defence forces must, of course, have experience of conditions in these regions, but it is clear that most of the things that should be done are required apart altogether from considerations of defence. We must know more about such fundamental facts as topography and weather. We must improve facilities for flying. We must develop better means of communication. The general economic development of the north will be greatly aided by tests and projects carried out by both civilian and defence services. As the government views it, our primary objective should be to expand our knowledge of the north and of the conditions necessary for life and work there with the object of developing its resources.

Canada's northern programme is thus primarily a civilian one to which contributions are made by the armed forces. This has been the pattern for many years. Thus the army years ago installed and has continued to maintain communication systems in the Northwest Territories. It is now responsible for administering the Alaska highway, now known as the Northwest Highway System, extending from Dawson Creek to the Alaska boundary. The R.C.A.F. has been responsible for taking aerial photographs to be used in the production of maps and charts. It has also been given the responsibility of administering the airfields of the northwest staging route from Edmonton north which are used for civil aviation.

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More recently, a small winter experimental establishment was set up at Churchill where various tests on clothing, equipment, transport, and so on, are being conducted which will be of general benefit to all who live in the north.

Since the United States, as well as Canada, recognizes the need for greater familiarity with northern conditions, we have arranged for its government to participate in the work of this establishment. It may be that other tests and projects will require to be undertaken on a joint basis, in order to extend with a maximum of economy and effectiveness, our knowledge of the north. Through such extension we will acquire the basic data that are needed to make more accessible the economic resources of this region and which will be more valuable for defence purposes as well.

Mr. PEARKES: May I ask the Prime Minister whether the government of Newfoundland was represented in the discussions leading up to this agreement or had it been a party in any way to the agreement?

Mr. MACKENZIE KING: The permanent joint defence board is composed of representatives of Canada and of the United States. There are no representatives of the government of Newfoundland on the board.

Mr. GRAYDON: Will this necessitate any extension in either the personnel or the functions of the permanent joint defence board?

Mr. MACKENZIE KING: I cannot think of any extension at the moment. It may be that as time goes on, as in the past, the board may have to be enlarged for certain purposes.

SICK MARINERS' SERVICE (91; 44, 1(a))

QUESTION - What is the Sick Mariners' Service?

ANSWER -- Re the Sick Mariners' Service, Part V of an Act respecting Shipping, Statutes of Canada, 1944, states:

> "304. (1) The Minister may rent, and equip and maintain premises for hospitals for the care and treatment of sick mariners, and may, with the consent of the persons having the control and management of any hospital, designate such hospital to be, during his pleasure, a hospital for the care and treatment of sick mariners, and contract with such persons for the care and treatment of sick mariners, and may discontinue the use of any such hospital for the purposes aforesaid.
>
> (2) The Minister may make regulations for the government of any hospital for sick mariners, and may prescribe the duties and powers of the medical and other officers and employees of and in such hospitals, and of the port physicians and of all other officers required to perform any services in carrying

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out the provisions of this Part of this Act, or of any regulation made hereunder.

> 305. (1) There shall be levied and collected on every ship arriving in any port in the provinces of Quebec, Nova Scotia, New Brunswick, Prince Edward Island, British Columbia or in any port on Hudson Bay or James Bay in the provinces of Manitoba or Ontario, hereinafter called "the said provinces", a duty of two cents for every ton which such ship measures, register tonnage: "Provided that such duty shall not be levied or collected on"...

a vessel in the coasting trade proceeding from port to port within one province, from a ship coming from and returning immediately to a foreign port, which has paid duty since arrival at a previous port of call in Canada, or from any craft which does not carry a crew and is not self-propelling.

Initial payments of duty will be at least $2. in all cases. The minimum amount due from a vessel in each calendar year will be $2. or six cents per registered ton of the ships tonnage, whichever is the greater. The duty will be payable a maximum of three times a year to the collector of customs. No clearance will be granted unless the duty is paid. Payment is not compulsory for ships employed exclusively in fishing, but the master of such a ship may pay the duty if he desires, if a ship is registered in Canada, prior to the first fishing voyage of the year. The vessel is then liable for a maximum of three payments.

Once the duty has been paid, the commander of the ship concerned may apply in writing to the chief customs officer at any port in the provinces named for free medical or surgical treatment for any man of the crew.

> "Sec.308. (2) The collector or chief officer of Customs if he considers that the sick mariner is entitled to the benefits of this Act shall forthwith direct him to a designated doctor or hospital and such sick mariner, if provided with a written recommendation from the person in command of his ship endorsed as approved by the collector or chief officer of Customs, shall receive gratuitously such medical, surgical or other treatment as the case requires."

With regard to the inquiry concerning the coverage and expenditure in an "average year", in 1945-46, 103,834 seamen were covered, 18,180 were treated for illnesses, and the total expenditure under the scheme was $321,375.34. In 1946-47, 91,868 seamen were covered, 18,920 were treated, and the total expenditures were $358,281.09. Total expenditure per seaman was therefore just under $3.10 in 1945-46 and about $3.90 in 1946-47. Total number of vessels paying dues was 4,608 in 1945-46

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and 4,902, with a total tonnage of 6,152,538, in 1946-47.

Further details regarding the expenditure and treatments under the Act are given on p.67 of the Annual Report of the Department of National Health and Welfare, 1945-46.

1. In 1946-47 the revenue obtained under the scheme amounted to about 60 per cent of the expenditure or $203,043.

2. The following table shows revenue and expenditure of Sick Mariners' Dues by Province for fiscal year 1946-47.

	Revenue	Expenditure
Head Office	$	$ 2,287.91
Quebec	59,253.18	76,118.93
New Brunswick	25,008.32	42,247.69
Nova Scotia	52,571.71	118,753.19
Prince Edward Island	241.45	560.50
British Columbia	65,445.57	117,827.76
Ontario	12.92	253.46
Manitoba	510.28	231.65
TOTAL	203,043.43	358,281.09

3. A certain proportion of the treatments (especially in Nova Scotia) are given by salaried part-time physicians, 22 in 1946-47, who are paid on the average $800 or $900 a year. In each of the last two years rather more than 3,000 seamen were treated in this manner.

4. Nearly 7,000 seamen, however, were treated on a fee basis by a total of 216 doctors in the provinces concerned in 1946-47. Over 200 other doctors also gave professional assistance in the treatment of sick mariners under this scheme.

5. The largest part of the money expended under the scheme is paid to about 130 hospitals which contract to treat the sick mariners. Payments on this account were $187,692.13 for 1946-47 with 3,263 ward patients and 8,530 out patients receiving care under the scheme.

There are two marine hospitals maintained at Sydney and Lunenburg, but no full-time doctors. Eight emergency hospitals, actually rooming houses, are also listed, but the amount of treatment at them appears to be very small. There

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are five clinics located at Sydney, Halifax, St. John, N.B., Quebec and Vancouver.

6. In conclusion, the officials of the Division concerned wish to emphasize that this is not a health insurance scheme, but merely a means of ensuring that sick seamen upon vessels paying dues entering Canadian ports in the provinces concerned receive adequate medical treatment.

Sec.305. (5) Therefore stipulates that "No sick mariner taken ill or injured outside of Canada and arriving in any of the said provinces otherwise than in a ship to which he belongs, shall be entitled to the benefits conferred by this section." This subsection will not apply to a sick mariner belonging to a fishing vessel which has already made a voyage during that year.

HARBOURS (94;61)

QUESTION - Amplification of the role of Public Works in regard to dredging in certain harbours in various parts of the country. What is meant by "various parts"?

ANSWER -- The Department of Public Works is charged with construction and maintenance of wharves, breakwaters, and harbour facilities in public harbours other than those administered by the National Harbours Board. Under certain circumstances it also undertakes projects in harbours administered by Harbour Commissions appointed by Parliament.

"Various parts" means any parts of the country where there are public harbours.

Under Section 108 of the B.N.A. Act of 1867 and the Third Schedule to that Act, public harbours existing at the time of union became the property of the Dominion. Other harbours remained the property of the province though they fell under the legislative jurisdiction of the Federal Government with respect to navigation and shipping under Section 91(10) of the Act and were, as necessary, designated as public harbours under the Canada Shipping Act.

As a general rule, the Federal government builds and maintains harbour facilities in places where commercial need for such services is proven. Harbour facilities may also be constructed in places where isolated communities depend upon such facilities for supplies. Private property and leasehold rights exist in public harbours and applications for water-lots and riparian rights are dealt with by the Federal Government with respect to harbours under its administration and by provincial governments with respect to harbours falling under provincial administration.

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The Department of Transport is responsible for the management of public wharves and for minor repairs thereto. The Department administers harbours under regulations made pursuant to the Canada Shipping Act, Part X; wharves under regulations made pursuant to the Government Harbours and Piers Act. Some 2,000 wharves are now administered by the Department, the majority being on the East Coast. Three hundred harbours are supervised by harbour-masters responsible to the Department of Transport who enforce regulations for the benefit of those using the harbours. They report to nine agencies of the Department situated in various districts. Capital expenditures for breakwaters, etc., in public harbours are made by the Department of Public Works, which also provides for maintenance such as dredging; The Department of Transport, in connection with its responsibility for aids to navigation, looks after buoys; lighthouses, etc.; running expenses such as harbour-masters' fees are normally met out of harbour dues.

Wharfingers are maintained at about one third of the wharves which are administered by the Department of Transport. Small wharfage charges are levied at such harbours. Revenues from such charges now run to about $175,000 a year. They take care of the wharfingers' fees, the balance accruing to the government. Fishermen, though not fishing companies, are exempt from such charges.

At present, eight harbours in Canada are administered by Harbour Commissions which are responsible to the Minister of Transport. These harbours finance themselves, sometimes with the assistance of government loans. Also, in some instances, the Department of Public Works undertakes certain projects. In most cases, municipal interests are involved in their administration.

The Canada Shipping Act, the Government Harbours and Piers Act, with regulations for the management and use of government wharves, and a pamphlet entitled "General and Special Regulations for the Government of Public Harbours in Canada", might also be consulted.

GANDER AIRPORT (97;80)

QUESTION - Would Gander airport become federal?

ANSWER -- In Canada, all airports performing the type of work similar to that carried on at Gander are federal airports. Unless the Newfoundland government wish other arrangements made, it would be reasonable to assume that in the event of union Gander airport would be taken over by the federal government.

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NATIONAL HARBOURS (110; 62-64)

QUESTION - What harbours in Newfoundland would become National Harbours?

ANSWER -- The designation of any harbour in Newfoundland as a National Harbour would be a matter to be decided by the Canadian Government after investigation of the local situation. Among the factors to be considered would be the extent of municipal interest in the harbours and the amount of ocean-going shipping using them.

It may be noted that the National Harbours Board first took over seven harbours in 1936. All these harbours had previously been administered by Harbour Commissions which were carrying heavy government loans and there was little or no municipal equity in the harbours. The only harbour which has since then been declared a National Harbour is the one at Fort Churchill.

The National Harbours Board Act might also be consulted. See also answer to question regarding wharves, breakwaters and harbour facilities.

THE CANADIAN BROADCASTING CORPORATION
(105 & 106;34-41)

QUESTION - Would the Newfoundland government continue to own, operate and control the B.C.N., subject to the general control of the C.B.C.? Presumably the radio tax would be $3 and would go to the federal government or the C.B.C. Would the C.B.C. be likely to establish a station in Newfoundland? Could the B.C.N., if it wished, carry C.B.C. programmes in whole or in part?

ANSWER -- (1) The present fee for radio receiving set licences in Canada is $2.50 in areas where electric power is available from public distribution systems and $2.00 in other areas. This amount is collected by the Department of Transport and paid over to the Canadian Broadcasting Corporation less collection and administration expenses. (It may be arranged in the future to pay the whole amount over to the C.B.C. - collection and administration expenses to be borne by the state).

The same procedure as to collection of fees is followed in all provinces.

(2) Under present policy the federal government does not favour the licensing of broadcasting stations to provincial governments. Newfoundland would not be expected, if it became a province of Canada, to continue to operate and control the Broadcasting Corporation of Newfoundland.

(3) Arrangements could however be considered for the B.C.N. station to be taken over

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by the C.B.C., and in such case, if facilities are available at reasonable cost, C.B.C. programmes could be supplied to them and some programmes from Newfoundland could be carried over the C.B.C. network. The B.C.N. station would primarily remain a Newfoundland station and be concerned with origination of local programmes. It would be an object of the C.B.C. to provide national network service covering as great an area of Newfoundland as possible, as in other provinces.

NEWFOUNDLAND AND THE FEDERAL CIVIL SERVICE (107;49)

QUESTION - Would federal employees in Newfoundland be ordinary residents of Newfoundland or would they be sent in from other parts of Canada? When an existing service was taken over by the federal government what would be the position of the present employees?

ANSWER -- (a) Positions in the Civil Service of Newfoundland which would become Federal Civil Service positions

Subject to satisfactory proof of qualifications, present employees in such positions would be admitted to the Federal Civil Service without competition. Their rates of pay would be those at present received or the next higher rates in the range, provided they do not exceed the scale of salaries set in the federal classification.

On the basis of general legislation recently passed parliament, they would also be able to carry with them such superannuation rights as they possess and to enter into the federal superannuation scheme. They would also carry with them their length of service credits, sick leave credits, etc.

(b) Future appointments to federal positions in Newfoundland

In so far as possible, future appointments to federal positions in Newfoundland would be made from residents of Newfoundland, though if a suitable resident could not be found, it might be necessary in certain exceptional cases, to recruit from the Dominion at large.

(c) Eligibility of residents of Newfoundland to compete for federal positions at Ottawa.

Residents of Newfoundland would have the same rights as those of other provinces to compete for federal positions at headquarters in Ottawa.

It would probably not be necessary to introduce any special legislation to effect any of the proposals in (a) as Section 59 of the Civil

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Service Act enables the Commission to exempt certain positions from the operation of all or part of the Civil Service Act, subject to the approval of the Governor General in Council.

NATIONAL FILM BOARD (109; 59-61)

QUESTION - What services may be expected from the National Film Board?

ANSWER -- Policy -

The National Film Board would endeavour to cooperate in the production of films, still pictures, displays, etc., on the following basis:

(a) A project considered to be primarily of national interest - viz. the significance, economic and social, of the development of the province - would be financed by the National Film Board as it is in respect of subjects in all other parts of Canada.

(b) A project considered to be of provincial interest and also of national significance, viz., the completion of a large-scale conservation project, might, with mutual agreement, be financed jointly by the province and the National Film Board, or by the province and another Federal department, using the facilities of the National Film Board.

(c) A project considered to be primarily of provincial interest, viz., the building of a new school, road, etc., or the exposition of provincial policies, would be financed from provincial funds. The technical resources of the National Film Board would be made available to the province at cost provided:

(1) such technical assistance was available at the time requested.

(2) the provincial authorities could not, or did not wish to, engage the facilities of a private producer.

Rural Circuits -

On invitation from the Newfoundland authorities one or two National Film Board officers would meet with representatives of the Provincial Government to undertake preliminary planning. Such a plan includes the number of communities to be served, the number of circuits to be operated and the arrangement of financial and transportation details. The projectionists, for instance, might travel on provincial government ships making regular calls at the outports. As in the other provinces, the National Film Board provides projectors on a loan arrangement with the province; pays the salaries and travel expenses of the projectionists, and supplies a monthly film program. The province makes available the personnel, such as projectionists and librarians, looks after shipping and scheduling of the programs.

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Thus in Newfoundland a mutually acceptable number of circuits would be established on this basis, with the possibility of additional service to other communities to follow. In addition to the rural circuit service to the outports, the National Film Board would provide extensive assistance to adult and other education bodies in the full range of visual aid materials.

Film Libraries -

The National Film Board provides a basic library to the Province, supplementing it with additional prints as production is completed. More prints of subjects already in the library and any others which may be required are supplied on request and at cost.

Film Production -

The National Film Board would undertake production of films in the national interest on its own account, dealing with subjects located in or relating to Newfoundland. Films would also be produced on subjects of specific interest to Newfoundland, sponsored and paid for by the Provincial Government or with the National Film Board sharing the costs in cases where federal and provincial interests coincide.

Still Photographs -

The National Film Board, on its own account, would assign still photographers to documentary coverage of subjects in Newfoundland, the photographs to be distributed nationally (and abroad through the Department of External Affairs) in newspapers and periodicals.

(a) Shooting of stills or still picture stories for archives, records and public information within the province in accordance with policy outlined above.

(b) Provision of still pictures including enlargements and blow-ups to any size for display or other purposes at cost to the Province. These pictures to be drawn from National Film Board stills library.

(c) Provision of matts for distribution to journals in the Province at cost to the Provincial Government.

Displays -

On the basis of existing still pictures and new material that will be provided in future, the National Film Board could produce displays of various sizes, including portable displays, which could be circulated on National Film Board circuits or used at fairs, exhibitions and in government buildings. Such display material to be provided to the provincial government at cost where the subject is one of Provincial concern. Displays produced for all other departments of government would, of course, be available in Newfoundland.

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Filmstrips -

The production of filmstrips for classroom and training use in the province, including material. Allocation of cost of each production to be decided on the basis of policy outlined above.

Publications -

All still pictures shot in Newfoundland, whether at the request of provincial government or by the National Film Board independently, would be made available to the Provincial Government for use in government publications. The National Film Board would be willing to provide technical assistance at cost in the design and lay-out of such provincial publications if requested.

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INCOME TAX (115-119)

QUESTION - Could we have a table showing personal Income Tax in the same groups as shown but with much greater detail as to status - Single, no dependents, 1,2,3,4,5 dependents; Married, no dependents, 1,2,3,4,5,6,7,8, 9,10,11,12 dependents?

Canadian Income Taxes 1948

Single Taxpayer

Income	With No Dependents	With one dependent child of F.A. age	With two dependents children of F.A. age
$	$	$	$
750			
800	5		
900	16	5	
1,000	29	16	5
1,200	61	44	29
1,500	120	100	80
1,800	180	160	140
2,000	220	200	180
2,250	270	250	230
2,500	320	300	280
2,750	370	350	330
3,000	420	400	380
3,500	520	500	480
4,000	620	600	580
5,000	835	813	791
7,500	1,465	1,435	1,405
10,000	2,253	2,218	2,183
20,000	6,515	6,465	6,415
30,000	11,728	11,673	11,618
50,000	23,456	23,401	23,346
75,000	39,418	39,358	39,298
100,000	56,631	56,566	56,501
200,000	133,056	132,981	132,906

Note:-

In calculating the above taxes it has been assumed that all incomes up to $30,000 are entirely earned incomes, and that incomes of more than $30,000 include earned income of that amount and additional investment income to make up the total.

A deduction of $100 is allowed for each dependent child of Family Allowance age (under sixteen years).

A deduction of $300 is allowed for each adult dependent, or each child over sixteen years and under eighteen years, or under twenty-one years and attending school.

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Single Taxpayer

Income	With three dependent children of F.A. age	With three dependent children of F.A. age and one adult dependent	With three dependent children of F.A. age and two adult dependents.
$	$	$	$
750			
800			
900			
1,000			
1,200	16		
1,500	61	16	
1,800	120	61	16
2,000	160	100	44
2,250	210	150	90
2,500	260	200	140
2,750	310	250	190
3,000	360	300	240
3,500	460	400	340
4,000	560	500	440
5,000	769	703	640
7,500	1,377	1,299	1,221
10,000	2,148	2,043	1,945
20,000	6,365	6,215	6,065
30,000	11,563	11,398	11,253
50,000	23,291	23,126	22,961
75,000	39,238	39,058	38,878
100,000	56,436	56,241	56,046
200,000	132,831	132,606	132,381

Note:-

In calculating the above taxes it has been assumed that all incomes up to $30,000 are entirely earned incomes, and that incomes of more than $30,000 include earned income of that amount and additional investment income to make up the total.

A deduction of $100 is allowed for each dependent child of Family Allowance age (under sixteen years).

A deduction of $300 is allowed for each adult dependent, or each child over sixteen years and under eighteen years, or under twenty-one years and attending school.

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Married Taxpayer

Income	With no children	With one child of F.A. age	With two children of F.A. age	With three children of F.A. age	With four children of F.A. age
$	$	$	$	$	$
1,500					
1,600	10				
1,700	22	10			
1,800	36	22	10		
2,000	70	52	36	22	10
2,250	120	100	80	61	44
2,500	170	150	130	110	90
2,750	220	200	180	160	140
3,000	270	250	230	210	190
3,500	370	350	330	310	290
4,000	470	450	430	410	390
5,000	670	650	630	610	590
7,500	1,260	1,234	1,208	1,182	1,156
10,000	1,990	1,960	1,930	1,900	1,870
20,000	6,140	6,090	6,040	5,990	5,940
30,000	11,315	11,260	11,205	11,150	11,095
50,000	23,043	22,988	22,933	22,878	22,823
75,000	38,968	38,908	38,848	38,788	38,728
100,000	56,143	56,078	56,013	55,948	55,883
200,000	132,493	132,418	132,343	132,268	132,193

Note:-

In calculating the above taxes it has been assumed that all incomes up to $30,000 are entirely earned incomes, and that incomes of more than $30,000 include earned income of that amount and additional investment income to make up the total.

A deduction of $100 is allowed for each dependent child of Family Allowance age (under sixteen years).

A deduction of $300 is allowed for each adult dependent, or each child over sixteen years and under eighteen years, or under twenty-one years and attending school.

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Married Taxpayer

Income	With five children of F. A. age	With six children of F.A. age	With seven children of F.A. age	With eight children of F.A. age
$	$	$	$	$
1,500				
1,600				
1,700				
1,800				
2,000				
2,250	29	16	5	
2,500	70	52	36	22
2,750	120	100	80	61
3,000	170	150	130	110
3,500	270	250	230	210
4,000	370	350	330	310
5,000	570	550	530	510
7,500	1,130	1,104	1,078	1,052
10,000	1,840	1,810	1,780	1,750
20,000	5,890	5,840	5,790	5,740
30,000	11,040	10,985	10,930	10,875
50,000	22,768	22,713	22,658	22,603
75,000	38,668	38,608	38,548	38,488
100,000	55,818	55,753	55,688	55,623
200,000	132,118	132,043	131,968	131,893

Note:-

In calculating the above taxes it has been assumed that all incomes up to $30,000 are entirely earned incomes and that incomes of more than $30,000 include earned income of that amount and additional investment income to make up the total.

A deduction of $100 is allowed for each dependent child of Family Allowance age (under sixteen years).

A deduction of $300 is allowed for each adult dependent, or each child over sixteen years and under eighteen years, or under twenty-one years and attending school.

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Married Taxpayer

Income	With eight children of F.A. age and one adult dependent.	With eight children of F.A. age and two adult dependents.	With eight children of F.A. age and three adult dependents.	With eight children of F.A. age and four adult dependents.
$	$	$	$	$
1,500	-	-	-	-
1,600	-	-	-	-
1,700	-	-	-	-
1,800	-	-	-	-
2,000	-	-	-	-
2,250	-	-	-	-
2,500	-	-	-	-
2,750	16	-	-	-
3,000	52	10	-	-
3,500	150	90	36	-
4,000	250	190	130	70
5,000	450	390	330	270
7,500	978	912	846	780
10,000	1,660	1,570	1,480	1,390
20,000	5,590	5,440	5,300	5,165
30,000	10,710	10,545	10,380	10,215
50,000	22,438	22,273	22,108	21,943
75,000	38,308	38,128	37,948	37,768
100,000	55,428	55,233	55,038	54,843
200,000	131,668	131,443	131,218	130,993

Note: In calculating the above taxes it has been assumed that all incomes up to $30,000 are entirely earned incomes, and that incomes of more than $30,000 include earned income of that amount and additional investment income to make up the total.

A deduction of $100 is allowed for each dependent child of Family Allowance age (under sixteen years).

A deduction of $300 is allowed for each adult dependent, or each child over sixteen years and under eighteen years, or under twenty-one years and attending school.

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DUTIABLE AND NON-DUTIABLE IMPORTS (123; 2nd last para.)

QUESTION - What were the actual values and proportions of all dutiable imports and non-dutiable imports into Canada in 1945?

ANSWER - -

ANALYSIS OF IMPORTS FOR CONSUMPTION INTO CANADA IN THE CALENDAR YEAR 1945

	From all Countries	From United Kingdom	From United States
	$	$	$
Dutiable Imports	798,795,201	37,626,600	692,146,196
Free Imports	786,979,941	102,890,848	510,271,438
Total Imports	1,585,775,142	140,517,448	1,202,417,634
Duty Collected	168,227,533	6,618,444	133,858,239
Average ad valorem rate of duty			
- on dutiable imports	21.1 p.c.	17.6 p.c.	19.3 p.c.
- on total imports	10.6 p.c.	4.7 p.c.	11.1 p.c.
Percentage of total imports subject to duty -	50.4 p.c.	26.8 p.c.	57.6 p.c.
Percentage of total imports free of duty -	49.6 p.c.	73.2 p.c.	42.4 p.c.

CORPORATION TAX (120; section (c))

QUESTION - Does the agreeing Province get the proceeds of the 5% Corporation Tax, over and above the other compensation to the Province provided in the agreement?

ANSWER -- As outlined in paragraph 3 on page 71 of "Some Notes on the Constitution and Government of Canada and on the Canadian Federal System" "the revenue from this tax is to go to the individual Province with a corresponding reduction in the amount of compensation paid to the Province". Furthermore, "where the imposition of this tax is permissive in the agreement (clause 7), it is pointed out that a deduction will be made from the payment to the Province corresponding to the amount of revenue that such a tax would have yielded if the Province does not impose the tax (clause 3)."

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APPENDIX V

(i) Newfoundland--outstanding public debt, direct and indirect;

(ii) Debts Assumed and Debt allowances at Confederation.

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APPENDIX V

(i) The Newfoundland Debt

The composition of Newfoundland's debt is set forth in the following table.

	Debt (Projected to December 31, 1947)[1]		
A. Direct Debt--External[2]	£[3]	$	Sinking Funds
Trustee Securities maturing 1950-52	872,528	3,525,013	3,525,813[4]
3% Guaranteed Stock (maturing 1943-63)	17,793,405	71,885,356	8,342,380
Loans post maturity, etc	8,189	33,083	?
TOTALS	18,674,122	75,443,950	11,868,193

Net Total external Direct Debt: $63,575,257.

B. Direct Debt---Internal		
3 3/4% War Loan, 1940-65	1,500,000	316,350
3½% First Victory 1942-4	1,500,000	153,013
3% Second Victory, 1943-58	2,000,000	162,605
Savings Certificates	1,935,470	247,400[5]
	6,935,470	819,368

Total Net Direct Debt, ($82,378,920 less $12,765,561): $69,613,359.

Indirect Debt

1. Bowater's Newfoundland Pulp and Paper Mills Limited. 3½% bond issue, guaranteed as to principal and interest	$1,651,100
2. St. John's municipal Council, guaranteed as to principal and interest	$272,950
3. Harbour Grace Water Company, 4% issue guaranteed as to interest	$ 76,400
4. Carbonear Water Company	$ [illegible]
5. Ry. Employees Welfare annuities, guaranteed as to principal and interest	$ 24,882
6. Western Marine Railway, bonds held by Government	$ 28,000

St. John's

The City of St. John's debt as of December 31, 1946 was approximately $2,517,000 net or $44.94 per capita, of which about $2,057,000 net was in the form of debentures or bonds and the remainder in temporary loans on accounts payable.[6]

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(1) Main sources: statement presented by Newfoundland Delegation in Ottawa, June 1947; Newfoundland Public Accounts.
(2) Omitting (a) £400,000 temporary war loan 1917, which United Kingdom Government announced 1947, would be cancelled; and (b) loan of 1942 to the Railway from Defence Supplies Corporation of the United States for equipment, amount still outstanding, apparently about $1,500,000.
(3) Sterling converted at $4.04.
(4) Met by deposit in London at 2⅓% to meet loans at maturity.
(5) As of December 31,1946.
(6) Financial Statement of the City of St. John's, year ending December 31, 1946.

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(ii) DEBTS ASSUMED AND DEBT ALLOWANCES AT CONFEDERATION

A. - The Four Original Provinces

1. At Confederation the Dominion assumed all provincial indebtedness except certain guarantees and conditional liabilities such as those arising out of the municipal loan fund indemnity account of Lower and Upper Canada. (The debt assumed included direct debt and small amounts of guaranteed debt, savings bank deposits, notes in circulation, temporary loans, trust funds and certain capital liabilities). The total gross debt assumed was about $98,681,000.

2. The Dominion also assumed all liquid assets of the provinces including cash, sinking funds, investments and certain current assets amounting in all to about $4,996,100. In every case such assets were credited against the debt assumed.

3. The Dominion also assumed all provincial public works which related to the subject matter of legislative power allotted to the Dominion Parliament. These, which were set out in the third schedule of the B.N.A. Act, included canals, public harbours, lighthouses, steamboats, river and lake improvements, railways and railway stock, mortgages etc., military property and supplies, custom houses, post offices, ordnance property belonging to the Imperial Government. No credit was given the provinces for public works thus transferred.

4. Although the Dominion assumed all the debt of the provinces (except certain indirect liabilities), an attempt was made to equalize the relief from debt on a per capita basis. The per capita debt of Nova Scotia and New Brunswick was about $25.00 based on the population of 1861. This figure and population basis were taken as the base for debt allowances to all provinces, although the actual debt allowance was in round numbers as follows:

New Brunswick:	$ 7,000,000
Nova Scotia:	$ 8,000,000
Canada:	$ 62,500,000

If the net debt assumed were less than the debt allowance, the Dominion was to pay the provinces 5% per annum on the difference; if more, the province was to pay the Dominion 5% on the difference. In all cases the total debt allowance was below the net debt assumed, notably in the case of Canada where the net debt assumed was about $10,000,000 more than the debt allowance.

5. Some adjustment proved necessary after confederation. When it was subsequently discovered that New Brunswick's debt allowance was actually about $27.77 per capita, Nova Scotia's debt allowance was increased in proportion. Difficulties also arose over the distribution as between Ontario and Quebec of the excess debt of the late colony of Canada. The Dominion therefore assumed this debt in 1873 and allowances of the other provinces were increased in proportion. Interest on arrears of interest on this

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increased debt allowance was made up in 1884. Thereafter the per capita allowances of the four original provinces amounted to about $32.43 based on the population of 1861.

B. - Prince Edward Island

6. The debt of Prince Edward Island when it entered federation in 1873 was approximately $40 per capita. The subsidy basis would also not provide sufficient revenue. Thus the debt allowance was increased to $50.00 per capita for the Island, among other adjustments in the original formula, in order to provide the province with sufficient revenue. All debts and assets were transferred to the Dominion on a similar basis to that for the four existing provinces.

C. - British Columbia

7. British Columbia had very few sources of revenue at the time it entered federation. Moreover, its actual population was small and would not provide for a sufficient subsidy on the existing basis. Thus an assumed population of 60,000 was agreed to, both for purposes of per capita subsidies and debt allowances, although the actual population was only about 9,100 white and 25,000 Indians and Chinese.

D. - Manitoba

8. At the time Manitoba was created (1870) it had no debt but a debt allowance of $27.77 (the rate for New Brunswick and Nova Scotia) and an assumed population of 17,000 was provided for. This debt allowance was increased by the general increases of debt allowances in 1873 and 1884, (32.43 per capita). Financial difficulties led to continued pressure for increased federal payments and repeated appeals were made for revision upward of the debt allowance and other federal payments. In 1884, the Federal Government agreed to a population base of 125,000. The Dominion had advanced a capital sum of $232,000 for construction of provincial buildings and this was deducted from the settlement of 1884 but was restored in 1898. In 1908 the province was enlarged and in 1912 the population base for purpose of debt allowances was accordingly increased as from 1908 to 250,000, the same as that for Alberta and Saskatchewan, the rate of $32.43 per capita continuing to apply.

E. - Saskatchewan and Alberta

9. These provinces were created in 1905. When created they had no debt and no assets in the form of public works. A special capital sum of $465,000 was thus provided for each province for the construction of public buildings. An assumed population of 250,000 was taken for each province (this was near the actual population for Saskatchewan but considerably higher than the actual for Alberta). A per capita payment of $32.43 for debt allowances was provided (the rate for existing provinces).

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APPENDIX VI

(i) The Tax Agreement applied to Newfoundland;

(ii) Probable Federal Revenues and Expenditures with respect to Newfoundland;

(iii) A Statement Indicating How Existing Newfoundland Revenues and Expenditures Might be Affected by Union.

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APPENDIX VI

(i) THE TAX AGREEMENT APPLIED TO NEWFOUNDLAND

Newfoundland would agree

1. To rent following fields of taxation
   - (a) Personal Income Taxes until end of calendar year 1951
   - (b) Corporation Taxes (including corporation income taxes, but not royalties, rentals, etc., on natural resources) until end of calendar year 1951
   - (c) Succession Duties on deaths occurring before March 31, 1952 (this is optional. If Newfoundland remained in field, Federal payments reduced by Federal losses in revenue)

2. To impose a 5% tax on Corporation income within Newfoundland to be collected by Federal Government with corresponding reduction in Federal payment. Failure to do so would result in equivalent reduction in Federal payments in any event.

Federal Government would agree

1. To make certain payments on basis set out below in respect of fiscal years up to and including 1952.

2. To pay to Newfoundland (whether or not there is an agreement) half the tax collected by the Federal Government on income of certain public gas, electric or steam utilities

Basis of Federal Payments to Newfoundland

Let us begin with the minimum, irreducible payment on which all subsequent calculations are based.

Three options would be available to Newfoundland.
- (a) $12.75 per capita (1942 population) plus 50% of the amount agreed upon as equivalent to the total revenue received by the province and its municipalities in respect of income taxes, corporation income taxes and corporation taxes during the fiscal year of the province ending nearest to Dec. 31, 1940, plus statutory subsidies payable by Canada during the calendar year 1947.
- (b) $15 per capita (1942 population) plus statutory subsidies payable by Canada during the calendar year 1947.
- (c) $2,100,000.

The first option assumes the existence of a province in 1940. Newfoundland in that year was a unitary state and therefore raised revenues for what in Canada would be regarded as both Federal and Provincial purposes. It would be impossible to say

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how much Newfoundland as a province would have raised in 1940 by way of personal income and corporation taxes and succession duties. Hence this option does not appear to be applicable. In any event even were half the Newfoundland revenues from these sources in 1940 attributes to Newfoundland as a province (which greatly exceeds the share of the total of these taxes raised by other provinces in that year) this option would not give results as favorable to Newfoundland as the second option.

The third option clearly would not be chosen by Newfoundland.

On grounds of both applicability and revenue the second option would therefore be selected.

Assume that Newfoundland's population rose uniformly between 1935 and 1945 and that it continued to increase at the same rate after 1945. On these assumptions the relevant figures are:

1942	---	311,301
1944	---	317,672
1945	---	321,101
1946	---	324,434
1947	---	327,802

Calculation of Minimum

First Step Population for 1942 (311,301) multiplied by $15 - $4,669,515

Second Step Add statutory subsidies

The B.N.A. Act provides a population grant of 80¢ per head, a grant for government and legislation of $180,000 and a debt allowance. Application of the most favorable debt allowance offered to any other province ($50 per capita) would relieve Newfoundland of only a portion of her present debt. Hence, for purposes of these calculations, there is no basis on which to estimate a debt allowance payment.

Population Grant (327,802 x .80)	$262,241.60
Government and legislation	$180,000.00

Seven of the nine existing provinces receive other statutory subsidies which are included in the basis for calculating tax agreement payments, e.g. the Duncan-White report payments of $900,000 in N.B. and $1,300,000 in N.S. If any special subsidies of this kind were to be granted to Newfoundland, presumably they would be similarly included.

Special Subsidy ?

The minimum irreducible payment would therefore be the sum of the foregoing i.e.,

$15 per capita payment	$4,669,515.00
Population grant	262,241.60
Government and legislation	180,000.00
Special Subsidy	?
	$5,111,756.60 + ?

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CALCULATION OF PAYMENT FOR 1947

In order to arrive at the payment for any year, adjustments are first made for population changes in the province and changes in the Cross National Product of Canada as a whole since 1942. For example, if provincial population rises by 2 percent a 2 percent change is made in the figure for that year. Similarly if Canadian G.N.P. rises by 5 percent a 5 percent upward adjustment is made. For purposes of easy calculation the two rates are combined into one. Thus a 2 percent upward change in population and a 5 percent upward change in G.N.P. is the same as a 7.1 percent change overall (i.e. 102 percent multiplied by 105 percent equals 107.1 percent)

Finally as a means of reducing the annual fluctuation, the payment in any one year (e.g. 1947) is the average of the adjusted figures for the three preceding years (e.g. 1944, 1945 and 1946).

Regardless of downward adjustments in either provincial population or Canadian G.N.P. or both, the payment to any province cannot fall below the minimum figure as calculated in the preceding section during the term of the agreement.

On this basis let us calculate what the Newfoundland payment might be for 1947:

First Step - Calculate population change in Newfoundland

	Population	% Change from 1942	Ratio
1942	311,301	---	100.00000
1944	317,672	∕ 2.04657	102.04657
1945	321,101	∕ 3.14808	103.14808
1946	324,434	∕ 4.21875	104.21875

Second Step - Calculate Gross National Product per Capita Change in Canada

	G.N.P. per capita (estimated)	% Change from 1942	Ratio
1942	$883.47349	---	100.00000
1944	969.07907	∕ 9.68966	109.68966
1945	940.87585	∕ 6.49735	106.49735
1946	910.78749	∕ 3.09166	103.09166

(Note: These are the figures for Canada ex-Newfoundland. It is assumed that the inclusion of Newfoundland would not affect these ratios)

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Third Step - Combine First and Second Steps by multiplication of ratios in order to arrive at composite effect of population and GNP Changes

	% change from 1942	Ratio
1942	---	100.00000
1944	⁄ 11.93454	111.93454
1945	⁄ 9.84997	109.84997
1946	⁄ 7.44084	107.44084

To illustrate: The population change for 1944 was an increase of 2.04657 percent over 1942 and the G.N.P change was an increase of 9.68966 percent over 1942. The result of these two changes is an overall increase of 11.93454 percent giving a ratio of 111.93454 percent as shown above for 1944.

Fourth Step - Multiply minimum payment by above ratios for each of years 1944, 1945, and 1946 and average

1944	-$5,111,756.60	x 111.93454	-$5,721,821.24
1945	- "	x 109.84997	- 5,615,263.09
1946	"	x 107.44084	- 5,492,114.23

Average $5,609,732.85

The foregoing average figures would be the amount payable to Newfoundland in 1947 (including statutory subsidies)

If preferred, the $15 per capita figure might be adjusted to account for population changes and then for G.N.P. changes and the statutory subsidies subjected to the same adjustment but such calculations are long and involved and the results exactly the same as those shown above.

In addition Newfoundland would receive half the Fedefal corporation taxes on public utilities as described above.

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(ii) Probable Federal Revenues and Expenditures with Respect to Newfoundland

From information supplied by the Newfoundland Delegation and otherwise available estimates have been made of the additional Federal revenues and the additional Federal expenditures that would probably arise as a result of the inclusion of Newfoundland as a province.

These estimates are necessarily tentative and subject to adjustment not only because of lack of adequate information but also because both revenues and expenditures will depend upon future developments.

Revenue calculations for example, are based on a continuation of present levels of economic activity in Newfoundland and of present rates of Federal taxation. Neither assumption is realistic yet there is no way of allowing for or measuring future changes. On the side of expenditures, the qualifications are at least equally important though of a different character. In particular, these estimates are not to be interpreted as an indication of the expenditures that the Federal Government is prepared to make or is committed to make with respect to Newfoundland other than those embodied in legislation. They are no better than an informed guess of the cost of extending to Newfoundland the departmental services now being rendered throughout the nine existing provinces.

It is highly probable that these estimates overstate probable Federal revenues and understate probable Federal expenditures in a typical year in the future.

Probable Revenues

The following estimates represent the additional Federal revenues that would probably arise as a result of the inclusion of Newfoundland within Canada in a full year at the rates of tax enacted in the 1947 Federal budget on the assumption of a continuation of present levels of economic activity in Newfoundland.

Federal Revenue

Personal Income Tax	$ 3,200,000
Corporate Income Tax (including withholding tax)	7,500,000
Succession Duties	320,000
Customs Duties & Import Taxes	2,000,000
Liquor Taxes	400,000
Tobacco Taxes	500,000
General Sales Tax	4,000,000
Miscellaneous Excise Taxes & Sources of Revenue	1,500,000
Post Office	750,000
Bullion and Coinage and other such Revenue	15,000
TOTAL	20,185,000

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Probable Expenditures

Estimates have been obtained from the Federal Departments of the cost of extending existing services to Newfoundland in a typical year. These estimates could undoubtedly be improved if more detailed information were available. On the other hand, because of the tenuous basis for some of the estimates, it would probably be misleading to present detailed Departmental figures, except where fairly firm estimates based on legislative commitments, e.g. family allowances, can be made.

Tax Agreement Payment (1947 estimate)	$ 5,610,000(1)
Old Age Pensions	2,000,000 to 2,600,000(2)
Family Allowances	8,350,000
Other Departmental Expenditures	9,400,000
TOTAL	$25,360,000 to $25,960,000

Note (1) $15 per capita plus population grant and grant for government and legislation as contained in B.N.A. Act adjusted for population and G.N.P. changes.

Note (2) The estimate of old age pension payments by the Federal Government assumes a $30 per month basic pension of which the Federal share is 75 per cent. A range is indicated because of lack of information as to the income status of those in the over - 70 age category.

The foregoing total does not include

(1) Costs of servicing any part of the Newfoundland debt.

(2) Any costs in respect of the Newfoundland Railway or its auxiliary steamship services.

(3) Any capital expenditures.

(4) Any special subsidies.

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It should be made clear that the expenditures estimate relates to the additional expenditures arising from inclusion of Newfoundland and therefore does not include any of the costs of servicing the present Canadian debt or any other costs now being borne by Canadians.

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(iii) A Statement Indicating How Existing Newfoundland Revenues and Expenditures Might be Affected by Union.

The following statement of the probable division of existing Newfoundland public expenditures under confederation was presented by the Newfoundland delegation, on the basis of information provided in the Estimates of Revenue and Expenditure of the Newfoundland Government for the fiscal year 1947-48.

Items relating to the Newfoundland public debt and the Newfoundland Railway have been deleted.

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Probable Division of Existing Newfoundland Public Expenditures

CONSOLIDATED REVENUE SERVICES (2)

Dominion	Disappear	Reconstruction	Provincial
	Governor $ 20,000		
	Chief Justice 9,000		
	2 Judges 16,000		
	Judge, Central District Court 5,000		
	$ 50,000		

DEPARTMENT OF FINANCE

Dominion	Disappear		Provincial	
Withdrawal worn and multilated coins	20,000	Governor, Duty allowance	$ 3,500	Admin.-Secy. $ 5,360
		3 Commissioners	30,000	1 Accountant 3,200
Rental, Statistical Machines	4,500	Secy. Commission	590	1 Grade I clerk 2,983
		Gr. I Clerk	2,000	1 " " " 2,052
Civil Service pensions	101,000	Asst. Secretary	3,410	1 Clerk Shorthand Typist 1,172
		2 Gr. III clerks	2,131	3 Clerk Shorthand Typists 2,540
$	125,500	1 Private Secy., Commissioner	2,000	1 Clerk-Technician 2,470
		1 Telephonist	1,100	2 Clerk-Machine Operators 2,000
		1 Statis. Officer	3,300	2 Coders 1,721
		1 Clerk, Gr.III	1,651	Auditor General's Department 25,000
		2 Clerk Machine Operators	1,963	Travelling & Misc. 4,700
		2 Coders	1,720	Genl.Contingencies 5,000
		1 Shorthand-Typist	893	Contributions Imperial Institut 4,000
		Auditor General's Department	24,844	Rental, Statistical Machines 4,500
		Travelling & Misc.	5,000	Government Bulletin 19,000
		Reorganization of Government	37,000	Civil Service pensions 101,000
Reconstruction		Genl.Contingencies	5,000	$ 186,698
Railway $1,746,000		Contributions Imperial Inst.	4,700	
		Cost of striking new coin	5,000	
		Foreign Ex.Board	3,000	
		Savings Campaign	17,000	
		Civil Service Death & Marriage Gratuities	14,500	
			$ 170,302	

RECAPITULATION

Dominion	$ 125,500
Reconstruction	1,746,000
Disappear	170,302
PROVINCIAL	186,698
	$ 2,228,500

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DEPARTMENT OF CUSTOMS

Dominion	Disappear	Reconstruction	Provincial
$ 576,800			

DEPARTMENT OF POSTS & TELEGRAPHS

Dominion	Disappear	Reconstruction	Provincial
$ 1,561,700	$ 53,800	Tele-Com. $ 380,000	

RECAPITULATION

Dominion	$ 1,561,700
Disappear	53,800
Reconstruction	380,000
	$ 1,995,500

ASSESSOR OF TAXES

Dominion	Disappear	Reconstruction	Provincial
$ 67,500			$ 10,500

RECAPITULATION

Dominion	$ 67,500
PROVINCIAL	10,500
	$ 78,000

DEPARTMENT OF HOME AFFAIRS

Dominion

Civil Re-Estab. Administration	$ 34,064
War Graves	10,000
	$ 44,064

Disappear

Government House	$ 11,100
Home Affairs Office	4,766
Substitution of Annual Leave	1,220
Travelling & Misc.	11,000
National Convention	150,000
	$178,086

Provincial

Govt.House	$ 3,000
1 Secretary Home Affairs	5,410
1 Clerk	2,804
1 Accountant	2,600
2 Clerks	3,309
1 Typist	801
1 Messenger	1,515
Public Rel.Div.	5,128
Local Govt.Affrs.	6,783
Museum Curator	2,700
Trav.& Misc.	2,000
General	7,900
Local Government Grants	255,000
	$298,950

Reconstruction

Civil Re-Estab. & Vocational Training	$735,000
Housing	1,450,000
	$2,185,000

RECAPITULATION

Dominion	$ 44,064
Disappear	178,086
Reconstruction	2,185,000
PROVINCIAL	298,950
	$ 2,706,100

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DEPARTMENT OF EDUCATION

Dominion	Disappear	Reconstruction	Provincial
		$ 514,600	$ 3,107,700

RECAPITULATION

Reconstruction	$ 514,600
PROVINCIAL	3,107,700
	$ 3,622,300

DEPARTMENT OF JUSTICE

Dominion		Disappear		Provincial	
Central District Court	$ 3,675	Administration	$ 23,803	Administration	$ 25,103
7 District Magistrates	25,193	Travelling, Magistrates, etc.	2,900	Supreme Court	27,934
Penitentiary	44,533	Genl. Justice	5,100	Central District Court	5,542
Penitentiary	35,000	Maintenance and operation of Vessels	5,600	Magistrates	44,988
Court House	1,000		$ 37,403	Deeds & Cos.	6,359
	$109,401			Constabulary	526,830
				Fire Department	154,195
				Penitentiary	25,000
				Misc., Gaols	4,545
				Travelling, Magistrates, etc.	20,000
				Genl. Justice	20,000
				Maintenance and operation of Vessels	5,600
				Penitentiary	10,000
				Court House	1,000
				Outport Courts and Gaols	5,000
				Constabulary	73,800
				Fire Department	27,000
				General, Fire Constabulary	48,000
					$ 1,030,896

Reconstruction

RECAPITULATION

Dominion	$ 109,401
Disappear	37,403
PROVINCIAL	1,030,896
	$1,177,700

DEPARTMENT OF DEFENCE

Dominion	Disappear	Reconstruction	Provincial
$ 28,600			

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DEPARTMENT OF NATURAL RESOURCES

Dominion		Disappear		Provincial	
Government Laboratory	$ 28,672	Relief	$10,000	Administration	$65,874
Government Farm	6,942		$10,000	Division, Fisheries	47,733
urveys	10,000			Govt. Laboratory	28,672
urveys	25,000			Division of Forestry	169,141
Meteorological	100,000			" Agriculture	70,000
Farm	38,000			" Land Developmt.	39,883
	$208,614			Ranger Service	107,440
				Surveys	23,635
				Co-op. Division	40,596
				Trade Commissioner, London	16,164
				Trade Commissioner, New York	23,120
				Travelling	89,000
				Miscellaneous	16,000
				Fisheries	602,200
				Forestry	230,800
				Ranger Division	92,500
				Surveys	36,400
				Trade Com. Expenses	18,400
				Laboratory operations	1,000
				Nfld. Development Board	100
				Encouragement Agriculture	80,000
					$ 1,798,658

Reconstruction	
Handicrafts	$ 39,628
Fisheries	324,500
Forestry	79,800
Surveys	59,000
Surveys	140,000
Surveys	14,500
Rural Devpmt.	682,000
Advances	290,000
	$ 1,629,428

RECAPITULATION

Dominion	$ 208,614
Disappear	10,000
Reconstruction	1,629,428
PROVINCIAL	1,798,658
	$ 3,646,700

DEPARTMENT OF PUBLIC WORKS

Dominion		Disappear		Provincial	
Buildings Div	$20,000	Seasonal	$6,000	Administration	$22,483
Lighthouse & Marine	153,818	Travelling	10,000	Accounts	26,739
Civil Aviation	11,553		$ 16,000	Engineering	13,397
Public Bldgs.	340,000			Buildings Div.	79,254
Marine Division	670,000			Roads & Bridges Div.	99,858
Air Services	588,000			Mines & Geological Division	29,224
Gander	500,000			Labor Relations Div.	30,174
Printing, etc.	75,000			Travelling & Subsist.	32,000
	$ 2,358,371			Telegrams, etc.	19,000
				Public Buildings	429,200
				Roads	1,270,000
				General	66,000
				Geological	95,000
				Printing, etc.	173,000
					$2,385,329

Reconstruction	
Roads	$ 1,750,000
Construction of Bldgs.	1,521,000
Alterations	216,000
Geological	50,000
Gander	400,000
	$ 3,937,000

RECAPITULATION

Dominion	$ 2,358,371
Disappear	16,000
Reconstruction	3,937,000
PROVINCIAL	2,385,329
	$ 8,696,700

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DEPARTMENT OF PUBLIC HEALTH & WELFARE

Dominion		Disappear		Provincial	
War Pensions Division	$ 24,331	Assistance to Indigents	$250,000	Salaries H.Q.	$ 22,687
Registrar General's Department	10,099	Allowance to Widows and Orphans	250,000	Accounts	34,959
Health Inspection	16,738	Maintenance Hospitals	278,000	Business Management	14,835
Merchant Navy Hospital	48,521	General Public Health Service	50,000	Registry	7,365
War Pensions	722,200		$828,000	Division Child Welfare	35,313
Census	15,000			Medical Staff	27,519
	$ 836,889			Ambulance Drivers	18,954
				Central Stores	4,173
				V.D.	4,566
				Relief Officers	51,652
				General Hospital	295,446
				Fever Hospital	27,655
				Sanatorium	218,404
				Mental Hospital	211,018
				Home for Aged and Infirm	25,151
				Central Pharmacy	14,623
				Central Laundry	30,477
				Public H. Laboratory	32,634
				Nursing Services	122,948
				Cottage Hospitals	91,093
				Botwood Hospital	17,696
				Gander "	18,208
				Infants Home	9,024
				Anti T.B.	47,749
				Boy's Home	15,814
				Girl's Home	6,142
				Miscellaneous	132,434
				Travelling & Subsist.	38,000
				Telegrams, etc.	30,000
				Assistance to Indigents	750,000
				Allowance to Widows and Orphans	250,000
				O.A.P.	510,000
				Hospital & other Grants	156,000
				Orphanage Grants	46,200
				Maintenance & Equipment of Hospitals and Institutions	1,000,000
				Ambulance & Transp.	23,000
				General Public Health Services	415,500
					$ 4,767,239

Reconstruction

$235,000.

RECAPITULATION

Dominion	$ 836,889
Disappear	828,000
Reconstruction	235,000
PROVINCIAL	4,767,239
	$ 6,667,128

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BOARD OF LIQUOR CONTROL

Dominion	Disappear	Reconstruction	Provincial
			$ 134,100

DEPARTMENT OF SUPPLY

Dominion	Disappear	Reconstruction	Provincial
	$ 109,400		

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R E C A P I T U L A T I O N

	Dominion	Disappear	Reconstruction	Provincial
Consolidated Revenue Services (2)	$ --	$50,000	$ --	$ --
Department of Finance	125,500	170,302	1,746,000	186,698
Department of Customs	576,800	--	--	--
Department of Posts & Telegraphs	1,561,700	53,800	380,000	--
Assessor of Taxes	67,500	--	--	10,500
Department of Home Affairs	44,064	178,086	2,185,000	298,950
Department of Education	--	--	514,600	3,107,700
Department of Justice	109,401	37,403	--	1,030,896
Department of Defence	28,600	--	--	--
Department of Natural Resources	208,614	10,000	1,629,428	1,798,658
Department of Public Works	2,358,371	16,000	3,937,000	2,385,329
Department of Public Health and Welfare	836,889	828,000	235,000	4,767,239
Board of Liquor Control	--	--	--	134,100
Department of Supply	--	109,400	--	--
	$5,917,439	$1,452,991	$10,627,028	$13,720,070

Add Provincial Legislature and Government	200,000
For Public Services in Hand	500,000
	$ 14,420,070

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The following estimate of the revenue of Newfoundland as a province of Canada was also submitted by the Newfoundland delegation for the information of the Canadian government.

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Estimate of Revenue of Newfoundland as a Province.

Department of Finance		
From Municipal Council Toward Fire Dept.costs	14,000	
Audit and Directors' Fees	2,600	
Miscellaneous	5,000	$ 21,600
Posts & Telegraphs		
Tax on Cablegrams and Code Messages	15,000	
Tax on Landed Cables and Wireless Stations	72,000	$ 87,000
Assessor of Taxes		
Licenses of Accident Insurance Cos.	1,500	
Assessments of Life Insurance Cos.	17,000	
License fees, insurance agents	1,500	$ 20,000
Dept. Home Affairs		
Repayments of Principal and Interest on Loans to Housing Associations	50,000	$ 50,000
Dept. of Education		$ 66,800
Dept. of Justice	30,000	$ 30,000
Dept. of Natural Resources		
Fisheries		
Sale of Bait and storage charges	150,000	
Payments on account Sale etc. M.V.'s "Western" and "Eastern" Explorer	9,000	$ 159,000
Forestry		
Timber Lease Rentals	82,000	
Timber and Saw Mill Royalties	20,000	
Sawmill Licenses	6,000	
Inland Fishery & Game Licenses etc.	40,000	
Water Power Rentals	3,000	$ 151,000
Agriculture		
Agriculture Grants & Leases Rentals	2,000	$ 2,000
Miscellaneous		
Dog Licenses	2,500	
Miscell.	5,000	$ 7,500
Dept. Public Works		
Printing, Stationery and Office Supplies	17,500	
Licenses for Motor Vehicles, Drivers, etc.	250,000	
Examination Fees for Drivers' Licenses	4,000	
Dominion Steel & Coal Corp. contribution for Roads on Bell Island	4,000	
Repayments for Gasoline and Oil supplied to other Government Depts.	3,500	
Fees for inspection of Boilers & Machinery	5,500	
Rentals of Mineral Leases, Royalties, etc.	90,000	
Mining Prospectors' Licenses	300	
Miscellaneous	15,000	$ 389,800

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Dept. Public Health & Welfare

All income shown in Public Accounts except No. 6 (receipts from Merchant Navy Hospital)	$ 312,500
Board of Liquor Control	$1,000,000
Gasoline Tax	
Substitution of Gasoline Tax for existing Customs duties	$ 750,000
Additional Provincial Taxation	$1,000,000

Provincial Government

Estimate of Expenditure		$14,500,000
Estimate of Revenue		
Provincial Revenue	$4,000,000	
1947 Tax Agreement Payment	5,600,000[1]	$ 9,600,000

1 This figure is made up of a minimum payment of $15 per capita plus annual statutory subsidies of 80¢ per head population grant and $180,000 for government and legislation, the total increased by population and G.N.P. changes as shown in the calculation of the tax agreement, Appendix VI. (This figure provided by Canadian representatives)

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APPENDIX VII

A preliminary statement of what would be involved in the integration of the Newfoundland Government's railway and steamship services with the Canadian Railway system.

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APPENDIX VII

A Preliminary Statement of What Would be Involved in the Integration of the Newfoundland Government's Railway and Steamship System with the Canadian Railway System.

I. THE GENERAL POSITION

The federal government takes a general interest in the provision of railway services in Canada both from the point of view of rates and tariffs and of services provided, e.g. maintenance of services, extension of lines and cessation of use of lines. These activites are carried on through the Board of Transport Commissioners and the Department of Transport. In addition the government-owned Canadian National Railways system provides a large proportion of the services operated in Canada. The next largest proportion of services is provided by the privately-owned Canadian Pacific Railway. There are also some less extensive lines owned and operated by provincial governments and some by private companies.

In general the government attempts to see that a reasonable standard of service is provided on a fair basis for all parts of Canada, taking into consideration both economic conditions and the requirements of public service. This policy would extend to Newfoundland if it became a province, but the exact consequences of its application in relation to the position of the Newfoundland government railway system would require extensive study and discussion.

On the basis of the information now at hand and as a result of the discussions which Canadian officials have had with members of the Newfoundland delegation, it is possible to make the following preliminary statement of what would appear to be involved if the Newfoundland railway and steamship system were to be integrated with the Canadian railway system.

II. THE RAILWAY

1. Administration

The coastal steamship service and the steamship service from North Sydney to Port aux Basques would have to be closely co-ordinated with railway operation, alike for efficiency of operation and for service to the public. It would be desirable that the same management control both railway and steamship service.

It would be logical to place the administrative control under the jurisdiction of the Vice President and General Manager of the Atlantic Region, with headquarters at Moncton. The Newfoundland railway and steamships would then form a division of the Canadian National Railways, in charge of a division superintendent with headquarters at St. John's, Newfoundland. The division superintendent would have reporting to him appropriate subordinate officers for

/rail and

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rail and steamship operation; for maintenance of rolling stock and of steamships and for maintenance of way and structures. Traffic, accounting and other departments not under the executive jurisdiction of the operating department would be represented by appropriate officers located in St. John's, reporting to departmental officers at regional headquarters in Moncton, thereby conforming with standard Canadian National organization.

2. Service

It would not be comtemplated that at least at the outset any substantial increase in service would be instituted, since the present service appears to be reasonably adequate.

3. Tariffs

It is impossible, without a great deal of study, to set forth in any detail the effect upon freight and passenger tariffs of the inclusion of the Newfoundland Railway and Steamship services in the Canadian National Railways. However, the following would likely occur:

(a) Jurisdiction
The jurisdiction of the Board of Transport Commissioners for Canada and the provisions of the Railway Act would likely extend to Newfoundland.

(b) Freight Rates
The standard Canadian classification and tariffs would likely become applicable, and if the benefits of the Maritime Freight Rates Act were to be extended to Newfoundland these two in combination would define maximum rates. The resulting rate structure would be modified by water competitive conditions and by special commodity rates in accordance with standard Canadian tariff practice.

Substantial reductions from the existing freight charges on goods moving to or from Newfoundland from or to points in Canada and the United States would probably result. A special feature to be considered would be whether a special charge would be made for the boat movement from Port aux Basques to North Sydney or whether the movement would be treated as so much railway mileage.

(c) Express Rates
The same general remarks apply to express rates. It is probable that existing express mileage block rates would be extended to cover Newfoundland points, either with or without an arbitrary provision applicable to the boat movement between Port aux Basques and North Sydney. The effect would be to substantially reduce express charges on movements between points in Newfoundland and Canada and the United States.

(d) Passengers Rates
The Maritime Provinces of Canada enjoy a special sliding scale of rates for travel east of Levis. It is considered likely that this scale of rates

/would be

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would be made applicable to Newfoundland either with or without an arbitrary provision for movement by steamer between Port aux Basques and North Sydney. This scale of rates would represent a substantial reduction in the cost of travel in Newfoundland and in journeys to and from points in Canada and the United States as compared with present charges.

4. Condition of Property

(a) Railway

Such evidence as is available would indicate that the Newfoundland railway system is badly run down and would require the expenditure of substantial amounts for rehabilitation. Estimates of the probable cost of such rehabilitation can only be guesses on the basis of data at present available. It would appear that the rails would need to be renewed on the whole of the railway within a period of ten years, and that at the same time ballast should be renewed, embankments and cuts widened, drainage restored or improved and that a majority of the bridges would need renewing. The cost of such rehabilitation over a ten-year period would be of the order of $10,000,000.

The rolling stock of the system would also need rehabilitation. Much of the car equipment is of wooden construction and a number of the locomotives are not worth repairing. It may be hazarded that the cost of rehabilitating rolling stock over a ten-year period would be of the order of $7,000,000.

5. Personnel and Rates of Pay

(a) Number of Employees

It is noted that the staff of the railway at the present time numbers 2990 and of the steamers 761, a total of 3751.

(b) Rates of Pay

The rates of pay, so far as can be judged from the samples given, are on the whole, somewhat lower than those in force on the Canadian National at the present time. The differences, however, are erratic, the rates in some cases being equal to Canadian National rates and in other cases 15% to 20% lower. It is to be inferred that Canadian National standard rates would become effective.

6. Results of Operation

Apart from the period of the war, the operations of the Newfoundland Railway and Steamships have been conducted at a deficit before interest charges. This deficit in 1944-45 amounted to $525,000 and in 1945-46, after adjustment of a non-recurring item, to $698,000.

/Consolidation

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Consolidation with the Canadian National Railways would transfer the deficit to Canadian National accounts. The deficit would also be swelled by interest charges on rehabilitation costs, by the reductions in revenue resulting from tariff changes and in payroll expense largely due to changes in rates of pay and working conditions and by the institution of a pension fund. Offsetting items would be lowered costs of materials and the possibility of improving the efficiency and of increasing traffic.

III. STEAMSHIPS

This section deals only with those vessels listed under the Newfoundland Railway Steamship Department, as it is understood that the other vessels are not operated commercially and would be taken into account by the various departments concerned.

At the present time there are three vessels which are being built under contract in the United Kingdom at a total valuation of $2,500,000.00, of which $960,000.00 has already been paid in progress payments. Delivery of these vessels is anticipated as follows:

1st vessel, s.s. "Cabot Strait" to be delivered St. John's early August, 1947.
2 vessels to be delivered early 1948.

Result of Operations

Information has been secured from all available sources. However, without undertaking an adequate audit and physical survey, which is not practical at the present time, we have tentatively accepted the estimates provided by the Newfoundland Delegation which would appear to be reasonably accurate.

The annual loss presently indicated in the operation of the 19 vessels is estimated to be as follows: $189,000.00. Assuming that such vessels would be operated under Canadian standards, it would no doubt be necessary to install additional equipment but the extent of this and the cost of same could only be arrived at by actual survey. However, on the assumption that Canadian seamen's rates of pay as at present applicable would apply, it is estimated that the additional expenditure on this account to be $173,000.00, which would result in an annual deficit of $362,000.00.

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APPENDIX VIII

Comparison of Benefits
For Ex-Service Personnel,
Canada and Newfoundland

Note: (1) Some of the Canadian benefits listed might have expired before union and others would require adjustment for Newfoundland ex-servicemen.

(2) The data on Newfoundland benefits represents the Sub-committee's understanding of the position on the basis of best available information.

(See also pages 98 - 100 of Part I)

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CLOTHING ALLOWANCES

Canada	Newfoundland
For honourably discharged veterans: An allowance of $100. veteran is allowed to keep one uniform and his personal necessaries.	For honourably discharged veterans: A clothing outfit from the U.K. Government or, if this not available, an outfit from the Newfoundland Government. In an address on 14 March, 1945, Hon. A.J. Walsh, K.C., mentioned a proposed allowance of $50. to $60. to supplement the U.K. benefit. This was only applicable if needed to provide a full clothing outfit.

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CASH GRANT OR LEAVE AT TIME OF DISCHARGE

Canada

For honourably discharged veterans with at least six months' service: A cash grant (Rehabilitation Grant) of 30 days pay with full allowances. Full pay and allowances in lieu of any current earned but unexpended leave.

Newfoundland

For honourably discharged veterans: Furlough with full pay and allowances - period not known - dependents allowances, as paid by the British Government augmented by 30 cents a day for a wife and 10 cents a day for each child.

Furlough is granted on British basis and is 8 weeks plus one day's leave for each month of service overseas on full pay and allowances.

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TRANSPORTATION

Canada	Newfoundland
Upon discharge free transportation to place of enlistment, or any place in Canada which can be reached at no greater cost. Meals and sleeping facilities provided where required.	Transportation, with travelling expenses, provided to the point of enlistment or to the place of residence at time of enlistment.

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GRATUITIES

Canada

For all honourably discharged volunteers, and for honourably discharged conscriptives for service in the Aleutians or overseas: For each period of 30 days whilst in receipt of service pay, the gratuity is paid in two parts:

(a) Basic Gratuity: $7.50 for each 30 day period in the Western Hemisphere and $15. for each 30 day period overseas.

(b) Supplementary Gratuity: 7 days pay and allowances of rate at time of discharge for each six months service overseas, or proportionately for a lesser period.

Gratuity is paid in monthly instalments, immediately after discharge, in amounts not exceeding 30 days' pay and allowances at time of discharge. In case of death, upon application, amount is paid to dependents or, if no dependent qualifies, becomes part of the service estate of the deceased. Payable to a Canadian domiciled in Canada, after September 9, 1939, and resident in Canada at time of application, who served in Allied Forces.

Newfoundland

Paid by and based on the British plan.

For honourably discharged veterans with a minimum of six months' service. For each month of service on full rates of pay:

Other Ranks: 10s to £1.0.0. dependent upon rank.

Officers: £1.5.0. to £3.15.0. dependent upon rank.

Officers who served in the ranks have gratuity calculated according to service in each group. Women receive approximately two-thirds of rates for men holding corresponding ranks, boys receive half rates. Issued in the form of a Post Office Savings deposit.

In the form of a supplementary gratuity is the Post War Credit as follows:

Paid by and based on the British plan.

For "other ranks" only who have been honourably discharged: 6d per day (£9 per annum) for men and 4d per day (£6 per annum) for women, for each day of paid service since January 1, 1942. Officers receive credit for any time served in the ranks since January 1, 1942. Paid in the form of a Post Office Savings deposit. No limitations on use.

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RE-ESTABLISHMENT CREDITS

Canada

A grant equal to the "Basic Gratuity" payable to those eligible to receive the gratuity. May be used for specific purposes listed below, any time within ten years of discharge provided the veteran resides in Canada and uses it for his own re-establishment in Canada. Persons not resident in Canada may use the credit to pay the premiums for insurance purchased under a Dominion Government plan.

Purposes:

(a) Purchase of a home - to provide up to two-thirds the required equity.

(b) Repair or modernization of a home already owned by the veteran.

(c) To reduce indebtedness upon the home of the veteran.

(d) To purchase household furniture and domestic equipment - up to 90% of the cost.

(e) For working capital for a business.

(f) To purchase tools, instruments or equipment for a trade, business or profession.

(g) To purchase a business - up to two-thirds of the required equity.

(h) To pay premiums for insurance under a Dominion Government scheme.

(i) To purchase special training equipment.

(j) For any other purpose authorized by the Governor-in-Council.

This benefit is alternative with trg. and/or Land Settlement.

Newfoundland

There is no known equivalent to the Canadian Re-establishment Credit.

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RE-INSTATEMENT IN CIVIL EMPLOYMENT

AND

PREFERENCE IN PLACEMENT IN EMPLOYMENT

Canada

The veteran is entitled to re-instatement under conditions no less favourable than would have applied if employment had not been interrupted by service. Veteran must have been employed for at least 3 months prior to enlistment and must apply for re-instatement within 3 months of discharge, if in Canada, or four months if discharged overseas. An extension of six months for application may be granted on medical grounds.

Veterans are granted preference in referral in all jobs registered with the National Employment Service; and preference for appointment in the Civil Service, if they are qualified, is extended to pensioners, veterans who served overseas and widows of veterans.

Newfoundland

Re-instatement under conditions equal at least to pre-war conditions - although not statutory - was undertaken by most employers. Civil Service re-instatement was promised. Preference in placement in Civil Service jobs for qualified personnel.

A Labour Exchange was inaugurated and one of its tenets was preference to veterans.

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UNEMPLOYMENT BENEFITS

Canada

Except for the period covered by the Rehabilitation Grant and the first nine days of unemployment, any honourably discharged veteran unemployed though willing and capable of working, may draw an allowance up to 52 weeks, but not longer than the period of service, within 18 months of discharge. Monthly rates are:

Single $50.

Married $70.

Children 1st & 2nd $12., 3rd $10. 4th, 5th & 6th $8. each. Dependent parent $15.

Veteran may earn up to $20. per month; any earnings in excess of this amount is deductible from the allowance.

When a veteran completes 15 weeks of insurable employment the contributions to the National Unemployment Insurance Fund are paid by the Government on behalf of the veteran in respect of all time spent in the service subsequent to June 30, 1941.

Newfoundland

Except for eight weeks immediately past discharge (furlough period) an allowance may be paid to an unemployed veteran who is willing and capable of work but unable to obtain employment for a period of one year. Allowance will not cover first nine days of unemployment and may not be paid for a period exceeding length of service. Rates are as, monthly:

Single $50.

Married $70.

Children 1st & 2nd $12., 3rd $10., 4th, 5th & 6th $8. each. Dependent parent $15.

Veteran may earn up to $20. per month - any earnings in excess of this amount is deductible from the allowance.

A pensioner with 20% or more disability who becomes eligible for the allowance receives a sum sufficient to bring pension to 100% for self and dependents.

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VOCATIONAL TRAINING

Canada

For honourably discharged veterans who, in the opinion of the Dept., wish benefit by training in effecting rehabilitation. Training is carried out in school and on-the-job. Length of training normally does not exceed 52 weeks but may be extended. The trainee may not receive allowances for a period longer than his period of service unless a pensioner. Allowance rates per month are:

Single $60.

Married $80.

Children 1st & 2nd $12. each, 3rd $10., 4th, 5th & 6th $8. each. Dependent parent $15.

The veteran may earn up to $75. per month before earnings affect the allowance paid. Pensioners receive (1) pension, (2) $60. training allowance, (3) supplementary allowance to pensions for dependents so that a minimum of above rates is paid.

Additional allowances of $20. per month may be paid for (a) living away from home allowance, (b) commuting allowance.

When training is on-the-job the wages paid by the employer may be supplemented.

Allowances at Out-of-Work rates may be paid while veteran awaits commencement of training without affecting training entitlement.

Application for training to be made within 1 year of discharge or by January 1, 1948, whichever is later.

Alternative to Re-establishment Credit.

Newfoundland

For honourably discharged veterans provision has been made for training in certain limited technical subjects. Allowances to be paid at following monthly rates:

	At Home	Away from Home
Single	$60.	$ 70.
Married	$90.	$100.

Children 1st & 2nd $12. each, 3rd $10., 4th, 5th & 6th $8. each. Dependent parent $15.

Also fees, books, travelling expenses to be paid by Government. Veteran to apply within 3 months of discharge. Pensioners with 20% or more disability would receive 100% pension rates in lieu of allowances.

Eligibility under the U.K. scheme for Newfoundlanders.

Disabled veterans eligible for special training in U.K. at special centres. Maintenance at British rates to be supplemented by the Newfoundland Government where necessary.

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EDUCATIONAL (UNIVERSITY) TRAINING

Canada

For honourably discharged veterans whose university careers were interrupted by enlistment, or who were not able to commence such courses; also those who need refresher courses to assist in re establishment. Veteran must apply and qualify for entrance to university within 15 months of discharge, or later if delay caused by hospitalization. All fees while attending are paid by the Government and a subsistance grant provided.

Duration of course is, providing results are satisfactory, for a period equal to length of service. For outstanding students, benefits may be continued beyond period equal to length of service, and include post-graduate training.

Allowances are monthly:

Single $60; married $80; 1st and 2nd child $12; 3rd $10; 4th, 5th and 6th $8; dependent parent $15. Veterans may earn up to $75 per month before earnings affect allowance. Special rates apply to pensioners as in Vocational Training. For married or single with dependents, an away-from-home allowance of $20 per month may be paid.

To meet emergency conditions the University may loan a deserving student up to $500 per annum (total not to exceed $2,000). Interest at 5 per cent to commence on 1 January after completion of the course. Repayment to be at the rate of $250 principal per annum.

Allowances, at Out-of-Work rates, may be paid to veteran while awaiting training without affecting entitlement to training.

Alternative to the Re-establishment Credit.

Newfoundland

For honourably discharged veterans who either had university course interrupted by service, or are qualified for admission to university and are considered suitable for the occupational goal required. Application must be made within 3 months of discharge and course must be entered within 15 months of discharge. A grant to cover fees, books, travelling expenses and a maintenance allowance (as shown under Vocational Training) is made. Total grant for entire course may not exceed $3500. for a single veteran and $4500. for a married veteran plus any travelling expenses. Students must pass all subjects and must re-apply each session.

Similar training and assistance granted to obtain teacher training, high school and elementary school. For the last two 90% attendance must be met and in all good progress must be made -- allowances for these types are the same as for university training. Correspondence courses are also provided at Government expense. Disabled veterans are urged to train under British schemes.

Newfoundlanders are also eligible for educational training under the British schemes.

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DISABILITY PENSIONS

Canada

Pensions are awarded for disability resulting from injury or disease attributable to or incurred during service (insurance principle).

The rate for 100 per cent disability for all ranks below that of Captain (Army) or equivalent is $900.00 per annum. Disabilities are assessed in multiples of 5 per cent and the amounts vary accordingly. For disabilities less than 5 per cent a final payment not exceeding $100.00 may be awarded. The rates are higher for Captain and above.

Additional pension for dependents is payable also and varies with the degree of disability. The married 100 per cent pensioner receives $300.00 per annum for his wife, $180.00 for the first child, $144 for the second and $120.00 for each subsequent child. For orphan children the amounts may be doubled.

Dependent parents are also pensionable.

An additional allowance for helplessness may be paid to a totally disabled disability pensioner, ranging from $250.00 to $750.00 per annum. An allowance for wear and tear of clothing is provided for disability pensioners who require to wear an appliance.

Canadian rates are paid to all pensioners of the Canadian Forces, and for Canadians domiciled in Canada at the time of enlistment, Allied or Imperial Forces, the pension paid by the country in whose forces the veteran served is supplemented to the Canadian scale.

Newfoundland

Pensions are primarily paid by the British Government and are based on British rulings - the disability must have arisen out of or been aggravated by service.

Pensions are paid under rates in the Pensions Act 1935, and the scales of payment are equivalent to the Canadian scales. The British Government pays an amount equivalent to the British pension and this is supplemented by the Newfoundland Government.

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WIDOWS WAR PENSIONS

Canada

The pension for a widow of all ranks below that of Captain (Army) or equivalent is $720.00 per annum. For Captain and above higher rates are payable.

Additional pension is payable for children, first child $180.00 per annum, second $144.00 and third and subsequent $120.00 per annum. For orphan children these rates may be doubled.

Dependent parents may also be pensioned. Where a widow or children are pensionable the amount cannot exceed $360.00 per annum for each parent. Where no pensionable widow or children the maximum for two dependent parents may be $900.00 per annum.

Newfoundland

Pensions are paid on scales similar to Canadian scales. The British pension is supplemented in case of W.W. II veterans to maintain this scale.

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WAR VETERANS ALLOWANCES

Canada	Newfoundland
Allowances for veterans 60 years of age or, if younger, incapable of self-maintenance. Veteran who served in a theatre of war; or served in two wars, but not necessarily in a theatre of war; and who is over 60 years of age, or if under 60 unemployable due to physical or economic reasons (female age 55 applies), may receive an allowance. This allowance is up to $365 per annum for single person, or $730 per annum for married person, dependent upon financial means. Veteran may have other income up to $125 per annum if single or $250 per annum if married and still receive full allowance; any income in excess of these amounts is deducted. In addition, veterans may have up to $125 casual earnings per year without allowances being reduced and an interest of up to $4,000 in the house in which he resides. Also up to $25, per year unearned income. Maximum payable to childless widow is $265 per annum or to widow with children $730. Same earnings allowed as for single or married veteran respectively. Orphans of a veteran may receive $360 for one child, $648 for two children and $730 for more than two children, less the amount of any income of the orphan or orphans.	No known parallel.

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MEDICAL CARE AND TREATMENT

Canada

Veteran needing treatment for disability at time of discharge may be hospitalized and receive full military pay and allowances for one year longer if pension entitlement for disability granted. If disability is not pensionable after first year allowance is paid according to temporary incapacity scale of: Single $50 per month, married $70 per month; 1st and 2nd child $12, 3rd $10, 4th, 5th, and 6th $8.00.

All veterans may receive treatment for any disability arising within one year of discharge. Hospital allowances are paid similar to temporary incapacity allowance quoted above.

Pensioners may receive free treatment for any pensionable disability for life. With hospitalization veteran receives the equivalent of 100 per cent disability rates - regardless of degree of actual disability - less $15 per month.

Veteran may receive free treatment for non-pensionable disabilities at any time if he is a pensioner or served overseas and is unable to pay for treatment. A pensioner with an income equivalent to 100% pension for a Lieutenant (Army) - $1200 per annum - or more is generally considered as not without sufficient means. No allowance is paid in these cases but a small grant is made for comforts and clothing.

Treatment is available to veterans only and not dependents.

Veteran receives free dental treatment required at time of discharge by applying within 90 days of discharge; for requirements arising during year following discharge and during periods of training.

Newfoundland

Free medical treatment is provided for all pensioned disabilities, without limit to time.

Free treatment provided for all veterans for one year after discharge and allowances paid on the scale shown under unemployment benefits, except that no allowances are paid if the individual is in receipt of workmen's compensation, pay or other cash benefits. In the case of a single man without dependents who is hospitalized a reduction of $30. per month is made.

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PROSTHETIC APPLIANCES

Canada	Newfoundland
Prosthese are supplied and are renewed and maintained for life in service-related disability cases.	Provisions not known. If on British scale then the veteran receives any appliance which may be required as a result of a war service disablement.

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LAND SETTLEMENT

Canada

For honourably discharged veterans who are suitably qualified and, at time of application, can pay 10 per cent of the cost of the settlement: for full-time farming; commercial fishing; or small holding in conjunction with individual or other employment.

A total of $6,000 may be provided to cover cost of land, buildings and permanent improvements, stock and equipment (not more than $1,200 for stock and equipment). Veteran pays 10 per cent of cost of land and improvements and contracts to repay two-thirds of cost of land, buildings and permanent improvements in not more than 25 years with interest at 3½ per cent. Remainder, plus amount used for stock and equipment, becomes a grant from the State but may not be realized, by sale or other disposition of the property, until veteran has satisfactorily fulfilled the terms of his contract for ten years.

A qualified veteran settling on provincial or Indian lands may receive a grant (non-repayable) up to $2,320. for building materials, clearing or construction costs, purchase of stock and equipment (excluding breeding stock for fur farming).

For veterans who already own farms, a loan (not exceeding $4,400) on the security of the land, up to 60 per cent of the value of the land, may be made to pay off mortgage, carry out improvements or buy stock and equipment. Not more than 50 per cent value of land (maximum $2,500) may be used for purchase of stock and equipment. Loan is repayable, in full in not more than 25 year at 3½ per cent.

For a veteran leasing a farm or owning it outright, stock and equipment up to 40 per cent the value of the land and buildings (but not exceeding $3,000) may be provided. Veteran to pay 20 per cent of the cost and loan to be at 3½ per cent for 10 years.

Veteran may receive an awaiting returns allowance after settle-

Newfoundland

Settlement can be arranged for both full-time and part-time farmers on lots ranging from 50-10 acres. The Government provides the equivalent of $4524. to build a home and barn, provides foundation livestock, implements, seeds, fertilizers and clearing 10 acres of land.

The first year of settlement is probationary after which a five-year lease is taken. At the close of the lease the grant is issued entitling the settler to the property.

Terms of repayment not known, but repayment not to exceed $2000 over a 15-year period.

For those already owning a farm assistance to extent of $2524. is provided to include: clearing 10 acres of land, foundation livestock, seeds, fertilizers and farm implements. In this case no repayment is called for.

Agricultural courses up to university level are available to prospective settlers and maintenance allowances are paid.

Awaiting returns allowances at Vociational Training rates may be paid for any short non-productive period while becoming established.

Assistance to Fishermen:

Special provisions are made to assist veterans who prior to the war were fishermen. For shore fishermen a grant of $500 is made to provide gear and in some cases an extra $200. to provide a boat engine. For bank fishermen a grant of up of $100 per year for five years may be provided.

Short courses in fishing are provided.

Fishermen may receive Awaiting Returns Allowances (see Unemployment Benefits for rates) until returns from fishing are received.

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LAND SETTLEMENT (concluded)

Canada	Newfoundland
ment for period of service with maximum of 52 weeks provided application is made within 1 year of date of settlement. Allowance is $50 single, $70 married, plus allowance for children, dependent upon earnings.	

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HOUSING RENTAL

Canada

Veterans receive preference in rental of houses contracted under Wartime Housing Regulations. Under Intergrated Housing Plan, contractors undertaking to build groups of houses for sale to veterans only at a controlled price, are given certain advantages of financing under the National Housing Act, and are given priority for available building materials.

Newfoundland

A proposed scheme was made whereby in St. Johns married veterans would get preference in the rental of houses owned by the St. John's Housing Corporation.

A rent supplementation allowance may be paid to a married man living with his family in a rented house. The supplement may not exceed $10. per month.

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LOANS FOR PURCHASE OF A HOME

Canada	Newfoundland
No special provision apart from Re-establishment Credit which may be used for this purpose. Loans may be obtained under the National Housing Act for 20 years at 4½ per cent.	No known provisions.

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LOANS OR GRANTS FOR TOOLS OF TRADE

Canada	Newfoundland
Veterans may use Re-establishment Credit for this purpose. The loans made by the chartered banks, see "Loans for Business Purposes" may also be used for this purpose.	See "Land Settlement". In addition a veteran who is trained as a carpenter may receive $100. as a grant to purchase the tools of his trade.

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LOANS FOR BUSINESS PURPOSES

Canada

Veteran entering business may receive an "awaiting returns" allowance similar to that shown above under Land Settlement. Re-establishment Credit may be used for this purpose.

Loans may be supplied by Canadian Chartered Banks up to $3,000 at 5 per cent for up to 10 years and the Government guarantees each Bank against loss up to 25 per cent of the first $1,000,000 plus 15 per cent of any additional loans made by that Bank. The limit of guarantee for all Banks is $25,000,000 within 5 years of passage of Act (August 1946).

Newfoundland

A veteran wishing to open a small business may receive assistance from the Government on a dollar for dollar basis - the Government will provide a grant of $1. for each $1. the veteran himself invests in the business - with a limit of $500. The enterprise must, in the opinion of the Government, have reasonable chance of success. The Awaiting Returns Allowance on the scale shown under unemployment benefits is payable to the veteran starting his own business and will be paid until some returns are received from the business.

Application for this grant must be made within 3 months of discharge.

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INSURANCE - PERSONAL

Canada	Newfoundland
For all veterans. Premiums may be paid from Re-establishment Credit, as they fall due, and from disability pension. Medical examination normally not required. Premiums are waived in event of total disability under the Pension Act. Application must be made within three years of discharge or by February 20, 1948, whichever is later. Policies may be obtained in amounts ranging from $500 to $10,000.	No known provisions.

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LEGAL ASSISTANCE

Canada	Newfoundland
The Veterans' Bureau provides free legal assistance and representation in the preparation of pension claims. For post-war period only, certain assistance through the Canadian Bar Association on service-connected matters. Assistance may be given without charge, except for disbursements, or at a reduced or nominal fee, dependent upon financial circumstances of the veteran.	Provisions not known.

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TIME LIMITS FOR RECEIPT OF BENEFITS

CANADA AND NEWFOUNDLAND

Item	Time Limits for Application Canada	Newfoundland
Re-establishment Credit	Within 10 years of discharge.	On disharge (each grant).
Re-instatement in Employment.	3-4 months of discharge.	Not known.
Unemployment Benefits.	52 weeks within 18 months of discharge.	52 weeks within 14 months of discharge.
Vocational Training.	Within 12 months of discharge or prior to January 1, 1948, whichever is later. Extensions for those hospitalized.	Within 3 months of discharge.
Educational (University) Training.	Must commence training within 15 months of discharge.	University: Must apply within 3 months and commence within 15 months of discharge. In all cases application must be made within 3 months of discharge.
Temporary Incapacity.	For 52 weeks within 18 months of discharge.	Within one year of discharge.
Awaiting Returns.	Within 12 months of discharge or before 1 January, 1948. Exception made where farm settlement under V.L.A. not possible in that time or where supply of materials delays opening of a business.	Not known.
Medical Care.	1 year after discharge for any treatment. For non-pensionable treatment beyond 1 year must have meritorious service and earnings at a rate of less than $1200. per annum.	1 year after discharge for any treatment.
Land Settlement.	No time limit for application.	Limit not known but early application suggested. For fishermen 18 months after discharge.

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APPENDIX IX

A brief memorandum on Unemployment Insurance in Canada.

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APPENDIX IX

UNEMPLOYMENT INSURANCE IN CANADA

Unemployment insurance is to be found in many countries and although the plan varies from one country to another, the main purpose is the same everywhere - that is to give protection to the worker who loses his job by helping him find another suitable job and paying him unemployment insurance benefit in the meantime.

The Canadian Act came into force on July 1, 1941. Not all workers are insured, since there are some employments which are very difficult to handle, but some changes have been made since 1941 and others are contemplated shortly. The aim is ultimately to have all workers insured. The main industries and occupations not now covered are: agriculture and horticulture, fishing, hunting and trapping, lumbering and logging, stevedoring, private domestic service, employment in hospitals and charitable institutions not carried on for gain, teachers, members of police forces and permanent, federal provincial and municipal employees. In addition persons earning more than $2400 on a monthly basis, or $3120 or more on a weekly basis are not insured, but workers paid by the hour or day, at piece rates or mileage rates are covered regardless of the amount of their annual earnings.

It is expected that lumbering and logging and stevedoring will be brought under the Act within the next few months. Action by Parliament is not necessary for this extension, since on joint recommendation of the Unemployment Insurance Commission which administers the Act, and the Unemployment Insurance Advisory Committee which is concerned mainly with the sufficiency of the Unemployment Insurance Fund, an Order in Council can be passed extending the scope of the Act to employments previously excluded from it.

The Unemployment Insurance Commission is composed of three men, one representative for labour, one representative for employers and an independent chairman. The Commission carries out its duties through some 250 local offices and other points of contact throughout Canada.

These local offices have two main functions; first, to find suitable employment for unemployed persons, whether or not insured under the Unemployment Insurance Act, and to help employers seeking labour to find suitable workers; secondly, to pay unemployment insurance benefit where suitable employment cannot be found for an insured worker. This National Employment Service is free for all persons to use - both employers and workers. This task of matching jobs and workers is extremely important for apart from providing a service in placing workers seeking jobs and satisfying the labour requirements of employers, the National Employment Service acts as a guardian of the Unemployment Insurance Fund which is protected from unduly high claims by efficient placement work. Local offices handle enquiries relating to the scope of the Act, and auditors, operating from a number of these offices, check on the compliance with the Act.

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Unemployment insurance contributions are made by employers and workers in approximately equal amounts and the Government of Canada adds one-fifth of the total employer and worker contributions. The amount of the contribution which a worker pays is determined by his earnings as the following schedule indicates:

Contribution Class Number	Weekly Earnings	Weekly Employer	Contribution Employed Person
0	Under 90¢ a day or under 16 years of age	18	9 (paid on his behalf by employer)
1	$5.40 to 7.49	21	12
2	7.50 to 9.59	25	15
3	9.60 to 11.99	25	18
4	12.00 to 14.99	25	21
5	15.00 to 19.99	27	24
6	20.00 to 25.99	27	30
7	26.00 or more	27	36

Employers are responsible for making the joint contributions of employer and worker in the first instance and are permitted to deduct the worker's share from his earnings. The usual method of making contributions is by affixing special stamps in unemployment insurance books. Some employers use meters (like postal meters) or a method known as the bulk payment method, where the employer records contributions on a card for each worker, and the card is attached to the insurance book, the amount of the contribution being forwarded to the Commission each month. Where a worker does not work for a full week a daily stamp (one-sixth of the weekly stamp) is put in for each day on which he works.

On becoming insured for the first time a worker is assigned a number, known as his insurance number, and this number is retained from year to year. All records of his contributions are maintained under this number and it is important that he should not obtain other insurance books with different numbers.

The receipt of unemployment insurance benefit is subject to certain conditions, the main ones being that a worker has made at least 180 daily contributions in the two years prior to his claim, that he is at least 16 years of age, and that he is unemployed, capable of work, available for work and unable to obtain suitable employment. In addition disqualification periods up to six weeks' duration may be imposed where a worker leaves his employment voluntarily without just cause, loses his employment because of his own misconduct, or refuses to accept suitable employment. Benefit is not payable to any worker taking part in a labour dispute which results in a stoppage of work, so long as the stoppage continues. A worker's right to join or to refrain from joining any organization or association of workers is fully protected. To those who satisfy the required conditions benefit is payable as a right and

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the financial circumstances of the worker do not affect his entitlement to benefit in any way.

The daily rate of benefit payable is determined as follows:

For a person with a dependant the rate is forty times the average daily contribution paid by him during the previous two years; for a person without a dependant the rate is thirty-four times the average daily contribution paid by him during the previous two years. (The rate of benefit is calculated to the nearest 5¢).

The rates of benefit therefore are related to earnings and the following table shows the rate of benefit where average earnings are as indicated:

Average Weekly Earnings	Weekly Benefit A person without a dependant	Weekly Benefit A person with a dependant
$7.00 a week	$4.20	$4.80
9.00	5.10	6.00
11.00	6.00	7.20
14.00	7.20	8.40
18.00	8.10	9.60
24.00	10.20	12.00
30.00	12.30	14.40

The length of time for which benefit is payable is determined by what is known as the ratio rule, that is a worker is entitled to benefit for a number of days equal to one-fifth of the number of days for which contributions have been paid on his behalf in the previous five years, less one-third of the number of days for which benefit has been paid to him during the last three years. Here is an example of how this works: suppose a worker had been employed fairly steadily for three years and then lost his job. He would have contributions for say 750 days in those three years and his benefit rights would be 150 days (one-fifth of 750). Then if he drew 90 days' benefit before finding work again, then worked for about a year and had another 250 days' contributions, his benefit rights would be one-fifth of 1000 days, that is 200 days, less one-third of the 90 days' benefit drawn, that is less 30 days, or a total of 170 days' further benefit. The worker who has the best employment record automatically has the greatest entitlement to benefit. One result of this ratio rule is to encourage a worker to let his benefit rights accumulate so that he can use them during a lengthy period of unemployment rather than to use them up on extremely short periods of unemployment.

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On becoming unemployed a worker desiring to file a claim for benefit reports in person at the nearest local office, unless he lives a considerable distance from the local office, in which case he files his claim and proves unemployment by mail. He is first registered for employment. He deposits his insurance book and supplies the necessary information regarding his employment record, his dependants, etc. He is usually required to report at the local office each week to prove unemployment, capability of work and availability for work.

All claims for benefit are considered first by insurance officers and these officers determine whether or not in their opinion benefit is payable, that is whether the required conditions for the receipt of benefit have been fulfilled. If a worker is not satisfied with a decision of an insurance officer on his claim he has the right to appeal to a Court of Referees. Each Court of Referees is composed of an equal number of persons representing workers and employers, with an independent chairman. Where a worker is not in agreement with a decision of a Court of Referees on his claim for benefit he may, in some cases, appeal to the Umpire appointed under the Act. The decision of the Umpire, who is a judge, is final.

The Unemployment Insurance Fund is a special account in the Consolidated Revenue Fund. It is a national fund made up of contributions paid by employers and employees who are covered by the provisions of the Unemployment Insurance Act. These contributions are based on earnings classes, and the rates are designed so as to make the two contributions approximately equal. To the total of the contributions of employers and insured persons, the Dominion government contributes an amount equal to one-fifth of the amount jointly contributed by employers and insured persons. To this is added the interest earned on investments of monies in the Fund.

Out of the Fund benefit is paid for periods of unemployment, provided the applicant satisfies the four statutory conditions set forth in the Unemployment Insurance Act, and refunds are made in cases where contributions have been paid in error.

Cost of administration of unemployment insurance is paid by the Government.

The amount of the Unemployment Insurance fund as of July 31st, 1947, was $390,014,908.92. The following table indicates revenue and expenditure of the fund for the period July 1, 1941, to July 31, 1947.

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UNEMPLOYMENT INSURANCE FUND

STATEMENT OF REVENUE AND EXPENDITURE FOR THE PERIOD JULY, 1, 1941 to July 31,1947.

FISCAL YEAR ENDED MARCH 31	REVENUE						EXPENDITURE			
	CONTRIBUTIONS (Gross less Refunds)						Interest on Investments and Profit on Sale of Securities	Total Revenue	Benefit Payments	Balance in Fund
	Stamps	Meter	Bulk	Total Employer & Employee	Government	Fines				
	$	$	$	$	$	$	$	$	$	$
1942	22,436,001.56	7,209,058.48	6,790,549.01	36,435,609.05	7,287,121.81	-	269,268.74	43,991,999.60	27,752.92	43,964,246.
1943	30,408,651.15	13,645,258.63	13,380,741.65	57,434,651.43	11,487,057.90	638.11	1,840,448.56	70,762,796.00	716,012.75	114,011,029
1944	31,565,23[illegible],54	13,205,897.37	16,949,655.09	61,720,785.00	12,344,421.74	1,323.67	3,972,047.14	78,038,577.55	1,721,666.29	190,327,941
1945	32,784,177.12	11,926,369.85	19,018,308.47	63,728,855.44	12,746,179.30	2,041.02	6,195,926.42	82,673,002.18	4,966,483.51	268,034,459
1946	34,964,786.96	10,816,365.63	16,785,457,07	62,566,589.66	12,513,778.66	2,303.66	6,116,768.84	81,199,440.82	51,995,240.54	317,240,660
1947	41,042,425.28	11,500,028.37	23,472,577.26	76,015,030.91	15,203,457.58	3,820.43	7,529,985.56	98,752,294.48	43,114,329.18	372,878,625
April	★ 1,290.87	★ Nil	1,215,905.78	1,217,196.65	245,158.59	330.00	726,884.54	2,189,549.78	3,778,228.88	371,289,94
May	3,286,771.69	981,289.50	2,431,448.93	6,699,510.12	1,338,912.01	945.00	736,055.79	8,775,422.92	3,069,701.95	376,995,66
June	3,383,750.49	999,288.62	2,139,308.45	6,522,347.56	1,304,195.64	372.00-	741,927.29	8,568,842.49	2,150,454.06	383,414,05
July	3,272,300.86	1,000,375.70	2,254,707.63	6,507,384.19	1,296,397.63	540.00	750,195.24	8,554,517.06	1,953,664.08	390,014,90
Sub Total	9,944,113.91	2,980,953.82	8,021,370.79	20,946,438.52	4,184,645.87	2,187.00	2,955,062.86	28,088,332.25	10,952,048.97	390,014,90
Grand Total	205,145,388.52	71,283,932.15	104,418,639.34	378,847,960.01	75,766,660.86	12,313.89	28,879,508.12	483,506,442.88	93,491,533.96	390,014,90

The column for "Bulk" includes Miscellaneous $1,756.89 and Contributions for Armed Service $15,097,686.57

The column "Interest on Investments and Profit on Sale of Securities" represents:

(a) The exact amount of interest earned for each completed fiscal year and the approximate amount for each month in the current year;

(b) Profit on sale of securities taken into account at the end of each year only.

★ April receipts for Stamps and Meter and the proportionate Government Contributions for these items were included with figures for March 1947.

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APPENDIX X

(i) A Brief Statement of the Scope of the Maritime Freight Rates Act

The Maritime Freight Rates Act, 1927, Chap. 79 R.S. 1927, provides for reduced rates of approximately 20% within the territory east of Diamond Junction and Levis below those in effect in other Eastern Canada territory, as well as of 20% reduction upon the Eastern lines proportion of the through rates westbound to points in Canada beyond the limit of the Eastern lines at Diamond Junction or Levis. The Act provides that these shall be deemed statutory rates, not based on any principle of fair return to the railway for services rendered in the carriage of the traffic and that no argument shall accordingly be made or considered in respect of the reasonableness of such rates with regard to other rates. The railways are reimbursed by the Government for the difference between these statutory rates and normal rates.

(ii) Tables Showing Newfoundland Freight Traffic carried on Canadian National Railways in 1946 (see next page).

(iii) Tables (see 2 following pages) showing rates on a representative list of commodites moving both ways between certain specified points in Newfoundland and in Canada.

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CANADIAN NATIONAL RAILWAYS

NEWFOUNDLAND TRAFFIC

YEAR 1946

Question	Tons	To Can. Rlys.	Freight Revenues Accruing To Boats or Rlys. between Newfoundland and Canada	Total
1 (a) Traffic from Maritime Freight Rates Area to Newfoundland	20,121	$ 90,296	$ 418,123	508,419
1 (b) Traffic from Newfoundland to Maritime Freight Rates Area	1,081	9,754	20,300	30,054
2 (a) Traffic from balance of Canada (excluding M.F.R. Area) to Newfoundland	85,904	707,733	1,812,700	2,520,433
2 (b) Traffic from Newfoundland to balance of Canada (excluding M.F.R. Area)	6,907	58,903	126,200	185,103
Total	114,013	$866,686	$2,377,323	$3,244,009

NOTE: The tonnage and revenues as estimated above are those from traffic originating or terminating at Canadian Points, on which the Railways receive a rail haul. The revenues shown under Column 3 are those accruing to either the Steamship lines or the Newfoundland Railway beyond Canadian Ports.

In addition to the above tonnage, the Canadian Railways handled an estimated additional tonnage between Newfoundland and United States points as follows:-

Exported from U.S.A. points to Newfoundland	21,000	tons
Imported into U.S.A. points from Newfoundland	20,000	"
Total	41,000	"

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FREIGHT RATES ON COMMODITIES MOVING FROM NEWFOUNDLAND TO POINTS IN CANADA
Rates in Cents per 100 pounds

FROM - St. John's, Nfld.

TO - Moncton, N.B. | TO - Montreal, Que. | TO - Toronto, Ont.

The rates given in columns (b) and (c) are projections of Canadian Domestic Rates. They have not been officially approved and should not be regarded as the rates that would necessarily apply. They are included here merely to indicate the difference in a general way between the present and the Canadian Domestic Rates for the commodities noted.

Commodity	(a) Present Rate	(b) Projected Rate Nfld. not under MFRA *	(c) Projected Rate Nfld. under MFRA *	Min. wt. Pounds	(a) Present Rate	(b) Projected Rate Nfld. not under MFRA *	(c) Projected Rate Nfld. under MFRA *	Min. wt. Pounds	(a) Present Rate	(b) Projected Rate Nfld. not under MFRA *	(c) Projected Rate Nfld. under MFRA *	Min.wt. Pounds
Whale Oil) Seal Oil) Cod Oil)	125	74	60	30,000	127	100½	83	30,000	127	115½	98	30,000
Whale Guano	125	74	60	36,000	137½	100½	83	36,000	145	115½	98	36,000
Lingon Berries	165	112	90	20,000	170½	150½	124	20,000	179	172½	147	20,000
Cod Fillets	144	91½	75	24,000	152	124½	103	24,000	169	159½	119	24,000
Dressed Herring	144	91½	75	24,000	152	124½	103	24,000	169	159½	119	24,000
Pickled Fish	125	74	60	24,000	156	100½	83	24,000	149	115½	98	24,000

The above rates are subject to any adjustment that might be authorized in application for increased rates now before the Board of Transport Commissioners for Canada.

* Maritime Freight Rates Act.

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FREIGHT RATES ON COMMODITIES MOVING FROM CANADA TO DESTINATIONS IN NEWFOUNDLAND
Rates in Cents per 100 pounds

The rates given in columns (b) and (c) are projections of Canadian Domestic Rates. They have not been officially approved and should not be regarded as the rates that would necessarily apply. They are included here merely to indicate the difference in a general way between the present and the Canadian Domestic Rates for the commodities noted.

Commodity	From	To	(a) Present Rate	(b) Projected Rate Nfld. not under MFRA*	(c) Projected Rate Nfld. under MFRA*	Minimum Weight Pounds
Flour	Goderich, Ont.	St. John's, Nfld.	89	72	72	50,000
	Fort William, Ont.	Port aux Basques, Nfld (s)	87	82	82	50,000
		(w)	94½			
	Montreal, Que.	St. John's, Nfld.	89	49½	49½	50,000
Feed	Montreal, "	St. John's, "	95	49½	49½	50,000
		Port aux Basques, Nfld.	88	44½	44½	50,000
Oats	Montreal, "	Port aux Basques, "	88	44½	44½	60,000
		Corner Brook, "	95	47½	47½	60,000
Canned Fruit & Vegetables	London, Ont.	Deer Lake, "	161	106½	106½	24,000
	Bloomfield, Ont.	Corner Brook, "	154½	94	94	24,000
Pickled Meats	Montreal, Que.	Bishop's Falls, "	142(approx)	88	88	24,000
		St. John's "	142	100½	100½	24,000
		Corner Brook, "	142	83	83	24,000
		Port aux Basques "	130	75½	75½	24,000
Fresh Meat	Moncton, N.B.	St. John's, "	124	85	73	20,000
		Port aux Basques, "	100	52	49	20,000
Milk, Condensed or Evaporated in tins	Sherbrooke, Que.	St. John's "	158½	100½	100½	24,000
Cheese	Montreal, "	Corner Brook, "	169	104	104	24,000
		Deer Lake, "	169	106½	106½	24,000
Cattle (s) Summer (w) Winter	Charlottetown, P.E.I.	St. John's, "	127½	51½	46	20,000

The above rates are subject to any adjustment that might be authorized in application for increased rates now before the Board of Transport Commissioners for Canada.

* Maritime Freight Rates Act.

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APPENDIX XI

A Preliminary Statement regarding the Position of Newfoundland's Indians and Eskimos in the event of Union.

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APPENDIX XI

C 279601

A preliminary statement showing the position of Newfoundland's Indians and Eskimos in the event of union.

Under the Indian Act, Indians and Eskimos in Canada are regarded as one race for purposes of administration. In the event of Newfoundland becoming a province of Canada the Indians and Eskimos of Newfoundland and Labrador would be the sole responsibility of the federal government and, under existing legislation, would be entitled to benefits and would be subject to regulations which include the following:

1. Free education, provided through day schools and boarding schools. Where boarding schools already exist subsidies ranging from $165.00 to $300.00 per pupil per year are paid.

2. Free medical services including hospitalization.

3. Family allowances on the same basis as white population and applied in the normal way wherever possible.

4. Land reserves for settlements and trapping lines are set up, by arrangements with the provincial government.

5. Free conservation projects, fishing projects, handicrafts and other aids are undertaken in their behalf.

6. The federal government sets up trading posts, where there are no satisfactory arrangements for trading by private interests. This is done to help Indians eventually to buy and market co-operatively themselves.

7. Indians and Eskimos are exempt from land tax and tax on income earned on the reserve.

8. An Indian is not entitled to vote, unless he has satisfied the conditions referred to in item 11, or unless he has served overseas in time of war in one of the services.

9. An Indian is not allowed to use intoxicating liquors.

10. Indians do not receive Old Age Pensions but relief for the aged is provided.

11. The right of franchise and full citizenship, if the Indian in question can prove that he is no burden on the province or municipality. In the event of an Indian assuming the status of full citizenship, he ceases to be regarded as an Indian and is no longer entitled to special benefits accorded to Indians.

It was also pointed out that provision is made in the annual estimates submitted to the Canadian Parliament for the amounts necessary for the education, medical care

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of the Indians and Eskimos and in addition the amount necessary to provide the old and destitute with rations.

Approximately $12,000,000 was voted by parliament last year for these services. The amount necessary for the establishment and operation of hospital and medical care of Indians was voted by the Department of National Health and Welfare. This appropriation amounts to approximately $100.00 per head of population.

The provincial governments in Canada do not contribute in any way to the support of the Indian population. There are, however, certain specific projects from time to time with respect to which provincial governments co-operate with the federal authorities. These include conservation projects, construction of roads, irrigation projects, etc. Such undertakings have usually been entered into on the understanding that the costs will be borne equally by the Dominion and the province.

Attached are supplementary statements showing (i) how family allowances are paid to Indians and Eskimos, and (ii) how Indian and Eskimo children are educated.

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ADMINISTRATION OF FAMILY ALLOWANCES TO INDIANS AND ESKIMOS

1. INDIANS

(a) Registration

The registration of Indian children for Family Allowances, both original and supplementary, is effected by the Indian Agent who secures the necessary information from the Indian families, supplements it, if necessary, from agency records and certifies as to its accuracy.

In forwarding the registration to the Regional Director of Family Allowance the agent specifies the method of payment based on his knowledge of the Indian, local conditions, geographical location, etc.

(b) Method of payment

The Indian Affairs Branch policy as regards method of payment is to have the Indians receive their allowances by cheque wherever possible. Where the Indian lives close to civilization and can use the shopping facilities of nearby towns and cities there is no problem as far as Family Allowance payments are concerned. The payment is made to the Indian mother by cheque direct, just as with whites. The Indian mother then cashes her cheque and spends her money as she deems best in the interest of her children.

That the majority of Indians receive their allowances by cheque is borne out by the following figures showing method of payment:

(a) cheques direct	10,103
(b) cheques direct c/o agent	1,959
(c) agency trust account	602
(d) in kind	3,549

Allowances in kind are necessary when it is impossible to pay by cheque in the isolated regions of the North.

There have been abuses and special cases which require the administration of payments by agents. Some parents have proved unreliable, wasting and misusing the money intended for their children. To take care of orphans, abandoned children, children from broken homes, etc. and to make sure that they receive full benefit from Family Allowances, payment is made to the agency trust account and the spending of the money is supervised by the Indian Agent.

It has been considered that special arrangements are necessary to take care of those Indians who trap and who are away from civilization from time to time. Although these Indians receive the same rate of allowance as all other persons, they receive it through a monthly credit, the money representing the credit being paid to the Indian Affairs Branch by this department. Specially selected foods and clothing for Indian children only are allowed ordinarily to be spent from this credit.

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(c) School Attendance

Indian children attending residential schools are not eligible for allowance at the present time. If they return to the care of their parents or guardians for the summer holidays, payment is made on their behalf for July and August.

The attendance at the Indian day schools is increased by about 30%. Family Allowance has been a contributing factor in this betterment. The moral obligation assumed to send the children to school in order to qualify for receipt of allowances and a desire to send children to school now that they are better clothed and fed are two of the reasons for this improvement.

2. ESKIMOS

The geographical, sociological, and economic conditions prevailing in the Far North prohibited the issue of this allowance in the form of cash or cheques, necessitating a method by which these payments would be distributed in the form of useful articles and supplies at such times and in such quantities as proved of most benefit to the native concerned.

As positive identification was necessary as to the effectiveness and accuracy, the system had to be closely integrated with the recording and referencing of vital statistics. The Royal Canadian Mounted Police personnel stationed in the Northwest Territories had in the past performed the duties of registrars of vital statistics. The duties of these officers were expanded to include the control and supervision of supplies and payment of Family Allowance. In order to ensure that the entire Eskimo inhabited area in the Northwest Territories and Northern Quebec was adequately serviced arrangements were made for the appointment of sufficient sub-registrars to carry out the necessary duties. These sub-registrars were to operate under the direction of the R.C.M.P. registrars.

The Northwest Territories Administration System of handling payment of Family Allowance to the Eskimo has now been in operation for a period of two years and the arrangement has proved most satisfactory. Complete financial control is maintained and detailed records are readily available to support each individual transaction.

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EDUCATION OF INDIANS AND ESKIMOS

The Dominion assumes full responsibility for the welfare, including education, of Indians and Eskimos and has the control and management of their lands and property.

Sections 9, 10 and 11 of the Indian Act set out the policy with regard to the operation of schools for the Indians of Canada.

There are two main categories of schools in operation:

(a) Day Schools, established for the children on local reserves,

(b) Residential Schools, established for children whose parents are hunters, trappers or nomads.

DAY SCHOOLS:

Day schools are operated directely by the Department of Mines and Resources. Section 100 of the Indian Act provides as follows:

> "If the majority of the band belongs to any one religious denomination, the teacher of the school established on the reserve shall belong to the same denomination."

RESIDENTIAL SCHOOLS:

In residential schools it is provided in the Act that no Protestant child shall be assigned to a Roman Catholic school and no Roman Catholic child shall be assigned to a Protestant school. It has been the practice for over 50 years now to have the following four religious denominations operate our residential schools:-

(a) Roman Catholic,
(b) Church of England,
(c) United Church,
(d) Presbyterian Church.

These denominations are given a per capita grant for each Indian or Eskimo child educated by them in these schools. In some instances the residential schools are church-owned and in other instances they are government-owned.

The Indian Act provides for compulsory education of Indian children between the full ages of 7 and 16 years in either our day or residential schools.

In certain of the provinces the Dominion also pays tuition fees for Indian children who are attending elementary or high schools conducted by municipal school boards or by provincial departments of education.

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APPENDIX XII

A Brief Memorandum on Federal Aids to Housing.

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APPENDIX XII

Summary of Federal Aids to Housing and an Answer to a Query Raised by Representatives of the Newfoundland Delegation with respect to the St. John's Housing Corporation

Discussions have taken place with representatives of the Newfoundland Delegation. These discussions fell into two parts:-

1. The position of the Dominion with respect to the St. Johns Housing Corporation.

2. The facilities of the National Housing Act and other operations of the Corporation as they might relate to Newfoundland, the municipalities and the people of Newfoundland.

In respect to (1) the Newfoundland representatives made the following submission:

"The St. John's Housing Corporation is a corporation which was set up under the aegis of the Newfoundland Commission of Government and the St. John's Municipal Council by an Act of the Legislature. It had its beginning some three years ago as a result of a survey made of the housing needs of St. John's by a commission set up for that purpose. The corporation is comprised of a chairman, who is a Judge of the Supreme Court, and eight other citizens, none of whom are connected in any way with the Government or the Municipal Council. The directors of the corporation receive no financial recompense and the scheme is purely philanthrophic and a nonprofit one.

As a result of historical conditions St. John's is about seventy per cent. substandard houses and the problem is beyond the means of the City to finance. Since the corporation began its work it has spent some three or four millions of Newfoundland money. The corporation has acquired eight hundred acres of land, has constructed a tunnel to the seashore for the purpose of disposal of sewage, laid sewers and water and sewer mains, set up its own factory for sewer pipe and block, and by the end of the present building season will have constructed three hundred and fifty dwellings. It will be in a solvent position when these are all sold or let. As a result of consultation with Mr. Mansur of the Central Mortgage and Housing Corporation, it would appear that any further financing of the corporation's work, in the event of Confederation, would not fit in under any presently existing plans of that Corporation. Some new plans would have to be evolved by which the required money could be made available to the corporation.

Would it be possible to receive a grant for this purpose or, if not, could any form of financial assistance be made available to the corporation in the event of union?"

In reply, it was pointed out that under present facilities available there was no manner in which the

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Dominion could take over the position now held by Newfoundland and the city of St. Johns in respect to the St. Johns Housing Corporation. It falls within the category of a provincial - municipal housing project for which no assistance by way of loans, subsidies or rent reduction funds are presently available from the Dominion to a province and/or a municipality.

Representations have been received by the Dominion Government from provinces and municipalities for some permanent arrangement whereby the Dominion could participate in a scheme of this kind. As yet the Dominion has made no answer to such representations.

The foregoing describes the situation which exists under present legislation. This legislation is subject to adjustment from time to time to meet changing conditions and the Government is always prepared to take into consideration any particular circumstances which might warrant adjustment in the legislation.

The Newfoundland Delegation reviewed the terms of the National Housing Act; the basis of projects with Dominion-municipal participation known as Wartime Housing projects (which arrangement was terminated on June 1st and the continuation of which is now under consideration); and Emergency Shelter, under which arrangements the Dominion assists the municipalities in looking after needy cases.

Because of the voluminous nature of the National Housing Act and the other arrangements, no attempt is made in this memorandum to deal in detail with the facilities completely. However, to summarize:-

(a) Under the National Housing Act:-

i. High ratio loans at a moderate rate of interest are made available to the individual home owner.

ii. Loans on rental property are made very much after the fashion of loans to home owners.

iii. Provision is made for loans to limited divident companies and cooperatives.

iv. Provision is made for loans for housing to supply the needs of primary industries such as fishing, mining and lumbering.

v. Provision is made for the assembly of land for residential project development.

vi. Provision is also made for the life insurance companies to enter the low and moderate rental field with total investment to come from the life insurance companies with a guarantee both in respect to interest rate and return of the capital being afforded by the Government.

vii. Slum clearance grants are provided for under the Act whereby the Dominion joins with the province and/or the municipality in meeting 50% of the difference between the cost of the land to be reclaimed and the economic value for project purposes of the reclaimed land.

viii. The National Housing Act makes provision for loans on rural homes as well as providing grants

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to stimulate the production of suitable materials for use on farm homes.

ix. By way of a guarantee of loans made by the chartered banks, the National Housing Act provides credit facilities to individuals who wish to improve or extend dwellings presently owned by them.

x. Provision is made for research and development. This includes all forms of housing research, economic social and technical, and community planning.

(b) Wartime Housing. Wartime Housing Limited is a Crown Corporation which constructs low-rental housing in co-operation with municipalities. Its program for 1947 has been completed and the extent to which its activities may be extended, and the policies to be pursued in the event of such extension, are matters which are now under consideration by the Government and which would have to be decided in the light of policy.

(c) Emergency Shelter. Because of the heavy demands by families in dire need of shelter, a system of emergency shelter grants has been developed whereby the Dominion, in cooperation with the municipalities, pays for a large portion of the conversion costs and in some cases erection costs of needed shelter units. Wherever possible, surplus buildings of the Armed Services are converted into emergency shelter units. Payment by the Dominion is an initial grant without provision for recovery. The administration of the project, together with any profit or loss which may be involved is the responsibility of the municipality.

(d) For veterans, the Dominion has been operating a priority system to ensure an adequate supply of building materials for veterans' housing.

(e) Veterans' Land Act. The Veterans' Land Act 1942 refers to the Small Holdings development, as well as to loans to commercial fishermen and full time farmers.

(See also pages 106-107 of Part I)

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APPENDIX XIII

(i) A memorandum on legislative and administrative jurisdiction over the fisheries in Canada;

(ii) A brief description of the Fisheries Prices Support Board and its functions;

(iii) The medical and sick mariners' services; its application to fishermen.

(See also pages 86-87 g Part I)

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APPENDIX XIII

(i) LEGISLATIVE AND ADMINISTRATIVE JURISDICTION OVER THE FISHERIES IN CANADA

The relevant provisions of the British North America Act, 1867, are as follows:

By head 12 of S. 91 the Parliament of Canada is given exclusive legislative authority over "Sea Coast and Inland Fisheries", and by head 2, over "the Regulation of Trade and Commerce".

By head 13 of S. 92, the legislatures of the provinces are given exclusive authority, subject to the enumerated heads of S. 91, to make laws in relation to "Property and Civil Rights in the Province".

By Ss. 109 and 117, all lands and property belonging to the several provinces at the union and not expressly transferred to the Government of Canada continue to belong to the several provinces.

To understand the relation of the legislative and administrative authorities of the governments of Canada and of the provinces under these provisions it is necessary first to note the position of fisheries as property. Fisheries, i.e. the right to take and keep fish in particular waters, as property fall into two categories,-

(1) Public fisheries--where all subjects of His Majesty are at liberty to catch fish. Neither the Crown nor any private individual has any proprietory, i.e. any exclusive right in the fishery. At the time of Confederation there was a public right of fishing, in the common-law provinces, in all tidal waters, and, in Quebec, in all navigable waters accessible from the sea;

(2) Private fisheries--where there is an exclusive right to catch fish in certain waters vested in either a private individual or the Crown. In general this right attaches to ownership of the land adjacent to the waters, although it can be granted as a separate right by the owner of the land. At the time of Confederation these private fisheries existed in general in all waters where there was no public fishery, i.e. in the common-law provinces, in all waters other than tidal waters, and in Quebec, in all waters other than navigable waters accessible from the sea.

The conferring of legislative authority on Parliament in relation to fisheries did not transfer to the Government of Canada the property right in private fisheries. These, therefore, remained as they were prior to Confederation, some being vested in private individuals and some in the Crown. There were, of course, no proprietory rights in public fisheries.

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The relative legislative authority of Parliament and of the legislatures of the provinces with regard to fisheries is, therefore, as follows,-

(1) Parliament has exclusive legislative authority in all respects in relation to public fisheries; it enacts all the statutes and provides for all regulations in relation to these; there are no proprietory rights in these fisheries;

(2) Parliament has exclusive authority to enact legislation in relation to private fisheries, qua "Fisheries", i.e. the regulation of fishing in them on matters such as fish that may be caught, seasons, licensing and methods of catching fish; but the legislature of each province may enact legislation in relation to these fisheries, qua "Property", i.e. for the leasing, transfer or disposal of, or succession to the proprietory rights in private fisheries; the legislature of each province may also legislate to provide for the administration of private fisheries that, as a matter of property, are vested in the Crown in right of the province, i.e. for the leasing and protection thereof, and Parliament may legislate similarly with reference to any fisheries that are vested in the Crown in right of Canada.

As regards the relative administrative authority of the Government of Canada and the provincial Governments, a distinction should be drawn between administration of legislation and regulations, in the sense of enforcement or operation of the law contained therein, and administration of Crown Property, i.e. management, leasing or sale of the proprietory rights. Bearing this distinction in mind, the position is as follows:-

(1) the Government of Canada has authority to administer all legislation enacted by Parliament and regulations thereunder in relation to fisheries, qua "Fisheries", both public and private and also to administer such private fisheries as have become the property of the Crown in right of Canada;

(2) the Government of each province has authority to administer all legislation enacted by it in relation to private fisheries, qua "Property", and also has authority over the administration of private fisheries that are the property of the Crown in right of the Province; in general, the main administrative functions of the provincial Governments are of this second kind and relate to leasing and control of fisheries belonging to the provincial Government.

In so far as public fisheries are concerned the only administration required is administration of the legislation of Parliament and the regulations made

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under such legislation. In so far as private fisheries are concerned, however, since there may be both Canadian and provincial legislation and regulations in relation to them, and, also, there are many of them vested in the Crown in right of the province as of property, there was a dual system of administration. To avoid this, arrangements have been made between the Governments of Canada and the Governments of many provinces to provide that the officers of the provincial Government will, on behalf of the Government of Canada, administer the legislation of Parliament and the regulations under such legislation as well as the provincial legislation on, and provincial property in inland fisheries. This is done, in general by appointing the provincial officers as "Fishery Officers" for the purposes of the Fisheries Act of Canada and the regulations thereunder.

One further point to be noted is that the authority of Parliament to legislate in relation to "Fisheries" does not ordinarily extend to legislating in relation to the canning or processing of fish once caught; for once caught, fish are property within the province and the processing of property within the province is ordinarily subject to provincial regulation. Parliament has, of course, a paramount power to legislate in relation to interprovincial or international trading in fish under the head "Trade and Commerce" in S. 91.

Set out hereunder are notes on the manner in which the administration affecting fisheries is carried on in each province:

1. British Columbia - The Fisheries Act of Canada and the regulations made thereunder apply to fisheries in tidal waters and in non-tidal waters. The Government of Canada administers the Act and regulations in relation to the tidal fisheries. It also administers the Act and regulations in relation to the non-tidal waters in so far as it is necessary for the protection of the anadromous species of fish.

Officers and employees of the Provincial Government administer the Canadian Fisheries Act and Regulations in inland waters. They also administer the proprietory rights of the Provincial Government in such fisheries and certain provincial legislation in relation to fisheries.

2. Alberta, Saskatchewan and Manitoba - The position of these provinces was different from that of other provinces prior to 1930, as the Government of Canada, prior to that date, owned the Crown lands in such provinces, and hence, the non-tidal waters, and had reserved the water rights in the grants of such lands made by it. In 1930 the Government of Canada transferred the natural resources in these provinces to the Provincial Governments. The agreements by which the transfers were made each contained a clause reading as follows:

> "Except as herein otherwise provided, all rights of fishery, shall after the coming into force of this agreement, belong to and be administered by the province, and the provinces shall have the right to dispose of all such rights of fishery

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by sale, license or otherwise, subject only to the exercise by the Parliament of Canada of its legislative jurisdiction of Sea Coast and Inland Fisheries."

The Canadian Fisheries Act and regulations thereunder made by the Government of Canada are applicable to all these fisheries, which are all non-tidal fisheries, except those in the tidal waters of Hudson's Bay in the case of Manitoba. The Act and regulations are administered in each case by officers and employees of the Provincial Governments, together with any applicable provincial legislation and proprietory rights belonging to the Crown in right of the provinces.

3. Ontario - The fisheries in this province are all non-tidal fisheries, with the exception of those in the tidal waters bordering Hudson and James Bays, in which no commercial fishing is carried on. The Canadian Fisheries Act and regulations made thereunder by the Government of Canada apply to all these fisheries and are administered the same way as in Alberta, Saskatchewan and Manitoba.

4. Quebec - The Canadian Fisheries Act and regulations made thereunder apply to all fisheries. There is also certain provincial legislation. By an arrangement made in 1922 the administration of all such legislation and regulations in respect of all fisheries, whether in navigable or non-navigable waters, together with the administration of any provincial Crown fisheries, is carried on by the Government of the province.

5. New Brunswick - The Canadian Fisheries Act and regulations made thereunder apply to all fisheries and are administered by the Government of Canada. The Provincial Government leases angling privileges in the non-tidal waters and administers these leases.

6. Nova Scotia and Prince Edward Island - The Canadian Fisheries Act and regulations made thereunder apply to all fisheries and are administered by the Government of Canada in both tidal and non-tidal waters.

(ii) A brief description of the Fisheries Prices Support Board and its functions.

The Fisheries Prices Support Act was passed in 1944 and proclaimed in July, 1947, the Board under the Act then being named by the Government. The Act covers the fisheries products of Canada as a whole, and if Newfoundland were part of Canada, would apply there as elsewhere in the Dominion. In the event of Newfoundland entering confederation, the Federal Government would wish to reconsider the present membership of the Prices Support Board, with a view to having proper Newfoundland representation on the Board itself. Likewise the Board, which has named three Advisory Committees (one representing the west coast fishery, one the inland, and one the Quebec and Maritime fishery) would probably wish to add to its

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advisory groups representatives of Newfoundland fishermen, producers and exporters, or if the people preferred to have the Newfoundland Fisheries Board act in an advisory capacity on Newfoundland fishery matters.

The Board held its organization meetings in September 1947, but it is yet too early to forecast its operations. The organization of the Board is as follows. It comprises a permanent Chairman, four part-time members representing the fishing industry (both management and fishermen). Pending the appointment of a permanent Chairman, the Deputy Minister of Fisheries in Ottawa is Acting Chairman. The members of the Board are W. Stanley Lee, Halifax as Vice-Chairman, Louis Berube of the School of Fisheries at Ste. Anne de la Pocatiere, Colonel Nicholls of B.C. Packers, Vancouver and K. Harding of the Prince Rupert Fishermen's Co-operative.

The Act outlines the powers of the Board (section 9). It will be noted that these powers are mainly those of buying and selling fisheries products, either directly by the Board itself or through agents, and the powers of paying deficiency payments (see section 9/c). There is nothing in the Act to prevent the Support Board from naming the Newfoundland Fisheries Board or any of the co-operative marketing groups in Newfoundland as its agents for the handling, that is buying and/or selling Newfoundland fisheries products. In short, there is nothing in the present Canadian Act that would necessarily interfere with the present organization and methods of operation of the Newfoundland fish trade, and the Canadian Prices Support Board would, no doubt, wish to take advantage of all existing machinery that could readily be used to complement its operations.

The Prices Support Board, it should be noted, has no "wartime" powers such as were held by the Wartime Prices and Trade Board. It cannot define prices as was done during wartime. It can influence prices mainly through buying and selling, or through deficiency payments and it has no powers of allocation and no powers of directing the marketing of individuals or groups except when such persons are acting as the agents of the Board itself and handling the particular products being bought and sold by the Board itself. The Board can, of course, make its purchases and sales subject to certain standards of grading.

(iii) The Sick Mariners' Service - Its Application to Fishermen.

The Sick Mariners' Fund is established under the authority of part 5 of the Canada Shipping Act and is administered by the Department of National Health and Welfare.

To avail themselves of the benefits of this Act, vessels must be registered in compliance with the Canada Shipping Act. This involves some difficulty

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for fishermen in the way of having various forms completed, arranging for the measuring of their vessels, etc. However, the eventual benefits outweigh the difficulties.

Once a fishing vessel or boat is registered, dues payable under the Act must be paid to a Collector of Customs before the first fishing voyage in a calendar year. The captain is then issued with a receipt which is a form of identification for presentation to a port doctor in the event of need. The minimum amount due from a vessel in each calendar year will be $2. or six cents per register ton of the ships tonnage, whichever is the greater. The duty will be payable a maximum of three times a year.

Under the Act the master or person in command of a ship in respect of which the necessary fees have been paid may apply in writing to the Collector or other Chief Officer of Customs at any port to have medical or surgical treatment gratuitously provided for any sick mariner employed on board and belonging to the ship. The Collector of Customs, if he considers the sick mariner is entitled to the benefits of the Act, shall forthwith direct him to a designated doctor or hospital.

In the case of an accident or an emergency, the master or person in command may send any sick mariner employed on board and belonging to the ship to any designated doctor or hospital for sick mariners at any hour of the day or night and any sick mariner unable to leave his ship may be provided with treatment on board ship.

At any port where there is no marine doctor or other hospital designated as provided in the Act, the Collector of Customs on request at any hour of the day and in the case of emergency at any hour in the night, may make such arrangements as are in his power for the medical and surgical treatment of a sick mariner.

While the Department has not had occasion to obtain recent information, in 1933 there were 443 fishing vessels which paid dues, the total amount collected being $6,025.68. The benefits received by sick mariners from these vessels involved an expenditure of $62,536.15. On this basis, it will be seen that the fishermen reap a very considerable benefit from the Sick Mariners' Fund.

The conditions under which fishing vessels may pay sick mariners' dues are described in Section 306 of the Canada Shipping Act.

Any member of the crew of a fishing vessel which has paid dues is entitled to free treatment as a sick mariner, irrespective of the size of the vessel, number of members of the crew or whether they are based ashore and going out fishing each day or whether they make more extended trips of several days.

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In the event of a crew member of a fishing vessel which has paid dues, requiring treatment, application is made by the captain of the vessel to the local Collector of Customs who refers the individual concerned to the appropriate medical authorities.

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APPENDIX XIV

Supplementary Questions asked by the Newfoundland delegation, with answers thereto.

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APPENDIX [redacted]

SUPPLEMENTARY QUESTIONS ASKED BY THE NEWFOUNDLAND DELEGATION WITH ANSWERS THERETO

THE CANADIAN CRIMINAL CODE

QUESTION: In the event of union would a definite date be set on which the provisions of the Canadian Criminal Code would become applicable to Newfoundland?

ANSWER: In the absence of any specific provision to the contrary in the Act of Union, Canadian Law regulating criminal offences and procedure in criminal matters would become applicable as from the date of union.

COST OF FISHERMEN'S SUPPLIES

QUESTION: What are the costs of fishermen's supplies in Canada?

ANSWER: Report on Some Prices of Fishermen's Supplies in Halifax as of September, 1947.

FISH CURING SALT

Fish curing Salt, per hogshead (64 gals) to large buyers,	7.85 per hogshead, less 2% for payment in 30 days.
to small buyers, buying 1 to 5 hogsheads,	8.10 per hogshead, cash 8.25 " " , credit.

The Newfoundland hogshead is believed to be smaller than the Canadian hogshead.

GASOLENE MOTOR ENGINES

Gas Engine 4 hp	190.00	FOB Lunenburg.
6	271.00	
8	329.00	
10	456.00	

OIL-CLOTHING

Price per suit (jacket and pants) 5.20 to 7.00

RUBBER CLOTHING

Price per suit (jacket and pants) 9.25 to 9.40

CUP GREASE

.13½ per lb in	25 lb lb pails
.14½	10
.14	5
.17	1

LUBRICATING OIL

1.05 per gallon in	10 gallon drum
1.06	5
1.04	1

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LUBRICATING OIL (continued)

.82	10
.83	5
.81	1

GASOLINE FOR FISHERIES

per gallon

.16½ plus 3¢ tax to
.18½ " " "

HERRING NETS

Herring Nets, barked and mounted, of 14/6 twine, 37½ yds long, 150 mesh of 2½" to 3" mesh, 38.00

Sheets of netting
2½" to 3" mesh, 150 mesh, 50 yds long, 17.70

2½" to 2 7/8" mesh, 150 mesh, 56 yds long, 19.80

3" mesh and larger 19.00

RUBBER BOOTS

	Best Grade	Ordinary
Knee, per pair	5.40	3.25 to 3.80
Thigh, per pair	8.40	3.25 to 6.10

LINES AND TWINES

Fishing Lines, hard cotton, in packages of 6 lines, each of 50 fathoms,

3 lb line	2.49	2 lb line	.85
4	3.32	3, 3½, 4, 4½	.83
6	4.92		
10	8.10		
18	14.40		

Twine, cotton, seine, white, per lb.,

2 thread	.93
9	.88
12	.86
15 thread and up	.85

These twine prices are for 100 lb. bales. For smaller lots 2¢ - 3¢ per lb. is added.

FISH HOOKS

Fish hooks, ringed, tinned, per gross,

long shank,	size 15	.60 to .75
"	16	.55 to .60
"	17	.46 to .50
short shank,	size 12	1.87
"	13	1.45
"	14	.88
"	15	.55
"	16	.50

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FISH HOOKS (continued)

Bent,	tinned	2.15
"	"	1.45
"	"	.90

DENIM OVERALLS

Overalls,	denim,	high back,	bib style,	8 oz,	sanforized,		3.95
"	"	"	"	"	"	8 oz,	water-shrunk, 3.50
"	"	"	"	"	"	7½ oz,	regular finish, 3.50

DRY CELL BATTERIES

Standard size (No. 6), each, .60 to .75

OAKUM

Oakum, tarred, per lb. .30 in 100 lb lots; .32 in smaller quantities.
.30 " ; .35 " "

Cut per lb. .18½ in 100 lb. bag; .20 to .25 in smaller quantities.

MARINE PAINT

Ships paint, 4.00 to 5.00 per gallon; 1.15 to 1.35 per qt.

COPPER Paint, 4.50 per gallon
Red, 4.80 per gallon; 1.35 per qt.
Green, 5.90 per gallon; 1.55 per qt.

STOCKHOLM TAR

1.45 per gallon

WOOL GUERNSEY PULLOVER SWEATER

Heavy yarn, roll neck 4.00 to 4.95

A NATIONAL PARK

QUESTION: What is the policy of the federal government with respect to the establishment of National Parks in the provinces? Approximately how much does the federal government spend in setting up a National Park?

ANSWER: The cardinal principle of a National Park is that the area is set aside by Act of the Dominion Parliament for the purpose of National Parks alone. Such an area is preserved as nearly as possible in its natural state to fulfil the purpose mentioned in Section 4 of the Act. In other words, it is not possible to allow mining, lumbering, or other commercial utilization of the natural resources in a National Park. It is not customary for the Dominion to buy land for a National Park-rather the National Parks are area of outstanding scenic or recreational value which the provinces offer to the Dominion free of charge and free of all encumbrance. When such an offer is made it is customary to have an inspection made to determine the suitability of the area for National Park purposes and also the probable cost of such development. If the Dominion is then

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in a position to undertake additional responsibility, the offer is placed before Parliament for consideration. Once the National Park is established by Act of Parliament, it is the Dominion's responsibility to furnish the funds for administration, development, and maintenance and operation of park facilities.

Of course the cost of establishing, developing and maintaining a National Park depends on a great number of factors, such as the size of the area, the type of country, the recreational facilities that should be provided, the distance the area is from established transportation facilities. It is our policy to have planning precede development. To date the Dominion has spent around $50,000,000 on National Parks. The first park (Banff) was established in 1885, and the newest park (New Brunswick) is just being organized. In one province (Alberta) we have spent about $30,000,000 on National Parks, but it is interesting to note that in Manitoba where we have only one park (established 1930) we have spent only approximately $2,700,000, and the attendance this year will be second only to Banff National Park.

ORPHANS AND FAMILY ALLOWANCES

QUESTION: Are family allowances payable to orphans?

ANSWER: In an effort to make Family Allowances available to as many children as possible, and particularly to disadvantaged children, the term "parent" has been very broadly construed. The Act states that a parent means a father, step-father, adoptive father, foster father, mother, step-mother, adoptive mother and foster mother, or any other person who maintains or has custody of a child. Under administrative regulations a Children's Aid Society may be considered as a person maintaining or having custody of a child.

While payments are not made to institutions, the policy of the Family Allowance Division is to grant Family Allowances to parents or children whom they are maintaining in institutions. Parents are then required to increase their payments to the institution by the amount of the Family Allowance.

Children's Aid Societies may be designated as "parents" and receive allowances for children whom they are supporting in institutions as well as those they are supporting in foster homes.

The Director of Welfare of a province may also be designated as a parent under certain circumstances. Among the requirements would be that of control over the placement and subsequent disposition of the child from one institution to another or for discharge of such child from institutional care in a way similar to that enacted by natural parents. In such case, the Director of Welfare may be paid Family Allowances on behalf of children over whom he exercises this control but who are housed in institutions.

Accordingly, arrangements may be made for Family Allowances to be paid on behalf of children in institutions but payments are not made to the institutions themselves by the Canadian Government.

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OLD AGE PENSIONS

QUESTION: Where a man and wife are both eligible for an old age pension, may they each receive a pension?

ANSWER: Yes. Where both man and wife are eligible for pension they may each receive a pension up to the maximum. Also they receive equal pension because for the purpose of calculating pension, their own income, if any, is divided equally.

QUESTION: If a married pensioner has a wife who is also eligible for a pension, what is the maximum income allowed to the married pensioner?

ANSWER: The maximum income allowed for a married pensioner, regardless of whether or not his wife is eligible for a pension, is $1080 per annum.

QUESTION: Does the maximum income allowed an old age pensioner include the amount of pension? What happens if the pensioner has an income of his own which, when added to the amount of the pension, totals more than the maximum income allowed?

ANSWER: The maximum income allowed a pensioner is his total income including pension. Under the circumstances described, the pensioner would be entitled to a partial pension so long as his own income were not equivalent to, or greater than the maximum income allowed. For example, a man eligible for a pension might have an income of his own of $400.00 a year. He would be entitled to receive a pension equivalent to the difference between this amount and $600.00, the maximum income allowed. In other words, he would receive a pension of $200.00.

TAX REBATES ON EXPORTS

QUESTION: On what goods are sales and excise taxes rebatable when these goods are exported from Canada?

ANSWER: Any goods normally subject to sales or excise taxes are exempt from such taxes when these goods are exported. When such taxes have been levied they are rebatable.

TRADE AND COMMERCE

QUESTION: What is the composition and scope of the Foreign Trade Service of the Department of Trade and Commerce?

ANSWER: The Foreign Trade Service of the Department of Trade and Commerce is composed of the following Divisions:

Trade Commissioner Service:

The activities of the Trade Commissioner Service include the recruiting, training and posting of Trade Commissioners; the direction and supervision of overseas offices; trade inquiries in respect of countries and areas; personnel and matters pertaining to trade promotion and supervision of area sections; Area Sections: general knowledge of and supervision over specific areas; Overseas Offices: British Empire, Europe, Latin America, Asia.

Commercial Relations Division:

Foreign trade is conducted within a framework of international agreements. This Division, by intensive study

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of economic and commercial problems, prepares the material used in the negotiation of these agreements. It maintains complete data on the import tariffs and regulations of other countries for the information of the Foreign Trade Service and inquiring exporters.

Industrial Development Division:

This new Division will continue the Department's work in connection with the establishment of new industries and assist in the study of products suitable for manufacture in Canada, especially those products for which there are export markets.

Export Division:

The Export Division is responsible for the promotion of export trade by close liaison with Canadian industry; the maintenance of Exporters' Directory; the administration of Export Permits; the answering of export inquiries in respect of commodities:

Commodity Sections:

Animals and animal products; fish and fish products;
Chemicals and allied products;
Durable consumer goods;
Fruits and vegetables and products;
Leather and footwear; rubber products (except tires);
Lumber and products;
Machinery (inclu. agricultural) and machine tools;
Non-ferrous metals and non-metallic minerals;
Primary and secondary iron and steel;
Pulp and paper products;
Radio, electronic, and electrical equipment;
Textiles and products;
Transportation equipment (including tires) except railway equipment.

Wheat and Grain Division:

This Division gives specialized attention to wheat and grain marketing problems and the procurement of these essential products for the account of the governments of other countries.

Import Division:

This provides: A new Service to help Canadian businessmen locate low cost sources of quality supplies for direct importation, thus promoting the ideal of "two-way" trade and gaining recognition for Canada as a buyer of the products of countries to whom our goods may be sold; foreign contacts for import requirements; a directory of Canadian importers and foreign exporters; details of trade services (shipping communications, warehousing, etc) It also has within its jurisdiction Canadian import controls and export controls of other countries.

Trade Publicity Division:

The trade promotional work of the whole Foreign Trade Service is brought to a focus through advertising at home and abroad; the preparation of news stories and informational pamphlets; publications, including the Commercial

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Intelligence Journal.

Canadian Government Trade Commissioners are located in the following places: (In posts where Canada maintains diplomatic missions, trade commissioners use a diplomatic title such as Commercial Counsellor, Commercial Secretary, etc. Countries in which Canada's trade interests are served by a Trade Commissioner stationed in a third country are shown in brackets).

ARGENTINA -- Canadian Embassy, Buenos Aires. (Uruguay, Paraguay).

AUSTRALIA (2) -- Sydney; Melbourne.

BELGIUM -- Canadian Embassy, Brussels.

BELGIAN CONGO -- Leopoldville (Kenya, Uganda, Tanganyika, French Equatorial Africa).

BRAZIL (2) -- Canadian Embassy, Rio de Janeiro; Sao Paulo.

BRITISH WEST INDIES (2) -- Trinidad; Port of Spain. (Barbados, Windward and Leeward Islands, British Guiana, and Dutch Guiana) Jamaica; Kingston. (Bahamas and British Honduras).

CHILE -- Canadian Embassy, Santiago. (Bolivia).

CHINA -- Shanghai.

COLOMBIA -- Bogota. (Republic of Panama, the Canal Zone).

CUBA -- Canadian Legation, Havana. (Haiti, Dominican Republic, Puerto Rico).

EGYPT -- Cairo. (Sudan, Palestine, Cyprus, Iraq, Iran Syria).

FRANCE (2) -- Canadian Embassy, Paris. (Switzerland, Algeria, French Morocco, Tunisia).

GREECE -- Canadian Embassy, Athens. (Turkey).

GUATEMALA -- Guatemala City. (Costa Rica, El Salvador, Honduras, Nicaragua).

HONG KONG -- (South China, Philippine Islands, French Indo-China).

INDIA -- Bombay. (Burma and Ceylon).

IRELAND -- Office of the High Commissioner for Canada, Dublin; Belfast.

ITALY -- Rome. (Czechoslovakia, Yugoslavia, Malta, Libya).

MALAYAN UNION -- Singapore. (North Borneo, Brunei, Sarawak, Siam, Netherlands East Indies).

MEXICO -- Canadian Embassy, Mexico City.

NETHERLANDS -- Canadian Legation, The Hague.

NEWFOUNDLAND -- Office of the High Commissioner for Canada, St. John's.

NEW ZEALAND -- Auckland. (Fiji and Western Samoa).

NORWAY -- Canadian Legation, Oslo. (Denmark).

PAKISTAN -- Karachi.

PERU -- Canadian Embassy, Lima. (Ecuador).

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PORTUGAL -- Lisbon. (Azores and Madeira, Spain, Spanish Morocco, Canary Islands).

SOUTH AFRICA (2) -- Johannesburg: (Transvaal, Natal, the Rhodesias, Mozambique or Portuguese East Africa, Nyasaland).
Cape Town: (Cape Province and South-west Africa, Orange Free State, Mauritius, Madagascar).

SWEDEN -- Stockholm. (Finland).

UNITED KINGDOM (6) -- London (British West Africa)
Liverpool; Glasgow;

UNITED STATES (4) -- Canadian Embassy, Washington;
New York City; (Bermuda)
Chicago;
Los Angeles.

VENEZUELA -- Caracas. (Netherlands West Indies).

QUESTION: What services are provided to Canadian exporters by the Federal Government?

ANSWER: Services to Canadian exporters are provided by the Federal Government through the Foreign Trade Service of the Department of Trade and Commerce.

A brief resume of this service is provided in Chapter VIII, page 49, of the recently printed "ABC of Canadian Export Trade", which has been prepared for the guidance of Canadian exporters.

The three divisions of the Foreign Trade Service mentioned in this resume which are likely to prove of particular interest are the Trade Commissioner Service, the Export Division and the Commercial Relations Division.

A complete listing of the offices now served by Trade Commissioners appears in the back of the "Foreign Trade Journal" which is published weekly by the Publicity Division of the Department of Trade and Commerce. It will be noted that Canada has some 44 offices in operation and this number is being added to, so that Canada has a fairly complete coverage of her foreign trade markets.

The assistance which Trade Commissioners are prepared to render to individual exporters is outlined in the following reprint from the "Commercial Intelligence Journal" of April 27th, 1946:

Many manufacturers, exporters and importers are apparently not fully advised as to the valuable services that can be rendered by Canadian Trade Commissioners. The following is therefore, issued with a view to rendering the activities of Canadian Trade Commissioners of greater benefit to manufacturers, exporters and importers generally.

The Commercial Intelligence Journal contains reports prepared by the various Trade Commissioners abroad, and both exporters and importers will find therein the answers to many of the questions raised.....

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Assistance to Exporters

General Commercial Information.

For information of a general character concerning the demand for Canadian goods in foreign markets, trade inquiries, customs duties, and import restrictions into other countries, exporters may address inquiries to the Foreign Trade Service, Department of Trade and Commerce, Ottawa. All firms interested in exporting should be listed in the Exporters' Directory.....

Detailed Information and Assistance

1. Exporters requiring more specific information along the following lines should address inquiries to the Trade Commissioner in the territory concerned:-

(a) Present and prospective market demands.
(b) Foreign and local competition (with sample catalogues and prices if desired and obtainable).
(c) Best selling methods.
(d) Reports on foreign firms, if not available at Ottawa.
(e) Specifications of goods in particular demand.

2. Trade Commissioners will also:-

(a) Recommend to intending Canadian exporters the names of responsible parties in a position to act as agents or buyers and distributors.

(b) Give every possible assistance to such agents, etc., and will introduce them to influential individuals or associations who may be in a position to buy goods from Canada.
(c) Give confidential information, when so requested, as to the activities of a Canadian exporter's agent or firms to whom sales have been or are being made.

3. Trade Commissioners can assist in advising Canadian exporters and manufacturers:-

(a) As to the best media in which to place advertisement and the form which such advertisements should take, i.e. their adaptation to the special requirements of the community.
(b) In the display of catalogues, price lists, and samples where they can be seen by potential buyers.
(c) As to the distribution of trade literature and its probable cost.

General

4. (a) Trade Commissioners will always be glad to receive visitors from Canada and introduce them to possible buyers or agents or put them in touch with legal advisers, interpreters, and shipping and banking representatives.
(b) The assistance of Trade Commissioners can always be invoked with a view to settling difficulties which may arise between Canadian exporters and buyers abroad.
(c) Trade Commissioners will at any time provide such information as may be available as to local freight rates, tariffs, port dues, etc., so as to enable Canadian

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exporters to quote prices for delivery overseas. They will be glad also to provide information respecting cost of travel, regulations applicable to commercial travellers, packing and marking of goods, shipping accommodation, storage arrangements, and any other foreign government regulations or conditions which have to be complied with.

Financial Arrangements

5. Particulars can be obtained by exporters with regard to:-

(a) Terms of credit which may be given to foreign buyers.
(b) Financial houses and banks which will discount bills or give credit.
(c) Regulations governing the recovery of debts in foreign countries.
(d) Disposal of goods abroad contracted for but not accepted by foreign buyers.
(e) Infringement of trade-marks or patent rights and advice on registration.

Information Exporters Can Give to Trade Commissioners

A Canadian firm deciding to enter export markets, should first, in his preliminary investigations, obtain as much information as possible from the Foreign Trade Service, Department of Trade and Commerce, Ottawa. The exporter should also secure a listing in the Department's confidential Exporter's Directory, an up-to-date copy of which is maintained in the office of every Canadian Trade Commissioner abroad. This directory provides the Trade Commissioner with first-hand information on Canadian exporters, and enables him to give immediate and direct assistance to any listed Canadian firms writing him.

The exporter should with his first letter provide the Trade Commissioner with the following basic information:-

(a) Catalogues and best export prices c.i.f. port of entry or, failing that, f.o.b. Canadian port. It is quite useless to send prices f.o.b. factory.
(b) Details regarding process of manufacture if convenient.
(c) Technical information covering use of product, where applicable.
(d) Bankers' references.
(e) Time required to ship from receipt of order, and the quantities for which orders will be accepted.
(f) Details of experience he has had in the territory served by the Trade Commissioner.
(g) Information regarding previous connections, if any, which he has, either with agents or importers. If connections still exist, what, if any, bearing will they have on fresh contacts that may be established through the efforts of the Trade Commissioner.
(h) The marketing methods the exporter has found to be most successful at home or in other foreign markets, and the type of distributor or agent believed to be most desirable.

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NOTE: Samples should not be sent to the Trade Commissioner or to prospective agents with the first exchange of correspondence. In some countries there are regulations governing the sending of samples, and, if these are not rigidly adhered to, heavy fines may be levied, irrespective of whether there is any attempt to defraud the Customs concerned, and there may be no appeal. Further, in order to avoid unnecessary expense, it is advisable to await a request for samples, and instructions as to how they are to be sent should be followed to the letter.

The Trade Commissioner will thus be in a position to make a survey of his territory, report the opportunities for the lines to be exported and can then either place the exporter in communication with reliable importers or recommend suitable agents.

Assistance to Importers

Commercial Information

For general import information concerning production, supply and price conditions in foreign markets, movement of goods, trade inquiries, and Canadian import requirements, importers may address inquiries to the Import Division, Foreign Trade Service, Department of Trade and Commerce, Ottawa. Also, all Canadian firms interested in importing should be listed in the Directory of Canadian Importers, maintained by the Import Division, from which application forms may be obtained.

1. Importers requiring specific information with regard to the following are also invited to address their inquiries to the Trade Commissioner in the territory concerned:-

(a) Present and expected supply of goods.
(b) Types and classes of goods offering.
(c) Competitive nature of goods, with prices, terms and catalogues.
(d) Best purchasing methods.
(e) Report on suppliers.
(f) Specifications and quality of goods in supply.
(g) Basis on which sales should be made.
(h) Definite inquiries received on exporting goods to Canada.
(i) Shipping services.
(j) Foreign government export licensing.

2. Trade Commissioners will also:-

(a) Recommend to intending Canadian importers the names of responsible supply houses, manufacturers and their agents.
(b) Give every possible assistance to such suppliers and provide them with information on Canadian import requirements.
(c) Advise Canadian importers as to the best methods of approach to foreign suppliers of import materials, marketing organizations, control board, etc.

General

3. (a) Trade Commissioners will always be glad to receive visits from Canadian importers, introduce them to supply houses or agents, put them in touch with legal advisers, interpreters, shipping and banking representatives, advise them generally on cost of travel, and assist them in every way possible.

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(b) The good offices of Trade Commissioners can always be invoked with a view to settling difficulties which may arise between Canadian importers and foreign sellers.

Documentation, Invoicing, Customs

4. Trade Commissioners, on request, also serve to protect Canadian importers by providing supply houses or agents in their territories with general information concerning:-

(a) Canadian regulations and documentation governing imports into Canada.
(b) Certification of documents.
(c) Canadian Customs invoicing.
(d) Marking, packing, and general handling of products.
(e) Canadian Customs tariff rulings as requested.
(f) Import permits and quotas.

Financial Arrangements

5. Particulars can be obtained by importers with regard to:-
(a) Financing.
(b) Terms of purchasing.
(c) Basis of payments.
(d) Exchange factors and exchange control regulations.

Information Importers Can Give To Trade Commissioners

A Canadian manufacturer desiring to obtain goods and materials from abroad, or who is investigating the possibility of importing needed supplies will find it of value to first obtain the assistance of the Import Division, Foreign Trade Service, Ottawa, as this Division, working through the Trade Commissioner Service and other channels, is developing general information for the advantage of Canadian importers. In competitive lines it is at times of primary importance for the importer to become informed of such factors as where goods are moving, through what hands, by what shipping and other trade services, etc., and, through the Agency of the Import Division and the Foreign Trade Service as a whole, such trade "intelligence" on commodity movement can be provided on inquiry from importers. The importer should obtain a listing in the confidential Directory of Canadian Importers, an up-to-date copy of which is maintained in the office of every Trade Commissioner. This directory provides the Trade Commissioner with complete details on Canadian importers, and enables him to render direct and immediate assistance to any Canadian importer so listed.

When an importer is ready to solicit the services of a Trade Commissioner abroad, he should, in his first letter, provide the following basic information:-

(a) Banking and trade references.
(b) Nature of his business, i.e., manufacturer, importer, etc.
(c) Whether previously engaged in import trade.
(d) Experience he has had, if any, in territory served by the Trade Commissioner, and if at present importing materials therefrom.
(e) Specific details on materials required.
(f) Price range to be met, and basis on which prices should be quoted.
(g) Quantity and quality of goods required, if to be purchased on consignment or outright sale, and when required for delivery.
(h) Possible future requirements.

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This information will enable the Trade Commissioner to canvass prospective suppliers, advise the Canadian importer of the response to his inquiry, and place such importer in touch with any interested suppliers.

Trade Commissioners are encouraged to work directly with individual exporters and give personal attention to their problems. For this reason each office is staffed usually with a Trade Commissioner and Assistant Trade Commissioner selected in Canada, along with adequate clerical and stenographic help which are usually selected from local sources, in order to ensure prompt service to what is usually a very heavy volume of correspondence. The work of the Trade Commissioners is coordinated in Ottawa through the Director of the Trade Commissioner Service, assisted by Area Desk Officers, who are authorities on conditions in various world areas such as the British Empire, Europe, South America, Asia, etc.

The Export Division is designed to give specialist attention and assistance to the main export commodities from Canada. At present the division has some 23 Commodity Officers in Ottawa, whose activities are supervised by Commodity Chiefs in five main commodity sections: Foods (including fish); machinery, metals and chemicals; textiles, leather and rubber; wood and paper; general products. These officers are closely informed of the export possibilities in their particular field, answer trade inquiries from abroad, and advise exporters in respect to their problems. Under the Export Division there is also maintained an Exporter's Directory section which provides history sheets of all Canadian firms engaged in export trade. At present this covers some 3,900 firms and is comprised of about 12 large volumes which are supplied in confidence to Trade Commissioners abroad.

The Commercial Relations Division has been expanding rather rapidly of late. Its function is to keep key Canadian exporters informed of foreign tariffs, import restrictions and the regulatory factors governing foreign trade abroad. They too work in close cooperation with the Trade Commissioners and also direct with Canadian exporters.

The Publicity Division should also be mentioned, as it is responsible for the publication of foreign trade publications (especially the "Foreign Trade Journal", a weekly periodical covering all phases of Canadian foreign trade, Trade Commissioner reports, import restrictions and tariff reports, trade enquiries, ships' sailing, Trade Commissioners' tour schedules, etc.) The Publicity Division is also responsible for direct government advertising in relation to commerce in newspapers, periodicals and other media.

It will be noted that there are other divisions of the Foreign Trade Service mentioned in the "ABC of Canadian Export Trade", all of which are designed to complete a comprehensive foreign trade service to all Canadian exporters irrespective of province.

QUESTION: What is the total number of employees in:
a) the Dept. of Trade and Commerce?
b) the Foreign Trade Service?
c) the Trade Commissioner Service outside of Ottawa?

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ANSWER: a) the total number of employees in the Dept. of Trade and Commerce is 3,378;
b) the total number of employees in the Foreign Trade Service is 492;
c) the total number of employees in the Trade Commissioner Service outside of Ottawa is 281.

QUESTION: With what countries does Canada have trade agreements?

ANSWER: The following is a list of the countries with which Canada has trade agreements, conventions of commerce, or similar arrangements between Canada and the country concerned - for example, by participation in treaties made by the United Kingdom with Foreign powers:

COMMONWEALTH AND EMPIRE COUNTRIES	OTHER COUNTRIES	
United Kingdom	Argentina	Liechtenstein
Eire	Belgium and Luxembourg and Belgian Colonies	Mexico
Australia	Bolivia	Netherlands including Surinam and Curacao
New Zealand	Brazil	Nicaragua
Union of South Africa	Chile	Norway
British West Indies	China	Panama
	Colombia	Paraguay
	Costa Rica	Poland
	Czechoslovakia	Portugal
	Denmark	Salvador
	Dominican Republic	Spain
	Ecuador	Syria
	France and French Colonies	Sweden
	Greece	Switzerland
	Guatemala	United States
	Haiti	Uruguay
	Italy	Venezuela
	Lebanon	Yugoslavia

Details of trade agreements in force at March 31, 1946, are given on pages 482-486 of the Canada Year Book, 1946.

COUNTRIES HAVING DIPLOMATIC REPRESENTATION IN OTTAWA.

QUESTION: What countries have diplomatic representation in Ottawa?

ANSWER: Argentina, Australia, Belgium, Chile, China, Cuba, Czechoslovakia, Denmark, France, Greece, India, Ireland, Italy, Mexico, Netherlands, New Zealand, Norway, Peru, Poland, Sweden, Switzerland, Turkey, Union of South Africa, U.S.S.R., United Kingdom. United States of America, Yugoslavia.

QUESTION: What countries have consular representatives in Canada?

ANSWER: Some of the countries which have diplomatic representatives in Ottawa also have consular representatives in Canada. In addition, the following countries have consular representatives in Canada:

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Bolivia,
Colombia,
Costa Rica,
Dominican Republic,
Ecuador,
Guatemala,
Haiti.
Honduras,
Iceland,
Lebanon,
Liberia,
Luxembourg,
Monaco,
Nicaragua.
Panama,
Paraguay,
Portugal,
El Salvador,
Spain,
Uruguay,
Venezuela.

THE DOMINION BUREAU OF STATISTICS

QUESTION: Could we have some details regarding the Dominion Bureau of Statistics?

ANSWER: The establishment of the Dominion Bureau of Statistics, under the Statistics Act set up by statute on May 24, 1918, was a great step forward in the centralization of official statistics in Canada, and was the outstanding legislation enacted in that year.

Under this Act, the Dominion Bureau of Statistics was charged with the general administration of the Act. Its duties were "to collect, abstract, compile and publish statistical information relative to the commercial, industrial, social, economic and general activities and condition of the people". To these were added the task of collaborating with all other Departments of Government throughout Canada in abstracting, compiling and publishing all statistical information deemed to be important.

Finally, the taking of the census came under its jurisdiction. The above powers conferred by the Act gave to the Dominion Bureau of Statistics complete jurisdiction in the field of statistics.

The linking up of the statistics of provincial Departments (which under the British North America Act has priority as regards some important statistical subjects) is secured through a clause giving the Bureau rights of access to all provincial, municipal or corporation records.

The final concept of the Bureau is that of a national laboratory for social and economic research: its chief purposes are:-

1. To provide for the people of Canada a national body of statistics to enable them to visualize present conditions and to assist them in the day-to-day problems which occur in the different fields of Canadian enterprise.

2. To supply a body of fundamental statistics adequate to the country's needs and capable of adjustment to meet new conditions when and where they occur.

3. To furnish statistical information of a general nature to all official and unofficial inquiries for statistics relating to Canada both within and outside Canada.

Organization

At the close of its initial year, the Bureau was organized under eleven Divisions, of which the key Division was devoted to administration. During the twenty-eight years of its existence new fields of work have been added to keep pace with the general activities of the people.

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At the head of the Bureau is the Dominion Statistican who is charged with the administration of the Statistics Act; and upon whose shoulders the final responsibility for the entire operation and administration rests.

Under the administrative direction the Bureau is organized into the fourteen Divisions outlined below.

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Dominion Statistician

Chief Administrative Officer

Chief Economist

Organization of Divisions:	Sections:
Administration	(1) Personnel
	(2) Office Management and Central Services
	(3) Accounts
	(4) Drafting
	(5) Printing
	(6) Publications
	(7) Supplies
	(8) Library
	(9) Clinic
	(10) Messenger
Central Research and Development	(1) National Income
	(2) Sampling Organization
	(3) Business Statistics
	(4) Housing Statistics
Information Services	

Agriculture Statistics	(1) Crop Statistics
	(2) Live Stock and Animal Products
	(3) Research and Compilation
Census (Demography)	(1) Census of Population
	(2) Census of Agriculture
	(3) Social Analysis
Education Statistics	(1) Schools
	(2) Universities and Colleges
	(3) Libraries

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Organization of Divisions:	Sections:
Census of Industry and Merchandising	(1) Mining Metallurgical and Chemical Statistics
	(2) General Manufactures
	(3) Forestry Statistics
	(4) Construction
	(5) Fisheries and Animal Products
	(6) Merchandising and Services
	(7) Capital Expenditures
International Trade	(1) Foreign Trade Statistics
	(2) International Balance of Payments
Labour and Prices	(1) Price Statistics
	(2) Employment Statistics
	(3) Unemployment Insurance Statistics
Public Finance	(1) Provincial, Municipal and Combined Finance
	(2) Government Employment and Payroll Statistics (Civil Service Statistics)
	(3) Housing Statistics
Social Welfare Statistics	(1) Vital Statistics
	(2) Criminal Statistics
	(3) Institutional Statistics
Transportation and Public Utilities	(1) Transportation
	(2) Communications
	(3) Central Electric Stations
	(4) Warehousing
Year Book	(1) Year Book and Official Handbook
	(2) Economic Mapping
	(3) General Statistics and Inquiries

Mechanical Tabulation Services

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Administrative Services

With the growth of the Bureau there has developed a body of administrative officers and groups whose function it is to serve the various Divisions in an administrative capacity. Without the smooth operation of this administrative machinery the ordinary and regular operation of the whole organization would soon break down.

The Administration Division -- The names of the Sections of the Administration Division are for the most part self-explanatory. The Personnel Section deals with all staff matters, such as requisitioning staff, arranging for the payment of employees, maintaining records of attendance and leave, etc. It is to the Personnel Office that new employees report for duty when they first arrive at the Bureau and it is to the Personnel Office that they direct their inquiries regarding status etc.

The Central Services Subsection of Office Management is a stenographic and adding-machine pool. The Accounting Section handles all Bureau accounts. The Drafting Section prepares illustrations, charts, maps and lettering for all Divisions of the Bureau and for such publications as the Year Book, the Official Handbook and the Census Reports; the Printing Section prints most of the Bureau's reports and publications. The Publications Section distributes all Bureau publications. The Supplies Section issues all office supplies. The Library is probably the best one of its kind in Canada. Its material is for the most part statistical and is an invaluable source for anyone working on a research problem in that field. The Librarian is at all times glad to assist and advise members of the staff or outsiders who undertake studies at the Bureau. The Clinic with a registered Nurse in charge, is equipped to deal with emergency cases and treat minor ailments. The Messenger Section collects and distributes mail and inter-office communications.

The Central Research and Development Division. -- The Central Research and Development Division is one of the more recently established Bureau organizations. It is concerned with the development and improvement of technical and economic aspects of statistics in the Bureau as a whole. It may act in an advisory capacity to other Divisions of the Bureau and it carries on independent research in a number of fields.

The National Income Statistics Section prepares and analyses national accounts, such as national income, national product, national expenditures and income payments to individuals. It undertakes research in national income concepts and methods. Work of this kind involves using numerous sources of statistical information and National Income relies heavily upon the co-operation of other Divisions of the Bureau.

The Sampling Section undertakes field surveys of population characteristics on the basis of scientifically designed samples. The method of inquiry by sampling is being used increasingly in the Bureau. It is a flexible supplement to the major sources of statistical information such as the Population Census and the Census of Industry. Besides conducting sample surveys itself, the Sampling Section serves in an advisory capacity to other Divisions of the Bureau. A number of Divisions rely on partial rather than complete coverage in certain of their surveys, and results can be improved by making use of scientific sampling methods.

The Business Statistics Section publishes the "Monthly Review of Business Statistics", puts out a monthly index of the physical volume of production, statistics on bank debits and assembles data from elsewhere in the Bureau to depict current trend in business.

The Housing Statistics Section assembles and interprets statistics relevant to the housing market, most of which are collected and published by other Divisions of the Bureau. One of the functions of the Housing Statistics Section is to provide efficient and comprehensive statistical services to the Central Mortgage and Housing Corporation.

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Information Services. -- The central function of this Division is to promote as wide distribution and use as possible of the information collected, compiled and analysed by the Bureau. It prepares a Daily Bulletin, containing news items based on the reports or special releases issued each day; a Weekly Bulletin, containing news items on the reports issued in the week; and the periodical "A Fact a Day About Canada", which contains brief, original articles (including some items of information of Bureau origin). These periodica have a wide distribution.

Agriculture Statistics Division.-- The primary function of the Agriculture Statistics Division is to provide current information on the production and disposition of Canadian agricultural products. The agricultural industry, from the standpoint of the number of units engaged, its widespread nature--from coast to coast-- and the number of products involved, both crop and animal, presents many problems in the field of statistics. Thus, it is evident that statistical information cannot be continuously obtained for the nearly three-quarters of a million farms in Canada from each individual farmer. Extended use must be made of mailed questionnaires and special inquiries to meet needs for current and timely information.

The Agriculture Statistics Division is composed of three Sections. The Crop Section deals with statistics of field crops, fruits and vegetables, tobacco, honey and maple products, seed crops, and the grain trade, including flour milling. The Live Stock and Animal Products Section is responsible for estimates of production and consumption of meat animals and wool, dairy products and poultry meat and eggs. The Research and Compilation Section deals with research on problems arising from the collection, compilation and dissemination of the various statistics gathered by the Division as a whole. In addition this Section handles the compilation of statistical information pertaining to farm finance, including income and values of farm property, farm labour statistics and prices received by farmers.

The Census Division (Demography).-- First and foremost among the subjects treated by the Bureau is Demography--statistics relating to the people themselves. The Decennial Census of Canada is taken in June in the years ending in "1". In view of the extended area of the Dominion, the sparseness of settlement in certain sections, the detail demanded in a modern census and the great variety of conditions to be met, the taking of the census constitutes an administrative problem of the first order. In Ottawa a permanent staff directs the taking of the census and the preparation of the resulting statistical reports. To take the Census of 1941 more than 17,000 enumerators were employed in the field and over 1,200 temporary employees added to the clerical staff in Ottawa for the compilation of the returns.

The legal reason for the census is that representation to Parliament is determined on the basis of population. The field has so extended from this fundamental basis, however, that the census as taken in Canada to-day is regarded as one of the most comprehensive in the world.

The Education Statistics Division.--The Education Statistics Division was founded in 1919 because of the generally unsatisfactory character of Canadian education statistics and the incomparability of the statistics collected in the various provinces. A biennial report, "Elementary and Secondary Education in Canada" is compiled from material supplied mainly by the Provincial Departments of Education, covering such features as enrolment, attendance, teachers, accommodation, expenditures, etc., of all provincially-controlled schools. It includes also statistics of private schools (which the Bureau collects directly) and statistics of the Dominion Government's Indian Schools.

There are two other biennial publications prepared in the Education Statistics Division--"Higher Education in Canada" and "Libraries in Canada"--for both of which reports are collected directly from the institutions concerned.

Census of Industry and Merchandising Division.-- This Division comprises seven Sections engaged in the collection, compilation and

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publication of statistics relating to Canada's Manufacturing Industries, Merchandising and Services.

The Mining, Metallurgical and Chemical Section engages in the collection and publication of statistics of, first, the mining industry, and secondly, statistics of those manufacturing industries which use mineral products as their chief raw materials.

The General Manufactures Section deals with the statistics of manufactures of vegetable products, textile and allied industries and miscellaneous manufactures. In addition, in co-ordinated reports it assembles the production statistics for each province of all manufacturing operations, including those based on mineral, forestry and animal products.

The Forestry Statistics Section compiles statistics in relation to(a) operations in the woods,(b) the primary industries based on those operations, such as lumbering, pulp and paper, and (c) the secondary industries using lumber, wood pulp and paper as their raw materials.

The Construction Statistics Section makes an annual survey of all classes of construction throughout the Dominion including types of material used and their cost, values and kinds of the finished product, wages and salaries paid, etc. The Section also publishes a monthly classification of building permits issued by municipalities which shows, by provinces, values (new and repair) of permits issued for residential, institutional, commercial, industrial and 'all other' structures.

The Fisheries and Animal Products Statistics Section is mainly concerned with the statistics of fisheries, furs and manufactures of miscellaneous animal products, the latter including slaughtering and meat packing, fur and leather goods, the fishing industry is covered from two directions; namely, the primary industry of catching fish, and the factory operations of fish-canning and fish-curring on shore.

The Merchandising and Services Section is concerned with statistics of Canada's internal trade. Annual reports are published showing the operations of chain stores, sales of farm implements, advertising agencies, motion-picture theatres, laundries and dry cleaners and the sales and operating cost of retail stores by trades. Quarterly reports are published of automobile sales and financing. Monthly indexes are published of retail and wholesale sales and special studies are made from time to time on various phases of marketing.

The Capital Expenditure Section makes a special survey early in the year requiring companies to estimate what they expect to expend during the year on capital equipment and repairs and maintenance. This is known as the "Forecast of Repairs and Capital Expenditures".

International Trade Division.--The International Trade Division consists of two Sections. The first provides statistics on foreign trade; the second provides statistics on Canada's international balance of payments.

The Foreign Trade Section compiles and publishes, in detail monthly and annual statistics of Canada's imports and exports.

The work of the International Balance of Payments Section includes an estimation of international exchanges of services and the movement of capital between Canada and other countries as well as an analysis of commodity transactions and their effects upon the balance of payments. Of particular interest is the report on the value of the international tourist trade, which is prepared annually, showing the number and estimated expenditures of tourists entering Canada, with similar information regarding Canadians touring elsewhere. The International Balance of Payments Section also maintains a record of the purchases and sales of securities between Canada and other countries and collects information on foreign branch plants in Canada.

Labour and Prices Division.--The Labour and Prices Division has three fields of interest: Price Statistics, Employment and Payroll Statistics, and Unemployment Insurance Statistics.

The Prices Section compiles index numbers of commodity prices at wholesale and retail levels. The latter form an integral part of cost-of-living series for urban and farm families. In addition to

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commodity price records, the Section maintains security price index numbers and foreign exchange rates.

The Employment Statistics Section collects monthly data on employment, payrolls, manhours, hourly earnings and wage-earners (xx) and salaried employees in Canada, or approximately four-fifths of the total number employed in the industries for which statistics are currently obtained. The Section publishes monthly and annual reports on employment and payrolls, containing index numbers on these subjects, on a Dominion and provincial basis, for a lengthy list of industries; information is also issued in considerable detail for the twenty leading cities. In addition, the publications show the reported numbers of male and female employees, the amount of the aggregate weekly payrolls and the average earnings per employee on an industrial and geographical basis.

The Unemployment Insurance Statistics Section is concerned with statistics of the insured population by industry, age group, sex, and provinces, as well as other statistics related to the administration of the Unemployment Insurance Act.

Public Finance Division.--The Public Finance Division is chiefly concerned with the statistics of Dominion, provincial and municipal finance. The administrative systems of the different governments vary, each employing a different method of accounting. Periodically, conferences are called of representatives of the Provincial Governments, Bank of Canada, Department of Finance and Bureau of Statistics, with a view to improving the comparability of these statistics. Increasing governmental expenditures on such items as social welfare, health, education and construction have resulted in a growing demand for this type of information.

This Division compiles personnel statistics of the various Departments of the Civil Service of Canada, giving a detailed analysis of the different classes of employee, salaries, etc. and, in the near future hopes to be compiling similar personnel statistics covering the Civil Service of every province.

In addition, the Division publishes a monthly report on housing statistics, covering the number of dwelling units created by new construction and conversions or reconversions.

Social Welfare Statistics Division.--This Division is subdivided into three Sections.

The purpose of the Vital Statistics and National Index Section is to furnish Vital Statistics of the Dominion of Canada in co-operation with the registration officials of the nine provinces, the Yukon and Northwest Territories, under whose jurisdiction registration takes place.

Special reports are compiled from time to time on fertility, infant and maternal mortality, deaths and external violence, etc., and studies are conducted on fertility and mortality in relation to the economic and social factors in communities and national life.

Weekly reports are issued of the incidence of communicable diseases and factual data are supplied upon which epidemiologists and research workers base their conclusions.

The Division is responsible for such studies as illness in the Civil Service, compilation and analysis of foreign statistics and statistics on industrial hygiene. The primary purpose of the National Register of Vital Records, recently established, is the administration of social and economic legislation, such as family allowances.

A Vital Statistics Council of Canada under the chairmanship of the Dominion Statistician and a Technical Medical Advisory Council to the Dominion Statistician, under the chairmanship of the Deputy Minister of National Health, assist in coping with the rapid developments which are taking place in the field of vital statistics.

(xx) from approximately 18,000 establishments which employ about two-thirds of all the wage earners.

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The Criminal Statistics Section compiles statistics for indictable and non-indictable offences, for court proceedings, for prison population and police activities, for disposition of appeals and for pardons and commutations. Since 1922, special attention has been given to the provision of adequate statistics of juvenile delinquents, with a view to throwing light upon the cause of juvenile crime.

The Institutional Statistics Section collect statistics covering all institutions and allied agencies which have for their primary object the social well-being of all classes, which for various reasons need institutional care and treatment. The information collected is made available to the public in the various annual reports published by the Dominion Bureau of Statistics.

Transportation and Public Utilities Division.--The Transportation and Public Utilities Division collects and compiles the statistics of the transportation and communication services of Canada as well as those of central electric stations and the warehousing industry.

The Transportation Section compiles data on steam and electric railways motor bus and truck companies, civil air-carriers, operators of Canadian registered vessels, express companies and international bridge, ferry and tunnel companies. This Division also compiles statistics of traffic using Canadian canals and shipping and cargoes in and out of Canadian lake, river and ocean ports. The Statistics Act exempted statistics of transportation companies from the secrecy clause and consequently details of individual carriers are made public.

The Communications Section compiles statistics on telephone and telegraph and cable companies as do the Central Electric Stations Section for all power systems generating electricity for sale and all organizations buying electric energy for resale. The Warehousing Section gathers statistics on all warehouses doing a public business other than cold-storage locker establishments and warehouses operated in connection with packing houses.

The Year Book Division.-- The work of this Division centres around the Canada Year Book, the aim of which has from its beginning in the early years of the Dominion's history been the co-ordination and summarization of national statistics, combined with their analysis and interpretation. Round this central core, statistical studios and researches of a general nature have gathered.

To fill a wider field the Canada Series of the Official Handbook was developed in 1930. A more recent development has been the development of economic mapping for various Divisions of the Bureau of Statistics. In addition this Division makes all the revision of Canadian data for international annuals, almanacs, Year Books and statistical and financial reference books of the United Nations, the International Labour Office, the Inter-American Statistical Institute, etc.

Mechanical Tabulation Services.-- As they have developed in the Bureau these Services are very intimately related with the Census but in the Social Welfare Statistics, External Trade, Labour and Prices Divisions a great deal of the processing of statistical data is accomplished by the use of punch cards and various kinds of tabulating machines, such as sorters, electric and compressed air tabulators. The sorting and electric tabulating machines are rented from and serviced by the International Business Machine Company. The compressed air machines were designed by employees of the Census Division and are used exclusively in that Division where six of the machines are now in operation.

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Merchant Seamen Compensation Act

QUESTION: What is the Merchant Seamen Compensation Act?

ANSWER: The Merchant Seamen Compensation Act provides compensation for seamen employed on certain ships engaged in trading on foreign and home-trade voyages. Seamen in certain circumstances are covered by the Provincial Workmen's Compensation Acts but the coverage varies greatly in the different provinces and particularly as regards ships operating outside the territorial waters of Canada. The Merchant Seamen Compensation Act provides compensation in cases where the seamen are not entitled to claim compensation under any provincial Workmen's Compensation Law. This Act is administered by a Board of three members appointed by the Governor-in-Council who are permanent members of the Civil Service of Canada.

Seamen employed on Government ships engaged in trading on foreign or home trade voyages are also covered by the Merchant Seamen Compensation Act. There are, however, certain classes of smaller Government owned or operated ships, the crews of which are covered by the Government Employees Compensation Act.

Industrial Development Bank

QUESTION: Could we have more detailed information about the activities of the Industrial Development Bank?

ANSWER: The following is an excerpt from a speech made in the House of Commons by the Minister of Finance on March 2nd, 1944:

"If we are to maintain employment and income after the war we must envisage a high level of industrial activity in Canada, employing many of those now engaged in war work or in the armed services. That objective will require considerable industrial development. There are war factories now turning out material for the destruction of the enemy to be converted to peacetime uses. There are existing plants producing civilian goods to be modernized and expanded to meet the demands which will exist for their products after the war. There are new industrial facilities to be provided to utilize the new products and techniques which have been developed during the war.

This industrial development must be financed. Undoubtedly the cash resources of industry, including refundable taxes, have risen in recent years and will be used to finance part of the expenditures I have just mentioned. But industry's own resources may be far short of the total amount of financing required. It is therefore in the national interest to ensure that such additional financing as may be necessary and desirable will be

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available to industrial enterprises.

A brief review of existing facilities to provide credit for Canadian industry will, I think, serve to show that in certain respects these facilities do not provide and cannot reasonably be expected to provide all the industrial financing which will be necessary in post-war years.

The chartered banks are one source of credit for industrial enterprises. But since the liabilities of these banks are mostly in the form of deposits withdrawable on demand or short notice, it has always been thought desirable that they should keep their assets in rather liquid form-- easily realizable in case of need. The wisdom of following this policy has been amply demonstrated in the past by the experience of other countries which have pursued a different course. For the reason I have just mentioned, the chartered banks for the most part have made short term loans to industry--loans which in the ordinary course of business can be paid off in full at least once a year. Accordingly, they have been most important as a source of working capital for industry rather than as suppliers of long term funds which might only be repaid over a period of several years. This appears to be a sound policy and the government would not expect the chartered banks to embark on a large-scale programme of medium and long term credit to industry.

Industrial enterprises requiring funds which might not be appropriately provided by banks are at present pretty much dependent on the investment market. In other words they must seek to make a public issue of bonds or stock. The availability of funds from this source is subject to a number of limitations. The name and financial record of the issuer must be such as to attract the investing public. The amount of money required must be sufficient to justify the overhead expense of making any public issue of securities. Finally, the attitude of the public towards securities already on the market must indicate that a new issue would get a favourable reception. Small business is particularly affected by such limitations.

If an industrial enterprise requires financial assistance for more than a year or thereabouts and a public issue of security is not feasible for one or more of the reasons I have mentioned-- then there is a good chance as things stand now that it will have considerable difficulty in raising money although the project itself may be basically sound. It is to fill this gap in our financial structure and to ensure that adequate financing is forthcoming for desirable projects that the government proposes to establish the Industrial Development Bank.

As to the bill itself, it is proposed that the bank will be a subsidiary corporation of the Bank of Canada having a board of fifteen directors composed of the members of the board of directors

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and the assistant deputy governor of the Bank of Canada, with the governor of the Bank of Canada as president. The capital stock of the bank is to be $25 millions all to be subscribed by the Bank of Canada, with $10 millions or more to be paid-up at the time this act comes into effect. In addition, the bank will be empowered to borrow up to three times the amount of its paid-up capital stock and reserve fund, by the issue of bonds and debentures, thus providing the bank with total resources of $100 millions.

I would draw the attention of hon. members to the fact that bonds and debentures issued by the bank will not be guaranteed by the government of Canada. They will, however, be made an eligible investment for the Bank of Canada and in view of the protection afforded by the substantial proportion of capital stock, it is anticipated that they will be marketable elsewhere as well.

The object of this bill being to provide financial resources for industrial enterprises, the bank will be given power to make or guarantee loans to such businesses and to acquire their stock, bonds or debentures either by underwriting or purchasing direct from the issuing corporation. For the purposes of the bill an industrial enterprise has been defined as a business carrying on the manufacture, processing or refrigeration of any goods, wares and merchandise or the building of ships or vessels or the generating or distributing of electricity. The bank will be given power to lend to both new and existing industrial enterprises. To facilitate its operations the bank will be given broad general powers to take and, if necessary, realize upon any collateral security, including real property, in much the same manner as is provided by the Bank Act for other banks in Canada.

I want to make it clear that this bank is intended to supplement the activities of existing lending agencies rather than to displace them. If the credit requirements of a business are of such a nature that they can be obtained from a chartered bank or in the investment market, well and good. On the other hand, if such sources are not available then the industrial development bank will consider applications to assist projects which appear to be economically sound. The industrial development bank is not being set up to finance enterprises which are obviously doomed to end in failure. It would not be in the public interest to subsidize uneconomic activities in this concealed manner. On the other hand if the industrial development bank is to fill the gap I have described, it must operate on the assumption that there will be on the average a relatively high level of economic activity. It should decide whether or not a borrower is credit-worthy against such a background. If it appears likely that he will be successful under such conditions then he should be regarded as an eligible applicant for assistance.

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The government believes that the existence of the industrial development bank will be of particular value to small business which has laboured under a certain handicap in obtaining medium and long term capital. These small industrial establishments are an essential part of our economy, an important source of employment and production, one which we must not overlook when planning to maintain a high level of employment and income in this country after the war."

The following table shows the Industrial Development Bank's Classification of Loans (Direct and Indirect) and Investments as at March 31st, 1947:

A. By Industrial Enterprises

	Authorized Amount	%	Outstanding Amount	%
1. Foods and Beverages	1,873,704.00	12.2	952,961.22	12.5
2. Primary Textiles	343,450.00	2.2	218,450.00	2.9
3. Finished Textile Products	987,596.24	6.4	726,862.48	9.6
4. Pulp and Paper Products	3,348,500.00	21.8	246,500.00	3.3
5. Primary Lumber Products	644,547.53	4.2	181,491.35	2.5
6. Furniture & Woodenware	1,345,348.47	8.9	735,983.59	9.7
7. Agricultural & Industrial Machinery	1,247,417.22	8.1	738,882.08	9.8
8. Automotive Equipment	409,250.00	2.7	356,005.59	4.8
9. Miscellaneous Metal Products	1,594,949.79	10.4	1,266,688.47	16.8
10. Builders' Supplies	586,330.00	3.8	530,488.83	7.
11. Ceramics, Glass & Plastic Products	209,500.00	1.3	159,718.10	2.1
12. Chemical Products	575,721.41	3.7	354,880.26	4.7
13. Refrigeration	1,249,776.60	8.1	537,855.18	7.2
14. Other	953,651.19	6.2	531,742.33	7.1
	$15,369,742.45	$100.0	$7,538,509.48	$100.0

B. By Provinces

	Authorized Amount	Outstanding Amount
Prince Edward Island	-	-
Nova Scotia	257,000.00	226,772.04
New Brunswick	412,992.90	248,000.00
Quebec	3,785,323.59	2,302,544.10
Ontario	7,817,292.70	3,102,636.97
Manitoba	615,402.79	499,631.99
Saskatchewan	217,819.00	119,866.14
Alberta	923,032.21	732,345.65
British Columbia & Territories	1,340,879.26	306,712.59
	$15,369,742.45	$ 7,538,509.48

C. By Size

	Authorized Number	Authorized Amount
$ 5,000 and under	30	99,502.03
5,001 to $25,000	118	1,563,492.40
25,001 to $50,000	47	1,712,726.29
50,001 to $100,000	38	2,704,600.95
100,001 to $200,000	25	3,689,420.78
Over $200,000	9	5,600,000.00
	267	$15,369,742.45

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CIVIL SERVICE PENSION SCHEME

QUESTION: Could we have a description of the pension scheme which is applicable to federal civil servants?

ANSWER: The Civil Service Superannuation Act was enacted by Parliament on July 19th, 1924, and was amended in 1927, 1940, 1944 and 1947.

To Whom Applicable

The Act applies to (a) every permanent employee appointed after July 19th, 1924; (b) to civil servants who elected under Parts 11, 111, 1V and V of the Act; (c) to every employee designated as a permanent employee for the purposes of the Act, and who

(i) is in receipt of a salary computed at an annual rate of at least six hundred dollars and,
(ii) is required during the hours or periods of his active employment to devote his constant attention to the performance of the duties of his position and the conditions of whose employment for the period or periods of the year over which the employment extends preclude his engaging in any other substantially gainful service or occupation.

Contributions

For Current Service

Every male person to whom this Act is applicable after August 11th, 1939, shall by reservation from his salary contribute five percent if salary is under $1200 per annum; five and one-half percent if salary is over $1200 and not exceeding $1500 per annum; and six percent if salary is over $1500 per annum. A female contributor is required to contribute five percent of salary irrespective of rate of salary. Rates in excess of five percent are not applicable to contributors prior to August 11th, 1939.

For Past Service

If a contributor has prior to becoming a contributor served in the Civil Service whether in a temporary or a permanent capacity, such service shall be counted only if within one year after becoming a contributor he elects to contribute to the Superannuation Account an amount equal to five percent, five and one-half percent or six percent, as the case may be, of the total salary received by him during the period of such service with simple interest thereon at the rate of four percent per annum, which amount shall be deemed to be a contribution under the Act and shall be payable in one sum or in instalments of equal value, computed in accordance with regulations

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under the Act.

War Service

Service on active service overseas in the forces as defined in the Act, during World War 1 or World War 11, may be counted for superannuation purposes if the contributor elects to contribute for such service. The contributions required are the same as set out in the preceding paragraph, but if the contributor was not an employee in the Civil Service immediately prior to enlistment the contributions required are twice the normal contribution.

Pensionable Employment

A contributor who has become a contributor since the first day of September 1939, and was immediately before his appointment to the Civil Service engaged in pensionable employment as designated by the Treasury Board, may count such service for superannuation purposes if he elects to contribute for such service. The contribution required is twice the normal rate together with simple interest at 4% per annum. The salary upon which the contributions are computed is the salary immediately after appointment to the Civil Service.

Benefits

The superannuation age is 60 years. Retirement is compulsory at age 65, except in cases of peculiar efficiency and fitness for position, in which event annual extensions up to age 70 may be granted by the Governor General in Council.

Superannuation Allowance - On attaining superannuation age, one-fiftieth of the average salary for the last ten years, multiplied by the number of years of service, but not exceeding 35 years. The maximum allowance is therefore 70% of such salary.

The following are the allowances, gratuities and other benefits that may be granted by the Governor General in Council:

(a) to a contributor who has served in the Civil Service for ten years or upwards and
  (i) who has attained retirement age, an annual superannuation allowance, or
  (ii) who before attaining retirement age becomes disabled or incapable of performing the duties of his office, an annual retiring allowance, or
  (iii) who became a contributor before the fifteenth day of August, 1944, and who before attaining retirement age is retired from the Civil Service by reason of the abolition of his office, an annual retiring allowance, or

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(iv) who became a contributor on or after the fifteenth day of August 1944, and who before attaining retirement age is retired from the Civil Service by reason of the abolition of his office, an annual retiring allowance equal, until he attains the age of sixty-five years, to two-thirds of the retiring allowance which might have been granted to him if he had become disabled at the time of his retirement, and thereafter, to the said retiring allowance;

(b) to a contributor who has served in the Civil Service less than ten years and
(i) who retires, having attained retirement age, or
(ii) who retires, before attaining retirement age, having become disabled or otherwise incapable of performing the duties of his office
either an adjusted annual retiring allowance or a gratuity not exceeding one month's pay for each year of service, at the option of the contributor;

(c) to a contributor who has served in the Civil Service less than ten years and who retires by reason of the abolition of his office, either a deferred adjusted annual retiring allowance or a gratuity not exceeding one month's pay for each year of service, at the option of the contributor;

(d) to a contributor who for any reason other than a reason specified in the preceding paragraphs of this section and other than misconduct retires whether voluntarily or by dismissal or removal from the Civil Service, either a deferred adjusted annual retiring allowance or a withdrawal allowance payable in one sum equal to the total amount of his contributions made under this Act, without interest, at the option of the contributor;

(e) to a contributor who is dismissed from the Civil Service for misconduct a withdrawal allowance payable in one sum equal to the total amount of his contributions made under this Act, without interest;

(f) to the widow of a contributor who has served in the Civil Service for ten years or upwards and who dies while in the Civil Service or while in receipt of an annual superannuation or retiring allowance granted under paragraph (a) of this subsection, an annual allowance until remarriage equal to one-half of the superannuation allowance which might have been granted to the contributor if he had attained retirement age at the date of his death or of his retirement, as the case may be;

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(g) to each child of a contributor who has served in the Civil Service for ten years or upwards and who dies while in the Civil Service or while in receipt of an annual superannuation or retiring allowance granted under paragraph (a) of this subsection, an annual allowance payable until the child reaches the age of eighteen years, equal to one-fifth of the allowance which may be granted to a widow of the contributor in like circumstances, but not in excess of three hundred dollars per annum, and in the case of a child who has lost both parents by death, the allowance may be increased by the Governor in Council to twice the said amount but not in excess of six hundred dollars per annum; Provided that the total amount of the allowances to the children of a contributor shall not exceed the amount of the allowance which may be granted to a widow of a contributor in like circumstances and that the total amount of the allowances to the widow and children shall not exceed three-fourths of the annual superannuation allowance which might have been granted to the contributor if he had attained retirement age at the date of his death or of his retirement, as the case may be;

(h) to the widow of a contributor to whom an adjusted annual allowance or a deferred adjusted annual retiring allowance has been granted under paragraph (b), (c), or (d) of this subsection, upon the death of the contributor, an annual allowance, payable forthwith, until remarriage, equal to one-half of the adjusted annual allowance or the deferred adjusted annual allowance;

(i) to each child of a contributor to whom an adjusted annual allowance or a deferred adjusted annual allowance has been granted under paragraph (b), (c) or (d) of this subsection upon the death of the contributor an annual allowance, payable forthwith until the child reaches the age of eighteen years, equal to one-fifth of the allowance that may be granted a widow of the contributor in like circumstances, but not in excess of three hundred dollars per annum and in the case of a child who has lost both parents the allowance may be increased by the Governor in Council to twice the said amount but not in excess of six hundred dollars per annum; Provided that the total amount of the allowances to the children of a contributor shall not exceed the amount of the allowance that may be granted to the widow of a contributor in like circumstances and that the total amount of the allowance to the widow and children shall not exceed three-fourths of the adjusted annual allowance or deferred adjusted annual allowance granted to the contributor;

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(j) to the widow or children or both of a contributor who has served in the Civil Service less than ten years and who dies while in the Civil Service, either an annual retiring allowance or allowances equal to the allowance or allowances that might have been granted to them if the contributor had retired and had been granted a deferred adjusted annual retiring allowance under paragraph (c) or (d) of this subsection immediately prior to his death, or a gratuity not exceeding one month's pay for each year of his service;

(k) to the widow, children, dependents or legal representative of a contributor, or to such other person as the Treasury Board may designate, if it deems fit, in any case where a contributor dies while in the Civil Service or a contributor or his widow or children to whom an allowance has been granted under this Act dies or becomes ineligible to receive any further allowance, so that no further allowance is payable under the preceding paragraphs of this section, and the aggregate amount of the allowances under this Act paid to the contributor, his widow or children does not exceed the total amount of his contributions under this Act without interest, a gratuity equal to the amount by which the said total amount exceeds the said aggregate amount.

Temporary Employees

Every temporary employee shall by reservation from his salary contribute to the Retirement Fund the following amount,-

(a) if he is not insured against unemployment under the Unemployment Insurance Act, 1940, five per cent of his salary, and
(b) if he is insured against unemployment under the Unemployment Insurance Act, 1940, four per cent of his salary.

The contributions reserved from salary are entered in separate accounts and interest at the rate of four per cent is added on the first day of January in each year. When a temporary employee ceases to be an employee without having become a contributor under Part 1 of the Superannuation Act, the amount to his credit in the Retirement Fund shall be paid to him.

When a temporary employee dies while in the Civil Service, the amount to his credit in the Retirement Fund shall be paid to his legal representative or to such person as the Treasury Board may designate.

No person shall during his continuance in office have any claim or right to any part of the Retirement Fund or to any payment therefrom.

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COMPARISON OF PERSONAL INCOME TAX IN CANADA AND NEWFOUNDLAND.

QUESTION: We have secured information on Newfoundland income tax rates on the basis of income groups somewhat different from those shown in the paper on the Canadian federal system. Could we have tables showing Canadian rates on the same basis?

ANSWER: See tables attached: "Comparison of Personal Income Tax in Canada and Newfoundland."

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Comparison of Personal Income Tax in Canada and Newfoundland

Income	Single No Dependents				Single One Dependent				Single Two Dependents				Single Three Dependents				Single Four Dependents (3 of F.A. age &1 adult dependent)			
	Canada		Nfld.		Canada		Nfld.		Canada		Nfld.		Canada		Nfld.		Canada		Nfld.	
	Tax		Tax		Net Position		Tax		Net Position		Tax		Net Position		Tax		Net Position		Tax	
$	$		$		$		$		$		$		$		$		$		$	
720					$72															
780					$67															
840		5			$61				$144											
900		11			$61			1	$143											
960		23			$61			9	$135				$216							
1,040	4	35			$61			14	$130			3	$213							
1,080	7	41			$46			21	$123			9	$207							
1,140	13	50			$39			29	$115			16	$200							
1,200	18	61			$28			51	$ 93			35	$181				$216			
1,344	31	89			$ 3		4	51	$ 93			35	$181				$216			
1,500	45	120			28		18	80	$ 64			61	$155			16	$200			
1,644	58	149			57		31	109	$ 36		4	89	$127			35	$181			
1,800	72	180			88		45	140	$ 4		18	120	$ 96			61	$155			
1,980	88	216			124		61	176	32		34	156	$ 60		7	96	$120			
2,100	99	240			148		72	200	56		45	180	$ 36		18	120	$ 96			
2,220	110	264			172		83	224	80		55	204	$ 12		29	144	$ 72		2	
2,340	121	288			196		94	248	104		66	228	12		40	168	$ 48		15	
2,400	126	300			208		99	260	116		72	240	24		45	180	$ 36		18	
2,580	142	316			244		115	296	152		88	276	60		61	216	0		34	
2,880	169	376			304		142	356	212		115	336	120		88	276	60		61	
3,000	180	400			328		153	380	236		126	360	144		99	300	84		72	
3,500	225	500			428		198	480	336		171	460	244		147	400	184		117	
3,600	234	520			448		207	500	356		180	480	264		153	420	204		126	
3,800	252	560			488		225	540	396		198	520	304		171	460	244		144	
4,000	270	600			528		243	580	436		216	560	344		189	500	284		162	
4,500	315	705			631		288	681	537		261	660	444		234	600	384		207	
5,000	360	815			741		333	791	647		306	769	553		279	703	487		252	
5,500	405	923			851		378	901	757		351	879	663		324	813	597		297	
6,000	450	1,039			967		423	1,013	869		396	989	775		369	923	707		342	
6,500	555	1,169		1,097			501	1,143	999		456	1,117	901		429	1,039	823		402	
7,000	660	1,299		1,227			606	1,273	1,129		562	1,247	1,031		498	1,169	955		452	
7,500	765	1,435		1,363			711	1,405	1,261		657	1,377	1,161		603	1,299	1,083		549	
8,000	870	1,585		1,513			816	1,555	1,411		768	1,525	1,309		708	1,435	1,219		654	
8,500	1,020	1,735		1,663			966	1,705	1,561		912	1,675	1,459		858	1,585	1,369		804	
9,000	1,170	1,885		1,813			1,116	1,855	1,711		1,062	1,825	1,609		1,008	1,735	1,519		954	
10,000	1,470	2,218		2,146			1,416	2,183	2,039		1,362	2,148	1,932		1,308	2,043	1,827		1,254	
15,000	3,270	4,108		4,036			3,216	4,063	3,919		3,162	4,080	3,804		3,108	3,900	3,684		3,054	
20,000	5,520	6,465		6,393			5,466	6,415	6,271		5,412	6,365	6,149		5,358	6,215	5,999		5,304	
25,000	8,220	8,965		8,893			8,166	8,915	8,771		8,112	8,865	8,649		8,058	8,715	8,499		8,004	
30,000	11,370	11,673		11,601			11,316	11,618	11,474		11,262	11,563	11,347		11,208	11,398	11,182		11,154	
35,000	14,895	14,551		14,479			14,841	14,496	14,352		14,787	14,441	14,225		14,733	14,276	14,060		14,679	
40,000	18,420	17,501		17,429			18,366	17,446	17,302		18,312	17,391	17,175		18,258	17,226	17,010		18,204	
45,000	22,320	20,451		20,379			22,266	20,396	20,252		22,212	20,341	20,125		22,158	20,176	19,960		22,104	
50,000	26,220	23,401		23,329			26,166	23,346	23,202		26,112	23,291	23,075		26,058	23,126	22,910		26,004	

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Income	Married No Dependents		Married One Dependent			Married Two Dependents			Married Three Dependents			Married Four Dependents		
	Canada		Canada Net	Nfld.		Canada Net		Nfld.	Canada Net		Nfld.	Canada Net		Nfld.
$	Tax $		Position $	Tax $		Position $	Tax $		Position $	Tax $		Position $	Tax $	
			$72											
	4		$68			$144								
	22		$60		10	$134			$216					$288
	49		$23		33	$111		20	$196		8			$280
9	70		$ 2		52	$ 92		36	$180		22			$266
20	94		22		74	$ 70		56	$160		39			$249
31	118		46	4	98	$ 46		78	$138		59			$229
36	130		58	9	110	$ 34		90	$126		70			$218
52	166		94	25	146	2		126	$ 90		106			$182
79	226		154	52	206	62	25	186	$ 30		166			$122
90	250		178	63	230	86	36	210	$ 6	9	190			$ 98
135	350		278	108	330	186	81	310	94	54	290		2	27
144	370		298	117	350	206	90	330	114	63	310		22	36
162	410		338	135	390	246	108	370	154	81	350		62	54
180	450		378	153	430	286	126	410	194	99	390		102	72
225	550		478	198	530	386	171	510	294	144	490		202	117
270	650		578	243	630	486	216	610	394	189	590		302	162
315	758		686	288	736	592	261	714	498	234	692		404	207
360	868		796	333	846	702	306	824	608	279	802		514	252
465	978		906	411	956	812	366	934	718	339	912		624	312
570	1,104		1,032	516	1,078	934	462	1,052	836	408	1,026		738	372
675	1,234		1,162	621	1,208	1,064	567	1,182	966	513	1,156		868	459
780	1,364		1,292	726	1,338	1,194	672	1,312	1,096	618	1,286		998	564
930	1,510		1,438	876	1,480	1,336	822	1,450	1,234	768	1,420		1,132	714
1,080	1,660		1,588	1,026	1,630	1,486	972	1,600	1,384	918	1,570		1,282	864
1,380	1,960		1,888	1,326	1,930	1,786	1,272	1,900	1,684	1,218	1,870		1,582	1,164
3,180	3,800		3,728	3,126	3,760	3,616	3,072	3,720	3,504	3,018	3,680		3,392	2,964
5,430	6,090		6,018	5,376	6,040	5,896	5,322	5,990	5,774	5,268	5,940		5,652	5,214
8,130	8,590		8,518	8,076	8,540	8,396	8,022	8,490	8,274	7,968	8,440		8,152	7,914
11,280	11,260		11,188	11,226	11,205	11,061	11,172	11,150	10,934	11,118	11,095		10,807	11,064
14,805	14,138		14,066	14,751	14,083	13,939	14,697	14,028	13,812	14,643	13,973		13,685	14,589
18,330	17,088		17,016	18,276	17,033	16,889	18,222	16,978	16,762	18,168	16,923		16,635	18,114
22,230	20,038		19,966	22,176	19,983	19,839	22,122	19,928	19,712	22,068	19,873		19,585	22,014
26,130	22,988		22,916	26,076	22,933	22,789	26,022	22,878	22,662	25,968	22,823		22,535	25,914
	Canada													
	Tax $													
$														
1,200														
1,344														
1,500														
1,644	15													
1,800	36													
1,980	66													
2,100	90													
2,220	114													
2,340	138													
2,400	150													
2,580	186													
2,880	246													
3,000	270													
3,500	370													
3,600	390													
3,800	430													
4,000	470													
4,500	570													
5,000	670													
5,500	780													
6,000	890													
6,500	1,000													
7,000	1,130													
7,500	1,260													
8,000	1,390													
8,500	1,540													
9,000	1,690													
10,000	1,990													
15,000	3,840													
20,000	6,140													
25,000	8,640													
30,000	11,315													
35,000	14,193													
40,000	17,143													
45,000	20,093													
50,000	23,043													

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

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Income	Married Five Dependents			Married Six Dependents			Married Seven Dependents			Married Eight Dependents		
	Canada		Nfld.	Canada		Nfld.	Canada		Nfld.	Canada		Nfld.
	Tax	Net Position	Tax	Tax	Net Position	Tax	Tax	Net Position	Tax	Tax	Net Position	Tax
$	$	$	$	$	$	$	$	$	$	$	$	$
1,800												
1,980		/360										
2,100	10	/350			/432			/504				
2,220	25	/335		12	/420		2	/502			/576	
2,340	42	/318		28	/404		15	/489		4	/572	
2,400	52	/308		36	/396		22	/482		10	/566	
2,580	86	/274		56	/366		49	/455		33	/543	
2,880	146	/214		126	/306		106	/398		86	/490	
3,000	170	/190		150	/282		130	/374		110	/466	
3,500	270	/ 90		250	/182		230	/274		210	/356	
3,600	290	/ 70	9	270	/162		250	/254		230	/346	
3,800	330	/ 30	27	310	/122		290	/214		270	/306	
4,000	370	10	45	350	/ 82	18	330	/174		310	/266	
4,500	470	110	90	450	18	63	430	/ 74	36	410	/166	9
5,000	570	210	135	550	118	108	530	26	81	510	/ 66	54
5,500	670	310	180	650	218	153	630	126	126	610	34	99
6,000	780	420	225	758	326	198	736	232	171	714	138	144
6,500	890	530	285	868	436	258	846	342	231	824	248	204
7,000	1,000	640	345	978	546	318	956	452	291	934	358	264
7,500	1,130	770	405	1,104	672	378	1,078	574	351	1,052	476	324
8,000	1,260	900	510	1,234	802	456	1,208	704	411	1,182	606	384
8,500	1,390	1,030	660	1,364	932	606	1,338	834	552	1,312	736	498
9,000	1,540	1,180	810	1,510	1,078	756	1,480	976	702	1,450	874	648
10,000	1,840	1,480	1,110	1,810	1,378	1,056	1,780	1,276	1,002	1,750	1,174	948
15,000	3,540	3,280	2,910	3,600	3,168	2,856	3,560	3,056	2,802	3,520	2,944	2,748
20,000	5,890	5,530	5,160	5,840	5,408	5,106	5,790	5,286	5,052	5,740	5,164	4,948
25,000	8,390	8,030	7,860	8,340	7,908	7,806	8,290	7,786	7,752	8,240	7,664	7,698
30,000	11,040	10,680	11,010	10,985	10,553	10,956	10,930	10,426	10,902	10,875	10,299	10,848
35,000	13,918	13,558	14,535	13,863	13,431	14,481	13,808	13,304	14,427	13,753	13,177	14,373
40,000	16,868	16,508	18,060	16,813	16,381	18,006	16,758	16,254	17,952	16,703	16,127	17,898
45,000	19,818	19,458	21,960	19,763	19,331	21,906	19,708	19,204	21,852	19,653	19,077	21,798
50,000	22,768	22,408	25,860	22,713	22,281	25,806	22,658	22,154	25,752	22,603	22,027	25,698

Canada

The above taxes are calculated at 1948 rates.

In calculating the above taxes it has been assumed that all incomes up to $30,000 are entirely earned incomes, and that incomes of more than $30,000 include earned income of that amount and additional investment income to make up the total.

Except where otherwise stated it is assumed that each dependent is a child eligible for Family Allowance.

The column headed "Net Position" is meant to show the net position of a tax-payer who has paid the income tax shown and has received family allowance payments in respect of his children. This computation assumes a family allowance payment of $72. for each child which is the average payment under the family allowance scale.

Newfoundland

The taxes shown are for 1947.

A discount allowance of 5% is granted if the tax is paid within 30 days of Due Date.

W.L.M. King Papers, Memoranda and Notes, 1940-1950, MG 26 J 4, Volume 397, pages C279233-C280021

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Comparison of Personal Income Tax in Canada - United States - United Kingdom. C 279655

Question: How do Canadian income tax rates compare with those in force in the United States and the United Kingdom?

Answer:

COMPARISON OF PERSONAL INCOME TAX - CANADA

UNITED STATES AND UNITED KINGDOM

Single Taxpayer

INCOME $	CANADIAN TAX AT NEW RATES $	U.S.A. TAX AT PRESENT RATES (a) $	U.K. TAX AT PRESENT RATES $
600		8	9
700		25	21
800	5	42	38
900	16	59	63
1,000	29	76	88
1,200	61	110	147
1,500	120	162	259
1,800	180	213	372
2,000	220	247	447
2,250	270	290	541
2,500	320	333	635
2,750	370	375	728
3,000	420	422	822
3,500	520	516	1,010
4,000	620	610	1,197
5,000	835	798	1,572
7,500	1,465	1,435	2,822
10,000	2,253	2,185	3,947
20,000	6,515	6,394	10,297
30,000	11,728	11,970	17,847
50,000	23,456	24,795	34,847
75,000	39,418	43,092	58,347
100,000	56,631	63,128	82,597
200,000	133,056	148,124	180,097

(a) The U.S.A. taxes shown are Federal taxes only; most States have income taxes in addition to the Federal tax. In Canada no personal income tax is levied now by any province. Under the United States income tax law every taxpayer is allowed a deduction of 10 per cent of income up to a maximum of $500 in lieu of deductions for medical expenses, charitable donations, etc., and this is taken into account in calculating the taxes for United States; Canadian taxpayers who can claim such deductions would pay less tax than shown by this table, since no allowance has been made for such deductions in calculating the Canadian tax.

Note:-

In calculating the above Canadian taxes it has been assumed that all incomes up to $30,000 are entirely earned incomes, and that incomes of more than $30,000 include earned income of that amount and additional investment income to make up the total. No distinction is made between investment and earned income under the United States tax. The United Kingdom has no special tax on investment income. Instead a deduction of 16 2/3 per cent up to a maximum of $1,000 is allowed for earned income. This deduction has been taken into account in calculating the above taxes.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

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COMPARISON OF PERSONAL INCOME TAX - CANADA, UNITED STATES AND UNITED KINGDOM

Married Taxpayer - No Children

Income $	Canada Tax at new rates $	U.S.A. Tax at present rates (a) $	U.K. Tax at Present rates $
900	--		4
1,000	--		17
1,200	--	15	54
1,300	--	32	79
1,400	--	49	104
1,500	--	67	134
1,600	10	84	171
1,800	36	118	246
2,000	70	152	321
2,250	120	195	415
2,500	170	238	509
2,750	220	280	602
3,000	270	323	696
3,500	370	411	884
4,000	470	505	1,071
5,000	670	694	1,446
7,500	1,260	1,292	2,496
10,000	1,990	2,024	3,821
20,000	6,140	6,142	10,171
30,000	11,315	11,676	17,721
50,000	23,043	24,453	34,721
75,000	38,968	42,707	58,221
100,000	56,143	62,714	82,471
300,000	132,493	147,697	179,971

See previous footnotes.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

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COMPARISON OF PERSONAL INCOME TAX - CANADA, UNITED STATES AND UNITED KINGDOM

Married Taxpayer - One child under Sixteen Years of Age

Income	Canadian tax at new rates	Net position of Canadian taxpayer after receiving F.A. payments (a)	U.S.A. Tax at present rates	U.K. Tax at present rates
$	$	$	$	$
1,200	-	✓72	-	6.
1,500	-	✓72	-	57.
1,600	-	✓72	-	82.
1,700	10.	✓62	6	107.
1,800	22.	✓50	23	138
2,000	55	✓17	57	213
2,250	100	28	100	307
2,500	150	78	143	401
2,750	200	128	185	494
3,000	250	178	228	588
3,500	350	278	314	776
4,000	450	378	401	963
5,000	650	578	589	1,338
7,500	1,234	1,162	1,169	2,388
10,000	1,960	1,888	1,862	3,713
20,000	6,090	6,018	5,890	10,063
30,000	11,260	11,188	11,381	17,613
50,000	22,988	22,916	24,111	34,613
75,000	38,908	38,836	42,323	58,113
100,000	56,078	56,006	62,301	82,363
200,000	132,413	132,346	147,269	179,863

See previous footnotes.

(a) Assuming average Family Allowance payment of $72. per child. These payments are not included in taxable income in Canada. There are no family allowance payments in U.S.A. and in U.K. no F.A. payments are made in respect of the first child.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

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Comparison of Personal Income Tax -- Canada, United States and United Kingdom

Married Taxpayer - Two Children under Sixteen Years of Age

Income	Canadian tax at new rates	Net position of Cdn. taxpayer after receiving F.A. payments	U.S.A. tax at present rates	U.K. tax at present rates (a)	Net position of U.K. taxpayer after receiving F.A payments (b)
$	$	$	$	$	$
1,300	-	✓ 144	-	-	✓ 52
1,400	-	✓ 144	-	1	✓ 51
1,500	-	✓ 144	-	14	✓ 38
1,600	-	✓ 144	-	27	✓ 25
1,700	-	✓ 144	-	48	✓ 4
1,800	10	✓ 134	-	73	21
2,000	36	✓ 108	-	125	73
2,250	80	✓ 64	5	218	166
2,500	130	✓ 14	48	312	260
2,750	180	36	90	406	354
3,000	230	86	133	500	448
3,500	330	186	219	687	635
4,000	430	286	304	875	823
5,000	630	486	485	1,250	1,198
7,500	1,208	1,064	1,045	2,303	2,251
10,000	1,930	1,786	1,720	3,635	3,583
20,000	6,040	5,896	5,653	9,993	9,941
30,000	11,205	11,061	11,087	17,545	17,493
50,000	22,933	22,789	23,769	34,553	34,501
75,000	38,848	38,704	41,938	58,054	58,002
100,000	56,013	55,869	61,888	82,306	82,254
200,000	132,343	132,199	146,842	179,806	179,754

See previous footnotes.

(a) Family Allowance payments are included in taxable income in U.K. and accordingly $52 has been added to the incomes shown for the purpose of calculating these taxes.

(b) In U.K. the Family Allowances payment is $52 for the second and each subsequent child.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

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C 279659

COMPARISON OF PERSONAL INCOME TAX - CANADA,
UNITED STATES AND UNITED KINGDOM

Married Taxpayer - Four Children
Under Sixteen Years of Age.

Income	Cdn. tax at new rates	Net position of Cdn. taxpayer after receiving F.A. payments	U.S.A. tax at present rates	U.K. tax at present rates	Net position of U.K. taxpayer after receiving F.A. payments
$	$	$	$	$	$
1,700	--	⁄288	--		⁄156
1,800	--	⁄288	--		⁄156
1,900	--	⁄288	--	5	⁄151
2,000	10	⁄278	--	18	⁄138
2,250	44	⁄244	--	68	⁄ 88
2,500	90	⁄198	--	135	⁄ 21
2,750	140	⁄148	--	229	73
3,000	190	⁄ 98	--	323	167
3,500	290	2	29	510	354
4,000	390	102	114	698	542
5,000	590	302	285	1,073	917
7,500	1,156	868	798	2,134	1,978
10,000	1,870	1,582	1,435	3,479	3,323
20,000	5,940	5,652	5,178	9,852	9,696
30,000	11,095	10,807	10,498	17,410	17,254
50,000	22,823	22,535	23,085	34,433	34,277
75,000	38,728	38,440	41,168	57,937	57,781
100,000	55,883	55,595	61,061	82,191	82,035
200,000	132,193	131,905	145,987	179,691	179,535

See previous footnotes.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

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OLEOMARGERINE

QUESTION: In view of the fact that margerine is at present produced and used in Newfoundland on a large scale, could production of margerine be continued in the event of union, having in mind present federal legislation preventing the production and use of margerine in Canada?

ANSWER: The manufacture, offering for sale, and sale of oleomargerine or other substitutes for butter is prohibited under the Dairy Act of the Parliament of Canada. Although it would be technically possible for Parliament, in the event of union, to exempt Newfoundland from enforcement of this legislation, this procedure would raise difficulties in enforcing the act elsewhere in Canada in view of Section 121 of the British North America Act, 1867, which provides as follows:

> "All articles of the Growth, Produce, or Manufacture of any one of the Provinces shall, from and after the Union, be admitted free into each of the other provinces."

It would, however, appear to be technically possible to provide expressly in the statutory basis for union that oleomargerine or other substitutes for butter might be manufactured and sold in Newfoundland and that, notwithstanding section 121 of the British North America Act, the shipment of oleomargerine out of Newfoundland to the rest of Canada would be prohibited. Whatever is done in this regard, would, of course, be a question of policy.

LABRADOR

QUESTION: If Newfoundland joined Canada, would Labrador remain a part of the province of Newfoundland?

ANSWER: The Canadian Government has always felt that it is bound by the award made by the judicial committee of the Privy Council in 1927 with respect to the Labrador boundary. The Canadian Government assumes that, if Newfoundland became a Province of Canada, Newfoundland Labrador would be a part of that Province. Section 3 of the British North America Act of 1871 might also be consulted. It is clear from this section that the Parliament of Canada cannot alter the boundaries of a Province without the consent of the Legislature of the Province concerned.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

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APPENDIX XV

List of Official publications, copies of legislations, etc., supplied to the Newfoundland delegation.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

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APPENDIX XV

Select List of Official Publications Supplied to the Newfoundland Delegation.

Constitution and Government

British North America Acts and Selected Statutes, 1867-1943
Paper on the Canadian Ministry, May, 1947

Agriculture

Booklet entitled "Fifty Years of Progress on Dominion Experimental Farms, 1886- 1946"

External Affairs

"The Foundation of Canadian Policy in World Affairs", an address by the Rt. Hon. L.S. St. Laurent, Secretary of State for External Affairs, on January 13th, 1947.
Paper on the Department of External Affairs, August, 1946
Paper on the Canadian Constitution and the United Nations Charter, May, 1946

Finance

Public Accounts of the Dominion of Canada, March 31, 1946
Report on Canada's Financial Aid to Other Countries, April 29, 1946
Paper on the Department of Finance and Agencies Reporting to the Minister of Finance, August, 1946
Paper on some aspects of Canada's International Financial Relations, August, 1946

Fisheries

The Fisheries Prices Support Act, 1944
Booklet re: Canada's Fisheries

Justice

Paper on Canada's Supreme Court

Unemployment Insurance

Unemployment Insurance Act (Office Consolidation, October, 1946)

National Employment Service

Paper on National Employment Service of Canada, January, 1947.

National Parks

Paper on National Parks with reference to Tourist Industry
National Parks Act, 1930, with Amendments and Regulations made thereunder

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

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Indians

Department of Mines and Resources Indian Affairs Branch -- the Indian Act

Family Allowances

Annual Report of the Family Allowances Division of the Welfare Branch for the year ending March 31st, 1946

Old Age Pensions

An Act to Amend the Old Age Pensions, Act, July, 1947
Speech introducing amendments to the Old Age Pensions Act in the House of Commons made by the Minister of National Health and Welfare on June 17, 1947.

Habour, Wharves, Break-waters

Chap. 42, an Act respecting the National Harbours Board
General and special regulations for the government of public harbours in Canada
Regulations for the use and management of Government wharves in Canada

Citizenship

Booklet re: How to become a Canadian Citizen

Trade and Commerce

"ABC of Canadian Export Trade"
Booklet re: Annual Report of the Department of Trade and Commerce, 1946
Paper on Background of Canada's Foreign Trade, July, 1946
Paper on the Export Credits Insurance Corporation, July, 1946
Paper on the Canadian Commercial Corporation, July, 1946

Shipping and Legislation Referring to Seamen

Canada Shipping Act, Chap. 44, 24-25 Geo. V, 1934
Chap. 58, An Act respecting Compensation for Merchant Seamen
Excerpt from House of Commons Debates relating to Canadian Maritime Commission
Annual Report, Department of National Health and Welfare, 1945-46 (Also of interest in connection with Family Allowances and Old Age Pensions)

Veterans

Regulations made under Order in Council respecting Veterans
Chap. 19, an Act to establish a Department of Veterans' Affairs
Chap. 75, an Act respecting Allowances for War Veterans and Dependents

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 397, pages C279233-C280021

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Indians

Department of Mines and Resources Indian Affairs Branch -- the Indian Act

Family Allowances

Annual Report of the Family Allowances Division of the Welfare Branch for the year ending March 31st, 1946

Old Age Pensions

An Act to Amend the Old Age Pensions Act, July, 1947
Speech introducing amendments to the Old Age Pensions Act in the House of Commons made by the Minister of National Health and Welfare on June 17, 1947.

Habour, Wharves, Break-waters

Chap. 42, an Act respecting the National Harbours Board
General and special regulations for the government of public harbours in Canada
Regulations for the use and management of Government wharves in Canada

Citizenship

Booklet re: How to become a Canadian Citizen

Trade and Commerce

"ABC of Canadian Export Trade"
Booklet re: Annual Report of the Department of Trade and Commerce, 1946
Paper on Background of Canada's Foreign Trade, July, 1946
Paper on the Export Credits Insurance Corporation, July, 1946
Paper on the Canadian Commercial Corporation, July, 1946

Shipping and Legislation Referring to Seamen

Canada Shipping Act, Chap. 44, 24-25 Geo. V, 1934
Chap. 58, An Act respecting Compensation for Merchant Seamen
Excerpt from House of Commons Debates relating to Canadian Maritime Commission
Annual Report, Department of National Health and Welfare, 1945-46 (Also of interest in connection with Family Allowances and Old Age Pensions)

Veterans

Regulations made under Order in Council respecting Veterans
Chap. 19, an Act to establish a Department of Veterans' Affairs
Chap. 75, an Act respecting Allowances for War Veterans and Dependents

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Chap. 43, An Act respecting Civilian War Pensions and Allowances
Chap. 62, An Act to amend the Pension Act

Canadian Broadcasting Corporation

Annual Report of the Canadian Broadcasting Corporation, March 31, 1946
Paper on Canadian Broadcasting, June 4, 1946
Paper on International Shortwave Broadcasting in Canada, November, 1946

Housing

The National Housing Act, 1944 - as amended by War Measures Act Order in Council P.C. 392
Paper on Canadian Housing and Community Planning, February 15, 1947

Civil Service

The Civil Service Superannuation Act
Act to Amend the Civil Service Superannuation Act, First Reading.

National Film Board

The Annual Report of the National Film Board, 1946-1947
Pamphlet re: Facts about the National Film Board

National Research Council

Report of the National Research Council of Canada, January 1, 1947

R.C.M.P.

A brief outline of the activities of the R.C.M.P.

Transportation

A pamphlet outlining railway wage rates in the C.N.R.
The Maritime Freight Rates Act

Taxation

Budget Speech delivered by Hon. D.C. Abbott, Minister of Finance, April 29, 1947
Income War Tax Act, Office consolidation, January, 1947
The Excise Act, 1934
The Dominion Succession Duty Act
The Special War Revenue Act and amendments to date
Bill 454, an Act respecting Income Tax (First reading June, 1947)

Dominion-Provincial Relations

Documents relating to the Dominion-Provincial Conference on Reconstruction, 1945:
Personal Income Taxes
Agriculture
Health & Welfare and Labour
Corporation Taxes
Succession Duties
Economic Controls

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Comparative Statistics of Public Finance
Dominion Subsidies to Provinces
Dominion-Provincial Cooperative Arrangements
Public Investment and Capital Formation
Proposals of the Government of Canada
Dominion and Provincial Submissions & Plenary Conference Discussions

General

"Canada from Sea to Sea", a descriptive booklet issued by the Information Division of the Department of External Affairs.

"Canada, 1947" - The official handbook of present conditions and recent progress.

The Canada Year Book, 1946.

List of Canadian Government Publications, King's Printer.

Booklet re: Information Sources on Canada.

Note: Further copies of most of the above publications can be made available to members of the National Convention on request.

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C279666 Palestine

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK
TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMMEDIATE SECRET

CYPHER - TK NEW YORK, July 12th, 1948.

NO. 759

No. 759.

1. At a meeting in Cadogan's office, Monday morning, 12th July, agreement was reached between the United States and United Kingdom delegations on the text of a draft resolution on Palestine the text of which is contained in my teletype No. 757. This text represents the product of consultations between the United States and United Kingdom both in New York and in London, and at the meeting today only minor draft changes were proposed by Jessup for the United States and accepted by Cadogan. Later this morning I was informed that the Foreign Office had approved the changes proposed by Jessup, subject to the following minor reservations. In paragraph 7 the Foreign Office would prefer the word "machinery" instead of "procedures", to convey the idea of the Mediator establishing tribunals to examine alleged breaches of the peace. Secondly, the Foreign Office want a reference in paragraph 7 to an examination of allegations of all breaches of the truce since its inspection. The United Kingdom delegation expects that the United States will agree to these minor adjustments.

2. In giving authority to Cadogan to concert action with the United States delegation on the basis of this text, the Foreign Office communicated instructions, a copy of which is contained in my teletype No. 758.

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3. In accordance with these instructions, it is understood, as a first step, the Mediator's report should be heard in the Council and that the Mediator should be consulted before the draft resolution is submitted. The United States delegation are pressing for earliest possible action by the Council on the basis of the agreed draft resolution, and it is expected that a meeting of the Council will be called this afternoon or this evening (Monday, 12th July) to hear the Mediator, after which it is expected that this draft resolution will be submitted by Cadogan.

4. As the draft resolution has been agreed by both the United Kingdom and United States delegations and will afford the Council an opportunity to press for a continuation of the truce and further negotiations leading to a peaceful settlement, I presume that I may support this agreed text. I should like to have your confirmation by telephone as soon as possible. Ends.

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279668

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

SECRET

CYPHER - TK

NEW YORK, 19th July 1948.

NO. 791

No. 791. Secret. Following from Ignatieff, Begins:

In a conversation with Michael Comay on Saturday, 17th July, Comay made some interesting comments on the suggestions presented by Bernadotte for a Palestine settlement to the two parties on 28th June, contained in document S/863 of 3rd July.

2. In the first place, he said that they had originated from Ralph Bunche of the Secretariat and closely proximated informal suggestions put forward by Beeley of the Foreign Office when he was in New York and also by certain members of the State Department.

3. These suggestions had created, in his opinion, very serious difficulties among the States members of the Arab League, as they favoured almost exclusively the interests of King Abdullah.

4. The suggestions providing for a union comprising on the one side the Jewish part of Palestine, and on the other, an extension of Transjordan into the Arab part of Palestine, would have the effect of excluding any separate Arab State in the Arab part of Palestine, and thus would make the Palestine Arabs subject to the authority of Abdullah and not to the Husseinis.

5. These suggestions had thus precipitated something of a crisis in the Arab League, Comay said, and the Foreign Office had apparently pressed Abdullah to try and persuade his more influential Arab colleagues, particularly Kings Farouk and Ibn Saud, to acquiesce in these suggestions as a basis for further negotiation, but apparently without success.

6. In the opinion of Comay, the divisions in the Arab League are more marked than ever as a result of Bernadotte's suggestions, and, if continued, will lead to a situation in which the Foreign

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Office may have to make a decision between continuing their support of Abdullah and maintaining Arab co-operation through the Arab League.

7. Comay expressed the view that the divisions among the Arab States along the lines indicated above constitute the most serious impediment to a settlement in Palestine. He referred particularly to the differences between King Abdullah and King Farouk (the latter supporting the interests of the Mufti), the fears of Syria and Lebanon regarding Abdullah's ambitions, and the traditional rivalry between Kings Abdullah and Ibn Saud. The Arabs of Palestine themselves, he suggested, have shown no desire to continue the struggle and this accounted for the large-scale evacuation of Jewish areas in Palestine. Indeed, Comay said, virtually all Arabs had evacuated the Jewish occupied areas in Palestine.

8. As regards the Jewish reaction to Bernadotte's suggestions, Comay emphasized that the most unacceptable aspect of these was the idea of the inclusion of the City of Jerusalem in Arab territory. He admitted that there were other points of difficulty too, particularly immigration and acceptance by the Arabs of the sovereignty of the Jewish State. As regards Bernadotte's suggestion that plebiscites might be held, Comay said that this obviously would refer only to the Arab part of Palestine and this device might be used to settle the issue between Abdullah and the other members of the Arab League, by offering the Arab population itself an opportunity to vote. He thought that such a vote, however, would go in favour of Abdullah as he was now the outstanding champion in the Arab cause, with military and diplomatic successes to his credit.

9. Comay also made some interesting remarks regarding Soviet reaction to the suggestions. In his opinion, the principal objective of the Soviet Union in regard to Palestine is the evacuation of British troops and the removal of British influence from this part of the Middle East. What the Soviet Union therefore desired was independent Jewish and Arab States to be established under the auspices of the United Nations. The idea of extending the authority of King Abdullah to the Arab part of Palestine would run exactly counter to

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this interest and it was for this reason, in the opinion of Comay, that the Soviet delegations have been so insistent that there should be no departure from the plan of partition contained in the resolution of 29th November, 1947, whereby the establishment of Arab and Jewish States were recommended with economic union. This consideration, Comay thinks, outweighs any other in Soviet policy towards Palestine. Ends.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

EN CLAIR

NO. 782 NEW YORK, July 17, 1948.

No. 782.

1. My message No. 780, 16th July, reporting on my conversation with Count Bernadotte. I referred in paragraph 3 of that teletype to remarks which I made in the Council on Thursday, 15th July, when the resolution contained in my teletype No. 776 of 16th July was being voted, when I sought to broaden the provisions of paragraph 3 of the resolution relating to the date when the truce is to go into effect.

2. The mediator had stated in the Council that he was anxious that the truce should not go into effect until he had made ample provision for its supervision. Otherwise, there would be a danger that the truce would be broken as a result of charges and counter charges made by both parties as to responsibilities.

3. Just before the resolution was put to the vote, paragraph by paragraph, the mediator approached the United States privately and asked them to change the wording in the third paragraph of that text so that the mediator could, himself, determine the exact time when the truce should go into effect in the light of the arrangements which he was able to make for supervising the observance of the truce, as he had done on the previous occasion.

4. Both the United States delegation and Dr. Bunche of Bernadotte's staff approached me with the request that I should move an amendment, which had been drafted by Bunche, which would have the effect of deleting the words in paragraph

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3; "but in any event not later than three days from the date of the adeption of this resolution"; and to substitute the following words "to take effect at such early date as the mediater, taking into account his responsibilities of supervising the observance of the truce, may determine and notify the respective parties".

5. I said that I would prefer, in the first instance, to ask a question of the mediater to enable him to state his position on this point himself. I would then suggest the change of wording indicated in my previous paragraph and would ask the United States representative whether this change would be acceptable to him.

6. In accordance with this understanding I put the question to the mediator when paragraph 3 was under discussion and said that "I should like to be assured that before this paragraph is put to the vote that it is in all respects, in the opinion of the mediator, a practicable provision".

7. Bernadotte replied "as I have said yesterday, I think that my responsibility, if we get a truce, is that we must have an organization to supervise the truce. I do not think that there are any technical and practical possibilities to get this body built up in three days. Therefore, my opinion is that this wording should be more flexible, as it would be absolutely necessary in order to be able to supervise the truce".

8. I then asked the United States representative whether he would accept the change indicated, which he said he would do, yielding "to the point expressed by the mediator out of his experience of bringing the first truce into effect".

9. The Soviet and Ukrainian representatives, however, who have consistently resisted giving any discretion at all to the mediator and have, in fact, opposed the continuation of his efforts of mediation, said that they would not accept paragraph 3 with the change indicated.

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10. As the representatives of Argentina and China had stated their position to reference to Article 40 in paragraph 3, and that in the circumstances an abstention by the Soviet and Ukrainian representatives would have, therefore, prevented the adoption of this paragraph which, as the United States representative said, was "the core" of the resolution, the United States representative (despite the fact he had accepted the change I had suggested) then proposed that the change I had put forward at the request of the mediator, be treated as an amendment.

11. When put to the vote the amendment failed of adoption as Argentina, Belgium, Canada, China and Colombia voted in favour, and France, Syria, the Ukraine, the U.S.S.R., the United Kingdom and the United States abstained.

12. The Soviet and Ukrainian representatives then gave their support to the text of the paragraph as originally contained in the United States draft resolution.

13. However, before the text of the paragraph as a whole was put to the vote the representative of the Argentine insisted on a separate vote of the words "pursuant to Article 40 of the United Nations Charter". It was adopted by 8 votes for, Syria against and Argentina and China abstaining.

14. Paragraph 3 as a whole was then put to a vote and adopted by 9 in favour, with Syria against and Argentina abstaining.

15. I give you the above record relating to the adoption of paragraph 3 of the Council's resolution of 15th July, because the retention of the three-day time limit, despite our efforts to meet the mediator's request, has, in his opinion, as expressed to me today, Friday, 16th July, made it difficult, if not impossible, to make the necessary arrangements to organize the supervision of the truce at the time of its inception.

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C 279674

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK CITY

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMPORTANT

TELETYPE

EN CLAIR

NO. 786 NEW YORK CITY, July 17th, 1948.

No. 786, Following is text of the Minister of Foreign Affairs Shertok's telegram to the Secretary-General, in reply to the resolution on the Palestine truce adopted by the Security Council on July 15th, 1948, Begins:

"Have honour acknowledge receipt your telegram containing the text of the resolution of the Security Council and communicate to you the following resolution adopted by the Provisional Government of Israel after its consideration:

'The Provisional Government of Israel, having taken note of the resolution of the Security Council of July 15th, 1948, decided to comply with Council's request for resumption of truce in Palestine and for immediate unconditional cease-fire in Jerusalem.

The Provisional Government is ready to issue the necessary orders to both effects as soon as it is notified that all Arab Governments and authorities concerned have likewise accepted truce in Palestine and immediate cease-fire in Jerusalem and have issued orders for these arrangements to take effect at respective times laid down in resolution. The Provisional Government accepts the resumption of truce in accordance with its declared attitude as to conditions to be observed.'

Regarding cease-fire for Jerusalem, have instructed our representative in Jerusalem to approach the Consular Commission for receipt of notification of Arab decision. As to the truce, I would appreciate earliest possible advice as to the procedure whereby we can be notified in time of the decision of the Arab Governments involved in aggression throughout Palestine." Ends.

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C 279675

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK CITY

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

CONFIDENTIAL

CYPHER - TK

NO. 788

NEW YORK CITY, July 17th, 1948.

No. 788. Confidential.

Palestine.

The following is a summary of the positions taken by various members of the Security Council on the Palestine resolution adopted on the 15th July, together with certain brief comments.

2. When the draft resolution was first under discussion, it did not appear that there would be sufficient support for it to ensure the 7 votes necessary for its adoption. The United Kingdom, France, Belgium, Canada, Colombia, and, of course, the United States signified their willingness to support it. The Soviet Union and the Ukraine indicated that they were in agreement with the general principle that the fighting in Palestine should cease, but were unprepared to support those clauses in the resolution referring to the mediator and the reaffirmation of any earlier Council resolution on the subject. It was evident that they would also have liked to have framed the resolution in such a way as to place the blame more directly upon the Arab States and to determine them as aggressors. In particular, Manuilsky, despite his position as President, took every opportunity of criticizing the mediator both in regard to his various actions in supervising the first truce in Palestine and in regard to his suggestions for a settlement. Undoubtedly the Soviet attitude may have been affected as regards the mediator by the fact that the mediator, after his initial approach to the Soviet Embassy in Cairo with request for observers, had not gone beyond the countries represented on the Truce Commission after the Jews had objected to British observers. It might be noted

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that this was the first occasion on which Mr. Malik officially represented the Soviet Union. My first impression would be that, while lacking Gromyko's experience, he fully measures up to his job.

3. The Argentine Government representative, in explaining the position of his Government, referred to the "traditional conduct" of the Argentine in the matter of international conflicts. He indicated that the Argentine had no desire to apply Chapter VII and was against any measure of coercion. For these reasons he asked that the voting be taken on the draft resolution paragraph by paragraph and under the provisions of Rule 32 of the Rules of Procedure reserved the right to vote on separate parts of these paragraphs when they were under consideration, and in voting opposed reference to Article 40 of the Charter. Despite this, however, it will be noted from the verbatim record of the 338th meeting that, while abstaining from voting on the resolution as a whole, the representative of Argentina nevertheless supported a number of the important paragraphs of the resolution enabling their adoption.

4. The representative of China, in first announcing the position which his Government would adopt, appeared to suggest that he was unwilling to support the resolution on the grounds that, if it were adopted, it would operate to the disadvantage of the Arabs. However, following criticism from the representative of France, who said that he interpreted the Chinese position to be an apologia of war, the Chinese representative clarified his original position. He thereupon suggested the deletion of the first paragraph. However, as his motion was not submitted as a formal amendment, it was not voted upon. For this reason, when the first paragraph of the United States resolution was voted upon, China abstained from voting. The second amendment made by the representative of China consisted

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in the addition of a paragraph which would have focussed attention on two particular phases of the problem; immigration and political settlement. The Chinese representative finally agreed to a rewording of his amendment suggested by the representative of the United States, which did not specify any particular aspect of a settlement for Palestine, but merely urged the parties to act in accordance with the last paragraph of the Security Council's resolution of May 22nd.

5. The United Kingdom Government representative, while instructed to support the United States draft resolution in general, was obviously concerned, at the same time, to protect the position of the Arab States insofar as possible. To this end, the United Kingdom Government moved two amendments; the first of which would have had the effect of deleting any reference to the "Provisional Government of Palestine" in the first paragraph. The United Kingdom amendment, when put to the vote, was defeated with Belgium, Colombia and the United Kingdom in favour, Syria against, and the remaining members of the Council abstaining. The Canadian delegation abstained from voting on this United Kingdom amendment, but, together with the United Kingdom and Colombia delegates, I reserved the position of the Canadian Government regarding the question of recognition. The other amendment moved by the representative of the United Kingdom for the inclusion in the 8th paragraph of the words "since 11th June 1948" after the words "breaches of the truce" was accepted by the United States representative and the paragraph, as amended, was accepted by 9 in favour, none against, with the USSR and the Ukraine abstaining. I would draw your attention to pages 186 and 187 of document S/P.V. 338 which contains an interesting account of the United Kingdom Government's attitude to the resolution as a whole.

6. The position of the Jews and Arabs will be already known to you. The Jewish representative signified the readiness of the

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Provisional Government to comply with the Security Council's order. On the other hand, the representatives of Syria, Egypt, and Lebanon, demonstrated their hostility to the Security Council's action and gave no indication that their Governments would accept the terms of the resolution.

7. The Security Council, in adopting the resolution of July 15th, has for the first time invoked the provisions of Chapter VII of the Charter, and by making the time limit of the new truce indefinite has signified its determination to prevent a renewal of the fighting until some pacific settlement of the Palestine problem is reached. The resolution, as finally adopted, orders an immediate and unconditional cease-fire in Jerusalem, and an end to the fighting in Palestine as a whole within three days. It also provides that failure by any Government or authority to comply with the cease-fire order will cause the Council to consider this as evidence of a breach of the peace requiring immediate consideration of enforcement measures under Chapter VII. In addition, the resolution provides for the demilitarisation of Jerusalem.

8. I think that one of the more satisfactory results was the accord reached by the United Kingdom and the United States; on the other hand by combining the cease-fire order with instructions to the mediator to continue his work, the Soviet delegations were at last temporarily isolated, which would appear to represent a more natural alignment.

9. A significant precedent was established in the interpretation of Article 27 of the Charter when Manuilsky ruled the resolution adopted although the Soviet delegate had abstained in the vote on the resolution as a whole. Ends.

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C 279679

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK CITY
TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMMEDIATE

CYPHER - TK

SECRET

NO. 787

NEW YORK CITY, July 17, 1948.

No. 787. Secret. My teletype No. 777, July 16th, regarding mediator's request for personnel in connection with truce in Palestine.

I learned from Langenhove that at a luncheon conference between Bernadotte, Jessup, Langenhove and Parodi, Friday, 16th July, United States and France were requested by the mediator to provide 125 observers each, and Belgium 50. Bernadotte and the Secretariat had been considering, as reported in my teletype under reference, paragraph 3, that the Truce Commission countries would provide 200 and certain other designated countries the other 100. However, Jessup, following our conversation with the United States delegation, pointed out the difficulties which might arise if observers were to be invited from countries other than those represented on the Truce Commission and said that the matter had already been discussed in the Council at the initiative of the Soviet Union which wished to send representatives, and that the Council had not accepted this idea. As a result, Bernadotte agreed that his request for observers should be limited to the Truce Commission countries.

2. I understand that these three countries have been asked to make at least a limited number of observers immediately available to go to Rhodes and not await the replies from the two parties regarding the prolongation of the truce.

3. As regards the question of a police force to be employed in connection with the demilitarization of Jerusalem I understand from Langenhove that Bernadotte requested that 240 police guards be made available immediately by the U.S.A., France and Belgium in connection with the demilitarization of Mount Scopus as a first step in his general demilitarization scheme for the Jerusalem area which,

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according to his estimate, will require at least 1,000 police in all. Nothing definite was decided on the question of police forces apparently.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMPORTANT — SECRET

CYPHER - TK

NO. 777 — NEW YORK, July 16th, 1948.

No. 777. Secret.

Palestine.

1. The adoption of the Resolution on Palestine as reported in my teletype No. 776 raises an important question connected with the staff which will be required by the Mediator for the implementation of the truce.

2. In connection with the demilitarization of the City of Jerusalem referred to in paragraph 7, the Mediator stated that he would require at least one thousand personnel to undertake police functions in the city. The Secretary-General, in anticipation of having to meet this need, has approached the Governments of the United States, France and Belgium each to provide 335 men. Langenhove told me yesterday that Belgium has indicated its acceptance in principle to the Secretary-General on the basis of having individuals, who have expressed their willingness to volunteer, to be recruited by the Secretary-General. The United States authorities, I am informed, are also disposed to allow the Secretary-General to recruit volunteers with the least possible direct participation on the part of the United States authorities.

3. In addition to the police force required by the Mediator in connection with the demilitarization of Jerusalem, the Mediator has indicated that he will need about three hundred observers. So far, as you know, the observers have been drawn by the Mediator from the countries represented on the Truce Commission, namely U.S.A., Belgium and France. The plan at present

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being considered is to request the United States to provide on a voluntary basis one hundred observers, France and Belgium fifty each, and fifty to be recruited voluntarily from other countries at present not specified. The question of observers, it is admitted, raises certain difficult problems, particularly with regard to the role of the United Nations "Guards" previously recruited from the United Nations Secretariat to assist the Mediator's observers in the field. A clear distinction has so far not been drawn between the function of administering the truce, including observing and reporting, and custodian or police functions that might be involved. It is hoped that consultations between the Mediator and the Secretary-General may tend to clarify some of these questions before the Mediator's departure for Rhodes tomorrow, Saturday.

4. In any case, the Mediator has expressed doubts as to whether he will be able to obtain the staff he desires in the three days specified in the Resolution when the cease-fire is to come into effect.

5. In connection with the problem of observing the truce, Jessup made the suggestion in the Council yesterday that joint Arab and Jewish patrols might be used by the Mediator to observe the truce to which neutral observers might be added. Bernadotte's reaction to this suggestion is that an arrangement along these lines might be worked out in certain areas, but it would necessarily take time.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMPORTANT — SECRET

CYPHER - TK

NO. 777 — NEW YORK, July 16th, 1948.

No. 777. Secret.

Palestine.

1. The adoption of the Resolution on Palestine as reported in my teletype No. 776 raises an important question connected with the staff which will be required by the Mediator for the implementation of the truce.

2. In connection with the demilitarization of the City of Jerusalem referred to in paragraph 7, the Mediator stated that he would require at least one thousand personnel to undertake police functions in the city. The Secretary-General, in anticipation of having to meet this need, has approached the Governments of the United States, France and Belgium each to provide 335 men. Langenhove told me yesterday that Belgium has indicated its acceptance in prinsiple to the Secretary-General on the basis of having individuals, who have expressed their willingness to volunteer, to be recruited by the Secretary-General. The United States authorities, I am informed, are also disposed to allow the Secretary-General to recruit volunteers with the least possible direct participation on the part of the United States authorities.

3. In addition to the police force required by the Mediator in connection with the demilitarisation of Jerusalem, the Mediator has indicated that he will need about three hundred observers. So far, as you know, the observers have been drawn by the Mediator from the countries represented on the Truce Commission, namely U.S.A., Belgium and France. The plan at present

REPEAT
REPETER

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being considered is to request the United States to provide on a voluntary basis one hundred observers, France and Belgium fifty each, and fifty to be recruited voluntarily from other countries at present not specified. The question of observers, it is admitted, raises certain difficult problems, particularly with regard to the role of the United Nations "Guards" previously recruited from the United Nations Secretariat to assist the Mediator's observers in the field. A clear distinction has so far not been drawn between the function of administering the truce, including observing and reporting, and custodian or police functions that might be involved. It is hoped that consultations between the Mediator and the Secretary-General may tend to clarify some of these questions before the Mediator's departure for Rhodes tomorrow, Saturday.

4. In any case, the Mediator has expressed doubts as to whether he will be able to obtain the staff he desires in the three days specified in the Resolution when the cease-fire is to come into effect.

5. In connection with the problem of observing the truce, Jessup made the suggestion in the Council yesterday that joint Arab and Jewish patrols might be used by the Mediator to observe the truce to which neutral observers might be added. Bernadotte's reaction to this suggestion is that an arrangement along these lines might be worked out in certain areas, but it would necessarily take time.

CANADIAN PERMANENT DELEGATE

REPEAT
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C279683 Palestine

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

SECRET

IMMEDIATE

CYPHER - TK

NEW YORK, July 12th, 1948.

NO. 757

No. 757. Secret. Reference my teletype No. 759.

Following is text of draft resolution of Palestine agreed between United States and United Kingdom delegations on Monday, 12th July, Begins:

"THE SECURITY COUNCIL

1. TAKING INTO consideration that the States members of the Arab League have rejected the appeals of the United Nations Mediator, and of the Security Council in its resolution of 7th July, 1948, (S/867), for the prolongation of the truce in Palestine, and that there has consequently been a renewal of hostilities by some of them in Palestine;

2. DETERMINES that the situation in Palestine constitutes a threat to peace within the meaning of Article 39 of the Charter;

3. CALLS UPON the Governments and authorities concerned, as provisional measures under Article 40, to desist from further military action and to this end to issue cease-fire orders to their military and para-military forces to take effect at a time to be determined by the Mediator, but in any event not later than three days from the date of the adoption of this resolution;

4. DECLARES that failure by any of the Governments or authorities concerned to comply with the preceding paragraph of this resolution would demonstrate the existence of a breach of the peace within the meaning of Article 39 of the Charter requiring further action by the Security Council;

5. CALLS UPON all Governments to continue to co-operate with the Mediator with a view to the maintenance of peace in Palestine in conformity with the resolution adopted by the Security Council

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on the 29th May, 1948;

6. **INSTRUCTS** the Mediator to continue his efforts to bring about the demilitarization of the City of Jerusalem, without prejudice to the future political status of Jerusalem, and to assure the protection of an access to the holy places, religious buildings and sites in Palestine;

7. **INSTRUCTS** the Mediator to continue to supervise the observance of the truce and to establish procedures for examining alleged breaches of the truce, authorises him to deal with breaches so far as it is within his capacity to do so by appropriate local action, and requests him to keep the Security Council currently informed concerning the operation of the truce so that when necessary they may take appropriate action;

8. **DECIDES** that the truce shall remain in force, in accordance with the present resolution and with that of the 29th May, 1948, until a peaceful adjustment of the future situation in Palestine is reached." Ends.

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PAPIER DE COULEUR

C279685 Palestine

TELEGRAM

From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

SECRET

IMMEDIATE LONDON, July 12, 1948.

CYPHER

CIRCULAR H. 293

Circular H. 293. Secret. My telegram of 10th July, Circular H. 291.

Palestine.

In light of recent developments in Palestine situation, guidance on following lines has been sent to United Kingdom representative to United Nations.

2. Our immediate objective must remain to bring fighting to an end in conditions which will ensure, as far as possible, that it will not be renewed. We have indications from reliable sources that more than one of Arab leaders consider that a threat of sanctions against Arabs by Security Council would be advantageous as it would allow moderate elements in Arab League to persuade its more extreme members to accept a further truce. We therefore see advantage in adoption by Security Council of a resolution containing this threat. In order, however, that it may stand a chance of securing acquiescence of at least a majority of Arab leaders, it is essential that resolution should contain a reference to accusations which have been made about breaches of the truce. In our view it should also specify that hostilities are not to be resumed pending a definitive political settlement and should instruct Mediator to establish machinery for examining alleged breaches of truce, both past and future, in order that he and Security Council may be enabled to take appropriate action without delay. We also consider that resolution should refer to a breach of the peace, but not at this stage to an act of

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From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

aggression within meaning of Article 39 of Charter.

3. Final political settlement must, of course, be arrived at either by agreement between parties under auspices of Mediator or by action of United Nations. In latter event action would presumably have to be taken by General Assembly since it appears to us that Security Council would have no right to make radical modifications in plan contained in Assembly's resolution of 29th November. We incline to view that settlement to aim at is one roughly on lines indicated by Count Bernadotte, though if this were to have any chance of acceptance by Arabs the proposal for a political union between Arab and Jewish States would have to be abandoned.

SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

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Palestine

TELEGRAM C279687

From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER — CONFIDENTIAL

CIRCULAR H. 255 — LONDON, June 23rd, 1948.

Circular H. 255. Confidential.

Palestine.

Now that Mediator is about to hold conference of Arab and Jewish representatives at Rhodes, following indication of our attitude may be useful.

2. Our first object at the moment is to prevent a resumption of hostilities. If Count Bernadotte's negotiations with the two parties do not result in a solution before end of four-week period, we intend to make every effort, in association with other Powers, to secure extension of truce.

3. We maintain view, to which we have consistently adhered, that no solution which does not command at least acquiescence of both Jews and Arabs can be of value. Any solution in which both sides acquiesced would be acceptable to us. We consider that best tactics for the moment are to leave Mediator to pursue his negotiations without ourselves putting forward advice or suggestions to him or to either party and to see whether his efforts, coupled with pressure of events, will reveal possibility of both sides acquiescing in some compromise. The past month's fighting in Palestine must have shown both Jews and Arabs impossibility of totally eliminating the other; it may even have sufficed to persuade each side that it has less to gain from further fighting than

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TELEGRAM

From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

from an agreed compromise solution.

4. In meantime, we are strictly enforcing embargo on export of all war material to Palestine and Arab States and on release of stocks from our depots in Middle East. As regards what constitutes war material, we are in communication with United States Government with a view to agreeing a definition with them.

5. It is our hope that Governments of foreign countries (whether or not members of United Nations) are taking necessary steps to prevent any action liable to cause a breach of truce from originating in their territories in accordance with request addressed to them by United Nations. We have, nevertheless, instructed our representatives in foreign countries to report to us for transmission to Mediator any actual or potential breaches of Mediator's truce provisions which may become known to them.

6. We have again (see my telegram of 10th June, Circular H. 231) drawn attention of Italian Government to importance of conforming to terms of truce resolution with particular regard to prevention of departure of potential Jewish fighting personnel from Italy to Palestine except under control of Mediator.

SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

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C279689 Palestine

TELEGRAM

From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

EN CLAIR

CIRCULAR H. 230

LONDON, June 9th, 1948.

Circular H. 230.

Israel.

In reply to question in Commons as to why, in view of declaration of 11th December, 1947, that His Majesty's Government in United Kingdom accepted United Nations decision regarding Palestine, we have hitherto withheld recognition of Jewish State set up in accordance with that decision, Foreign Secretary made following statement today, 9th June, Begins:

His Majesty's Government do not consider that recommendations voted by General Assembly on 29th November, 1947, can be invoked as imposing a legal obligation to recognize the Jewish State set up on 14th May. Resolution of 29th November instructed United Nations Commission to carry out a detailed plan, culminating in establishment of a Jewish and an Arab State with economic union. Practically no part of this plan was executed.

By its later resolution of 14th May, the General Assembly "relieved the Palestine Commission from the further exercise of its responsibilities". In these circumstances, his Majesty's Government will judge the Jewish State's case for recognition on its own merits according to normal criteria of international law. Ends.

SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

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FRIDAY, JUNE 25, 1948

Canada and Israel

On October 14, 1947, addressing a special committee of the United Nations Assembly, Rt. Hon. J. L. Ilsley committed Canada to supporting the partition of Palestine.

On November 18 it was announced that a plan had been worked out by a four-power working group representing Canada, Russia and the U.S. to provide for the independence of the new Jewish and Arab countries.

Canada's L. B. Pearson played a leading part in drafting and redrafting the plan so as to meet various objections and reconcile opposing viewpoints. When the redrafted plan was finally carried in committee on November 25 by 25 votes to 13 (with 17 abstentions and two absentees), there was praise in the United States, as well as in Canada, for the outstanding part Canadian delegates had played in this work.

From the committee the plan went to the United Nations general assembly. It was approved by 33 votes to 13, with 10 members abstaining and Siam absent. Canada, which had taken a leading part in shepherding the project through the UN, voted, of course, for the partition. The vote exceeded the required two-thirds margin by 7. Britain, the mandatory power in Palestine, abstained from voting, as it had on this issue since the beginning.

The decision of the United Nations, which was violently resented by the Arab world, was followed by Arab-Jewish conflict in the Holy Land. The British mandate was terminated on May 15 of this year, and the Palestinian Jews proclaimed their new state of Israel.

The United States recognized the new Israel. Russia recognized it. Fourteen states have recognized Israel to date. Britain, deterred, no doubt, by a desire to retain the friendship of the Arab world, has not. Canada has also hung back from recognition. Britain is at least in the position of not having at any time committed itself to partition. Canada, on the contrary, took a leading part—almost, indeed, the leading part, in bringing partition to pass.

Canada's delay in recognizing the new Jewish state is no doubt explained, in part, by the British attitude. But it is difficult to understand how the delay can justifiably be more than temporary. Israel is anxious to join the company of United Nations. She requires Canada's help in the UN to obtain membership there.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

EN CLAIR

NO. 812

NEW YORK, July 27, 1948.

No. 812.

Palestine.

Reference your message No. 595 of 26th July.

1. Following is text of statement I made in the Security Council this morning, 27th July:

"The Canadian delegation is unable to support the proposal submitted by the distinguished representative of Syria, that the International Court should be asked 'to give an advisory legal opinion as to the international status of Palestine after the termination of the mandate'.

As we know, events both political and military, have followed upon the termination of the mandate. The General Assembly, at its special session, decided to seek a solution to the Palestine problem, by means of a peaceful adjustment of the situation by negotiation, and for this purpose established a Mediator. The Council likewise has proceeded on the basis of endeavouring to reach a solution through negotiation, and, for this reason, has persevered in its efforts to establish and maintain a truce in Palestine, in the hope that thereby they would enable negotiations between the parties to continue, with the assistance of the Mediator appointed under the resolution of the General Assembly.

To open now the general question of the legal basis upon which the United Nations is acting, in regard to Palestine, seems to our delegation neither necessary nor desirable for it

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would inevitably hinder and postpone the negotiations for a peaceful settlement. In fact, in our view, to open any new alternative method at this time for the consideration of the situation in Palestine would be unfortunate because it would unquestionably introduce a doubt and uncertainties in the work of the Mediator on whom we have placed our primary reliance.

On the other hand, during the course of the present negotiations between the parties, some specific questions of law may arise, in regard to which the assistance of the Court would be appropriate and desirable and on which their opinion would be helpful. In that event, in my view, it would be appropriate for the Council, at the request of the Mediator, or even upon its own initiative, to submit such a question, in its specific context, to the International Court.

In view of the remarks I have made, and also having in mind some of the considerations which other members of the Council have advanced in expressing doubt as to the wisdom of asking the International Court for a legal opinion at the present time, the Canadian delegation will not be able to support the proposal of the distinguished representative of Syria.

As regards the amendment proposed by the distinguished representative of Colombia, as I have said, it is our view that a reference of a general question to the International Court at this time would in fact and undoubtedly both delay and impair the process of mediation on which we have placed our hopes. We therefore cannot give our support to this amendment."

The amendment referred to is one submitted by Colombia reading as follows:

"This request should be made provided it will not delay or impair the normal process of mediation". Ends.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK
TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMPORTANT

CYPHER - TK

NO. 804

SECRET

NEW YORK, July 22nd, 1948.

No. 804. With reference to the resolution on the Palestinian question submitted by the representative of Syria, Document S/894 of 13th July, proposing to request "the International Court pursuant to Article 96 of the Charter to give an advisory legal opinion as to the international status of Palestine after the termination of the mandate", this matter was held over from the last meeting on Thursday, 15th July. It is understood that this matter will come up at the next meeting of the Council on Palestine, the date of which is not yet determined.

2. In the course of this week I have had a number of private enquiries as to the position which the Canadian delegation might take on this matter, particularly in view of the opinion that 6 votes at least may be found in support of the proposal.

3. When the proposal was discussed last week, the representatives of Belgium and Colombia indicated their support. The United Kingdom delegation has now been instructed to support the proposal, and the representative of China is also expected to support it. It is thought that the Argentine delegation might also give its support. Together with Syria, this would represent 6 votes.

4. For my part, I was proposing to abstain when the resolution was being considered last week, mainly on the grounds expressed by Parodi when he said (document S/P.V.336, 14th July) "I must say that we hesitate in the face of the Syrian resolution.

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Events since then (meeting of Assembly last fall) have gone very far, and it is rather late now to seek a legal opinion which would have been appropriate some time ago ... The Palestine situation, however, is too complex and too clearly political to allow judges who are supposed to respect law and law alone to solve it by themselves." However, Parodi did not commit himself definitely on the matter, but insisted that the adoption of the Syrian resolution must be preceded by the adoption of United States draft resolution and the cessation of hostilities and reserved the right to examine the Syrian resolution later.

5. I am informed that the United States delegation definitely intend to oppose the Syrian proposal, as will also, of course, the U.S.S.R. and the Ukraine.

6. Comay visited the Canadian delegation Thursday, 22nd July and made the following arguments against the Syrian proposal in a conversation with Ignatieff. These arguments are stated below without comment or interpretation.

(a) The international status of Palestine does not have to be determined to justify Security Council action. In effect the Council has been taking action in the discharge of its responsibilities under Article 24 both under Chapter VI and also under Chapter VII. Its jurisdiction and competence has not been challenged. The advisory opinion of the Court, therefore, is not required to decide the preliminary question of Council competence and jurisdiction.

(b) Advisory opinion of the Court is not required for the purpose of further Council action to determine whether the Jewish State is or is not a state. Articles 1 and 2, read together, justify, in the opinion of Comay, action by the Council "to maintain international peace and security" in Palestine. The determination of Jewish statehood is not relevant to present or future Security Council functions.

(c) It is not a matter in the competence of the International

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Court to decide upon the question of statehood or its recognition. Comay said it was the sovereign prerogative of all States to recognize the existence of other States or otherwise. In any case, statehood is primarily a question of fact and not of law. In addition, the 29th November resolution recommended the establishment of a Jewish State. The United Nations would be concerned with Jewish statehood only when an application for membership would be considered by the Security Council and the General Assembly.

(d) The Court has been asked to express an advisory opinion only and not a decision. Thus the product of the Court's deliberations would serve only to provide debating points to both parties in dispute and would not be a firm decision.

(e) If the Court were to undertake to render an advisory legal opinion it would give rise to a clash in jurisdiction between the respective organs and authorities of the United Nations dealing with the Palestine matter and would create confusion.

(f) As under Article 34 of the Statute of the Court "only States may be parties in cases before the Court", the Court would be faced, if it were to accept the responsibility, with the preliminary difficulty of how to deal with the representation of the Jews. If the court excluded their representation on the grounds that they did not represent a State, it would be regarded as pre-judging the issue; contrarywise, if it admitted them as representing a State, it would likewise be charged with having pre-judged the issue.

(g) Lastly, the questions in dispute both in law and in fact are so controversial it would be almost certain that the Court would take a long time to reach any decision, possibly as long as two to three years, and in the meantime it would increase rather than reduce the difficulties involved in dealing with the Palestine problem. Thus the intervention of the Court instead of facilitating a settlement would postpone and complicate the

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matter.

7. I would appreciate your guidance and comments regarding the attitude the Canadian delegation should adopt on the Syrian proposal as soon as possible.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

SECRET

IMPORTANT

CYPHER - TK

NEW YORK, July 16th, 1948.

NO. 778

No. 778. Secret. Reference my teletype No.777, Palestine.

1. As the United States delegation asked me privately for my informal views on the question of truce observers, I made the following points to them as representing my personal opinion:

(a) That the observers to be used by the Mediator should continue to be drawn from the countries represented on the Truce Commission. Otherwise, the question would again necessarily arise of the participation of Soviet personnel and personnel from other Eastern European States. I made the point that the numbers requested by the Mediator, although increased, would appear to be appropriate and would not put a heavy strain on the countries concerned, namely United States, Belgium and France.

(b) As regards the qualifications of the observers, I have suggested that, in my opinion, the observance of the truce involves military matters and, for this reason, observers should be persons possessed of military knowledge and experience and specialized in this field.

(c) As regards the question of participation of the United Nations Secretariat among the observers, I have expressed the view that, while it would be appropriate for the Secretary-General to place at the disposal of the Mediator, personnel which would normally be recruited and employed in the Secretariat in maintenance, general services, communications and security, it would not, in my opinion, be appropriate for him to recruit personnel especially for police duties, except in so far as such personnel would be fulfilling the same custodian functions as the Secretariat guards at Lake Success. The extension of

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the functions of the Secretariat or Custodian guards to cover what would amount to wider police functions or activities which would really have a military character would, in my opinion, raise a number of difficulties, in my opinion the most important of which would be the question of the legal basis on which such personnel would be recruited and would exercise their functions, and also the question of the disposition of such forces when not employed on specific tasks. In other words, in my opinion, any specialized personnel of categories not normally employed by the Secretariat should be met, in regard to the Mediator's request, from the countries represented on the Truce Commission.

2. Your comments on these opinions would be appreciated.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMMEDIATE

EN CLAIR

NO. 776 NEW YORK, JULY 16th, 1948.

No. 776. Following is the text of resolution on the Palestinian question adopted at the 338th meeting of the Security Council, 15th July 1948, and the voting thereon, Begins:

"THE SECURITY COUNCIL

1. TAKING INTO CONSIDERATION that the Provisional Government of Israel has indicated its acceptance in principle of a prolongation of the truce in Palestine; that the States members of the Arab League have rejected successive appeals of the United Nations Mediator, and of the Security Council in its resolution of 7th July, 1948, for the prolongation of the truce in Palestine; and that there has consequently developed a renewal of hostilities in Palestine;

Vote: for - 8; against - Syria; abstentions - Argentina, China.

2. DETERMINES that the situation in Palestine constitutes a threat to the peace within the meaning of Article 39 of the Charter;

Vote: for - 8; against - Syria; abstentions - Argentina, China.

3. ORDERS the Governments and authorities concerned, pursuant to Article 40 of the Charter of the United Nations, to desist from further military action and to this end to issue cease-fire orders to their military and para-military forces, to take effect at a time to be determined by the Mediator, but in any event not later than three days from the date of the

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adoption of this resolution;

Vote: for - 9; against - Syria; abstention - Argentina.

4. DECLARES that failure by any of the Governments or authorities concerned to comply with the preceding paragraph of this resolution would demonstrate the existence of a breach of the peace within the meaning of Article 39 of the Charter requiring immediate consideration by the Security Council with a view to such further action under Chapter VII of the Charter as may be decided upon by the Council;

Vote: for - 8; against - Syria; abstentions - Argentina, China.

5. CALLS UPON all Governments and authorities concerned to continue to co-operate with the Mediator with a view to the maintenance of peace in Palestine in conformity with the resolution adopted by the Security Council on 29th May 1948;

The phrase "pursuant to Article 40 of the Charter" was put to the vote at the request of Argentina but failed to get 7 votes and was therefore deleted. Vote on this phrase was: for - 6; against - Syria; abstentions - Argentina, China, USSR, Ukraine. Rest of paragraph adopted: for - 9; against - 0; abstentions USSR, Ukraine.

6. ORDERS as a matter of special and urgent necessity an immediate and unconditional cease-fire in the city of Jerusalem to take effect 24 hours from the time of the adoption of this resolution, and instructs the Truce Commission to take any necessary steps to make this cease-fire effective;

Vote: adopted unanimously.

7. INSTRUCTS the Mediator to continue his efforts to bring about the demilitarization of the city of Jerusalem, without prejudice to the future political status of Jerusalem, and to assure the protection of and access to the holy places, religious buildings and sites in Palestine;

Vote: for - 8; against - 0; abstentions - USSR, Ukraine, Syria.

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8. INSTRUCTS the Mediator to supervise the observance of the truce and to establish procedures for examining alleged breaches of the truce since 11th June, 1948, authorises him to deal with breaches so far as it is within his capacity to do so by appropriate local action, and requests him to keep the Security Council currently informed concerning the operation of the truce and when necessary to take appropriate action;

Vote: for - 9; against - 0; abstentions - USSR, Ukraine.

9. DECIDES that, subject to further decision by the Security Council or the General Assembly, the truce shall remain in force, in accordance with the present resolution and with that of 29th May, 1948, until a peaceful adjustment of the future situation of Palestine is reached;

Vote: for - 8; against - Syria; abstentions - USSR, Ukraine.

10. REITERATES the appeal to the parties contained in the past paragraph of its resolution of 22nd May and urges upon the parties that they continue conversations with the Mediator in a spirit of conciliation and mutual concession in order that all points under dispute may be settled peacefully;

Vote: for - 9; against - 0; abstentions - USSR, Ukraine.

11. REQUESTS the Secretary-General to provide the Mediator with the necessary staff and facilities to assist in carrying out the functions assigned to him under the resolution of the General Assembly of 14th May, and under this resolution; and

12. REQUESTS that the Secretary-General make appropriate arrangements to provide necessary funds to meet the obligations arising from this resolution.

Vote: (paragraph 11 and 12) for - 8; against - 0; abstentions - USSR, Ukraine, Syria.

Voting on the resolution as a whole was as follows:

For - 7; Belgium, Canada, China, Colombia, France, United Kingdom and United States.

Against - 1; Syria.

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Abstentions - 3; Argentina, USSR and Ukraine.

Ends.

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279703

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

SECRET

CYPHER - TK NEW YORK, 16th July, 1948.

NO. 780

No. 780. Secret. I spoke to Count Bernadotte by telephone at the Waldorf Astoria at 1.15 p.m. today.

1. I said that the Canadian delegation had been impressed by the realistic and understanding approach which he had given to the situation in Palestine and with the firm grip he had exercised.

2. I went on to say that in the recent deliberations in the Security Council we had thought to strengthen his hand and to renew the broad mandate which he had been given; that we had been particularly anxious that no action would be taken by the Security Council which would cramp his initiative or which would lay down conditions impracticable of realization.

3. At this point Count Bernadotte referred to my remarks of yesterday when I had sought to broaden the provisions of paragraph 3 of the Resolution to relate the date of the truce to the practical possibilities of the institution of effective supervision. He expressed gratitude and a full understanding of the necessity; he regretted that the United States particularly had failed to support the change which he thought was badly needed.

4. I replied that I too felt that conditions should be prescribed which would avoid hysteria and uncertainty in execution. I said that under the circumstances we had now to accept the wording which the Security Council had adopted but that some easing of the situation might result from an appeal to both parties frankly admitting that full

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supervision could not be put into effect in three days and saying that for this very reason they should instruct their personnel to make special endeavours to avoid provocative incidents.

Count Bernadotte said that he and Dr. Bunche were considering action on this line.

I went on to say to Count Bernadotte that he went back to his task in Palestine with the full confidence of the Canadian delegation and with our very best wishes for its success.

Count Bernadotte expressed his thanks for our helpful support both in the recent meetings of the Security Council and before and he hoped that we might meet again.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

EN CLAIR

NEW YORK, July 15, 1948.

NO. 771

No. 771. Following is the statement made by General McNaughton this morning in connection with Count Bernadotte's announcement of the death of Olle Helge Bakke of the United Nations guard detachment in Palestine referred to in United Nations Press and Publications Bureau press release SC/713 of July 15th, Begins:

"I should like to say a few words in regard to the report which has just been made by the mediator that a member of the United Nations guard, Mr. Bakke, was killed on July 13th while on duty for the United Nations on Mount Scopus.

"I feel sure that the Security Council will wish to convey to Mrs. Bakke and her family our deepest sympathy. The Security Council, I feel sure, will also wish to register a deep sense of gratitude for his self-sacrifice in the cause of duty to the United Nations.

"When we recall the death of the United States Consul, Mr. Wassen of the Truce Commission, and of French Commandant Labarriere, United Nations Observer, also in the line of duty, the death of Mr. Bakke is the third life to be given by persons who are serving the United Nations in Palestine. I think that the Security Council will deplore that men who served in this way the highest international authority in the world should have been the target, willfully, or unwillfully, of rival bullets in Palestine, and indeed the Council has a right to insist that all concerned in Palestine should show at all times

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the highest respect and concern with regard to those who have been placed in authority by the United Nations for the purpose of restoring and maintaining peace.

"We must insist that the flag and the persons of the representatives of the United Nations be given all respect in fact and at all times." Ends.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

MR CLAIR

NEW YORK, July 15, 1948.

NO. 770

No. 770. Following is text of a note dated July 15th, 1948 from the acting representative of the United States addressed to the Secretary-General, transmitting a message from the Chairman of the Security Council Truce Commission to the President of the Security Council concerning the military situation in Palestine, Begins:

The acting United States representative at the seat of the United Nations presents his compliments to the Secretary-General of the United Nations and has the honour to transmit the following message from the Chairman of the Palestine Truce Commission for the attention of the President of the Security Council. This message has been received by the United States Department of State on relay from Jerusalem under date of July 14th.

"Progress of Jews in Western Palestine steady and regular. Alleged capture of Ramle on Jerusalem-Tel Aviv road would consolidate seizure of Lydda airdrome and town Dascramre.

"Jews victoriously fighting Iraqi troops near Tel Aviv have retaken Ras El Ein pumping station the beginning of water pipeline feeding Jerusalem from coast. It was this station Arabs refused to restart during truce period, thus committing a serious breach of June 9th agreement.

"In Jerusalem situation on whole calm and quiet. We fear, however, between today noon and tomorrow night, the possible beginning of the Jerusalem truce period, a powerful attack of Jewish force on old city.

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"Having remained faithful in general to resolutions November 29th concerning international character of city Jews have been especially incensed by eventuality of control of town being handed over to Arabs.

"They have therefore made up their minds to attempt to seize the rest of town before truce period comes into force in order to appear at peace negotiations with with major trump card in hand.

"This confirms the end of my message of Monday last, stressing that unless Security Council acted immediately and vigorously, the international character of Jerusalem appeared to my colleagues and I to be dangerously threatened.

"On the other hand, one of my American colleague's assistants having crossed the lines into old city yesterday, said that he found life there almost normal, damage by mortar shells negligible and Arab troops in occupation, calm and confident." Ends.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK
TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMMEDIATE — SECRET

CYPHER - TK — NEW YORK, 14th July, 1948.

NO. 767

No. 767. Reference Palestine.

Following is an extract from telegram dated 12th July from Bevin to Cadogan containing Foreign Office comments on Mediator's suggestions for Palestine settlement: Begins:

"The Mediator appears to have aimed in the first place at the establishment of two compact, viable and more or less defensible States. The frontiers he has suggested, which incidentally are almost identical with those recommended by the Peel Commission in 1937, are obviously better calculated to produce these results than the absurd patchwork proposed by the General Assembly last November.

"The proposed exchange of territory should also make the plan more acceptable to the Arabs. Although much of Southern Palestine is an arid wilderness, it is a large area on the map and its allocation to the Arabs would give them control over the important line of communications between Egypt and the other Arab States. Moreover, the very fact that the Jewish State was territorially more compact would reduce to some extent the danger of irredentism.

"The Jews have constantly maintained, so far without any very convincing evidence, that the Negeb is capable of maintaining a large additional agricultural population and they will claim that its loss would seriously reduce the absorptive capacity of their State. But the central and western parts of Galilee, which they would receive in exchange if I have rightly understood Count Bernadotte's idea, are one of the richest areas in Palestine and the exchange can reasonably be regarded as a fair one.

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"The Mediator has also recognized the implications of the fact that Palestine has only one adequate harbour, at Haifa, and that Transjordan as well as Palestine is dependent upon this outlet. Similarly, there is only one civil airport of any consequence, at Lydda. His proposal to guarantee the use of these facilities to the Arabs as well as the Jews has therefore much to commend it. In addition, the continued use of Haifa as an oil terminal may depend upon some restriction of Jewish sovereignty over the port. It is by no means inconceivable that, if Haifa were to be placed under unrestricted Jewish sovereignty, the Government of Iraq would refuse to permit further use of the southern branch of the pipeline from Kirkuk, would insist upon diversion of the oil to ports in Syria or Lebanon, and would thus cut off the Haifa refinery from its present source of supply.

"On the other hand, there are certain features of Bernadotte's suggestions which I regard as unsatisfactory. He appears to have inferred, from Arab arguments in favour of a unitary or federal State of Palestine, that some kind of federation between the Jewish State and the neighbouring Arab State would diminish their objections to partition. In this he was clearly wrong, and in fact the principal merit of his proposal for a union between the two States is that it may have awakened some of the Arab leaders to an understanding of the relative merits of a complete partition into independent States. I do not have the impression that the Mediator regards this proposal for a union as an essential element in his plan and it should be interesting to know whether this is confirmed by your impression of any statement he may make before the Security Council on his proposals.

"Another aspect of the Mediator's suggestions about which I feel considerable doubt is the incorporation of Jerusalem in the Arab area. I am not opposed to this in principle but I do not think that it would be possible in practice to obtain

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agreement on any plan which did not internationalize the city of Jerusalem. Bernadotte's proposal may however be a useful counter to bargain with, and I do not wish to indicate any hostility to it at this stage.

"What I should like to see in the immediate future is a truce which would leave the Arab and Jewish armies in occupation of areas more or less corresponding to those of the two States under the Mediator's territorial proposals. If fighting were brought to an end immediately, the Jews could presumably substantiate a claim to effective military occupation of the whole of Galilee and of the central section of their State in the coastal plain. If the Arabs could substantiate a similar claim in the remainder of the country, the de facto frontiers would then correspond sufficiently to what we are aiming at as a final settlement. I foresee difficulty, however, in the Negeb. I understand that the Egyptian army is occupying, in theory at least, a line from the coastal plain near Isdud eastwards to the point of junction with Transjordan forces. This should mean that the Jewish settlements in the Negeb are cut off from normal contact with Tel Aviv, and that the Jews have not established any form of authority over the southern section of the State awarded them last November. It is clear, however, that their settlements in the south are in fact holding out, and it may be assumed that they will dispute Arab claims to be in military occupation of this territory. I am anxious that nothing should be done by the Security Council to support the Jewish contention on this point, and that if the truce is renewed the Negeb should come to be regarded as part of the territory under provisional Arab occupation pending a final settlement." Ends.

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C 279712

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK
TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMMEDIATE
EN CLAIR
NO. 765

NEW YORK CITY, July 14, 1948.

No. 765. Following is text of statement on Palestine given in the Security Council on 14th July by General McNaughton, Begins:

"The Canadian delegation supports the draft Resolution which was submitted by the representative of the United States yesterday afternoon. We give our support to this Resolution because it contains the elements which, in our view, are essential at this time to bring an end promptly to the fighting in Palestine.

2. "It is with regret that the Canadian delegation notes that despite the appeals and requests of the Council and of the Mediator, the truce in Palestine has not been carried on. In the present situation, therefore, the Council has no alternative, in our opinion, but to employ the imperatives contained in the draft Resolution before us, in calling upon the parties under the provisions of Article 40 of the Charter to end military action both in Jerusalem and in Palestine as a whole.

3. "The Canadian delegation fully recognises the gravity of the step which the Council is now asked to undertake. In a matter in which the responsibilities of the United Nations are so directly engaged, in our endeavour to bring about a just and lasting settlement in Palestine, it is our opinion that the Security Council must, at this time, insist that hostilities be ended in order that the efforts to reach a pacific and lasting settlement may be resumed. The General Assembly at its recent

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special session decided that this task of promoting a peaceful adjustment of the situation in Palestine should be entrusted to a Mediator. This heavy responsibility has fallen upon Count Bernadotte. In commencing his task he has shown outstanding ability and initiative which merit our continued confidence.

4. The Mediator, in the comprehensive report which he made to the Council yesterday, stated that "the first essential in Palestine today is an immediate cessation of hostilities." The purpose of this Resolution is to establish this condition so that he may have a proper opportunity to proceed with his task and, for this reason, the draft Resolution presented by the United States, in my opinion, merits the full support of the Council." Ends.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

EN CLAIR

NO. 764 NEW YORK, July 14, 1948.

No. 764. Reference Palestine.

1. Following is text of a note dated 12th July 1948 from the Acting United States Representative addressed to the Secretary-General transmitting a message from the Chairman of the Palestine Truce Commission regarding the situation in Jerusalem:

"The Acting United States Representative at the seat of the United Nations presents his compliments to the Secretary-General of the United Nations and has the honour to transmit the following message from the Chairman of the Palestine Truce Commission to the President of the Security Council. This message has been received by the United States Department of State on relay from Jerusalem under date of 11th July.

'War of position resumed in Jerusalem.

'Arab batteries shelled new city and King David Hotel occupied by Jewish forces. Jews announce their own guns shelled old city. Two Egyptian Spitfires alleged to have bombed western suburbs city; mortar duels and increasing activity from snipers noted everywhere.

'We observe in Jerusalem Jews appear be increasingly inclined ignore most elementary rules international war. Following their attempt seize King David Hotel Thursday night during cease-fire period, some their forces tried last night occupy Pontifical and Biblical Institution property of Holy See. Only due last minute intervention French Consul General were they compelled give up their design.

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'Stressing that Christian world seemed almost indifferent to shelling Jerusalem by Arab Legion before truce, Jews boast that it would not take them more than a fortnight to conquer whole city nine-tenths of which they hold already. If they don't claim Jerusalem yet as capital city of their State, it will no doubt be an essential instrument for bargaining during peace negotiations.

'In conclusion I am convinced that unless Security Council intervenes immediately and with greatest energy to stop fighting in Jerusalem, the international character of city stipulated in decision of Assembly on November 29th last appears to me to be dangerously threatened.'"

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C279716

TELEGRAM

From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

IMPORTANT

EN CLAIR

LONDON, July 14th, 1948.

CIRCULAR H. 299

Circular H. 299.

Palestine.

In reply to question in Commons today, 14th July, as to what steps we have taken in support of continuance of renewal of Palestine truce, Parliamentary Under-Secretary of State for Foreign Affairs made following statement, Begins:

Shortly before the expiry of the period of truce in Palestine the United Nations Mediator requested both parties to agree to an extension of the truce. The Jewish authorities agreed to this extension but the Arab League refused it. On the 7th July, Sir Alexander Cadogan introduced in the Security Council a Resolution calling upon the parties to comply with the Mediator's request. The Resolution was adopted but it came too late to be taken into account by the Political Committee of the Arab League before they decided against prolongation of the truce. His Majesty's Government who had already used their influence with the Arab Governments in support of the Mediator's request now urged them to reconvene the Political Committee in order to consider the Resolution of the Security Council. I am glad to inform the House that the Arab Governments have decided to take this step and I am informed that the Political Committee will meet in the next day or two. It is the earnest hope of His Majesty's Government that in view of the backing given to the Mediator by the

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C279716

TELEGRAM

From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

IMPORTANT

EN CLAIR

LONDON, July 14th, 1948.

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C 279717

TELEGRAM

COMMONWEALTH RELATIONS

From THE SECRETARY OF STATE FOR [redacted]

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON.

Security Council they will reach a different decision at this meeting. Meanwhile, the Security Council is considering a further Resolution introduced yesterday by the delegate of the United States and generally supported by the United Kingdom delegate requiring the renewal of the truce within three days and threatening sanction if this is refused. Ends.

SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

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C279718

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMMEDIATE

TELETYPE

EN CLAIR

NO. 763 NEW YORK, July 13, 1948.

No. 763. Palestine.

Following are the conclusions from the oral statement made by the United Nations Mediator at the 333rd meeting of the Security Council, Begins:

"It is not within my province as Mediator to recommend or to suggest any course of action to the Security Council, and I do not propose to do so. The Security Council however will understand, I feel sure, that it is only natural that I should have some thoughts as to the kind of action which, if taken, would be most helpful to the process of mediation in which I am engaged. If I might think aloud for the moment, my thoughts would take the following direction:

1. Nothing of course could be more helpful to the solution of the Palestine problem than a clear understanding by both parties that the use of force in achieving one solution or another is not to be tolerated.

2. Towards this end, a firm and unequivocal order for an immediate cease-fire in Palestine along the lines of the 29th May resolution would be an indispensable first step.

3. A second and very important step, particularly in view of the prospect of virtual destruction of this historical city which belongs to the world, would be an order for the demilitarization of the City of Jerusalem as a whole. Such

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demilitarization would necessitate the deployment in Jerusalem of a fair-sized United Nations police or guard force.

4. It would seem that any such order, to be effective, would need to be backed by a firmly expressed and fully understood determination to have prompt recourse to the provisions of Articles 41 and 42 of the Charter, in the event the orders are not complied with by one or both of the parties. These articles provide for the application of economic and diplomatic sanctions and, should these prove inadequate, appropriate actions by air, sea or land forces.

5. One might hope that a cease-fire in Palestine and the demilitarization of Jerusalem would eventually lead to an Armistice, thus ensuring an extended period of peace during which mediation could be most effectively employed and, if found feasible, a plebiscite of the two peoples might be held.

6. Special attention, also, ought to be given to ensuring the right to return to their homes of the substantial number of Arab refugees who fled from the Jewish occupied areas because of war conditions.

7. There should be but one aim: To bring permanent peace to the Holy Land." Ends.

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TELEGRAM

C 279720

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

TOP SECRET

MOST IMMEDIATE LONDON, July 13th, 1948.

CYPHER - AUTO

NO. 1091

No. 1091. Top Secret. Following from Robertson, Begins:

The Secretary of State for Commonwealth Relations asked me to see him first thing this morning. The Foreign Secretary had asked him to approach the Canadian Government at once to enquire whether Canada would be willing to move the adoption in the Security Council to-day of the draft resolution on Palestine, the text of which you have and which I understand was agreed between the United Kingdom, the United States delegations and our own in New York yesterday.

2. The United Kingdom feel that the draft resolution, which they are prepared to support, goes a good deal further in the direction of meeting the Jewish case than they have hitherto been prepared to go, and that if they sponsored it such restraining diplomatic influence that they have been able to exercise over the Arab States would be quickly dissipated. Similarly the Americans, I understand, feel that the compromise resolution goes further to meet Arab susceptibilities and by the same token falls so far short of Jewish claims and expectations of American support that such influence as they have to guide and restrain Israel would disappear if this compromise draft were put forward as an American one.

3. In these circumstances, Mr. Bevin hopes very much that the Canadian delegate might be authorized to move the draft resolution. I gather that this was put to General McNaughton yesterday but that he felt that in view of his general instructions the Government of Canada would not wish to take the formal responsibility of proposing a policy for

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TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON.

Palestine, though he was sure that we would be prepared to give our support to an agreed United Kingdom- United States proposal. I understand that since then Belgium has been asked whether its delegate would be willing to move the adoption of the draft resolution. No word has yet been received in London as to whether the Belgian delegation, which was not, I understand, associated with the drafting of the resolution to the extent that ours was, will be prepared to sponsor it. It may be that Belgium will agree to move the resolution. Bevin is anxious, however that I put to you the urgency of giving General McNaughton permissive authority to move the resolution this afternoon, if in fact the Belgians are not ready to do so.

4. The Foreign Secretary feels this may be the critical opportunity to move the affairs of Palestine towards a peaceful settlement. He has learned that King Abdullah would welcome a pretty strong resolution from the Security Council carrying with it the threat of action under Article 39 of the Charter in order to compel the wilder leaders in the Arab League to realize the implications of their isolation. He thinks this resolution would serve that purpose and prepare the way for the implementation of a general settlement more or less along the lines of the Bernadotte proposals, but probably without a political union. The Arab League's objections to Bernadotte's suggestions of a Joint Council indicated that some of the responsible Arab leaders were coming to the view that the existence of a separate Jewish State would be a lesser evil than the construction of a hybrid State within which Jewish influence would be infiltrated and extended into what are now its predominantly Arab portions. Ends.

HIGH COMMISSIONER

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

SECRET

IMMEDIATE NEW YORK, July 12, 1948.

CYPHER - TK

NO. 758

No. 758. Secret. Reference my teletype No. 759 of July 12th.

Following is summary of Foreign Office instructions given to me confidentially by Cadogan at a meeting in the United Kingdom delegation's office on Monday, July 12th, covering the agreed United States-United Kingdom draft resolution contained in my immediately preceding teletype, Begins:

The present aims of His Majesty's Government's policy in regard to Palestine are:

(a) To prevent the resumption of hostilities;

(b) To arrive by peaceful means at a settlement approximating to that suggested by the Mediator. It would, however, be fatal to acceptance of this by the Arabs if the Mediator and the United Nations insisted on the political union which he proposed between the Arab and Jewish States.

2. His Majesty's Government also think it would be better for the United Nations to settle the frontiers of the Jewish State and the demilitarisation of Jerusalem, leaving the future of the rest of Palestine to be determined by the Arabs, probably by incorporating it in Transjordan. Violation by either party of the frontiers of the Jewish State to be laid down by the United Nations would constitute aggression. This would give the Arabs a feeling of security and help to secure their acquiescence.

3. A final political settlement must be arrived at either by agreement between the parties under the auspices of the Mediator or by the action of the General Assembly. The Foreign Office

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presume that the Security Council has not the right to modify in any radical way the provisions of the Assembly resolution of November 29th, 1947. It is, however, their aim to ensure that the Council acts in a way consistent with His Majesty's Government's ultimate objective as defined in paragraph 1 (b) above.

4. As regards immediate action, the Foreign Office point out that the Arab League is meeting at Beirut on July 12th or 13th and may decide to extend the truce. In any case, His Majesty's Government could not agree to the Council invoking Chapter VII of the Charter until it has heard the Mediator's report on the operation of the truce and any suggestions he may have for the modification of its terms.

5. After the Mediator has been consulted and if hostilities are still in progress, the Foreign Office propose that a resolution be moved in the terms of the annex to this paper. They make the following observations on this text;

(I) According to reports from Amman and Cairo, both King Abdullah and an intermediary of the King of Egypt have said that a threat of sanctions against the Arabs by the Security Council would enable the moderate elements in the Arab League to persuade their colleagues to accept a further truce. The Foreign Office therefore see advantage in the adoption by the Council, in the circumstances envisaged, of a resolution containing this threat;

(II) The Foreign Office also consider that the resolution should provide for machinery to consider alleged breaches of the truce, both past and future;

(III) The draft resolution specifies that hostilities are not to be resumed pending a definitive political settlement;

(IV) There should be no reference at this stage to an act of aggression within the meaning of Article 39 of the Charter.

6. Subject to the above points, the draft resolution is based on a text tentatively prepared by the United States delegation and shown to the United Kingdom delegation on Friday, July 9th.

Ends.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

TELETYPE

EN CLAIR

NO. 756

NEW YORK, July 10th, 1948.

No. 756. Re Palestine.

Following is the text of a telegram from the United Nations Mediator dated 9th July, 1948, addressed to the Secretary General, Begins:

The following appeal has been communicated to all parties concerned by the Mediator on 9th July, 1948.

"I find it imperative to proceed to Lake Success immediately for the purpose of presenting to the Security Council of the United Nations a full report of my negotiations and the Arab and Jewish replies to my several proposals. I am particularly and most keenly disappointed that my proposal for a prolongation of the truce was not favourably acted upon by the Arab representatives. In this regard I may also call attention to the resolution of the Security Council of 7th July addressing an urgent appeal to the interested parties to accept in principle the prolongation of the truce for such period as may be decided upon in consultation with the Mediator. The Security Council is now actively and urgently engaged in the consideration of appropriate steps looking toward an assurance of peace in Palestine and it is my intention to place myself fully at the disposal of the Security Council towards this end. I plan to return to Near East from Lake Success within a matter of days for the purpose of resuming my efforts at mediation. For the above reasons in the interest of peace and the peoples of Palestine, Arabs and Jews alike, and with grave

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concern for the preservation of Jerusalem I make this appeal to both parties with utmost urgency to accept an unconditional cease fire in Palestine for a period of ten days extending from twelve o'clock noon G.M.T., Saturday, ten July, 1948. I earnestly hope that both parties will demonstrate their sincere desire for peace in Palestine by accepting this urgent appeal and that their acceptance will be notified to me at my headquarters at Rhodes at the earliest possible moment.

Count Bernadotte"

Ends.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

SECRET

IMMEDIATE NEW YORK, July 10, 1948.

CYPHER - TK

NO. 753

No. 753. Secret. Reference correspondence, Palestine.

1. Falla of the United Kingdom delegation came into our office today at 12 o'clock noon to give Carter the latest background information on the general position of the United Kingdom Government. Falla summarized this as follows:

(a) The United Kingdom Government believe, in the first place, that all possible last-minute efforts should be made to get the truce resumed;

(b) Before the Security Council takes any action under Chapter VII it must be confirmed beyond doubt from impartial sources that hostilities have broken out, (for this reason the United Kingdom delegation here are strongly of the view that it would be best if the next meeting of the Security Council did not take place until Bernadotte reached New York);

(c) The United Kingdom believe that the Arabs should not be declared the aggressors until the Security Council has investigated the charges made by the Arabs that the truce has operated to the advantage of the Jews.

2. Falla spoke to the United States delegation yesterday and saw a copy of a draft resolution which the United States delegation were preparing to send to Washington. This United States draft contains three main points:

(a) That the Arabs have resumed hostilities in Palestine;

(b) That this constitutes a threat to the peace within the meaning of Article 39;

(c) That the Security Council should, therefore, under

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Article 40, call upon the Arabs to cease hostilities.

3. This United States draft contained a phrase to the effect that the Arabs had "undertaken hostilities in contravention of their obligations under the Charter." Falla pointed out that the United Kingdom delegation felt this clause should be deleted as they believed that the Council should not declare the Arabs the aggressors, without first investigating the Arab charges concerning the truce operating to the advantage of the Jews (see above). Falla believed that the United States delegation might agree to this clause being deleted. He felt that Washington and London were now working much closer together on the Palestine question and that it was quite possible that the United States delegation would ultimately introduce a resolution which the United Kingdom would be able to support. Such a resolution would, however, have to meet the United Kingdom's contention that the Arab case should not be prejudged, in order that the United Kingdom could support it.

4. Falla told Carter that he believed the United Kingdom would probably support a straight resolution to the effect that a threat to the peace existed under Article 39 and that the Council should take action under Article 40. Such a resolution should, however, from the United Kingdom standpoint, not be introduced until Bernadotte had appeared before the Council.

5. From what Falla said it seems certain that close liaison is being maintained between Washington and London on this matter and that there are good prospects that the United States delegation will eventually introduce a resolution which the United Kingdom can support.

6. Falla also gave some interesting comments concerning the views of the individual Arab States regarding the prolongation of the truce. He said that the United Kingdom had received authoritative information that Transjordan (Abdullah) had strongly favoured

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a prolongation of the truce and that the Egyptians had generally favoured prolongation, although not so strongly as Transjordan. On the other hand, Iraq, Lebanon and Syria had strongly opposed prolongation on the grounds that the truce was operating to the advantage of the Jews.

7. Falla added that United Kingdom Military Intelligence had reported that the Egyptian Director of Military Intelligence had given a flat denial that the Egyptian Army had ordered two armoured columns to attack Jewish positions in South Palestine. The Egyptian D.M.I. had told United Kingdom Intelligence Officers that any fighting in this area which had broken out in the last few days had been due to the activities of irregular troops who were not operating under the orders of the Egyptian Army.

8. Falla also said that the United Kingdom had received definite information that, before leaving the Middle East to fly to New York, Bernadotte had sent an appeal to both parties for an unconditional cease-fire for a period of ten days. As yet no reply to this appeal has been received from the two parties. Ends.

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TELEGRAM

C 279729

From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

SECRET

CYPHER

CIRCULAR H. 291

LONDON, July 10th, 1948.

Circular H. 291. Secret. My telegram of July 8th, Circular H. 289.

Palestine.

His Majesty's representatives in Arab States have been instructed again to impress on Arab Governments the grave danger to Arabs if they persist in refusing appeals of Security Council for an extension of truce, particularly in view of fact that Jews have accepted. In these circumstances we feel that Security Council may well consider action under Chapter VII of Charter against Arab States and we should be bound to conform to any decision taken to this end.

2. Representatives are to point out to Arab Governments that since decision of Political Committee of Arab League was taken on basis of Mediator's proposal only, and before Committee had considered Security Council resolution of July 7th, way is still open to them to withdraw from dangerous position in which they have placed themselves by their refusal.

3. Arab Governments are also to be told that in view of their contention that truce has been operating to military advantage of Jews we have instructed our representative at United Nations to ensure that proper consideration should be given by Security Council to operation of truce as a whole and to possible improvements in its machinery if it is extended. Thus Arabs, if they would agree to a brief extension of truce, would be given opportunity to explain to Security Council their grounds for believing that truce is operating to their disadvantage and to

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TELEGRAM

C 279730

From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

propose if they so desire modifications of its terms.

SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

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C279731

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMMEDIATE — SECRET

CYPHER - TK

NO. 751 — NEW YORK, July 9, 1948.

No. 751. Secret.

Palestine.

1. The Security Council met in an emergency session at 4 p.m. Thursday, 8th July, to consider the cable received by the Secretary-General from Shertok, the text of which follows:

"Have honour acknowledge receipt your telegram 2320 July 7th. Have already communicated yesterday to mediator decision Provisional Government Israel accept prolongation truce for thirty days and extension truce for three days if other side rejects prolongation also expressed readiness discuss demilitarization whole city Jerusalem. Informed by mediator this morning Arab Governments rejected both proposals maximum and minimum for extension truce and as regards Jerusalem accepted demilitarization principle only for old city. This morning one a.m. GMT Egyptian force consisting two armoured columns and infantry launched offensive against our position in South Palestine battle now in progress. While its armed forces are ready for most determined action on all fronts Provisional Government of Israel is most interested learn what Security Council will decide in present emergency. Shertok."

2. Just after the meeting had been convened, a telegram was received from the mediator, the text of which was communicated to you in my teletype No. 749 dated 8th July.

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3. Jessup, the United States delegate, pointed out that there were a number of contradictions and ambiguities in the message received from the mediator, particularly in paragraph 4 which stated that the Arabs "are not prepared to accept a prolongation of the truce under present conditions." He further stated that, if the mediator's message "had given us a complete text or a flat statement on his part that the Arab states had rejected flatly the truce appeal, in the opinion of my delegation, the Security Council would have no choice at this time but to find that there was a threat to the peace under Article 39 of the Charter." He then referred to the paragraph in the Council resolution of 29th May, which provided that the Council would reconsider the Palestine situation under Chapter VII if the truce was not accepted, or if, after having been accepted, it was violated. In this connection, Jessup stated that "my Government will be prepared to carry out its obligations as a member of the Security Council and of the United Nations."

4. Jessup then appealed to the Arab delegates around the Council Table to give the Council some assurance that there was some misunderstanding in the mediator's message or that, if this was not the case, the Arabs would reconsider the prolongation of the truce.

5. During the meeting I was shown a United States draft resolution which they apparently would have formally presented to the meeting if the mediator's message had flatly stated that the Arabs had rejected the appeal for a prolongation of the truce. I was not given a copy of this draft; however, it contained a paragraph worded somewhat as follows:

"The Security Council decides that the situation in Palestine constitutes a threat to the peace under Article 39 of the Charter." It is quite probable that this, or a similar resolution, will be presented to the Council by the United States

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delegation if it becomes clear that the Arabs have refused to prolong the truce.

6. El Khouri replied to Jessup with a very bitter and defiant statement. He reviewed the whole Palestine case from the Arab point of view, claiming that the Arabs had been unjustly treated. El Khouri accused the Five Great Powers of playing power politics in Palestine, China, Germany, Korea and other places, and stated that United States policy was influenced by the coming election. In extreme bitterness, El Khouri ended his statement by stating that the United States (and Russia) could invoke Chapter VII and even use the atomic bomb against the Arabs, but that this would not stop them, as they were willing to die rather than accept any further injustice.

7. Eban, who is now referred to as the representative of Israel, insisted that the mediator's telegram, despite the ambiguities, made it clear that Israel had accepted and the Arabs had rejected the appeal for a truce prolongation and called on the Council to take immediate action.

8. It was generally agreed that the Council was not sufficiently informed to take any action at the present time and the President undertook to send urgent messages to the mediator and to the Arabs and the Jews, requesting immediate and full reports on the situation. He stated that he hoped the replies would be received in order to convene a meeting on Friday afternoon, 9th July. No definite time was set for the next meeting of the Council, it being understood that a meeting will be convened as soon as the replies are received, which will undoubtedly be some time this weekend.

9. In the late evening, in the course of a dinner tendered to Mr. and Mrs. Gromyko by the Secretary General, I had an opportunity for short conversations separately with Jessup and Cadogan, among other members of the Security Council. Jessup

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C 279734

agreed that it would not be useful to call a further meeting of the Council on Palestine until the text of the Arab reply to the mediator had been received; and also, a further and more comprehensive report on the existing situation from the mediator. Cadogan went out of his way to praise the statement which had just been made in the Security Council by Jessup. He emphasized particularly the reference to prospective action under Chapter VII. This conversation seemed to indicate a shift in United Kingdom policy to that of the United States. It may be that the United Kingdom will take advantage of the Arab rejection of the continuation of the truce to by-pass their treaty obligations to the Arab States.

10. I will inform you promptly of any further developments here, but it would be helpful if we could be informed of any information that Robertson may have.

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TELEGRAM

C279735

From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

IMMEDIATE **SECRET**

CYPHER

LONDON, July 8, 1948.

CIRCULAR H. 289

Circular H. 289. Secret. My immediately preceding telegram.

Palestine.

General effect of Mediator's proposals seems to us to make whole situation in Palestine more fluid and to open possibility for further discussions. First essential, however, in order that negotiations may continue, is that truce should be extended in accordance with appeal which, on United Kingdom initiative, Security Council decided on 7th July to address to Jews and Arabs.

2. His Majesty's representatives in Arab States have consequently been instructed to convey to Arab Governments our strong advice to do everything in their power to avoid a breakdown of truce. Representatives are to make the point that even if proposals as a whole are unacceptable to Arabs they should, if they have not already done so, offer counter proposals. In our view, Arabs would be well advised to concentrate on securing by negotiation both territorial adjustments and guarantees for future in return for their acquiescence in Jewish independence in a part of Palestine. Alternative to proceeding with negotiations would be to resume fighting. It cannot be foreseen what action Security Council would take in that event but representatives are to emphasize that United Kingdom Government, for their part, would act in accordance with their obligations as a member of United Nations.

SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

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TELEGRAM

From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

IMMEDIATE **S E C R E T**

CYPHER LONDON, July 8th, 1948

CIRCULAR H. 288

Circular H. 288. Secret. My telegram 23rd June Circular H. 255, Palestine.

Following are preliminary comments on Mediator's suggestions to Jews and Arabs for solution of Palestine problem.

2. In our view more significant than any of Mediator's specific suggestions is fact that in submitting his proposals he has shown that he believes that peace can be re-established in Palestine only by means of a settlement founded upon acquiescence, if not upon consent, and that in consequence this settlement must depart in some measure from plan adopted by United Nations in November 1947. He has made it clear that his suggestions are not intended to be precise or final and that he is ready to examine alternative proposals.

3. His suggestions of possible frontier changes contain advantages for both sides. Implied exchange of western Galilee for Negeb would, in our view, be economically favourable to the Jews. On the other hand, taken in conjunction with proposed inclusion of Jerusalem in Arab area, it would have effect of re-establishing direct land communications between Cairo and the Arab capitals in Asia. Jerusalem proposal in itself obviously represents an advantage to Arabs, though the Jewish population would receive autonomy. The suggestions recognize the importance of Haifa and the Lydda Airport to the whole country.

4. Both Arabs and Jews will, no doubt, take greatest

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TELEGRAM

From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

exception to Mediator's suggestion of a union or confederation of Arab and Jewish States having a central organ in which immigration policy of either member can be questioned by the other after two years. Plan also has effect, which Mediator may have overlooked, of denying self-determination to population of Arab parts of Palestine; for whole incorporation of all Arab Palestine in Transjordan may well be best solution it is surely for Arabs and not United Nations to make decision to this effect.

SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

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C 279738

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK CITY
TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMPORTANT SECRET

CYPHER - TK

NO. 747

NEW YORK CITY, July 8th, 1948.

No. 747. Secret. The Security Council met on Wednesday, July 7th, to consider the prolongation of the truce in Palestine. The United Kingdom delegation had submitted the following draft resolution:

"The Security Council,

Taking into consideration the telegram from the United Nations mediator dated July 5th 1948,

Addresses an urgent appeal to the interested parties to accept in principle the prolongation of the truce for such period as may be decided upon in consultation with the mediator."

The above resolution was passed late in the afternoon by a vote of 8 in favour, none against and three abstentions (USSR, Ukraine and Syria).

2. Discussion on the prolongation of the truce was preceded by a procedural controversy which was prompted by the following statement of the President: "I request the representatives of the following States and interested parties to take their seats at the Security Council table:

The representative of the State of Israel; the representative of Lebanon;

The representative of Egypt; and

The representative of the Arab Higher Committee."

3. Sir Alexander Cadogan touched off the debate on the question of the designation of the Jewish representatives with a brief statement in which he expressed doubt as to the

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correctness of the President's action in inviting the representative of the Government of Israel to take his seat at the Council table. He further stated that the Security Council could not commit any of its members in regard to recognition or non recognition of the Government of Israel and made it clear that the position of the United Kingdom Government was entirely and absolutely reserved in this matter. The representatives of France, Syria, Belgium, China and Egypt all protested against the President's action. Tsiang of China stated "in changing the title of the representative of the Jewish Agency, the President acted without authorization from the Security Council. It was an individual act on his part. Therefore, my delegation cannot assign any validity or significance to that new title."

4. After a statement by the representative of Egypt, it was evident that the controversy had assumed considerable political significance and I therefore made the statement which was transmitted to you in our teletype No. 744 of July 7th.

5. Jessup, the United States delegate, spoke briefly in favour of the action of the President in asking the representative of Israel to sit at the Council table.

6. Manuilsky insisted on his right as President to decide upon the question. However, he stated that "the Security Council, if it wishes, may decide whether or not the President is right in his ruling." He then asked those in favour of the President's decision to raise their hands. However, before this action could be taken, Gromyko interrupted and stated that the correct procedure would be to have those who were opposed to the ruling of the President raise their hands first. Manuilsky followed Gromyko's advice and the representatives of the following five countries voted in favour of over-ruling the President's decision: Belgium, Canada, China, Syria and the United Kingdom. Although not officially recorded, the representatives of Colombia, Argentine and France raised their hands

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when Manuilsky asked for abstentions.

7. The representatives of the United States, United Kingdom and Belgium all questioned the above voting procedure and I made the following statement: "On behalf of the Canadian delegation, I wish to state that our conception of the proper procedure which should have been followed is that this matter should have been put in the form of an affirmative resolution." Manuilsky merely stated that the above statements would be noted in the record.

8. Following the vote Husseini, representative of the Arab Higher Committee, made the following statement and then withdrew from the Council chamber with his advisers.

"I wanted only to refer to this new denomination of the Jewish Agency. For some, probably, it is not so important, but to us it is of essential and vital importance. I was not going to say anything until this question had been decided upon. Now it seems that you, Mr. President, have decided to continue using the denomination. In that case, with all respect to you and to the Security Council, I believe that we cannot assist in these deliberations as long as the denomination is being used by the Chair."

9. It seemed that all the representatives, except Gromyko and Manuilsky, were prepared to take an immediate vote on the United Kingdom resolution regarding the truce extension. However, the Soviet delegates insisted on making lengthy statements which Rogers, in the Herald Tribune, summed up as follows: "Most of the afternoon's session, before the vote, was taken up by lengthy Russian and Ukraine speeches criticizing the truce, the Arabs, the United States, Great Britain, Count Bernadotte, oil interests and Trygve Lie, United Nations Secretary General."

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10. Gromyko's criticism of the Secretary General was in reference to the sending of the fifty-man United Nations guard to Palestine. He said that the decision to despatch this group was incorrect and had no legitimate grounds and that there was no basis in any of the Articles of the Charter for the action taken. Gromyko stated that "the USSR delegation feel that such actions were illegal and, more than that, they are devoid of any legal force." Mr. Victor Hoo answered Gromyko with a statement, the text of which is contained in my immediately following teletype No. 748.

11. I supported the truce with the following statement: "I speak at this point merely to say that I fully support the resolution which has been proposed by the representative of the United Kingdom. It is the view of the Canadian delegation that the resolution should be passed by this Council unanimously, and that it should be passed as soon as possible in order that the mediator may proceed with the duties he is so excellently discharging in Palestine."

12. Manuilsky handled both the morning and afternoon sessions in a very discouraging manner and the meeting ended with a bitter exchange between Cadogan and Manuilsky regarding an accusation which the latter made to the effect that the Government of the United Kingdom had instigated and approved the proposals of the mediator for a settlement in Palestine. At various times during both the morning and afternoon sessions, Manuilsky publicly and, as it appeared, privately, was prompted by Gromyko. Both the Soviet delegates seemed to be doing all they could to impede any Council action which might lead to an extension of the truce.

13. The Council adjourned without setting a date for the next meeting on the Palestine question. Ends.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMMEDIATE

EN CLAIR

NO. 749 NEW YORK, July 8, 1948.

No. 749. The following is the text of a telegram from the United Nations mediator dated 8th July, 1948, addressed to the Secretary General concerning the statement of the mediator on the Arab and Jewish replies to the mediator's proposal for prolongation of the truce, Begins:

Statement of the mediator on the Arab and Jewish replies:

The replies from the Arab and Jewish representatives have been received. The Jewish replies were handed to me by Mr. Shertok in Tel Aviv yesterday afternoon, 7th July. The Arab replies, the full text of which have not been received, were cabled to me at Haifa in paraphrase by my representative in Cairo who received them early this morning from Azzam Pasha.

2. These replies related to the following questions:

1. The prolongation of the truce.

2. Temporary cease-fire in Jerusalem as a means of concluding arrangements for the demilitarization of that city.

3. The demilitarization of the Haifa refineries terminals port area.

3. The Jewish reply agreed to a prolongation of the truce for a period of 30 days from 6 a.m. GMT on Friday, 9th July, on the understanding that the conditions of the prolonged truce would be substantially the same as those governing the existing one.

4. The Arab reply, the translated text of which has not

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been received, states that the Arabs are not prepared to accept a prolongation of the truce under present conditions in view of their experience of the past four weeks.

5. A request has also been presented to the parties that, in the event that there was no agreement on the prolongation of the truce, a three day extension would be granted in order to facilitate the evacuation of the United Nations observers and their equipment. The Jewish reply accepted this proposal, the Arab reply makes no specific reference to it and it is apparently rejected. Despite this apparent rejection of the three day extension, however, all necessary steps are being immediately taken for the safe evacuation of all United Nations observers and personnel and their equipment.

6. As regards demilitarization of Jerusalem, the Jewish reply has indicated willingness to discuss this proposal and to accept an immediate cease-fire in Jerusalem in order that a final decision might be reached on demilitarization. Since the precise meaning of the Arab reply to the proposal is not clear, a request has been made for clarification. I have also informed the Arab representatives of my willingness to meet with them at Cairo on Saturday to discuss a temporary cease-fire in the whole city of Jerusalem looking towards further discussion concerning its demilitarization. I have also informed Mr. Shertok by telephone of my desire to carry on similar discussions in Tel Aviv.

7. As regards the Haifa proposal, the replies of the two parties are so divergent as to indicate that there is no prospect of an agreement of this proposal.

8. I am disappointed that hostilities are to be resumed in Palestine since it appears quite impossible for me to obtain agreement of the two parties not to resume hostilities.

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I will now concentrate my efforts during the next few days on obtaining a cease-fire in Jerusalem and its ultimate demilitarization. I will do my utmost to save Jerusalem and the Holy Places from further destruction.

9. It is my intention to make a full report to the Security Council at a very early date. I do not consider my mission as mediator to be at an end as a result of this temporary set back. I will continue to work on the task assigned to me by the May 14th Resolution of the General Assembly with a view to attaining at the earliest possible date a peaceful adjustment of the future situation of Palestine. Ends.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMPORTANT

EN CLAIR

NO. 748 NEW YORK, July 8, 1948.

No. 748. Reference my No. 747. Following is the text of Mr. Noe's statement in the Security Council, 7th July, in reply to Gromyko's criticism of the Secretary General's action in sending 50 United Nations guards to Palestine, Begins:

"May I read a statement on behalf of the Secretary General on the question which has just been raised by the representative of the USSR.

The Secretary General was requested by the United Nations mediator in Palestine to supply him with fifty guards to assist the mediator in checking shipments over the Jerusalem-Tel Aviv road and to exercise other control functions in connection with the Palestine truce. The Secretary General responded to this request by calling for volunteers from among the United Nations guards stationed at Lake Success and among other personnel in the Secretariat.

Fifty men were despatched to Palestine on 20th June. Side arms were shipped with the men, but they were given no authorization to bear them except on instructions from the mediator.

Before responding to the request from the mediator, the Secretary General had asked the Legal Department to consider the legal questions involved. The Legal Department came to the following conclusion:

Resolution 186 of the General Assembly empowers the mediator

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to exercise the following functions:

(1) To use his good offices with the local and community authorities in Palestine;

(2) (I) To arrange for the operation of common services necessary to the safety and well-being of the population of Palestine;

(2) (II) To assure the protection of the holy places, religious buildings and sites in Palestine;

(3) To promote the peaceful adjustment of the future situation of Palestine.

It directs the mediator to conform, in his activities, with the provisions of this Resolution and such instructions as the General Assembly or the Security Council may issue.

Finally, the Resolution authorizes the Secretary General to "provide the mediator with the necessary staff to assist in carrying out the functions assigned to the mediator by the General Assembly."

By its Resolution of 29th May the Security Council instructed the mediator, in concert with the Truce Commission, to supervise the observance of the truce provisions provided for in the Resolution, and also instructed him to make contact with all parties as soon as the cease-fire is in force with a view to carrying out his functions as determined by the General Assembly.

This Resolution of the Security Council was adopted under Chapter VI of the Charter and presumably in the exercise of the Article 36 which provides that the Security Council may at any state of a dispute or a situation recommend appropriate procedures or methods of adjustment. The Truce provisions of the Security Council Resolution of May 29th, and of certain further recommendations by the mediator to implement the truce, were agreed to by the parties to the dispute. It is clear from this Resolution of the General Assembly that the Secretary

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General is authorized to provide the mediator with the necessary staff to assist him in carrying out his official functions. These functions include the functions approved in the Assembly Resolution and such other functions as may devolve on him in consequence of instructions from the Security Council. The checking and controlling of the observance of the truce terms agreed to by the parties to the dispute is unquestionably a lawful function of the mediator.

Article 97 of the Charter provides that the Secretariat shall comprise "such staff as the organization may require" and that the Secretary General shall "be the chief administrative office of the organization." If, in the judgment of the mediator, he requires guards as part of his staff in the fulfilment of his functions, these guards are clearly part of such staff as the organization may require within the meaning of Article 97 of the Charter. The Secretary General, therefore, is authorized both under the Charter and under the Resolution of the General Assembly to furnish such guards to the mediator to perform the functions previously described. Ends.

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C 279748

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

CYPHER - TK

NO. 816 NEW YORK, 28th July, 1948.

No. 816. The Security Council met in morning and afternoon sessions on Tuesday, 27th July, to discuss two aspects of the Palestine question, namely the Syrian resolution which would request the International Court of Justice to give an advisory ruling on the international status of Palestine (Document S/894) and the request of Sir Alexander Cadogan to raise the matter concerning the kidnapping of five British subjects in Jerusalem which had been reported to the Council in three telegrams from the Truce Commission.

2. The Syrian resolution was supported by the representative of Colombia who introduced the following amendment, which was added to the Syrian resolution, "This request should be met provided it will not delay or impair the normal process of mediation".

3. I then made the statement reported to you in my teletype No. 812 of 27th July.

4. The representatives of Argentina, China and Egypt also supported the Syrian resolution and the Colombian amendment.

5. Jessup of the United States delegation spoke only briefly in opposition to the Syrian proposal since, as he stated, "The representative of Canada expressed effectively a few moments ago many of the points we have in mind." Malik of the U.S.S.R. and Eban, the Jewish representative, also opposed the Syrian draft resolution. Parodi did not speak because, he told me today, he felt our remarks had fully covered his views.

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6. The vote on the Syrian resolution was predicted in our teletype No. 804 of 22nd July, namely Argentina, Belgium, China, Colombia, Syria and the United Kingdom voted in favour, Ukraine against, and Canada, France, the U.S.S.R. and the United States abstained.

7. Cadogan then drew the attention of the Security Council to the communications from the Truce Commission regarding the abduction of the five British subjects, members of the staff of the Jerusalem Electric Corporation, on 6th July and urged the Council to take steps and to ensure that those authorities, who were at present holding the five men, should return them to the Truce Commission from whose protection they were forcibly abducted. Cadogan then stated "Action on this line would seem to my delegation to be essential if the Council is to have any assurance that its authority in Palestine, through the agency of the Mediator or the Truce Commission, will be maintained."

8. After requesting the representative of the Jewish authorities to give a full report regarding the control by the Jewish authorities at Tel Aviv over the irregular Jewish forces in Palestine and for a report on the abduction and retention of the five British subjects, Cadogan introduced the following draft resolution:

"The Security Council,

"Having considered the messages sent by the Palestine Truce Commission on the 14th, 15th, and 17th July on the subject of the five employees of the Jerusalem Electric Corporation abducted by the Irgun Zvai Leumi,

"Supports the demand of the Truce Commission for the release of the five men and calls for their surrender to the Truce Commission in Jerusalem."

9. Eban, the Jewish representative, in reply to Cadogan made a conciliatory statement and undertook to ask the Provisional Government of Israel for a direct and

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authoritative statement on all aspects of the matter, Eban claimed that Israel had certain responsibilities for the maintenance of order in Jerusalem and stated "In order to assert its authority over all elements in its area and over the civilian population in matters of security, the Provisional Government of Israel has declared the areas occupied by its forces in Jerusalem to be an occupied area within the meaning of international law without prejudice to the eventual political status of that area."

10. Eban then informed the Council that the five men in question were being tried in public and further stated that "A preliminary stage of this process took place in Tel Aviv this morning when the defendants appeared before a Civil Court. That Court ruled that unless more specific charges could be adduced within a brief period of time, the case of the prosecution would be deemed insufficient and the men would be released forthwith. What we have, therefore, at this stage, is a case under judgment in circumstances seeming to promise well for an equitable outcome in accordance with local law and international law. Without sacrificing its right of jurisdiction to the Truce Commission, the Provisional Government of Israel will act in full consideration of any sentiment expressed by any organ of the United Nations."

11. The representatives of the Ukraine, the U.S.S.R. and the United States opposed the United Kingdom resolution while the representatives of Belgium and Syria supported it and El Khouri asked that it be put to the vote.

12. Parodi of France stated that he was not in a position to take any definite stand regarding the resolution and requested a certain delay before the Security Council proceeded to a vote. This request was accepted by Cadogan who stated that he did not wish to press the matter to a vote at that time, especially in view of the "Courteous undertaking of the Jewish representative" to apply to Tel Aviv for further information in regard to this matter.

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13. Eban assured the Council that he would convey in exact terms the various views and sentiments which have been expressed by different delegations on this matter, and repeated "I shall also ask the Provisional Government of Israel for a direct and authoritative statement on its views and intentions on all aspects of this matter". He further stated that as soon as he received a direct and authoritative view from the Government of Israel he would communicate it urgently to the President of the Security Council.

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C 279752 Palestine

FROM: THE CANADIAN AMBASSADOR, ANKARA, TURKEY

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

TOP SECRET

CYPHER - O.T.P.

NO. 77 ANKARA, July 23, 1948.

No. 77. July 23rd. Top Secret. The Secretary of the Netherlands Legation here, who is now in Transjordan to which country his Minister is also accredited, has reported to Mr. Daniels that in an interview with King Abdullah he was told, categorically, that Transjordan is out of Palestinian war. The King was rather bitter about the fact that he had been made the Commander-in-Chief by the Arab League but had never been given any authority to command. He had been recognized merely because his troops were needed.

2. The Netherlands Minister here tells me that Arab League is splitting open.

3. As Mission Heads of Arab countries are out of Ankara, either at home or in Istanbul, I have no present comments.

4. Iraq is in serious political confusion. In recent election only 14 elected members out of a total of 138 belonged to recognized political parties.

CANADIAN AMBASSADOR

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C279753 Palestine

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

SECRET

CYPHER - AUTO LONDON, July 22, 1948.

NO. 1174

No. 1174. Secret. The following information may help to complete the background to the Palestine truce negotiations.

1. I understand King Abdullah requested United Kingdom and United States representatives in Amman to urge on the Security Council the necessity of sanctions in order to prevent Arab hot-heads from prolonging war with the Jews. One of the reasons was probably his feeling that Arab military reverses would have occurred. For instance on the 18th July Glubb informed United Kingdom Minister in Amman that he had only enough supplies of shells and mortars to last a day or two. Unless the Egyptians could produce some assistance, which seemed improbable, he announced that he would have to order a general withdrawal exposing the Arab line in the centre, or risk his position being overrun. Either event would have had the gravest repercussions and he urged that the Political Committee of the Arab League accept the truce in order to save the military situation. This news from Glubb must have had a strong effect on the Arabs in convincing them of the advisability of accepting the truce.

2. Abdullah is alleged to have invited King Farouk and Ibn Saud, in the course of his recent visits to Cairo and Riyadh, in turn to take over the post of titular Commander-in-Chief of the Arab armies from himself but both had refused.

3. When he was in Bagdad Abdullah complained that the Egyptian Commander in the Field had refused to obey an order which he had given and that the Syrian Commander had refused

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C 279754

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON.

to supply him with the particulars of his forces which it was essential for a Commander-in-Chief to have. This information confirms previous reports that there was in fact no Arab unity of command.

HIGH COMMISSIONER

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C279755 Palestine

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK CITY
TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

CYPHER - TK

NO. 802

SECRET

NEW YORK CITY, July 22nd, 1948.

No. 802. Secret. Following from Ignatieff, Begins:

Reference our teletype No. 791 of July 19th reporting conversation with Comay on suggestions presented by Mediator for Palestine settlement, Begins:

1. When Comay visited the Canadian delegation on Thursday morning, July 22nd, for the purpose of expressing the views of the Jewish authorities regarding Syrian proposal to request International Court for an advisory opinion on Palestine, contained in my teletype, he made certain comments of interest on the military situation as it had developed in the ten days fighting between the termination of the previous truce and the truce following the Security Council resolution of July 15th as follows:

(1) He said that the Arab forces, at the end of the ten-day fighting, had been left in a very precarious position.

(2) Whereas Israelis now had over 70,000 men in the field, including certain mechanized forces and combat aircraft, the Arab forces numbered between 30,000 and 35,000 effectives in Palestine.

(3) The Arab Legion had suffered serious setbacks in the fighting at Lydda and Ramle. Comay said that Glubb had fully recognized the precarious position occupied by the Legion in these advanced positions and had councilled withdrawal, but had been persuaded by King Abdullah and the Arab League to remain on the grounds that these positions constituted the only Arab

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threat to Tel Aviv. According to his information the present Legion forces in Palestine amount to no more than 2,000 to 2,500 and King Abdullah's prestige has suffered a set-back.

(4) The Egyptian position had likewise become precarious, as approximately 10,000 troops found themselves at the end of long lines of communication and open to flank attacks from Jewish mobile columns.

(5) Comay frankly admitted an increase in military power and organization of the Jews. He particularly referred to increases in the mechanization of their forces, the number of combat aircraft, and also mentioned that the Jewish forces included officers who had had experience with German Panzer Division fighting as well as officers who had fought with the American Army in Europe.

(6) On the other hand, he said that the Arabs were not in a position to increase substantially the number of their forces in the field. He pointed out that the Arab Legion was already overstretched and had little or no prospects of replacing any trained personnel lost due to the combat of the last few weeks; the internal Egyptian situation made it necessary, he said, for the bulk of the Egyptian Army to remain in Egypt for purposes of internal security; the Iraqis were also required to keep the bulk of their forces at home for purposes of internal security, particularly owing to the danger from the Kurds, in addition to their precarious financial position; the other Arab States had not committed themselves to any large extent in the fighting and were not likely to do so now that Arab military fortunes had ebbed.

(7) In consequence Comay said the Jews were satisfied that, had the new truce not been imposed by the Security Council, Jewish forces could have obtained a decisive victory in the field.

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2. In the light of these circumstances, Comay indicated that this change in military fortunes in the last ten days would substantially influence the course of further negotiations between the Jews and the Arabs. Already, he said, there were indications that some Arab States were now willing to negotiate direct with Tel Aviv to obtain the most satisfactory terms. Comay particularly referred to Trans-Jordan. Ends.

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C279758

OFFICE OF THE HIGH COMMISSIONER
FOR THE UNITED KINGDOM,
Earnscliffe,
OTTAWA.

TOP SECRET.

30th June, 1948.

My dear Prime Minister,

Palestine.

Much thought is being given in London to the situation that might develop should Count Bernadotte's efforts to reach agreement with the Jews and the Arabs not be successful, and Mr. Attlee has asked me to give to you very confidentially the enclosed memorandum setting out the substance of an exchange of views which has taken place with the United States Government.

In view of the importance attached by the United States Government to complete secrecy on this matter, Mr. Attlee is not passing on this information at present to other Commonwealth Prime Ministers but he felt that you should have the full background in view of the special interest of Canada as a Member of the Security Council.

Yours sincerely,

Alex Cadogan

The Right Honourable W.L. Mackenzie King, O.M., M.P.

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TOP SECRET.

MEMORANDUM

SUMMARY OF EXCHANGE OF VIEWS WITH THE UNITED STATES GOVERNMENT

1. We informed the United States Government that we had been considering the wide implications of the Palestine problem and in particular the dangers that would confront us if, as a result of deadlock being reached in Count Bernadotte's negotiations with Jews and Arabs and renewal of fighting in Palestine, the question of the application of Chapter VII of the Charter were again raised. In addition, formidable risks would be entailed if there were a new divergence between United States policy and ours. Nevertheless, while we had brought great pressure to bear on Arabs to accept truce, and would be prepared to bring pressure on them again to avoid a renewal of fighting, we could not be a party to imposing on them or urging them to accept a solution which we considered to be unfair. We therefore wished to find means of extending the area of our agreement with the United States Government, particularly on the following points:-

(a) Any advice which either we or the United States Government give to the Mediator or to the Jews or the Arabs would, as far as possible, be either joint advice or advice on lines which we had agreed to between ourselves beforehand.

(b) Unless a solution is reached within the four-week period, the two Governments would take all possible steps to secure an extension of the truce.

(c) All information reaching the two Governments about developments would be exchanged and pooled.

2. The United States Government have now signified their agreement with us on these lines.

/3.

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3. According to information given to us in strict confidence by the United States, Count Bernadotte is at present concentrating on plans for -

(i) extending the truce, and

(ii) de-militarising Jerusalem and recruiting an armed United Nations guard for the city.

4. We have not yet exchanged views with the United States on the subject of Jerusalem and are not for the present proposing to make suggestions about it to the Mediator. We are, however, anxious to see some form of international protection for Jerusalem agreed upon during the first four weeks of cease-fire even if an extension of cease-fire might be required while other points are being pursued by the Mediator.

30th June, 1948.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK CITY
TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

EN CLAIR

No. 703 NEW YORK CITY, June 23, 1948.

No. 703. Following is the text of a report received by the Secretary General from the United Nations mediator, dated June 21st, 1948, on the progress of the truce in Palestine, Begins:

"For the President of the Security Council:

Truce holding up well on the whole. The question of harvesting crops between and within the fighting lines presents some difficulties but is being worked out. Headquarters for truce supervision is now being established at Haifa, as it is more centrally located and affords better access to several fronts. Colonel Thord Bonde of Sweden is acting as my personal deputy in charge of truce supervision activities. My headquarters is now fixed at Rhodes, which is the ideal place for the purpose. This arrangement, which is proving very satisfactory, permits me now to concentrate on the mediation aspect of the work.

By the first of next week at the latest, I hope to have formulated some suggestions relating to certain basic questions for submission to both parties.

The four Arab expert consultants and liaison officers with a secretary arrived at Rhodes early Monday afternoon 21st June. The Jewish party of the same nature with three officers and two secretaries is due to arrive from Tel Aviv Tuesday, 22nd June. I wish to emphasize that these consultants and liaison officers of both sides were invited to Rhodes by me for the sole purpose of answering questions,

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providing information and acting in a liaison capacity. They will have no, repeat no, participation in or responsibility for suggestions which the mediator may ultimately offer. Count Folke Bernadotte." Ends.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

EN CLAIR

NEW YORK CITY, June 21st, 1948.

NO. 695

No. 695.

1. 49 United Nations guards, requested by the Mediator for duty in Palestine, left by aircraft on Saturday, 19th June, for Cairo.

2. This group is composed mainly of security guards, normally employed at Lake Success, although any male volunteers from the Secretariat with appropriate experience, were accepted. All those now being sent have had military or police experience.

3. Of the group which has now gone, 42 are United States citizens, and in addition there are two Frenchmen, one Norwegian, a Dane, a Swede, an Australian and a Chinese. The group was to originally have been 50, but one failed to report.

4. The group wear United Nations uniforms and revolvers have been issued, but ammunition is being withheld until the Mediator decides whether the group is to be armed or not.

5. Their duties, according to a statement by the Mediator issued from Rhodes, and reported in the New York Times, Monday, 21st June, are as follows:

(1) To supervise Israeli convoys from Tel Aviv to Jerusalem and to control quantities and types of goods sent to Jerusalem under the truce.

(2) To take over from United Kingdom troops the areas being evacuated at Haifa.

(3) To guard Camp Hadera, north of Tel Aviv, where Jews of military age, who have gone to Palestine since the truce began, are being held.

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6. Report on United Nations guard and background information follows in despatch No. 68.

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C27976 Palestine

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK CITY
TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

SECRET

IMPORTANT

CYPHER - TK

NO. 700 NEW YORK CITY, June 21, 1948.

No. 700. Following for Riddell from Ignatieff, Begins:

With reference to your teletype No. 523, June 17th, quoting a memorandum on the designation of Jewish representatives on the Security Council, as approved by the Minister, I was informed today, Monday, 21st June, by the United Kingdom delegation that, according to instructions just received from London, the United Kingdom Government will not be able to agree to a change in designation of the Jewish representatives which would make reference to the Provisional Government of Israel or to the Jewish State. Apparently the furthest that the United Kingdom is prepared to go in change of designation at this time is "representative of the Jewish authorities in Palestine." Moreover, participation of Jewish representatives on the Security Council should be, in the opinion of the United Kingdom Government, on the basis of Rule 39 of the provisional rules of procedure. (Namely, on a personal or organizational basis) and not under Article 32 of the Charter (on the basis of representation of a State). Apparently it is the view of the United Kingdom Government that a change of designation would affect the question of recognition of Israel and would, therefore, be contrary to the spirit of the present truce.

2. I have also checked informally with the United States delegation who, as expected, are of the opinion that since the Jewish Agency has ceased to be a political organization,

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there is no reason for the Jewish representatives on the Council to continue to carry this designation. Moreover, the United States delegation are of the view that since the Jewish representatives now in fact speak for the Provisional Government of Israel, and as a precedent has been established in the case of Indonesia for seating representatives of a Government lacking general recognition, and as such seating would be without commitment to any Government on the question of recognition, they would accept a Jewish request for a change in designation referring to the Provisional Government.

3. As the reaction of the United Kingdom Government has, in fact, been different from the initial reaction of the United Kingdom delegation in New York, reported in our teletype No. 664 of June 9th, it will now be more difficult, than was anticipated, to secure agreement between the United States and United Kingdom on this matter which, I understand, is the condition upon which the Canadian delegation would be able to give its concurrence to the altered designation desired by the Jewish representatives.

4. So far, the Canadian delegation has not <u>again</u> been approached by the Jewish representatives on this matter, but in view of the reaction of the United Kingdom Government, you may wish to consider whether new instructions would be necessary. Ends.

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C 279760

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK CITY
TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

CYPHER - TK

No. 679

NEW YORK CITY, June 16th, 1948.

No. 679.

1. In addition to the suggested procedures and request of the mediator, as reported in my teletype No. 678, the Security Council at its meeting on June 15th considered the following draft resolution submitted by the Soviet delegate:

"Considering the necessity of providing the United Nations mediator in Palestine with an appropriate number of military observers in accordance with the Security Council resolution of May 29th 1948,

The Security Council resolves:

1. To attach to the United Nations mediator military observers from thirty to fifty persons.

2. The military observers should be appointed by member-States of the Security Council wishing to participate in the designation of such observers, excluding Syria."

2. In introducing the resolution, Gromyko stated that the resolution did not entitle the mediator to make any requests to the members of the Truce Commission concerning the sending of military observers. He reiterated his charge that the resolution of May 29th was not clear on that point and stated that it was incumbent on the Security Council itself to settle the question. He further stated that the USSR had an equal right with the United States to send military observers to Palestine. He assured the Council that the USSR only intended

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to send five military observers to Palestine and emphasized the modesty of this request in view of the large United States participation.

3. Gromyko was supported by Tarasenko of the Ukraine who stated that the crux of the matter was that "the United States, in the first instance, and certain other members of the Security Council seemed to be opposed to the very thought, and the very idea, and the very principle, that USSR military observers should be included."

4. The only other speaker was Arce of Argentina, who stated that his delegation would abstain on the Soviet resolution as "it does not feel that any political arguments between the Great Powers - and when I say that, I refer specifically to the USSR and the United States of America - should interfere in this matter."

5. The vote on the Soviet resolution was two in favour (the USSR and the Ukraine) with nine abstentions.

6. There was no definite date set for the next meeting of the Council on the Palestine question.

7. The Council also considered the functions of the Security Council and the Trusteeship Council with regard to the trusteeship system as applied to strategic areas (document S/642). However, at the request of Tarasenko, who was supported by Arce, discussion on this question was postponed until 10:30 a.m., Friday, June 18th, in order to give the members sufficient time to become fully acquainted with this matter.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK CITY

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

EN CLAIR

No. 678

NEW YORK CITY, June 16th, 1948.

No. 678. Reference Palestine.

Re paragraph 3 of teletype No. 677 dated June 15th, 1948.

1. I have been asked by the Secretary General to bring the following message to your attention, Begins:

Have the honour inform you that Security Council decided at its 320th meeting held June 15th at request of United Nations mediator to ask all States members to report on steps taken on implementation of May 29th resolution of Security Council transmitted to your Government by my cable of same date and to call to their attention following paragraph VI of truce proposals agreed upon with United Nations mediator and accepted by Governments of Egypt, Iraq, Lebanon, Saudi Arabia, Syria, Transjordan, Yemen and by Provisional Government of Israel on June 9th, 1948. Security Council decided also request all States members to extend cooperation and assistance to United Nations mediator in implementation of provisions of these truce proposals: "VI. As I have carefully explained to each side, it is my earnest intention to apply the truce and controls required in such a manner as to ensure that no military advantage will accrue to either side during the period of the truce or as a result of its application. To this end I have made certain interpretations of the resolution and certain decisions as to its application which have been thoroughly explained to representatives of both sides and which in summary follows:

1. No fighting personnel which shall include persons identified as belonging to organized military units as well as

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all persons bearing arms shall be introduced into any of the Arab States or into any part of Palestine.

2. As regards men of military age, the mediator shall exercise his discretion during the period of the truce in determining whether men of military age are represented among immigrants in such numbers as to give one side a military advantage if their entry is permitted, and in such event shall refuse them entry. Should men of military age be introduced in numbers necessarily limited by the application of the foregoing principle, they are to be kept in camps during the period of the truce under the surveillance of observers of the mediator, and shall not be mobilized in the armed forces or given military or paramilitary training during such period.

3. The mediator shall exercise, to the fullest extent practicable, a check on all immigration at the ports of embarkation and debarkation, and shall place United Nations observers in ships bearing immigrants, and, to this end, shall be notified well in advance as to the port of embarkation of any ship bearing immigrants.

4. During the first week following the truce, in consideration of the time required for setting up the controls essential to effective application of the resolution, the mediator shall exercise his discretion as regards the entry of any immigrants irrespective of age or sex.

5. Movement of troops or war materials from one interested country to another, or closer to the borders of Palestine or to the fighting fronts in Palestine are prohibited during the period of the truce.

6. All fighting fronts and lines shall remain stabilized during the period of the truce, and there shall be no increase in the fighting strength deployed along the fronts and lines,

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nor in the war materials on hand. Routine replacement of personnel may be undertaken.

7. War materials shall not be imported into the country or territory of any interested party.

8. Relief to populations of both sides in municipal areas which have suffered severely from the confliet, as in Jerusalem and Jaffa, shall be administered by an International Red Cross Committee in such a manner as to ensure that reserves of stocks of essential supplies shall not be substantially greater or less at the end of the truce than they were at its beginning.

9. All warlike acts, whether on land, sea or air, shall be prohibited during the truce". Trygve Lie Secretary General. Ends.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

SECRET

CYPHER - TK NEW YORK CITY, June 14th, 1948.

NO. 675

No. 675. Secret.

Palestine.

As Harold Beeley is returning to London at the beginning of this week, a private discussion between the United Kingdom and United States delegations and ourselves took place Saturday, 12th June, to review some of the main problems concerned with,

(a) Implementation of the truce, and

(b) basis for negotiating a settlement in Palestine.

At these talks Beeley represented the United Kingdom delegation, Ross represented the United States and on our side I had Ignatieff with me.

2. Questions relating to the implementation of the truce.

Both Beeley and Ross emphasized the importance of leaving as much as possible to the discretion of the mediator in implementing the truce. The question arose, however, of what action might be taken to give the mediator as much support as possible. Three courses of action were suggested.

3. Both Ross and Beeley indicated that further consultations between the United States and United Kingdom were desirable, with a view to arriving at a common understanding on the interpretation to be given to the arms embargo clause of the Resolution of 29th May (paragraph 5). The Foreign Office had made a suggestion that the Security Council should be called upon to make an interpretation of this clause to aid the mediator. Ross of the United States, supported by myself, argued that this would not be desirable, especially in view of the constructive initiative which the mediator had taken in regard to the immigration clause and also because the mediator would have to undertake to implement arrangements for the arms embargo and should, therefore, determine

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what interpretation might be practicable in the circumstances. It was, therefore, understood that the United Kingdom and United States would consult on an agreed definition and communicate their views to the mediator.

4. As regards the implementation of the immigration and fighting personnel clause, it was understood that the interpretation given by the mediator to this clause was generally accepted. In effect, the United States as well as the United Kingdom are now applying this clause in the sense that men of military age are being excluded, as far as possible, from Palestine. While the United Kingdom continues to retain persons of this category in Cyprus, Ross informed me that secret instructions had been given to General Clay to retain Jews of military age in internment camps in the United States military zone of Germany. Moreover, ten prospective passengers were removed from the "Marine Carp" on Friday night, 11th June, before this ship cleared New York on a voyage to the Mediterranean. It was explained to the passengers concerned that this action was taken in accordance with the Resolution of the Security Council of 29th May. It was understood that all ten persons were bound for Haifa.

5. In addition to the consultations between the United Kingdom and United States regarding the implementation of the truce Resolution of 29th May, it was thought desirable also for the United Kingdom and United States to consult with Belgium and France as members of the Truce Commission and it was understood that these talks would be proposed to take place principally in New York.

6. The last paragraph of the Resolution of 29th May calls upon all Governments to take all possible steps to assist in the implementation of this Resolution. Ross indicated that the United States delegation would approach the President of the Security Council early this week to request him to despatch an inquiry to all Governments by telegraph requesting that the

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Council be informed of what steps were being taken to assist in the implementation of this Resolution.

7. Questions relating to negotiation of a permanent settlement.

Both Beeley and Ross indicated that so far the mediator had not consulted either the United Kingdom or United States Governments regarding a possible basis of negotiation with the Jews and Arabs. Apparently Bernadotte has retired to Rhodes to work out some practicable suggestions before bringing representatives of the two parties into consultation. Both Beeley and Ross referred to the bad communications with Rhodes and the fact that neither Government had any adequate access to the mediator in Rhodes. While it was conceded that this might be desirable in the early stages, both Beeley and Ross indicated that consultations between the United States and United Kingdom Governments would have to take place if both Governments were to employ diplomatic pressure upon both sides to cooperate with the mediator.

8. Both Beeley and Ross agreed it was desirable to exclude debates on a permanent settlement from the Security Council if possible and to endeavour to have the mediator negotiate a basis of settlement which might then be referred to the Assembly for confirmation.

9. As regards the position of the United States, Ross indicated that any basis of settlement would have to take into account de facto recognition of the State of Israel, with some possible adjustments with regard to frontiers to make the settlement more palatable to the Arabs. He hoped, however, that the concessions required from the Jews would not be too extensive, as this would probably result in a serious reaction on the part of the Jews with consequent pressure on the United States, which would in turn affect United States-United Kingdom cooperation in the Middle East.

10. As regards the position of the United Kingdom, Beeley indicated that officially the United Kingdom would probably leave

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the matter of proposals for a settlement up to the mediator and would accept any terms of settlement agreed to by both Arabs and Jews. Beeley recalled that Mr. Bevin personally was inclined to favour a solution along the lines of a Federal State as being the most fair and workable arrangement for Palestine.

11. However, Beeley went on to express his personal views of the terms of a possible settlement, which he has communicated to the Foreign Office, along the following lines.

12. There are two factors which will inevitably determine the limits within which a solution might be found:

(a) The de facto existence of the State of Israel recognized by the United States and U.S.S.R. and militarily strong enough to withstand the initial Arab attacks;

(b) The rejection, on the other hand, by the Arabs of the Assembly Resolution of 29th November, 1947, and, therefore, any solution based upon the terms of that Resolution.

13. Beeley, therefore, suggested that a compromise would have to be worked out taking these two factors into account on the basis of having the Arabs acquiesce in principle to the existence of a Jewish State in return for territorial concessions by the Jews.

14. In support of the practicability of such a solution, Beeley pointed out that, in the present circumstances in which the Jews and Arabs are so hostile to each other, the economic union aspects of the plan of partition recommended by the Assembly were impossible of implementation. Moreover, the delineation of frontiers which had assumed economic union so cut across Arab communications, especially between Egypt on the one hand and Transjordan, Syria and Lebanon on the other, that this had become a matter of special grievance on the side of the Arabs.

15. Beeley, therefore, suggested that a more compact Jewish State might be worked out by redrawing the boundaries of the State of Israel, exchanging territory in the Negev for territory in

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Western Galilee. On this basis, Jewish boundaries might be made continuous and compact and, at the same time, the Jews, while losing territory quantitively would be gaining qualitively from both a strategical and economic standpoint.

16. Another important aspect of a permanent settlement which was mentioned was the question of possible guarantees against further Jewish economic and political penetration into Arab lands. The position taken by the Irgun, which has openly expressed its intention to work for the extension of the Jewish State to include the whole of Palestine and Transjordan, particularly has given the Arabs grounds for apprehension. In this connection Beeley recalled that the existing treaties between the United Kingdom and the Arab States provide not only for consultation in the event of a threat to the States concerned, but also military assistance. Ross, on the other hand, indicated that action by the United Kingdom on such bilateral basis would have a deplorable affect on United States public opinion and he hoped that some multilateral basis might be found for working out a regional guarantee. Ross also expressed the hope that the Jewish State might be included in an economic as well as a political and security regional agreement with the Arab League.

17. On the question of recognition of Israel, Beeley referred to a Foreign Office statement quoted in the press Saturday, 12th June, quoting Mayhew, the Under-Secretary of Foreign Affairs, as stating:

"Recognition of the State of Israel at this stage would be a positive act of political intervention - a positive act favouring one side. It is clearly inconsistent, therefore, with the spirit of the truce and of the Resolution (May 29th) to take this action at this time."

In commenting on this statement, Beeley indicated that the United Kingdom Government would no doubt take action to recognize the State of Israel at an appropriate time, namely when the terms

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of a settlement had at last been developed by the mediater. He said that premature recognition, in his opinion, would make the task of the mediater more difficult as it might remove one of the essential elements in bargaining which, in the present circumstances, can still be offered.

18. The exchange of views recorded in this message indicates the existence of a substantial amount of agreement on both procedures and objectives between the United States and United Kingdom authorities in regard to Palestine, but it was acknowledged by both Beeley and Ross that great care should be taken to avoid a situation in which once again public disagreement would appear as a result of the political factors involved. With this in mind, both hoped that, as far as possible, public debate either in the Security Council or in the Assembly would be avoided and negotiations left to the mediator.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK CITY
TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMPORTANT — SECRET

CYPHER - TX

NO. 666 — NEW YORK CITY, June 11, 1948.

No. 666. The Security Council met briefly on Thursday afternoon, 10th June, to discuss the Palestine situation. The President opened the meeting by reading the texts of messages which the Mediator had sent to the interested Governments on the 9th June. The first message (Document S/830) reads as follows, Begins:

"1. I have the honour to inform you that in response to my note of June 7th setting forth my proposals as United Nations Mediator for truce in Palestine, I have today, 9th June, received unconditional acceptance of my proposals from all interested parties. The cease-fire and truce, therefore, will be effective Friday, 11th June 1948 at 6:00 o'clock in the morning, GMT.

"2. Public announcement of the acceptance of the truce by the parties concerned will be made by me in Cairo tonight, 9th June, at 8:00 o'clock, GMT. Simultaneous announcement may be made by your Government at the corresponding hour, but in any case should not be made before 1:00 o'clock (GMT).

"3. I take this opportunity to express to your Government my deepest gratitude for the splendid cooperation which has been given to me in this difficult task and my warm appreciation of the high motives which have lead your Government to accept the proposals for the truce."

I am, of course, highly gratified that my efforts towards the truce have now borne fruit. I will do my utmost to super_ vise the terms of the truce fairly and efficiently and will

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immediately turn my attention to the broader aspects of my task as Mediator, mainly the promotion of a peaceful adjustment of the future situation of Palestine. Signed Count Bernadotte" Ends.

2. The second message (Document S/831) reads as follows, Begins:

"1. I have the honour to communicate to you certain points which occur to me as especially important with regard to the application of the truce in Palestine which has been accepted by all parties today, Wednesday, 9th June, 1948.

"2. It is my earnest hope that every commander in the field on both sides will be notified of the date and hour of the cease fire and truce in ample time to make all necessary preparation and to avoid any misunderstandings or incidents.

"3. I also appeal to both sides to take every possible measure, including explanations by wireless, to ensure that their peoples will be fully informed of the effective date and hour of the cease fire and truce and of its significance to the end that incidents which might endanger the truce may be reduced to a minimum. Count Bernadotte." Ends.

3. Jessup, of the United States, expressed the gratificatinn of the United States Government at the successful conclusion of negotiations for a cease fire in Palestine and also its appreciation for the statesmanlike attitude of the Governments concerned. He emphasized the extent of the accomplishment which the Mediator had achieved in the face of the stubborness of the difficulties.

4. The President referred to the Mediator's achievement as the first successful task in this matter and he suggested that no further discussion should be held until the second report had been received from the Mediator. He said that he was sure the Security Council would wish him to reply to the Mediator "and encourage him further to continue his task of establishing permanent peace in Palestine."

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5. Gromyko then raised the question of the participation of Soviet military observers in connection with the implementation of the resolution adopted by the Security Council on 29th May. In this connection Gromyko states, "the U.S.S.R. delegation wishes to express the hope that there will be no objection in the Security Council to the participation of USSR military observers along with the military observers of other countries, to whose utilization the USSR raises no objection."

6. The President agreed that paragraph 7 of the resolution of 29th May was not clear as to who would nominate or appoint or select the military observers. However he said the Mediator thought that he would be the right person to do so in concert with the Truce Commission. The President pointed out that if the Security Council wished to adopt any other kind of action in this matter that certainly the Mediator would not be in a position to oppose such action.

7. Jessup, in referring to paragraph 7 of the resolution of 29th May, stated, "it seems to us clearly to indicate that the question of working out the truce and observation of the truce is something which the Security Council contemplated might well be left to the Mediator working in concert with the Truce Commission. He said that there was no doubt that paragraph 7 gave ample authority to the Mediator and to the Truce Commission to proceed with their task as they were now in the process of doing. He referred to it as a simple and practical arrangement although it was entirely within the competence of the Security Council to change that decision.

8. Tarasenko, the Ukrainian delegate, expressed astonishment at the attitude taken by Jessup as he did not agree that the question was quite clear or had previously been settled. He said that he could not see that paragraph 7 could be interpreted so that only the representatives of Belgium, France and the

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United States had the right to despatch such military observers to Palestine. He insisted that the question was not yet clear and had not yet been decided and that the Security Council still had to take a decision in this regard.

9. Gromyko again spoke in the same view, insisting that the question was not clear and simple and rebuked the representative of the United States for adopting a negative attitude in regard to the USSR proposal that USSR observers be included in the group of military observers. He said that there were no legitimate grounds for any objection to the utilization of a small group .... even a very small group..... of USSR military observers. Gromyko ended his statement with the following sentence: "If any members of the Security Council feel that it is difficult to discuss the matter in the absence of a formal proposal in writing, I reserve the right to submit such a formal proposal on the sending of military observers at the next meeting of the Security Council which is devoted to a discussion of this question."

10. It occurred to me that the Council had lost sight of the functions of the Truce Commission, as set out in the resolution of 23rd April (Document S/727) and I therefore intervened with the following statement:

"I think that from what we have heard of the splendid initiative shown by our Mediator, we can have every confidence in his proper interpretation of the Security Council's resolution of 29th May. In this resolution the Mediator is instructed to supervise the observance of the truce in concert with the Truce Commission. If we turn to the previous resolution of the Security Council dated 23rd April, we find that the function of the Truce Commission is to assist the Security Council in supervising the implementation by the parties of the resolution of the Security Council.

"It follows logically that the members of the Truce Commission

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are under obligation to provide the assistance and the facilities which are needed for this task, and it is most satisfactory to observe that these nations are discharging this responsibility as a duty to the Security Council and the United Nations. There cannot properly be any question of the right of a country to participate, as has been suggested by the representative of the Ukrainian Soviet Socialist Republic.

"I believe that the resolutions, which are now on the record of the Security Council, are correct, that they are appropriate and that they are being properly, correctly and wisely interpreted by our Mediator on the spot."

11. Following my statement, the President said that pending the submission of the Security Council of any formal proposal, discussion of this point should be suspended and the meeting on the Palestine question then adjourned until the afternoon of Tuesday, 15th June. Ends.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK CITY

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMMEDIATE

CYPHER - TK

SECRET

NO. 664

NEW YORK CITY, June 9th, 1948.

No. 664. Following from Ignatieff, Begins:

Palestine.

With reference to our message No. 658 of 8th June regarding the question of Jewish representation before the Security Council, I was informed by Beeley that the United Kingdom delegation has communicated a similar message based on Eban's request to the Foreign Office, and has suggested that the Jewish request be accepted on the condition that a change in designation in Jewish representation on the Council will not commit members of the Council to recognition of the Jewish State or of the Provisional Government of Israel, but will be an acceptance of the change in designation consistent with the facts, namely the dissolution of the Jewish Agency and the absorption of its activities by the representatives of the de facto Provisional Government of Israel. He promised to let me know as soon as a reply from London is received. He also understood that Eban does not intend raising this matter for a few days in order that some intimation of the attitudes of the members of the Council, whose positions may be in doubt, could be received by the Jewish representatives before they make the formal request with regard to their change of status.

2. As regards the favourable news concerning the response from Jews and Arabs to the mediator's action on the basis of the

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Council's resolution of 29th May, and, in particular, regarding the question of the interpretation of the terms relating to immigration, Beeley indicated that he thought the United Kingdom Government would now accept the position the mediator had taken and give it support in the Council. On the other hand, some difficulty, he acknowledged, might arise with regard to the question of the Jews in internment in Cyprus, but this would presumably now be a matter for discussion between the United Kingdom authorities and the mediator.

3. As regards the question of what the next step would be on the part of the mediator regarding further negotiations leading to a settlement in Palestine, Beeley thought that the mediator would have talks with both sides and then retire for the purpose of drafting a proposed basis for further negotiation.

4. As regards the question of the addition of Soviet military observers to those invited by the mediator, Beeley hoped that the United States and others concerned would take the line that the decision of the mediator, in asking for military observers from those countries represented on the Truce Commission, would be upheld by the Council and, consequently, no change would be made in the arrangements. Presumably, if the United States and United Kingdom agree to a common attitude to this question, we should concur.

5. Beeley is planning to return to London early next week and expressed the hope that, before his departure, he would have an opportunity for a private discussion with the United States delegation and ourselves, and he also intimated that he had expressed certain personal recommendations to London to which he hoped he would have a reply before his departure and on which he would give us information. Ends.

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C 279784

TELEGRAM

From THE SECRETARY OF STATE FOR ~~DOMINION AFFAIRS~~ COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

IMPORTANT

CODE

CIRCULAR H. 223

LONDON, June 9, 1948.

Circular H. 223.

Palestine.

Count Bernadotte has circulated to the Arab Government and the Israel authorities message of which following is summary, Begins:

1. By virtue of the authority invested in him by the Security Council and after consultation with Arab and Jewish representatives, he formally notified the two parties that he has fixed 6:00 a.m. G.M.T. on Friday, June 11th, for the commencement of the cease-fire and truce in Palestine envisaged in the Security Council's resolution of May 29th. All parties are asked to notify him of acceptance or rejection of this date by noon G.M.T. June 9th. If all parties accept, he will despatch confirmation not later than 6:00 p.m. G.M.T. June 9th, and will specify time for publication of decision. If parties reject the decision or accept it only conditionally, he will undertake no further consultation but will refer the matter to the Security Council for such action as they may deem appropriate.

2. After taking into consideration divergent interpretations of certain Articles of the Security Council resolution expressed to him by the parties during consultation, he has decided upon the following interpretations, which have been explained to the parties:

(1) No fighting personnel, including personnel belonging to organized military formations or bearing arms, shall be introduced into any Arab State or part of Palestine.

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TELEGRAM

COMMONWEALTH RELATIONS

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

(2) He will exercise his discretion to determine whether any immigrants to be introduced during the truce period include men of military age in such numbers as to give to either side a military advantage, and in that event shall refuse them entry. Such men of military age as are admitted will be kept in camps during the truce period under the surveillance of the mediator's observers and shall not be mobilized or given military training.

(3) He will check all immigration, as far as practicable, at ports of embarkation and disembarkation and will place United Nations observers on immigrant ships.

(4) During the first week of the truce while controls are being set up he will exercise his discretion as regards entry of immigrants.

(5) Movement of troops or war material from one interested country to another or towards the border of Palestine or fighting fronts in Palestine shall be prohibited during the truce period.

(6) All fighting fronts shall remain stabilized during the truce period and fighting strength and war materials along fronts shall not be increased.

(7) War materials shall not be imported into the territory of any interested party.

(8) Relief to populations affected by hostilities shall be so administered by the International Red Cross Committee as to ensure that reserves of essential supplies at the end of the truce are substantially equal to those at the beginning.

(9) All war-like acts on land, sea or in the air shall be prohibited during the truce period. Ends.

SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

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COLOURED PAPER
PAPIER DE COULEUR

C 279784

TELEGRAM

From THE SECRETARY OF STATE FOR ~~DOMINION AFFAIRS~~ COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

IMPORTANT LONDON, June 9, 1948.

CODE

CIRCULAR H. 223

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TELEGRAM

From THE SECRETARY OF STATE FOR ~~DOMINION AFFAIRS~~ COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

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(8) Relief to populations affected by hostilities shall be so administered by the International Red Cross Committee as to ensure that reserves of essential supplies at the end of the truce are substantially equal to those at the beginning.

(9) All war-like acts on land, sea or in the air shall be prohibited during the truce period. Ends.

SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

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C 279780 P

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

CYPHER - TK

NO. 658 NEW YORK, June 9th, 1948.

No. 658. Following from Ignatieff, Begins:

1. Received a visit on Monday, 7th June, from Michael Comay, a member of the staff of Aubrey Eban, the spokesman for the Jews on the Security Council, who wished to discuss the question of Jewish representation before the Council. He explained that the Jewish Agency was regarded as having terminated its political activities at the end of the mandate and that, in effect, Eban was representing and speaking for the Provisional Government of Israel. He said that Rabbi Silver would shortly be communicating to the Council the Zionist position with regard to the Jewish Agency and, at the same time, Eban, on behalf of the Provisional Government of Israel, would ask the Council to agree that further Jewish participation in the discussions of the Palestine question in the Council should be on the basis that the Jewish spokesman would represent the Provisional Government of Israel. Comay cited the case of the Indonesian representatives as a precedent and said that if the Council were to give similar status to the Jewish representative, it would not commit members of the Council to recognition of the Jewish State or of the Provisional Government of Israel..

2. Comay enquired as to what would be the reaction of the Canadian delegation to such a request on the part of the Jewish representatives, and I said that I did not know but would undertake to secure instructions on this point. Ends.

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C 279787

PALESTINE

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMMEDIATE

EN CLAIR

NO. 660 NEW YORK, June 8, 1948.

No. 660. Following is the text of a note received via cable from Count Bernadotte by the Secretary General, dated 7th June, which was released to the press late Tuesday afternoon, 8th June, at Lake Success and in Cairo, Begins:

The following is the text of the note sent June 7th to the Arab States and the Provisional Government of Israel:

"1. I have the honour to inform you that, in pursuance of the action of the Security Council at its 311th meeting, June 2nd, authorizing the mediator to fix the effective date for the truce in Palestine, and following extensive consultations on this matter with representatives of the two parties, and with the support of the Truce Commission, I herewith give formal notice of the effective date and hour for the commencement of the cease fire and truce in Palestine as envisaged in the resolution of the Security Council of May 29th.

"2. The effective date and hour of the cease fire and truce, including the application of supervision envisaged in the resolution of May 29th, shall be Friday, 11th June 1948, at six o'clock in the a.m. GMT. As of this date and hour, there is to be cessation of all acts of armed force in Palestine for a period of four weeks and all Commanders in the field should be notified accordingly.

"3. In view of the urgency of the time factor and the necessity of giving final confirmation of this decision in ample

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time to each party concerned, I must ask that notification to me of your acceptance or rejection of this date and hour shall be in my hands not later than Wednesday noon GMT, 9th June. If this decision is accepted by all parties, final confirmation will be dispatched to you by me not later than 6 p.m. GMT, Wednesday, June 9th, in order to reach you on the same day. Should the decision be rejected, or accepted only conditionally, by any of the parties, no further consultations on the matter will be undertaken by me, but I will promptly report the circumstances fully to the Security Council for such action as that body may deem appropriate. It is, of course, my earnest hope that the decision will be accepted unconditionally.

"4. In the event of acceptance of this decision, the date and hour for public announcement of the beginning of this truce will be communicated to you in my message of final confirmation June 9th, in order that publication shall be made simultaneously by all concerned.

"5. This decision has been taken in the light of the following considerations:

(1) The clear intent of the truce as envisaged in the Security Council resolution of May 29th is to bring about the cessation of hostilities without prejudice to the rights, claims and position of either Jews or Arabs, and to ensure that no military advantage shall accrue to either side as a result of the application of the truce;

(2) The President of the Security Council has informed me that all parties concerned have accepted the resolution of May 29th unconditionally, and that the mediator should fix the date for the cease fire in consultation with the two parties and the Truce Commission in as short a period as possible;

(3) I am aware, of course, that each side, in accepting the resolution, notified the Security Council of certain

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'assumptions and explanations' in connection with some of the provisions of the resolution, and that as a result, there were conflicting views of the intent of particular clauses, especially those relating to 'fighting personnel and men of military age';

(4) In the course of the amicable consultation with representatives of the parties concerned on June 3rd, 4th, 5th and 6th, I exerted every effort to reconcile these divergent interpretations, and as a result of these consultations, and explanations and interpretations made to me by each party, I am firmly convinced that any remaining differences are altogether insufficient to warrant any further delay in the beginning of the truce.

"6. As I have carefully explained to each side, it is my earnest intention to apply the truce and controls required in such a manner as to ensure that no military advantage will accrue to either side during the period of the truce or as a result of its application. To this end, I have made certain interpretations of the resolution and certain decisions as to its application which have been thoroughly explained to representatives of both sides and which in summary follow:

(1) No fighting personnel, which shall include persons identified as belonging to organized military units as well as all persons bearing arms, shall be introduced into any of the Arab States or into any part of Palestine.

(2) As regards men of military age, the mediator shall exercise his discretion during the period of the truce in determining whether men of military age are represented among immigrants in such numbers as to give one side a military advantage if their entry is permitted, and in such event shall refuse them entry. Should men of military age be introduced in numbers necessarily limited by the application of the foregoing principle, they are to be kept in camps during the period of the truce under the surveillance of observers of the mediator, and shall not be mobilized in the armed forces or

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given military or paramilitary training during such period.

(3) The mediator shall exercise, to the fullest extent practicable, a check on all immigration at the ports of embarkation and debarkation, and shall place United Nations observers in ships bearing immigrants, and, to this end, shall be notified well in advance as to the port of embarkation of any ship bearing immigrants.

(4) During the first week following the truce, in consideration of the time required for setting up the controls essential to effective application of the resolution, the mediator shall exercise his discretion as regards the entry of any immigrants irrespective of age or sex.

(5) Movement of troops or war materials from one interested country to another, or closer to the borders of Palestine or to the fighting fronts in Palestine are prohibited during the period of the truce.

(6) All fighting fronts and lines shall remain stabilized during the period of the truce, and there shall be no increase in the fighting strength deployed along the fronts and lines, nor in the war materials on hand. Routine replacement of personnel may be undertaken.

(7) War materials shall not be imported into the country or territory of any interested party.

(8) Relief to populations of both sides in municipal areas which have suffered severely from the conflict, as in Jerusalem and Jaffa, shall be administered by an International Red Cross Committee in such a manner as to ensure that reserves of stocks of essential supplies shall not be substantially greater or less at the end of the truce than they were at the beginning.

(9) All warlike acts, whether on land, sea or air, shall be prohibited during the truce.

"7. I recognize fully that both the effectiveness of the

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truce and its fairness depend in large measure on the manner in which it is supervised and applied. A detailed plan for its application is in preparation and will be put into operation when the truce begins. No doubt numerous questions will arise in connection with the details of supervising the truce. Consultations on such matters of detail may be undertaken when the truce is in effect.

"8. I am deeply appreciative of the spirit of cooperation manifested by both sides in the difficult negotiations over the truce. I trust that this same spirit will continue in order that the truce may be achieved and the larger work of mediation may proceed constructively in an atmosphere of peace in Palestine."

(Signed) Bernadotte.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMPORTANT

EN CLAIR

NO. 657 NEW YORK, June 8, 1948.

No. 657. Reference my No. 656.

Following is the text of a letter dated 7th June from Aubrey S. Eban, Representative of the Jewish Agency for Palestine, to the Secretary General, Begins:

"Sir,

I have the honour to convey, for the information of the Security Council, the text of an agreement arrived at between the Security Council mediater and the Foreign Minister of the Provisional Government of Israel at a meeting in Tel Aviv on June 3rd, with regard to the interpretation of the immigration clauses contained in the Security Council's resolution on May 29th. The agreement is based on a cable which I received from Mr. Shertok on June 5th and conveyed to you for your information. The text of the cablegram is as follows:

'The following arrangements for controls have now been ratified by the Provisional Government:

1. We notify the mediater in advance of the date and the port of embarkation of every immigrant transport.

2. Our representatives will cooperate with the mediator in searching ships; if practical, at ports of embarkation; otherwise, on arrival.

3. Immigrants found in possession of arms shall be disembarked and if they arrive, they will not be admitted.

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4. Arrivals during the first week of truce shall be regulated according to the mediator's capacity to handle transport.

5. Men of military age during the cease fire shall be kept in hostels and camps and work centers where they can be effectively supervised with a view to ensuring no recruiting and no training.

6. If the Cyprus ban is removed, Israel's immigration programme during the cease fire will concentrate mainly on the evacuation of Cyprus.

7. Regarding European transports, the Provisional Government will strive to maintain normal age composition.'

2. In a cable dispatched from Tel Aviv on June 6th, 1948, the Foreign Minister in the Provisional Government informs me that items 1, 2, 3, 4, 6 and 7 in the above agreement are conditions which the mediator himself proposed and which the Provisional Government of Israel accepted. Item 5 was a facility offered by the Provisional Government of Israel to the mediator in order toassist him to supervise the activities of men of military age entering Palestine during the cease fire period.

3. The Provisional Government of Israel, in accepting these conditions, has been animated by a desire to assist the mediator to the maximum possible degree within the terms of the May 29th resolution. It is quite clear to the Provisional Government that this agreement offers a satisfactory way of applying the terms of that resolution in accordance with its spirit and text. This agreement is based on the clear and explicit purpose of the resolution that the entry of men of military age shall not be banned or restricted, but that their mobilization and training when they arrive in Israel shall not take place during the period of the cease fire.

4. Further discussions have taken place in Haifa between

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the Security Council's mediator and the Provisional Government of Israel, and I shall seek the privilege of making a submission to the Security Council concerning them."

Ends.

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C279795

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMPORTANT SECRET

CYPHER - TX

NO. 656 NEW YORK, June 8, 1948.

No. 656. Secret. The Security Council met briefly on Monday, 7th June, to consider the Palestine question. El Khouri, the President, informed the Council that no new information had been received from the mediator since the telephone conversation on Friday, 4th June. El Khouri also informed the council that the mediator, having considered the statement made by the President on Thursday afternoon, in addition to the President's confirmation of the intent of the resolution (that no military advantage should accrue to either side as a result of the application of the truce for a period of four weeks) undertook to continue his efforts on the spot to seek an agreed interpretation of the resolution and to refer to the Security Council only if his interpretations were challenged.

2. The President then read the following telegram which he had just received from the mediator:

"The Secretary-General has been informed that the mediator anticipates that he may be able to report by Wednesday, 9th June, on the success or failure of his truce negotiations, and he suggests that truce discussions in the Security Council may be deferred until this report has been received."

3. In view of the suggestion outlined in the mediator's message, it was agreed there should be no discussion in the Council until a further communication had been received from the mediator.

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4. Paredi of France pointed out that all the mediator had to do was set a deadline for the truce and "obviously also to make efforts in order to bring the divergent interpretations closer together."

5. El Khouri agreed that the Council had considered that the truce had been accepted unconditionally and that it was up to the mediator to interpret its terms. He again emphasized that if the interpretation of the mediator was challenged, the matter would then be referred to the Council, and stated that "a truce agreement should be concluded on the basis of the resolution as interpreted by the mediator and confirmed by the Security Council if it is challenged."

6. Gromyko referred to the paragraph in the resolution of 29th May regarding the provision of military observers. He said that the resolution was not sufficiently clear on this point relating to the assignment of military observers and stated that, as far as his Government was concerned, "I deem it essential to state that the USSR is prepared to send observers to Palestine, together with some other Powers which are directly concerned, with a view to carrying out the functions provided for in the resolution of the Security Council of 29th May, 1948." He said that reports had been published in the press to the effect that this question of military observers was under discussion by the mediator and the Truce Commission and he asked for some clarification on this point.

7. In reply, Jessup, the United States delegate, confirmed that the mediator had communicated with his Government, and he believes also with the other Governments represented on the Truce Commission, in order to ascertain whether they would be in a position to furnish military observers in line with the Resolution of 29th May. Jessup stated that his Government had replied that in conformity with this paragraph and as a member of the Truce Commission, it will be prepared to supply

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a number of military observers.

8. Paredi stated that his Government had also been approached and that the question was now being studied.

9. Langenhove of Belgium stated "a similar demarche was made by the mediator, and under the same circumstances, to the Belgian Government. The Belgian Government has signified to the mediator its agreement in principle."

10. Gromyko insisted that this whole question should be discussed in the Council. He claimed that the resolution was unclear on the point of military observers and stated that the question was not one for interpretation by the mediator but one for the Council to decide as to which countries would send military observers to Palestine. He did not agree with the thesis that the Council had previously decided that only the three countries represented on the Truce Commission should send military observers. He repeated the offer of the Soviet Government to send military observers to Palestine.

11. El Khouri pointed out that the mediator and the Truce Commission seemed to have taken the initiative and had found the shortest way by requesting the member of the Truce Commission to provide these observers. He suggested that the members mediate upon this question which would be discussed at the next meeting.

12. Eban of the Jewish Agency made a short statement in explanation of a letter which he had sent to the Secretary-General, text of which is contained in my immediately following teletype. He stated that he would withhold any detailed comment in view of the mediator's appeal to avoid discussion.

13. The Council will again discuss the Palestine question on Thursday afternoon, 10th June.

CANADIAN PERMANENT DELEGATE

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C 279798

OFFICE OF THE HIGH COMMISSIONER
FOR THE UNITED KINGDOM,
Earnscliffe,
OTTAWA.

TOP SECRET and **PERSONAL**

7 June 1948

My dear Prime Minister,

→ **Palestine**

Mr. Attlee has repeated to me, for urgent communication to you, the text of the reply which he sent yesterday to Mr. Chifley's message to him of the 4th June. I enclose a copy of Mr. Attlee's telegram.

I have not received the text of Mr. Chifley's message, but I understand that this was sent to you direct by Mr. Chifley.

Yours sincerely,

Alex Cadogan

The Right Hon. W.L. Mackenzie King, O.M., M.P.

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C 279799

OFFICE OF THE HIGH COMMISSIONER
FOR THE UNITED KINGDOM,
Earnscliffe,
OTTAWA.

TOP SECRET and **PERSONAL**

Personal Message from Mr. Attlee to Mr. Chifley

dated 6th June, 1948

I much appreciate the action of the Australian Government in refraining hitherto from recognising the Jewish state and I realise the difficulties which you may have in continuing this policy. I feel bound to call your particular attention to the present situation as we see it. The Mediator has been appointed with the function of bringing about a cease-fire and then seeking a peaceful adjustment of the situation in Palestine. He is not committed to any particular solution and indeed the Assembly resolution which appointed him expressly relieved the United Nations Commission of its responsibilities under the resolution of November 29th to carry out a partition and set up the Jewish and Arab states. We do not regard the appointment of the Mediator or the cease-fire resolution as in any way committing the United Nations to recognition of the claims of either party. In our view the Mediator starts with a clean slate and open mind and is free to make such recommendations as he thinks best to the Security Council.

2. The Jews have already stated that they can only enter into discussions provided that the idea of the Jewish state is not in question; the Arabs have stated

/that

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OFFICE OF THE HIGH COMMISSIONER
FOR THE UNITED KINGDOM,
Earnscliffe,
OTTAWA.

that they can only enter into discussions if the political unity of Palestine is accepted as a basis. It is the task of the Mediator to take these inconsistent and contradictory claims into account in his future action. It would in our view prejudice his decisions and make his task harder if any other Power now associated themselves with one or other of these extreme claims. The Mediator's work will be difficult enough in any case; we feel the least we can do is not to make it harder.

3. Another reason for caution is the uncertainty about the areas claimed and controlled by both parties in Palestine. The Jews are in control of Jaffa, Acre and Western Galilee which are outside the areas recommended for the Jewish state by the Assembly resolution of November 29th. The Arabs control part of the Negeb which was recommended for the Jewish state. Recognition is these circumstances, even if accompanied by an explicit reservation on the question of frontiers, could hardly fail to be misconstrued.

4. In our view our objective should be to secure peace in Jerusalem and set up some kind of international regime there. This is the most practicable contribution to the Palestine problem which can be made immediately. We shall take every opportunity of putting this point of view before the Mediator.

5. In these circumstances we for our part feel bound to adhere to our policy of not recognising the Jewish

/state

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Office of the High Commissioner
for the United Kingdom,
Earnscliffe,
Ottawa.

state or any Arab state which may be set up in Palestine during the period of the cease-fire and we earnestly hope that other Commonwealth Governments will follow the same course.

6. I am repeating this message to the Prime Ministers of Canada and New Zealand.

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C279802

TELEGRAM

From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

IMPORTANT

CYPHER

UNNUMBERED.

LONDON, June 6th, 1948.

Palestine

Unnumbered. My telegram Circular H. 216, paragraph 7.

Please read "we have proposed" instead of "we have prepared".

SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

WARNING

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C 279803

FROM: THE MINISTER FOR EXTERNAL AFFAIRS, CANBERRA, AUSTRALIA

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

TOP SECRET & PERSONAL

IMMEDIATE

CYPHER

NO. 8 CANBERRA, June 5, 1948.

Addressed to Prime Minister of Canada No. 8, repeated to Prime Minister of New Zealand No. 12. Top Secret and Personal. Following for Prime Ministers alone, Begins:

Following message has been sent by Prime Minister to Mr. Attlee.

Palestine.

1. The Minister for External Affairs and I have discussed the matter with Cabinet. The general view prevailing favours de facto recognition of the Provisional Government for Israel providing that at the same time we made it clear that we would be prepared also to recognize an appropriate Arab Government substantially covering that portion of Palestine assigned to them by the United Nations Assembly decision which has not been rescinded or revoked.

2. At the same time we desire to act in a way which will not prove embarrassing to the United Kingdom Government, especially having in view strategic interests.

3. It is only right to point out that in the matter of Palestinian Government the United Kingdom Government pronounced itself strictly neutral at the United Nations Assembly. Canada, Australia, New Zealand and South Africa were at liberty to support and did support, in accordance with majority report of UNSCOP, the threefold solution which seemed fair and just in the circumstances, viz., political partition, economic unity and trusteeship for Jerusalem.

WARNING

This message must be paraphrased if it is to be communicated to persons outside of the Canadian Government service

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4. In the circumstance now existing we suggest that the United Kingdom, Australia, and if possible New Zealand and Canada, should make a public declaration in relation to de facto recognition of the Provisional Government of Israel. Such declaration would properly indicate willingness to agree in principle to the recognition of the Provisional Government of Israel, and at the same time willingness to recognize de facto the Arab authorities in actual control of Arab sections of Palestine.

5. In our view the general approach clearly stated in Mr. Fraser's telegram of 21st May, 1948, seems to cover the general principle. It is not a case of one Government supplanting another within the territory of a recognized State, but a case of a complete withdrawal of the exclusive de jure and de facto Government (i.e. the United Kingdom Government) from the territory. Such withdrawal creates a jurisdictional and Governmental gap, which gap should be filled at once though only provisionally and without prejudice to final decision.

6. Moreover, it seems very unwise to allow the position to drift on merely because one or both sides to the Palestinian dispute will be displeased. The fact is that continued delay of recognition will lessen or cut off many facilities in relation to trade and communication.

7. We hope, therefore, that you can agree to a declaration along the lines suggested in 4 above.

8. We are sending a copy of this message to the Prime Minister of Canada and the Prime Minister of New Zealand. Ends.

MINISTER FOR EXTERNAL AFFAIRS

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C 279807

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK
TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMPORTANT

CYPHER - TK

CONFIDENTIAL

No. 651

NEW YORK, June 5th, 1948.

No. 651. Reference my immediately preceding teletype No. 650 containing the text of a cablegram from Bernadotte dated 4th June regarding interpretation of Council's resolution of 29th May.

The Council was summoned to meet on Saturday, 5th June, as it was thought by the President of the Council and the Secretary General, from the text of the cablegram, that Bernadotte's interpretation of "fighting personnel" and "men of military age" had been challenged by the parties. Through telephone conversation with Bernadotte, it was established however that, in fact, the mediator's interpretation had not been challenged, but that he wanted to be sure that either the Council would undertake to make an interpretation, or that should he himself undertake to make such an interpretation the Council would back him up.

2. Bernadotte was able to say that his interpretation had not, in fact, been challenged and that he still hoped that a satisfactory interpretation would be established with both sides. It was decided by the President of the Council in consultation with the Secretary General not to have the Council intervene at this stage, and the meeting of the Council called for Saturday was therefore cancelled. At the same time Bernadotte was given to understand by the President that the Council would back up his interpretation of these contraversial phrases if he were challenged. Bernadotte apparently also queried the Council's understanding of the military aspects of the truce. He was told by the President that the Council's understanding was that

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neither side should be in a position to derive military advantage from the temporary cessation of hostilities.

3. In the light of the above the Council will meet as agreed previously on Monday, 2:30 p.m., 7th June.

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C 279807

FROM: THE CANADIAN DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMPORTANT

TELETYPE NEW YORK, June 5th, 1948.

EN CLAIR

NO. 650

No. 650.

Re Palestine.

Following is the text of a cablegram received 4th June from the United Nations mediator, comment follows, Begins:

"President of Security Council: Question Jewish emigration into Palestine duration truce alone obstructing agreement two parties on effective date truce. Difficulty arises concerning precise interpretation to be given to phrases 'fighting personnel' and 'men of military age' in first two action clauses Security Council resolution 29 May basic question is: Does resolution envisage that men of military age may be brought in Jewish area Palestine during period truce provided they are not mobilized or submitted to training? Is resolution permissive this regard or does resolution seek exclusion all men military age? That is, what is precise intent of phrase 'should men of military age be introduced'? Have most urgent need of official interpretation these clauses by Saturday 5 June. I may assure you and Security Council that I am exerting every possible effort achieve agreement two parties on date and hour of truce and hope succeed." Ends.

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TELEGRAM

C279808

From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER

CONFIDENTIAL

CIRCULAR H. 216

LONDON, June 4th, 1948.

Circular H. 216. Confidential. My telegram of 27th May Circular H. 205.

Palestine.

In view of acceptance by both Jews and Arabs of Security Council's truce resolution, we have suspended all supplies of war material to Arab States.

2. In meanwhile, difficulties are arising over interpretation of paragraphs 3 and 4 of resolution (which, as will be known, represent a French amendment to paragraph 3 of original United Kingdom draft and are somewhat imprecise). Jewish acceptance included "assumption" that these paragraphs would not preclude admission of immigrants regardless of age during the four-week period, while Arab acceptance included an implied refusal to admit any such interpretation on grounds that Jews would thereby be enabled substantially to increase their fighting manpower during truce.

3. Our own interpretation is that "fighting personnel" means personnel capable of, and likely to be used for, fighting. Paragraph 4 of resolution would then mean that if men of military age (who might, therefore, easily fall under prohibition in paragraph 3) should enter any of the territories, they would not be given military training so as not to be brought into category of "fighting personnel". We base our interpretation on following considerations:

(a) Had intention of resolution been to refer to members of armed forces only, this would have been stated. "Fighting

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C279809

TELEGRAM

From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

personnel" is a general expression and covers something more than members of armed forces.

(b) Phrase "should men of military age be introduced" in paragraph 4 shows that this paragraph is consequential on previous one and provides for case where, by error or otherwise, fighting personnel are introduced.

4. In pursuance of our interpretation we are retaining all Jews at present in camps at Cyprus who are between ages of eighteen and forty-five, and suffer from no physical disability. We know that these persons have undergone some military training in Cyprus.

5. We have been in consultation with United States and French Governments on subject of interpretation, who have stated their positions as follows:

(1) United States Government do not wish to interpret terms of resolution unilaterally and, when asked various questions on it by Jewish Agency, referred latter to President of Security Council. They are, however, informing Arab Governments that in their view essence of resolution is to secure cessation of hostilities during a four-week period, during which neither side will be able to build up its military potential. In consequence, they consider that common sense meaning of paragraphs 3 and 4 of resolution is that:

(a) No man of military age should enter countries concerned during period;

(b) If, however, there were legitimate need to permit entry of men of military age for exclusively civilian

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From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

pursuits, e.g., doctors, there should be adequate safeguards to see that they did not undertake military service;

(2) French Government, while unwilling to commit themselves over interpretation, or to take any action with Arab Governments, instructed their delegate at United Nations to support anything on which we and the United States agreed.

6. Our general feeling is that questions of interpretation should be settled by mediator on his own authority, unless after consideration of any particular point he wished to refer back to Security Council for guidance. But those questions relating to paragraphs 3 and 4 of resolution are clearly crucial for both sides, and if left to mediator might prove too great a responsibility for him.

7. In these circumstances we have ~~prepared~~ proposed following formula for consideration by Security Council as guidance for mediator if required:

(1) Essence of resolution is to secure a cessation of hostilities during which neither side will be able to build up its military potential.

(2) Owing to difficulty of ensuring that paragraph 4 of resolution is effectively observed, no man of military age will be admitted into countries concerned (apart from those who may be already at sea on last stage of their journey to Palestine) until mediator has reported to Security Council that he has made adequate arrangements to ensure that no man of military age who might thereafter be admitted would not be given military training.

(3) Security Council would then consider mediator's report

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C 279811

TELEGRAM

From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

before authorizing admission of men of military age.

8. So far Security Council seem inclined to leave interpretation to mediator, to whom we are, therefore, making known our views. However, should matter come up to Council in view of mediator's instructions to report weekly, we shall put forward proposal as outlined in paragraph 7 above, which we understand will have support of French and United States delegations.

SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

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C 279812

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK CITY
TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

SECRET

CYPHER - TK

NO. 647

NEW YORK CITY, June 4, 1948.

No. 647. Re Palestine.

1. Ross of the United States delegation raised the question of the implementation of paragraphs 3 and 5 of the Security Council resolution on Palestine adopted 29th May with me in private conversation.

2. Paragraph 3 deals with the ban on the introduction of fighting personnel into Palestine and the Arab States, and paragraph 5 deals with the import and export of war material during the cease-fire.

3. Ross said that the United States Government is giving consideration to what might best be done to secure effective implementation when the cease-fire goes into effect, particularly having reference to the Soviet Union and Eastern European States as a source of war material. In this connection, the United States authorities have not yet decided whether the call upon Governments in the resolution of 29th May can be considered as mandatory under Article 25 of the Charter or whether its is a recommendation only. If it is regarded as a recommendation only, it might be desirable to raise the question in the Council of asking the Secretary-General to invite all Governments to report to the Council on steps taken to accede to the recommendation of the Council.

4. As regards the position of the United States Government, particularly in regard to the ban on arms, Ross

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said that the United States authorities were fully aware of the dangers which may follow should the United States, through failure of the present efforts of securing a truce, be obliged to raise its own ban on arms, as this would offer an opportunity to the Soviet Union and other Eastern European States to intervene one way or another in the conflict in Palestine. The United States authorities, he said, were therefore anxious to coooperate in every way to help make the present efforts at securing a truce through the Mediator a success. In this connection, United States officers have already been ear-marked for duty in Palestine as military observers in fulfillment of the seventh paragraph of the resolution of 29th May. I understand that it has been agreed that the Mediator would have the assistance of military observers, placed at his disposal by the countries represented on the Truce Commission, namely the United States, France and Belgium.

5. I understand also, that Belgium and France have been consulted on this question and have also indicated their willingness to place officers at the disposal of the Mediator.

6. As regards the ban on fighting personnel, this very controversial question was raised again at the Council meeting Thursday, 3rd June, both by the representatives of the Arab Higher Committee and the Jewish Agency but, by general consent of the members of the Council, was not discussed and, at the suggestion of Cadogan at the previous meeting, the interpretation of this clause is to be left to the Mediator. Ross did make the comment, however, that he hoped the United Kingdom would not be too rigid in its interpretation regarding the exclusion of Jews of military age from Palestine, particularly those in Cyprus, as this would, undoubtedly, have a strongly unfavourable reaction in the United States and interfere with the rapprochement between the United Kingdom and the United States on the

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Palestine question, for which a foundation has been laid in the adoption of the resolution of 29th May.

7. In the afternoon of Thursday, June 3rd, the President called a brief meeting on Palestine to consider the question of control over the implementation of the Council resolution of May 29th and the provision of military observers.

8. As the representatives of the Arab Higher Committee and the Jewish Agency both took advantage of this meeting to reiterate, in somewhat provocative terms, their respective intransigent positions over partition and the Jewish States, El Khouri, without objection from members of the Council, suggested that the question of the interpretation of the resolution of 29th May should be left to the discretion of the Mediator.

9. It was also agreed that no further meeting would be called on Palestine until the Mediator had made his first report to the Council on the implementation of the resolution of 29th May, particularly in regard to the date of the cease-fire. The next meeting has been set for the afternoon of Monday, 7th June.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK CITY
TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

SECRET

CYPHER - TK

No. 643 NEW YORK CITY, June 3, 1948.

No. 643. Re Palestine.

1. The Security Council met Wednesday, June 2nd, with Faris El Khouri as President. After he read the replies from the Arabs and Jews concerning the resolution adopted by the Council on May 29th (see our teletypes No. 639 and No. 640 of June 2nd), El Khouri invited the representatives of both parties to make their statements.

2. Eban of the Jewish Agency complained that the Arabs had not ceased fire and that the Jews had suffered military disadvantages by ordering acease-fire three times within one week. He urged the council to fix an immediate deadline for the operation of the cease-fire. Eban stated that, in conveying the Jewish acceptance of the truce resolution, "we enter it on the assumption that the political and territorial integrity of the State of Israel is an immutable fact on the same level as the political and territorial integrity of Egypt, of Lebanon, of Syria, and of Transjordan."

3. In reply Husseini of the Arab Higher Committee stated: "I think it is my duty to say that the Arabs of Palestine cannot enter any political discussion on the basis of any Jewish State in Palestine."

4. The Jews had accepted the truce deadline as the time set for the cease-fire order to become effective, but the Arab States interpreted the deadline as being the time set for advising of the acceptance or rejection of the truce, on the assumption that subsequently the Council would set a time for the truce to become effective.

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5. El Khouri took the initiative in limiting the general discussion with the following remarks: "As far as I understand the documents which have already been read about the acceptance of the resolution of the Security Council by the parties, that acceptance is unconditional. The comments which have been made by both sides are not to be considered as conditions demanded. They are, as I understand them, simply insisting on the performance of certain safeguards for the strict control of the implementation of the resolution. For this reason I consider that the resolution of the Security Council has been accepted by all parties without condition." He then requested the views of the members on the suggestions of the United Nations mediator contained in a telegram from the mediator which reads as follows:

"In event Security Council resolution 29th May be accepted by both parties, assumption is that a date would have to be set for truce coming into effect. I talked to Tel Aviv and Amman and my preliminary study problem of controls convinced me that a limited time must be allowed between the date acceptance of resolution and the date its application. From standpoint application of controls this might be some days.

"For practical reasons hope Security Council, in event acceptance by both parties, would not set effective date so early that the control would not be operative, thus inducing immediate charges of violation both sides. My suggestions for procedure is that the mediator be authorized fix effective date in consultation with two parties and Truce Commission. I assume the four week period computed from this effective date."

El Khouri suggested that the mediator's suggestions should be agreed to and that the President should communicate such agreement to him.

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6. The representatives of the Argentine, the United Kingdom, France, the United States, and Colombia all agreed to the President's proposal. Austin, Parodi and Lopez all urged that the cease fire deadline should be set with the least possible delay, Austin suggesting that it should be no longer than three days. I supported the President's suggestion with the following statement:

"On behalf of the Canadian delegation, I should like to express our satisfaction with the favourable and unconditional response from the parties concerned which has been received by the Security Council to the Resolution adopted on 29th May, 1948.

"The implementation of the resolution now rests upon the good will of the parties engaged in this conflict and upon the initiative of the mediator, who has been appointed by the United Nations and should be given all the support, encouragement and confidence which he has a right to expect from this organization, and from the Security Council in particular.

"For these reasons, I suggest that the proposal made by the President to accede to the suggestions of the mediator should be accepted. However, I should like to associate myself with the view just expressed by Mr. Austin that the delay before the cease-fire comes into effect should be as short as possible."

7. The President stated that he considered the Security Council agreed to the proposals submitted by the mediator, and in addition that he would inform him that the time limit should be as short as possible and should not afford any unnecessary delay.

8. The representatives of the USSR and the Ukraine both stated that they abstained from approving the suggestions made by the mediator.

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9. The Council will again discuss the Palestine question on the afternoon of Thursday, 3rd June, when it will consider control and supervision of the proposed truce. Ends.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK CITY
TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

CYPHER - TK

NO. 636 NEW YORK CITY, June 2, 1948.

No. 636. Following from Ignatieff, Begins:

Palestine.

1. At meetings of the Security Council held on 28th and 29th May references were made to the position taken by the Canadian delegation, by the representatives of Colombia, the USSR, Belgium and the Jewish Agency. These are given below.

2. At the 308th meeting, Lopez of Colombia referred to the statement which I had made at the 307th meeting in which I stated that the Canadian delegation was not prepared to support proposals whereby the Security Council would leave the methods of pacific settlement under Chapter VI and embark upon measures under Chapter VII until the Security Council had been informed as a result of consultation among the permanent members what consecutive steps in the way of diplomatic, economic or military pressure or coercion might follow should the order of the Council to cease military action in Palestine fail to be obeyed. Lopez said that he was wholeheartedly in agreement with the above. He stated "If we do not take into account the suggestion made by the representative of Canada we may easily move forward into Chapter VII without knowing whether the permanent members of the Security Council are prepared to take the necessary joint action which is provided for in the Charter."

3. At the 309th meeting, Gromyko of the USSR, speaking about Jerusalem, said that several eloquent speeches had been made in the General Assembly concerning the religious, cultural

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and intellectual monuments in the Holy City. He indicated that as soon as questions arose as to the adoption of any concrete decision to ensure an end to the struggle, at least in Jerusalem, the attitude of many of these representatives seemed to change. He said perhaps the Christians, the Jews and the Moslems..... perhaps the Protestants and the Anglicans in the United States and the United Kingdom and the Catholics in Canada have now taken another attitude towards these shrines than they did during the special session of the General Assembly because they are again shrinking from any measures which would save those shrines from destruction." Gromyko was speaking in support of his resolution whereby the Security Council would order a cease-fire with the threat of immediate action under Chapter VII of the Charter. He further stated:

"The delegation of the USSR is disconcerted at the determined and stubborn opposition of such delegations as Canada and Belgium, to say nothing of the United Kingdom and Syria, in their determination to refuse their support to any partially effective proposal which has been submitted to the Security Council.

"I submit that on the shoulders of these States -- as on the shoulders of the United Kingdom, which is the organizer of the obstruction to Security Council efforts in this respect -- will fall the responsibility for the further development of the Palestine situation and for the eventual complication of this situation. I submit that it is difficult for the Governments of these States to justify such a policy before the public opinion of the world or, it seems to us, even before the public opinion of their own countries."

4. Speaking at the 309th meeting, Langenhove of Belgium referred favourably to the position taken by the Canadian representative stating that we were entitled " to ask the champions of this (the U.S.S.R.) proposal where they wish

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to lead us and where they wish to lead the United Nations. What enforcement measures do they actually contemplate? If action of a non-military character does not suffice, are they prepared to follow the provisions of Article 106?"

5. Speaking at the 310th meeting before the vote on the Soviet resolution, Eban of the Jewish Agency made reference to Canada as follows: " The Government of Israel hopes that Canada, which took the leading responsibility for the creation of the State of Israel, will not support any measure .... that is all ... will not support any measure which weakens the integrity of the State, or puts any unchivalrous handicaps upon it in the defence of its existence, a defence of which I think the gallantry and courage at least is recognized by everyone, whatever his views." In addition, Eban, speaking on the amendment to the United Kingdom resolution which I proposed concerning the functions of the United Nations mediator, said that he thought the Security Council "would be wise to follow the representative of Canada in defining the functions of the mediator in the exact terms in which they are defined by the resolution of the General Assembly." Ends.

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PAPIER DE COULEUR

C 279822

TELEGRAM

COMMONWEALTH RELATIONS

From THE SECRETARY OF STATE FOR ~~DOMINION AFFAIRS~~

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

IMPORTANT

EN CLAIR

June 2nd, 1948.

LONDON,

CIRCULAR H. 214

Circular H. 214.

→ **Palestine.**

Following statement was made by Foreign Secretary in Commons today, 2nd June, Begins:

I desire to thank the House for not pressing me to make a statement on Palestine earlier and I am not in a position today to say very much. The House will be aware that His Majesty's Government have been concentrating all their efforts on an endeavour to bring about a cease-fire and to create conditions in which the two parties would be brought together, with a view to achieving a final solution of this problem. To that end we have submitted a series of resolutions to the Security Council and the final one as amended was agreed on Saturday and has been put before the two parties. Their replies will not be considered by the Security Council.

I am glad that reports indicate that both parties have accepted the four weeks cease-fire and have agreed that discussions should proceed with the Mediator. There are indications that there are qualifications in the acceptance but I am not yet in possession of the full qualifications of both sides. No doubt these will come before the Security Council today. In any case, I am sure I voice the feeling

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PAPIER DE COULEUR

C 279823

TELEGRAM

COMMONWEALTH RELATIONS

From THE SECRETARY OF STATE FOR [redacted]

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

of the House when I say that we hope there are no detailed conditions which will prevent the cease-fire operating and discussions proceeding.

We have kept in the closest possible touch with the other Commonwealth Governments on all these matters. We are convinced that it would be premature to express any further views or opinions about form which eventual settlement may take. It is the task of the Mediator to make contact with both sides in order to seek a peaceful adjustment of whole situation. We shall give him our utmost assistance in this task. The House will join me in wishing him every success in his most arduous and difficult role but we are convinced that there is among both Arabs and Jews a large majority of moderate and peaceful men and women who would welcome nothing more than the prospect of a lasting and just peace. We are of the opinion that if this can be brought about, and the two peoples can live together in harmony, this will play a great part in the economic development and progress which is so much needed throughout whole Middle East. Ends.

SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK
TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMMEDIATE
EN CLAIR
NO. 640

NEW YORK CITY, June 2, 1948.

No. 640. Re Palestine.

Following is the text of the reply of the Jews concerning the Resolution adopted by the Security Council on 29th May, contained in a letter from the Acting Representative of the Provisional Government of Israel, Aubrey Eban, Begins:

"Sir:

On Saturday, May 29th, I transmitted to the Provisional Government of Israel the text of the Resolution adopted by the Security Council with reference to a cease-fire in Palestine for a period of four weeks. I now have the honor to convey the following reply from Mr. M. Shertok, Foreign Minister in the Provisional Government of Israel:

'The Provisional Government of Israel has given full consideration to the Resolution of the Security Council adopted on May 29th, 1948, calling upon all Governments and authorities to order the cessation of all acts of armed force for a period of four weeks.

' The Provisional Government of Israel has decided to respond to this call and to instruct the High Command of the Defence Army of Israel to issue a cease-fire order to Israeli forces on all fronts to be observed as from Wednesday, June 2nd, 3:00 a.m. Israeli time (corresponding to 7:00 p.m. New York Daylight Time) if the other side acts likewise. The Provisional Government of Israel will also comply with all the injunctions and obligations imposed by the Resolution, provided that a similar undertaking is entered into by the other Governments and authorities concerned.

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C 279825

'The readiness of the Provisional Government of Israel to cooperate in the execution of the cease-fire as laid down in the Security Council's Resolution is based on the following assumptions which, in the opinion of the Provisional Government, are clearly implied in the terms of the Resolution:

'1. That the ban on the import of arms into the territory of the Arab States enumerated in the Resolution should apply also to the deliveries of arms from stocks owned or controlled by foreign Powers within those territories.

'2. That during the cease-fire, the armed forces of neither side will seek to advance beyond the areas controlled by them at the announcement of the cease-fire and that each side will be entitled to maintain the positions in its military occupation at that time.

'3. That freedom of access to Jerusalem will be ensured for the supply of food and other essentials, as well as for normal civilian entry and exit.

'4. That any attempt by the parties concerned to stop or impede the normal transport of goods assigned to Israel and other States concerned will be regarded as an act of armed force.

'5. That while the Provisional Government of Israel is ready to comply with the injuntion that persons of military age admitted during the cease-fire period should not be mobilized or submitted to military training, its freedom to admit immigrants, regardless of age, will not be impaired.'

2. Although all these consequences seem to flow naturally from the text and spirit of the cease-fire Resolution which the Provisional Government of Israel accepts without reservation, it seems important for the avoidance of misunderstanding that they should be placed on the record at this stage.

3. In addition to this letter, I have been instructed to seek an early occasion, at the discretion of the Security Council, for explaining the view of the Provisional Government of Israel in an oral submission.

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May I request that the contents of this letter be made available to members of the Security Council.

I have the honor to be,

Sir,

Your obedient servant,

(Signed) Aubrey S. Eban.

Acting Representative

Provisional Government of Israel."

Ends.

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C 279827

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK CITY
TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMMEDIATE

EN CLAIR

NO. 639 NEW YORK CITY, June 2nd, 1948.

No. 639. Re Palestine.

Following is the text of the reply from the Arab League to the Resolution adopted by the Security Council on May 29th as contained in a telegram from the Minister of Foreign Affairs of Egypt, Begins:

"I have the honour to acknowledge receipt of Your Excellency's telegram of May 29th 1948 in which you kindly give me the text of the Resolution adopted on that day by the Security Council with a view to ceasing hostilities in Palestine for a period of four weeks. The Governments of the States members of the Arab League, to which you communicated the said Resolution, have considered it and have taken the following decision which they have instructed me to transmit to you. I hereby transmit the following communication to you from the Arab League. The Governments of the Arab States stated in their replies to the first invitation to the same effect that the Security Council addressed to them on May 22nd last that they greatly wished peace to be re-established in Palestine and both the Arab and Jewish people of that country to live side by side in perfect harmony and mutual understanding. The Arab States also gave the reasons why they would not accept that invitation and drew attention to the guarantees without which the suspension of the hostilities taking place in Palestine would only constitute a temporary respite giving rise to disorder on a greater scale and more serious acts of

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terrorism. It is pleasant to note that the Security Council has taken these considerations into account. The suspension of hostilities is merely a means of finding the just solution of the Palestine problem which would be so welcome.

The Arab States also note with satisfaction that the Security Council's Resolution instructs the United Nations mediator to make contact with all parties as soon as the cease fire is in force with a view to carrying out his functions as determined by the General Assembly in its Resolution of May 14th last. One of the most important of these functions is that of reaching a peaceful and just solution of the problem. The Governments of the Arab States are confident that the United Nations mediator and the members of the Truce Commission appointed by the Security Council on April 23rd 1948 will realise that any solution which does not ensure political unity for Palestine nor respect the will of the majority of the population of that country will not have the least chance of success. There is not the least doubt that it will have exactly the opposite effect from that for which the suspension of hostilities was resolved: It will open the gates of Palestine, at the present time controlled by the Zionists, to receive hordes of Jewish immigrants of military age who are waiting at the ports of Europe and America for the first chance to go to Palestine in large numbers. Most of these immigrants have received a thorough combatant training, and their entry into Palestine will have the effect of reinforcing the bands of Zionist terrorists, which constitutes a serious threat to the Arabs of Palestine and to the security of the Middle Eastern Arab countries. It is inconceivable that the Security Council could have intended to place the Zionists in a position to profit by the period of cessation of hostilities in order to receive a reinforcement of men, who, although they come to

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Palestine as immigrants, are in reality nothing but trained fighters and thus come within the definition of the second paragraph of the Security Council Resolution prohibiting the introduction of combatant personnel into Palestine during the period of the Armistice. Finally, the Governments of the Arab States consider it necessary that a body should be set up under all the necessary safeguards, charged with the most careful supervision of the provisions and conditions of the Security Council Resolution on the cessation of hostilities and capable of performing this delicate function. The Governments of the Arab States consider that in this regard the Security Council Resolution does not give them full assurance that the other party will respect the provisions and conditions of the Armistice. Therefore, as members of a regional organization responsible for maintaining security in their zone, they are bound to collaborate whole-heartedly with the United Nations mediator and the members of the Truce Commission for Palestine in order to supervise the carrying out of the aforesaid provisions and conditions. In the light of the above explanations the Arab States which are anxious to see peace re-established in Palestine and the way prepared for a just and fair solution of the Palestine problem, accept the Security Council's invitation to cease fire for a period of four weeks from the date to be determined for this purpose. In accepting this invitation, in spite of the obstacles with which all the attempts hitherto made to solve the Palestine problem justly and fairly have been confronted owing to the systematically obstructive attitude taken up by the Zionists, the Arab States are proving their sincere wish to collaborate with the United Nations in achieving such a solution at a moment when their armies which have entered Palestine have the situation in hand. I have the honour to be, etc.

Signed: Ahmed Mohammed Khashaba Pasha,
Minister of Foreign Affairs of Egypt."

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK CITY
TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

TELETYPE
EW CLAIR
NO. 634

NEW YORK CITY, June 1st, 1948.

No. 634. Following for Riddell from Ignatieff, Begins:

A survey has been made of the coverage given to United Nations developments last week by the United States press to determine the reaction to Canada's stand on Palestine. In general Canada's views were given very little attention beyond a brief indication that the Canadian delegation did not support proposals for action under Chapter VII of the Charter.

A resume of coverage follows:

New York Times, May 24th. Report that "United Nations awaits stand of Arabs on truce" said if no cease-fire order is given, the United States will press again for invocation of Chapter VII and there are reports that Canada and Belgium might support the United States this time. Other reports said it was unlikely that Canada and Belgium would shift their positions.

New York Times, May 29th. Under heading: France for sanctions threat to halt Jerusalem fighting. "The United States strongly supported the Soviet Union's resolution this morning. France and Colombia voiced reservations, but indicated they would vote for it. China and Canada, on the other hand supported the British resolution."

New York Herald Tribune, May 29th. In reports on the United Nations Security Council voting on the Russian motion for tough United Nations action to end the Palestine war,

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noted that Canada opposed the Russian motion and supported the British proposal for a four-week cease-fire to allow the flow of arms and men to be stopped.

New York Daily Mirror, May 29th. "Canada and China came out for the British proposal, which includes a four-week cease-fire during which the flow of arms and men to the Holy Land would be stopped. Syria and Belgium also seemed to lean that way.

New York Post, May 30th. "The Russian plan, a re-worded version of the once-defeated United States proposal for force to end the war, went into the crucial session with the support of the United States, Ukraine, France and Colombia. Argentina was a possible sixth vote, and the Americans hoped for a switch in policy by either Belgium or Canada to give them the needed seven."

P.M., May 30th. "The United Kingdom proposal, bitterly attacked as pro-Arab by the Israeli representative, won support "in principle" from the delegations of Canada and China. Canada was prepared to insist, however, that the embargo on arms to Palestine, be widened to include the whole Middle East, and that the British request for a ban on all immigrants of military age into Palestine be dropped."

New York Herald Tribune, May 30th. Peter Kihss' column headed "United Nations adopts British plan for Palestine: asks 4-week truce deadline Tuesday", noted proposal had American, French and Canadian amendments before it finished.

Newsweek Magazine, May 31st. "Palestine: the test and the weakness" headed an article pointing out that American policy and behaviour on Palestine has shown up the weakness of the United Nations; it cannot operate except under the leadership of a Big Four and the United States has not assumed that leadership. It was said the Canadian delegation and

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others would have supported the United States bid for sanctions if it had been known what this implied but the United States delegation could not amplify.

In the "Periscope" section of the same issue, the following statement was included under "Foreign Notes": "The Canadian United Nations delegates at Lake Success are trying to mediate United States-British differences on the Palestine issue. They've made little progress." Ends.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK CITY
TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMMEDIATE

CIPHER - TK

No. 635

SECRET

NEW YORK CITY, June 1st, 1948.

No. 635. Secret. Reference Palestine.

1. Beeley of the United Kingdom delegation came to see me this afternoon to speak about the latest developments regarding the truce resolution adopted by the Security Council Saturday, May 29th.

2. He said that information received from London indicated that the Arab States would probably accept the terms of the truce but difficulties had arisen over the interpretation of the third paragraph of the resolution introduced as an amendment by Faredi last Saturday, in particular the meaning of the words "will not introduce fighting personnel."

3. It will be recalled that the text originally agreed to in London between the United Kingdom and the United States was as follows: "Calls upon all Governments and authorities concerned to undertake that they will not introduce fighting personnel, all men of military age, into Palestine, Egypt, Iraq, etc., during the cease fire."

4. The United Kingdom Government has been in touch with the French Government about the interpretation of the term "fighting personnel" and agreed that their understanding of this term would be the exclusion of men capable of mobilization for fighting service and not merely members of the armed services. Beeley told me that the United Kingdom is now trying to get Washington to agree to this interpretation and have the Arabs agree to the terms of the truce on this basis.

5. If the agreement of Washington is not forthcoming in time, (Beeley indicated that this was probable) it was

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understood that if representative of the Arabs raised the question of the interpretation of "fighting personnel" in the Council that the United Kingdom would give their interpretation of the term but would suggest leaving the definitive interpretation to the mediator on the basis of a workable compromise.

6. Beeley indicated that in effect this clause would principally affect the Jews located in the internment camps in Cyprus, as a substantial number of these Jews had been given elementary military training in the camps and the United Kingdom Government may have to undertake to prevent the departure of such persons from Cyprus during the period of the cease fire.

7. Beeley also raised the question of the provision of military observers to aid the mediator, to which reference is made in paragraph seven of the resolution adopted last Saturday by the Council. He expected that the United Kingdom delegation would be instructed to propose a resolution in the Council on Wednesday inviting the mediator to state his requirements in this regard and enabling the Secretary-General to make appropriate provision.

8. Beeley thought that Bernadotte would choose principally Scandinavian personnel and that requirements might amount to thirty to forty officers. An appropriate number of other ranks would also have to be provided and the United Kingdom Government might be willing to meet the requirements in this regard from its own forces in Palestine if acceptable to both sides. The functions of these observers would be principally to check on "fighting personnel" and arms at ports and on the main highways.

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9. As regards the Jews' position, I was informed at 3:30 this afternoon by the United Nations Secretariat that they had received a communication from Tel Aviv that the Provisional Government of Israel had "decided to respond" to the Security Council's truce appeal "if the other side does likewise." The reply, however, contains certain interpretations of five points in the Security Council resolution.

10. In view of the question of interpretation raised on the Arab side to which Beeley referred as well as on the Jewish side, it seems probable that, if the Arabs also respond to the Council resolution of May 29th, the Council may be faced on Wednesday with a discussion on the interpretation of the resolution. In view of probable conflict in interpretation between the two sides, it will presumably have to be left to the mediator to settle these differences in negotiations on the spot.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMPORTANT

CYPHER - TK

NO. 633

NEW YORK, May 31, 1948.

No. 633.

Reference Palestine.

1. The Security Council adopted at 8:00 p.m., Saturday, May 29th, a cease-fire resolution based on the United Kingdom proposal and altered by changes proposed by the United Kingdom, United States, France and Canada. The text of the resolution, as amended, was transmitted to you Saturday evening.

2. You will also have had the summary of the proceedings of the Council leading up to the vote, as transmitted by the Press and Publications Bureau of the United Nations and the verbatim record for Saturday morning. The verbatim for Saturday afternoon is following by bag.

3. I wish to report on some of the more important aspects of the resolution adopted and on some of the considerations which in my opinion arise as a consequence.

4. Before adopting the amended United Kingdom resolution, the Soviet proposal (Document S/794/Ref.2) had been rejected, since it received only 5 votes, namely the votes of Colombia, France, the Ukraine, USSR, and the United States. The remaining 6 members of the Council, including Canada, abstained. This resolution had included a clause in the preamble as follows: "Considering the Security Council's resolution of May 22nd on the cessation of military operations in Palestine has not been carried out in view of the refusal of the Arab States to comply with this decision." The reference to the Arab States was put to a vote separately and received only the votes of the USSR and the Ukraine. The purpose of the

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USSR of introducing this reference to the Arab States was understood to be preliminary to determining the Arab States to be the aggressors in Palestine.

5. The changes introduced in the United Kingdom proposal were designed to make the resolution as neutral as possible, particularly to correct what was generally regarded in the Council as a pro-Arab bias in the original United Kingdom text. In this connection it should be noted that the principal detailed objections raised by the Jewish representative were met by the changes that were made in the text.

6. The main changes, apparently, had been previously agreed in London as a result of conversations between Mr. Bevin and the United States Ambassador, but the instructions of the United Kingdom delegation arrived only just in time for hurried consultation between the United Kingdom and United States delegations. The United States delegation was reluctant to move the amendments as they had not had time to consult with Washington and appealed to the Canadian delegation to move the amendments. I declined to do so, stating that I had no authority for this, but, on being pressed, I said that, as these amendments had been already agreed between the United Kingdom and United States, I would be prepared in the case of one paragraph to ask whether the change would be acceptable to the author of the resolution. On this basis it was agreed that the United States would move the other amendments.

7. The principal changes related to the original paragraphs 3 and 4 of the United Kingdom draft, namely the ban on introduction of fighting personnel of military age and to the importation of arms and war material.

8. As regards the amendment agreed in London regarding the entry of men of military age and fighting personnel, the suggested change failed to meet the strong Jewish objection that it would, in effect, interfere with Jewish immigration.

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The text proposed by Austin reads: "Calls upon all Governments and parties concerned to undertake that they will not introduce fighting personnel or men of military age into Palestine, Egypt, Iraq, Lebanon, Saudi Arabia, Syria, Transjordan or Yeman "during the cease-fire". In view of the evident impossibility of implementing this provision, Parodi introduced the text as it now stands, which was adopted.

9. The text relating to the ban on important expert of war material, as it now stands, was introduced by the United States and adopted without change.

10. The United States also changed throughout the text reference to "both parties" substituting "all Governments and authorities", in concession to the Jewish position.

11. It was agreed that the paragraph relating to the instructions to the mediator would be dealt with by verbal enquiry on my part to Cadogan. This was to change the reference to "making recommendations to the Security Council about an eventual settlement in Palestine" to "carrying out his functions as determined by the General Assembly". The Jewish representative had expressed serious anxieties about the text originally proposed by the United Kingdom which he said implied that the mediator would be instructed to re-open the whole question of partition. The Jewish representative strongly held to the view that any compromise which may now be obtained would have to stem from the "fait accompli" of partition. The Arab representatives still reject this position as a basis of compromise. It was therefore necessary to find some neutral wording and for this reason the United Kingdom and United States came to an agreement to refer in the text of the resolution merely to the terms of reference contained in the Assembly resolution adopted on May 16th.

12. The change proposed was accepted by Cadogan and Austin, supported by the Jewish representative, and in spite of some objections voiced by Arab representatives, was also

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supported in the vote by El Khouri of Syria.

13. Upon acceptance of the amended United Kingdom resolution, Parodi withdrew his draft resolution (S/798) as he considered that the measures for the protection of the city of Jerusalem, as contained in the United Kingdom resolution, were satisfactory.

14. The resolution adopted, therefore, provides for the essentials of the United Kingdom plan, namely a four week truce to enable the mediator to have an opportunity of seeking a peaceful solution, during which time there would be an arms embargo in the area and a ban on the import of fighting personnel to all parties concerned. The acceptance of these terms is required by 7:00 p.m., Daylight Saving Time (New York), Tuesday, June 1st.

15. If either Arabs or Jews or both reject or violate the plan, "the situation in Palestine will be reconsidered with a view to action under Chapter VII of the Charter".

16. In the event that the plan is rejected by both Arabs and Jews, presumably the United Kingdom would urge a general embargo which in the words used by Cadogan on Friday, May 28th, "would effectively prevent the supply of arms to the Arabs and Jews alike in Palestine". Cadogan then said "my Government would be willing to participate in such action by suspending the deliveries which they are at present making to Egypt, Iraq and Transjordan in completion of existing contracts". (Indeed, if the truce terms adopted last Saturday are accepted by both parties, the United Kingdom would have to undertake for a period of a month at least to observe the terms of an arms embargo to Egypt, Iraq and Transjordan.)

17. If, on the other hand, the terms are rejected

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by either of the parties (and it is more probable to be the Arabs in view of their complete rejection of de facto partition of Palestine), a difficult situation would arise which could only be resolved by agreement between the United States and United Kingdom unless dangerous consequences are to follow. The position of the United Kingdom would be the determining factor. The reactions of the Council so far would leave one to expect that there would be a reluctance, (except on the part of the USSR and Ukraine) to designate the Arab States as aggressors; or to initiate action under Chapter VII that would be directed against the Arabs, rather than against both parties to stop the fighting.

18. In any case, the position taken now by the non-permanent members will almost certainly prevent any precipitate action under Chapter VII. In addition to Canada and Belgium, also the Argentine (and since Saturday) Colombia, may be expected to insist upon consultation between the permanent members and for a clarification of what action might follow in the event that the preliminary order to stop fighting were disobeyed.

The representative of Colombia, Dr. Lopez, stated his position with much emphasis last Saturday afternoon and recalled the dangerous precedent of the League of Nations in starting but not completing sanctions against Italy in the case of Abyssinia. As the Soviet resolution obviously had no chance of being adopted, Colombia was satisfied with making a statement, and did not put its own proposal for preliminary consultation between the permanent members with a view to joint action to a vote.

19. There is also the position of China to be considered which will almost certainly insist upon a position of complete neutrality and a reluctance to enforce any solution in Palestine.

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20. To sum up, the possibilities are as follows:

(a) That the truce proposal may be accepted by both parties. (At the time of writing there is nothing to report, but it is understood that the Cabinet of the Provisional Government of Israel is taking up the Council's request on Monday, May 31st, and the Political Committee of the Arab League is simultaneously meeting at Amman for the same purpose.)

(b) That the Security Council's truce terms will be rejected by both sides. This event would presumably provide a favourable opportunity for the United Kingdom to propose action under Chapter VII leading to a general embargo on arms.

(c) That the proposal of the Security Council's truce terms would be rejected by either the Arabs or the Jews.

21. Questions of some difficulty may arise regarding the position the Canadian delegation may have to take in the Security Council in the event of (c) and fresh instructions will be required.

22. The Council is to meet Wednesday, June 2nd, at 2:30 p.m. on the Palestine question with El Khouri of Syria as President of the Council for the month of June.

CANADIAN PERMANENT DELEGATE

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FROM: THE SECRETARY GENERAL, UNITED NATIONS ORGANIZATION, LAKE SUCCESS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

EH CLAIR

NO. 89

LAKE SUCCESS, May 30th, 1948.

No. 89. Have honour communicate the following resolution adopted by the Security Council at its 310th meeting held 29th May, 1948.

"The Security Council,

Desiring to bring about a cessation of hostilities in Palestine without prejudice to the rights, claims and position of either Arabs or Jews,

Calls upon all Governments and authorities concerned to order a cessation of all acts of armed force for a period of four weeks.

Calls upon all Governments and authorities concerned to undertake that they will not produce fighting personnel into Palestine, Egypt, Iraq, Lebanon, Saudi Arabia, Syria, Transjordan and Yemen during the cease fire, and

Calls upon all Governments and authorities concerned, should men of military age be introduced into countries or territories under their control, to undertake not to mobilize or submit them to military training during the cease fire,

Calls upon all Governments and authorities concerned to refrain from importing or exporting war material into or to Palestine, Egypt, Iraq, Lebanon, Saudi Arabia, Syrian, Transjordan and Yemen during the cease fire,

Urges all Governments and authorities concerned to take every possible precaution for the protection of the holy places and of the City of Jerusalem, including access to all shrines and sanctuary for the purpose of worship by those who have an established right to visit and worship at them,

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Instructs the United Nations Mediator for Palestine in concert with the Truce Commission to supervise the observance of the above provisions, and decides that they shall be provided with a sufficient number of military observers,

Instructs the United Nations Mediator to make contact with all parties as soon as the cease fire is in force with a view to carrying out his functions as determined by the General Assembly,

Calls upon all concerned to give the greatest possible assistance to the United Nations Mediator,

Instructs the United Nations Mediator to make a weekly report to the Security Council during the cease fire,

Invites the States members of the Arab League and the Jewish and Arab authorities in Palestine to communicate their acceptance of this resolution to the Security Council not later than 6:00 p.m. New York Standard Time on 1st June, 1948,

Decides that if the present resolution is rejected by either party or by both, of it, have been accepted, it is subsequently repudiated or violated, the situation in Palestine will be reconsidered with a view to action under Chapter VII of the Charter.

Calls upon all Governments to assist in the implementation of the resolution."

TRYGVE LIE

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FROM: THE ALTERNATE CANADIAN DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE UNDER SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

EN CLAIR NEW YORK, May 29th, 1948.

Following for Pearson from Ignatieff is the text of the Resolution on Palestine which was adopted by the Security Council at 8:00 p.m. today, Begins:

"THE SECURITY COUNCIL

DESIRING to bring about a cessation of hostilities in Palestine without prejudice to the rights, claims, and position of either Arabs or Jews,

CALLS upon all Governments and authorities to order a cessation of all acts of armed force for a period of four weeks,

CALLS upon all Governments and authorities concerned to undertake that they will not introduce fighting personnel into Palestine, Egypt, Iraq, Lebanon, Saudi Arabia, Syria, Transjordan, and Yemen, during the cease-fire, and

CALLS upon all Governments and authorities concerned, should men of military age be introduced into countries or territories under their control, to undertake not to mobilize or submit them to military training during the cease-fire,

CALLS upon both parties and upon all Governments to refrain from importing or exporting war material into or to Palestine, Egypt, Iraq, Lebanon, Syria, Saudi Arabia, Transjordan and Yemen during the cease-fire,

URGES all Governments and authorities concerned to take every possible precaution for the protection of and access to the holy places and of the City of Jerusalem, including access to all shrines and sanctuaries for the purpose of worship by those who have an established right to visit and worship at them,

INSTRUCTS the United Nations mediator for Palestine, in

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concert with the Truce Commission, to supervise the observance of the above provisions, and decides that they shall be provided with a sufficient number of military observers,

INSTRUCTS the United Nations mediator to make contact with all parties as soon as the cease-fire is enforced with a view to carrying out his functions as determined by the General Assembly,

CALLS upon all concerned to give the greatest possible assistance to the United Nations mediator,

INSTRUCTS the United Nations mediator to make a weekly report to the Security Council during the cease-fire,

INVITES the States members of the ARAB League and the Jewish and Arab authorities in Palestine to communicate their acceptance of this Resolution to the Security Council not later than 6:00 p.m. New York Standard Time, on June 1st, 1948.

DECIDES that if the present Resolution is rejected by either party or by both, or if, having been accepted, it is subsequently repudiated or violated, the situation in Palestine will be reconsidered with a view to action under Chapter VII,

CALLS upon all Governments to take all possible steps to assist in the implementation of this Resolution".

ALTERNATE CANADIAN DELEGATE

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C279840

TELEGRAM

From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

MOST IMMEDIATE

CYPHER

CIRCULAR H. 207

C O N F I D E N T I A L

LONDON, **May 29th, 1948.**

Circular H. 207. Confidential. My telegram of May 27th, Circular H. 205.

Palestine.

When Security Council resumes consideration today of Palestine question, we understand that United States representative will, in first place, vote for Soviet resolution which is based on Article 39 of Charter. We expect this to fail of adoption but should, if necessary, be prepared to vote against it. United States would then vote for United Kingdom resolution, subject to certain amendments which are acceptable to us.

2. In this event, we have suggested to French Government that their representatives should also vote for United Kingdom resolution, while moving an amendment to it in sense of French resolution which is an appeal for cease-fire in Jerusalem with provision for reconsideration and possible recourse to Chapter 7 if appeal is rejected.

3. Amendments to United Kingdom resolution, which we have agreed with United States Government, are to following effect:

(a) Embargo upon entry of war material or fighting personnel or men of military age to apply to whole of Middle East and not merely to Palestine.

(b) Instruction to United Nations mediator to be that he is to carry out his functions as laid down in

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TELEGRAM

C 279847

From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

Assembly resolution of May 14th.

(c) On assumption that resolution is adopted today, Saturday, (New York time) time limit for acceptance of resolution to end at 18:00 hours New York time Tuesday, June 1st.

4. If United Kingdom resolution fails and if French resolution is put to vote, United Kingdom representatives will not, repeat not, oppose.

SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

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TELEGRAM

C 279848

From THE CANADIAN AMBASSADOR, PARIS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

SECRET

CYPHER PARIS, May 29th, 1948.

NO. 318

No. 318. Secret.

Palestine question.

The British Ambassador called on M. Bidault several days ago to ask the French Government to delay recognition of the State of Israel. The French agreed to take no action for the time being. On the other hand they consider that they cannot wait indefinitely. There is considerable pressure on the Government in favour of recognition and within the Government Socialist Ministers, in accordance with the pro-Jewish tradition of the French Socialist Party, have been pressing for recognition. The question is, therefore, under active consideration.

CANADIAN AMBASSADOR

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C 279849

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

CYPHER - TK

SECRET

NO. 631

NEW YORK, May 29th, 1948.

No. 631.

Re Palestine.

1. At the meeting of the Security Council on 27th May, Cadogan of the United Kingdom delegation replied to the question put to him on 26th May by Lopez of the Colombian delegation concerning the treaty relations between the United Kingdom Government on the one hand and the Governments of Egypt, Iraq and Transjordan on the other. (See paragraph 6 of our teletype No. 620 of 27th May.)

2. Cadogan referred to the supply of military material to the three Arab States as a long-standing international obligation of major importance. He emphasized that these treaties did not in any way limit the sovereign independence of these three States. In particular, he repudiated any implication that the foreign policy of Transjordan was controlled by the United Kingdom Government, that the Chief of the Transjordan Army was appointed by the United Kingdom Government, or that the Transjordan Army could not be employed outside Transjordan without British permission.

3. Referring to British officers employed with the Arab legion, Cadogan pointed out that only 21 of the 37 so employed were seconded from British services. He then stated that the United Kingdom Government was making immediate arrangements to insure that these 21 officers would not serve with the Arab Legion in Palestine. He also said "no British officer in any

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C 279850

category is taking part in the present military operation in Jerusalem."

4. Referring to the United Kingdom subsidy to the Transjordan Government, which is a treaty obligation, Cadogan said that this would be reviewed by his Government before July 12th, the due date for the next payment, "in the light of decisions taken by the United Nations."

5. Referring to the supply of military material to these three Arab States, Cadogan said "if the Security Council should decide upon a general embargo which would effectively prevent the supply of arms to Arabs and Jews alike in Palestine, my Government would be willing to participate in such action by suspending the deliveries which it is at present making to Egypt, Iraq, and Transjordan, in completion of existing contracts." This statement together with Beeley's remarks quoted in my teletype No. 626, paragraph 8, answers, I believe, the query contained in the last paragraph of your teletype No. 488 of 28th May.

6. Cadogan then pointed out that all three treaties were drafted in accordance with the spirit of Article 103 of the Charter and, therefore, did not prejudice the rights and obligations of either party under the Charter. Cadogan stated that it appeared to him that the question as put by the Colombian representative seemed to imply that the United Kingdom Government's obligations under the Charter and under the treaties with the Arab States were in conflict due to the attitude taken by the Political Committee of the Arab League to the Security Council's resolution of 22nd May. He said that in his view the situation was more complex than that. There were earlier resolutions of a political as well as a military nature. In fact, articles of truce based on the Security Council's resolution of 17th April were under consideration when the Jewish State

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was proclaimed on 14th May, thus removing the basis for such a truce.

7. At the meeting of the Security Council on 28th May, Lopez, the Colombian representative, said that he was specifically referring, in his question, to paragraph 1 (b) and (c) of the Security Council's resolution of 17th April (Document S/723) which called upon all persons and organizations in Palestine to take immediately all necessary measures to refrain from bringing, assisting and encouraging the entry into Palestine of armed bands and fighting personnel as well as weapons and war materials. Ends.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMMEDIATE

EN CLAIR

NEW YORK, May 28th, 1948.

NO. 630

No. 630. Following are suggestions introduced by Lopez of Colombia at the Security Council meeting of May 28th. These have not been introduced as a formal resolution, Begins:

The Security Council desiring to bring about an immediate cessation of military hostilities in Palestine;

Considering that the Governments and authorities concerned have not complied with previous resolutions of the Security Council calling upon them to abstain from any military action as a contribution to the well being and permanent interests of the Arab and Jewish communities of Palestine;

Considering furthermore that the Council may have to take action under Chapter VII of the Charter to give prompt and full effect to these resolutions if within 36 hours either of opposing parties or both of them persist in carrying on military operations;

1. Invites the permanent members of the Council to consult with one another with a view to such joint action on behalf of the United Nations as may be necessary to insure compliance with relevant provisions of the resolution adopted by the Council on April 17th (Document S/723) and May 22nd, 1948, (Document S/773) for the purpose of maintaining international peace and security.

2. Decides to establish a Commission of 5 members, 3 of which shall be designated by the Council itself, one by the Arab Higher Committee and another by the Jewish Agency. If the membership of the Commission has not been completed within three days from the date of this resolution the President of the Council shall designate such other member or members as may be required to complete the membership of 5.

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The primary task of the Commission shall be to discuss with the representatives of the Governments and authorities concerned the possibility of negotiating a peaceful settlement of the question of the future Government of Palestine.

3. Invites the Governments and communities directly interested in this question to make representatives available to the Commission of the Council for the purpose of discussing such peaceful settlement.

4. Directs the Commission established under this resolution to co-operate with the Truce Commission for Palestine and the United Nations Mediator in Palestine to the best of their ability in the performance of their duties. Ends.

CANADIAN PERMANENT DELEGATE

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMMEDIATE

EN CLAIR NEW YORK, May 28th, 1948.

NO. 629

No. 629. The following is the text of draft resolution introduced in the Security Council on Friday, May 28th, by the French delegation.

The Security Council considering that the appeal issued by the Security Council on May 22nd, 1948, with view to terminating hostilities in Palestine has not been complied with;

That that appeal called upon the Truce Commission and all parties concerned to give the highest priority to the negotiation and maintenance of a truce in the city of Jerusalem;

That the attack on and bombardment of Jerusalem have been going on since 15th May; that they have already caused terrible destruction which is increasing every day;

That places of priceless value for three of the greatest religions of the world, representing an important part of the spiritual and cultural heritage of humanity are thereby endangered if theyhave not already been stricken;

Call Upon

The Governments and authorities concerned to cease hostilities in the city of Jerusalem within a time limit expiring at noon May 29th (New York Standard Time).

Decides that if the present resolution is rejected by either party, or both, or if, after having been accepted it is not implemented the present situation in Palestine will be reconsidered with a view to taking the measures provided for under Chapter VII of the Charter.

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C 279855 Palestine

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMPORTANT

TELETYPE NEW YORK, May 28th, 1948.

EN CLAIR

NO. 627

PALESTINE

No. 627. Following is the text of statement made this morning to the Security Council by Ignatieff, Begins:

"I am instructed to say that the position of the Canadian delegation has not changed since it was outlined by the representative of Canada in his statement in the Council last week.

2. "Speaking on Thursday, 20th May, General McNaughton then made it clear that the delegation of Canada is not prepared to support proposals which would have the effect of the Council leaving the methods of pacific settlement under Chapter VI and embarking on measures under Chapter VII until the Council had been informed as a result of consultation between the permanent members 'what consecutive steps in the way of diplomatic, economic or military pressure or coercion might follow should an order of the Security Council to cease military action in Palestine fail to be obeyed'. The point then made by the Canadian representative is still, in the opinion of the Canadian delegation, valid, for if the Council undertakes the responsibility to issue orders under Chapter VII it also, in our view, undertakes the responsibility of seeing that these orders are carried out, relying for this purpose upon the coercive measures envisaged in Chapter VII rather than upon agreement and consent, which is the basis of procedures under Chapter VI.

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3. "The proposal introduced by the distinguished representative of the Soviet Union yesterday is the same essentially as the one to which the representative of Canada referred in his statement last week, and for the same reasons the delegation of Canada will not be able to give its support to this proposal.

4. "The approach proposed in the draft resolution submitted by the distinguished representative of the United Kingdom, on the other hand, provides an acceptable basis of discussion, as it offers a fresh attempt to obtain a cease-fire order by agreement, and relies upon the machinery of mediation, conciliation and negotiation, which is already in existence and which, in our opinion, has not yet been fully tried.

5. "However, Mr. President, I should like to reserve comment on particular details of this proposal when the separate paragraphs of the draft are under discussion, as the present text in our view will require some changes. Ends.

CANADIAN PERMANENT DELEGATE

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C 279857

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER - PUBLEX SECRET

NO. 758 LONDON, May 28th, 1948.

No. 758. Secret. During meeting this morning Mr. Noel-Baker took fairly strong line about non-recognition of Israel, and in this he was probably reflecting attitude of whole Cabinet which met yesterday to discuss this and other issues. He pointed out that in the opinion of United Kingdom authorities the State of Israel does not yet fulfil the fundamental requisites under International Law for recognition, and that under these circumstances there was little chance that negotiations for de facto recognition would make much progress until new proposals for cease-fire had been approved by Arabs and Jews and put into practice.

2. Besides this legal argument Noel-Baker said that both among Arabs and Jews there were powerful forces which wished to come to an understanding, and that United Kingdom believed that they would jeopardize the chances of success of present negotiations were they to recognize the State of Israel as set up geographically under the partition plan.

3. He hoped that resolution introduced by Sir Alexander Cadogan in Security Council last night would do much to counteract growing anti-British feeling in United States which, he agreed, had reached very serious proportions of late.

HIGH COMMISSIONER

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C 279850

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN NEW ZEALAND
To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

SECRET

CYPHER - O.T.P. WELLINGTON, **May 27th, 1948.**

NO. 107

No. 107. May 27th. Secret. Reference my telegram No. 105 of May 22nd. Palestine.

1. In response to urgent representations from United Kingdom and by United Kingdom High Commissioner in person, Mr. Fraser has agreed to withhold action on recognition of Israel until Arabs have replied to truce proposals.

2. United Kingdom High Commissioner tells me he is now trying to persuade Mr. Fraser to withhold recognition "until situation clears" which seems to mean indefinitely. Mr. Fraser is impatient to recognize and, I think, will do so within next few days.

HIGH COMMISSIONER

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C 279859 Palestine

TELEGRAM

COMMONWEALTH RELATIONS

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CODE

LONDON, May 27, 1948.

CIRCULAR H. 203

Circular H. 203. Israel.

In answer to question in the House of Commons on May 26th as to whether we propose to recognize the State of Israel, Foreign Secretary replied as follows, Begins:

We shall not take a decision on this matter until situation becomes much clearer. Ends.

SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

SECRET

IMPORTANT

CYPHER - TK

NO. 613 NEW YORK CITY, May 25, 1948.

No. 613. Following from Ignatieff, Begins:

Re Palestine.

The Security Council, at its meeting on 24th May, granted the request of the Arab States for a forty-eight hour extension of the cease-fire time limit. The cease-fire deadline is now 12 o'clock noon, Wednesday, 26th May EDST.

2. The Arab delegates, in explaining their request for extension, stated that the members of the Arab League had not been able to confer regarding the appeal of the Security Council for a cease-fire due to poor communications in the Middle East.

3. There was no objection to the Arab request apart from that of the Jewish Agency, whose representative stated that they could see no reason why innocent people should die during the truce extension.

4. The request of the Arab States was sponsored by Cadogan and supported by Austin of the United States. However, Austin, at the same time, commended the Provisional Government of Israel for its prompt acceptance of the cease-fire appeal which had been communicated to the Security Council and, subject to similar acceptance by the Arabs, was to have gone into effect Monday noon New York time or 8 p.m. Monday Jerusalem time.

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5. The United States and United Kingdom delegations had agreed before the meeting to accede to the request of the Arab States to extend the time limit by forty-eight hours and this, together with the diplomatic conversations on Palestine initiated by Mr. Bevin in London was regarded at Lake Success as a more hopeful development in the situation.

6. Neither the United States nor United Kingdom delegation was fully appraised of what was going on in London, but I gathered from both that some useful clarification of the respective positions of their Governments had taken place. In particular, I understand that the United Kingdom Government is putting strong pressure on the Arab States to cease-fire and commence mediation. The French delegation informed me that they were likewise putting diplomatic pressure on both Arabs and Jews to cease fire, including an intimation to Transjordan that the French Government would break diplomatic relations if military operations were continued. The French Government also intimated to the Jews that French recognition of the State of Israel would be contingent upon cessation of fighting.

7. It is worth noting that the New York Times, in its leading article today, state that "hope for an agreed solution - may have taken a new lease on life as a result of two new and apparently interconnected developments." The two developments referred to are the request of the Arab States for an extension of the deadline and the new effort on the part of the United Kingdom and United States Governments to reach agreement on a common policy regarding Palestine.

8. The Council will resume consideration of Palestine Wednesday morning, 26th May. Ends.

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U.N. Div:RGRiddell:MJB C279862

Palestine

May 22, 1948.

NOTE FOR MR. PICKERSGILL

Mr. Pearson dictated the attached memorandum to the Prime Minister before he had to leave the office, and asked me to read it over and hand it to you for forwarding to the Prime Minister.

R.G. Riddell

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C 279863

MEMORANDUM FOR THE PRIME MINISTER.

PALESTINE

I am attaching herewith a very interesting article by James Reston in yesterdays New York Times in which he dwells on the danger of the Palestine issue dividing the United States and the United Kingdom. This is, of course, a very real danger. Press despatches from London indicate that there is a very bitter anti-American feeling in that country over Palestine, and the feeling is hardly less bitter in Washington over British policy on this matter.

This is a deplorable development, and may have very serious consequences indeed, especially if

(1) the Arab States should succeed in overwhelming the Jewish people in Palestine. This is not impossible, and if it occurs Great Britain will be blaming the United States for this result, with effects on Anglo-American relations, which will be both damaging and possibly long standing, or

(2) the Jews in their desperation may secure help from the USSR, which could result in a Jewish State being established under Soviet auspices.

I do not know which of the above results would be the worst.

L.B. Pearson

Ottawa,
May 23rd, 1948.

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Extract from New York Times, Friday, May 21st, 1948.

C 279864

U.S. - BRITISH RIFT ON PALESTINE FEARED AS BENEFIT TO RUSSIA

Observers say continuation of differences may cause Middle East to turn back on West

By James Reston

Special to the N. Y. Times

WASHINGTON, May 20 -- the Palestine issue not only is dividing Jews and Arabs, but also is dividing the United Nations and the United States and Britain.

The process of division has, indeed, continued for so long now that official Washington and official London are beginning to question each other's motives and to charge each other with bad faith.

Our officials, for example, are now suggesting that the British are using the technicalities of the United Nations Charter to continue British military support to the Arabs in the Palestine war.

And the British are countercharging that the Truman administration, for reasons that are partly humanitarian and mainly political, is following a one-sided policy in favor of Israel.

For once this is not a fight between President Truman and Foreign Secretary Bevin, whose leadership in the Palestine question has consistently been criticized by their own experts on foreign affairs.

Secretary of State Marshall and Under-Secretary of State Robert A. Lovett would have preferred not to recognize Israel when the White House did, and they were over-ruled by Mr. Truman. But in the present controversy over how to deal with the fighting in Palestine the difference of opinion is not between Mr. Truman and Mr. Bevin, but between the officials of the United States State Department and the British Foreign Office.

What our officials are saying here is this: It is perhaps true that the Israeli forces in Palestine were first to take military action in Jerusalem and have sent contingents into Lebanon and the Arab sections of Palestine, but the primary problem at the moment is that the planes and troops of sovereign Arab States are now crossing borders into Palestine and waging a formal war there.

This fact is paramount, our officials feel. It is a direct challenge to the whole concept of the peaceful settlement of disputes. Regardless of what has gone before, the major consideration now is that armed force is being used by members of the United Nations to bring about settlement of a dispute that is in the hands of the United Nations.

Moreover, while the British say that they will continue to aid the Arab until the United Nations states specifically that what the Arabs are doing is illegal, the British themselves are taking action at Lake Success that is preventing the United Nations from calling on both parties to cease fire.

There seem to be two fundamental differences between the United States and the British in this case: The British are approaching the problem with their long-term relations with the Arab world in view; on the other hand, they feel that the United States is thinking primarily of its domestic political relations with the Jews.

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Secondly, in the present debate in the United Nations Security Council, the feeling here is that the United States is still trying to help the United Nations live up to its primary obligation to maintain or restore peace, while the British are using the technicalities of the Charter in a way that prolongs the war.

The main conclusion drawn here from this is as follows:

That the Palestine record is tragic enough without contributing even more to the embarrassments of the United Nations or to a decline in Anglo-American relations, that both countries have everything to gain and nothing to lose by strengthening the United Nations and cooperating together in the stability of the Near and Middle East, and that, if divisions between Washington and Westminster continue over how to deal with a formal war in Palestine, the whole area may turn its back on the West to the detriment of everybody but the Russians.

In short, the conclusion of many observers in the capital is that, while the United States and the Russians cannot seem to settle their differences by diplomatic conversations, this is not true of the United States and Britain, and that the time has come for Mr. Marshall and Mr. Bevin to take another look at what their Palestine policies are doing to Anglo-American relations.

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C 279860 file

May 28, 1948.

MEMORANDUM FOR THE PRIME MINISTER

SECRET

In our telephone conversation this morning, I mentioned two new Resolutions concerning Palestine which have been introduced in the Security Council, one by the Soviet delegation and one by the United Kingdom delegation. Copies of the texts are attached.

The Soviet Resolution has the same effect as the United States Resolution that was rejected on Saturday. It would initiate action under Chapter VII of the Charter, and has been introduced because of the refusal of the Arab States to accept the Truce Resolution under Chapter VI of the Charter which was carried on Saturday. The Soviet Resolution will be supported by the United States, France, the Ukraine and Colombia. The Delegation has been instructed not to support the Soviet Resolution for the same reasons as those given by General McNaughton in regard to the earlier United States Resolution which would have initiated action under Chapter VII of the Charter.

The New United Kingdom Resolution would initiate another attempt to stop the fighting, by action under Chapter VI of the Charter. It calls for a truce of four weeks duration, during which both sides are ordered to refrain from moving war material or men of military age into Palestine. In this respect, it is as unfavourable to the Jews as the earlier Resolution was to the Arabs, because it will permit the Arab States to collect men and material, which they are not prevented from securing, on the borders of Palestine, but will prevent the Jews from collecting men and material to resist the attacks which may be renewed at the end of the four-week period. The United Kingdom Resolution envisages action under Chapter VII of the Charter, if this procedure fails. This represents a development in United Kingdom policy, and may have been made after consultation with the United States.

The United Kingdom Government has asked us urgently for our support of their Resolution. The clauses in regard to the movement of men and materials are, however, so prejudicial to the Jewish position that it is

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difficult to see how the Jews can accept them. I wonder, therefore, whether the Delegation should not ask:

(a) Whether arrangements could not be made to stop the flow of men and materials to both sides, on a more equitable basis, by broadening the present provisions to apply beyond Palestine and to include the Arab States which are participating in the conflict.

(b) What action is contemplated by the United Kingdom under Chapter VII if these truce proposals do not succeed. (This question was raised in connection with the United States proposal for action under Chapter VII.)

Failing satisfactory answers to these two questions, it might be advisable for the Delegation to ask for further instructions before voting.

L B Pearson

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OFFICE OF THE PRIME MINISTER

MEMORANDUM

Prime Minister:

The attached was just received from External Affairs to be sent on to you.

Mr. Pearson has indicated that he would like to have an opportunity to speak to you about Palestine if possible.

WLMK.

28/V/48.

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TELEGRAM

From THE SECRETARY OF STATE FOR ~~DOMINION AFFAIRS~~ COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

C O N F I D E N T I A L

MOST IMMEDIATE

CYPHER - PUBLEX

CIRCULAR H. 205

LONDON, May 27, 1948.

Circular H. 205. Confidential.

Palestine.

We hope that there may still be time for further consultation with United Kingdom delegation at United Nations on latest developments in Palestine situation before it proves necessary for United Kingdom representative to make our views known in Security Council. In case, however, Sir A. Cadogan has to make an early statement, he has been sent following guidance.

2. It is disappointing that Arabs have not accepted cease fire resolution of Security Council. Neverthless, their reply is couched in conciliatory language and merits careful consideration. The point about Security Council resolution of 16th April is a valid and pertinent one. This resolution has been broken by all parties concerned. The Jews and those who recognize their claim to set up a State have offended against provision that no political action should be taken to prejudice positions of either community. The Arabs have broken provision against bringing fighting men into Palestine. The Jews have probably also broken these by introducing immigrants of military age. This is yet another argument for cause which we have always put forward to effect that situation must be looked at as a whole and that it is unfair to seize on last of a series of developments and deal with that in isolation.

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COMMONWEALTH RELATIONS

From THE SECRETARY OF STATE FOR ~~DOMINION AFFAIRS~~

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

3. The other important point about Arab reply is that concluding passages of it constitute a request to Security Council to suggest terms of settlement for dispute as Security Council is entitled to do under Article 37.

4. It is obviously impossible for Security Council to put forward proposals in 24 hours or while actual fighting continues. We have, therefore, dual object of bringing fighting to an end and creating conditions in which proposals for settlement can be considered. The Security Council should, therefore, make a renewed effort to secure a cease fire and should at same time instruct the Mediator and the Truce Commission to be ready to use their good offices between the two parties, both to ensure observance of cease fire and to begin discussion of proposals for final settlement. In order to secure a cease fire, it now seems necessary to incorporate some conditions and undertakings going byond resolution of 22nd May and leading more directly to search for a final settlement. At the same time, in view of failure of previous recommendations under Chapter 6, it seems that if present proposals are unsuccessful Chapter 7 will have to be invoked. The Security Council resolution should, therefore, be cast in somewhat following form:

(1) Preamble: Showing it is without prejudice to rights claims and positions of either party.

(2) Calling for cessation of acts of armed force and for a cease fire.

(3) Calling on both sides to give an undertaking not, repeat not, to bring fighting personnel or men of military age into Palestine.

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From THE SECRETARY OF STATE FOR ~~DOMINION AFFAIRS~~ COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

(4) Calling on both sides to refrain from bringing war material into Palestine.

(5) Calling on both sides to be particularly careful to respect cease fire in Jerusalem and to protect the holy places.

(6) Instructing the Mediator to verify whether above provisions were being observed and for that purpose to appoint military observers responsible to himself.

(7) Instructing the Mediator, as soon as cease fire was in force, to make contact with both parties in concert with Truce Commission with a view to making recommendations to Security Council about an eventual settlement for Palestine.

(8) Calling on all concerned to give greatest possible assistance to the Mediator.

(9) The cease fire would be stated to last for say 4 weeks by which time the Mediator would report progress to Security Council.

(10) The Council would give a short time limit for replies to this resolution and would undertake that if it was not accepted Council would consider matter under Chapter 7 with a view to determining which party was the aggressor and considering the imposition of sanctions.

5. Sir A. Cadogan has also been authorized to announce in same speech in Security Council following decisions in relation to our treaty obligations to Arab States:

(1) We are making immediate arrangements to withdraw the 21 seconded British offers in Arab Legion from Palestine.

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TELEGRAM

From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

We have no, repeat no, control over the officers (about 16 in number) who are not, repeat not, seconded from the British Army and are, therefore, not, repeat not, subject to British instructions. There are, however, no, repeat no, British officers of either category in Jerusalem. In any case, since 15th May, United Kingdom Government have not, repeat not, been responsible for Arab Legion's activities.

(2) As regards subsidy to Transjordan, next quarterly instalment falls due on 12th July. We will review the situation before that date in the light of United Nations decisions.

(3) As regards supply of war material, if it were decided in pursuance of Truce Resolution proposed above, or, independently, that there should be a general embargo which would effectively prevent supply of arms to Jews and Arabs alike in Palestine, we would be willing to join in such action and to stop the small deliveries which we are at present making to Egypt, Iraq and Transjordan in completion of existing contracts.

SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA.

MOST IMMEDIATE SECRET

CYPHER - TK

NO. 626 NEW YORK, May 28th, 1948.

No. 626. Secret. Following from Ignatieff, Begins:

Reference Palestine.

1. The principal development at the meeting of the Council, Thursday, 27th May, on Palestine was the introduction of draft resolutions by the representatives of the United Kingdom and the U.S.S.R., copies of which have been transmitted to you separately in teletypes No. 624 and No. 625 of 27th May.

2. The representative of the U.S.S.R. introduced his draft resolution based upon Chapter VII after Warren Austin had made a statement recalling the efforts of the United States to have the Council adopt a resolution under Chapter VII and which concluded with a request that members of the Council state their position and "to come forward with a suggestion fitting to the occasion".

3. The United Kingdom proposal which was introduced in the last few minutes of the meeting, which otherwise was taken up in the main with statements by the Arab representatives, was proceeded by an explanation by Cadogan which was as follows:

"I share the disappointment felt by other members of the Security Council that the Arab States have not accepted the "cease fire" Resolution of May 22nd. It appears to me, nevertheless, that their reply is couched in conciliatory language and merits careful consideration. The concluding passage in the Arab reply constitutes a request to the

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Security Council to recommend terms of settlement for the dispute. I do not think the Council can disregard this request. On the other hand it is obviously impossible for the Council to put forward proposals within 24 or 48 hours and at a time when the fighting in Palestine is continuing. The immediate objective should be to bring the fighting to an end and to create conditions in which proposals for settlement can be carefully considered.

With these considerations in mind the United Kingdom Government have instructed me to submit a resolution designed in the first instance to initiate a fresh attempt to obtain a cease fire, but going beyond the resolution of the 22nd May by incorporating certain additional conditions and undertakings, and leading more directly to the search for a final settlement.

My Government recognize, in view of the failure of previous recommendations under Chapter VI, that if the proposals which I am about to submit do not prove effective it will be necessary to invoke Chapter VII."

4. After the meeting I had a brief talk with Beeley of the United Kingdom delegation and Jessup of the United States delegation for the purpose of obtaining some further clarification of the United Kingdom draft and also to obtain the preliminary reaction of the United States delegation.

5. With regards the United States attitude, apparently, although the draft had been transmitted to Washington through the United States Ambassador in London, the draft had not been concerted in any way between the two Governments. Jessup said that his delegation would seek instructions from Washington over-night. He thought that in view of the position taken by the United States delegation on the Council, Austin would have to continue to support action under Chapter VII, as proposed by the Soviet delegate. Jessup admitted, however,

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that if there was no change in the position of the other members of the Council, who had opposed action under Chapter VII at this stage, it was to be expected that the Soviet resolution would fail of adoption. In that case, the United States delegation would probably accept the United Kingdom draft as a basis for discussion, though they would probably have objections to points of detail.

6. Jessup particularly questioned Beeley regarding paragraphs 3 and 4 on the proposed embargo on the entry of men of military age into Palestine and the importation of war materials. He pointed out that the effect of these paragraphs would be mainly directed against the Jews and would not prevent the neighbouring Arab States from accumulating war material and men. He asked Beeley whether the United Kingdom Government might be prepared to stop any supplies to the Arab States under treaty obligations during the month of the truce. Beeley indicated that the United Kingdom Government, if pressed, might be willing to consider favourably such a proposal.

7. With regards paragraph 6, where reference is made to military observers, Beeley indicated that the intention of this paragraph is to provide the minimum amount of control over the observance of particularly paragraphs 3 and 4. He admitted that such observance would have only limited effect, but would offer some check at least.

8. As regards the reference of the possibility of invoking Chapter VII envisaged in the last paragraph, Beeley explained that if the proposal were not accepted by either of the parties or by both, he thought the United Kingdom would press for a general embargo on war supplies in the Middle East area, effective both against the Arab and the Jewish sides. In the meantime he said that the United Kingdom would like both parties to feel that, in the event of their turning the proposals

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down, sanctions might be employed against them.

9. I would appreciate instructions on the position the Canadian delegation should take on both the United Kingdom and USSR proposals. Ends.

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C 279877

FROM: THE ALTERNATE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK CITY
TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMMEDIATE

EN CLAIR

NO. 625 NEW YORK CITY, May 27, 1948.

No. 625. The following is the text of a draft resolution submitted by the representative of the USSR in the Security Council on 27th May.

This resolution was submitted before the United Kingdom draft resolution, Begins:

Considering that the Security Council resolution of 22nd May on the cessation of military operations in Palestine has not yet been complied with

Considering that military operations in Palestine are increasing in intensity and that the number of casualties is growing;

and

Considering that as a result of these events the situation in Palestine constitutes a threat to the peace and security within the meaning of Article 39 of the Charter of the United Nations,

Orders the Governments of the States involved in the present conflict in Palestine to secure the cessation of military operations within 36 hours after the adoption by the Security Council of this resolution. Ends.

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C 279878

FROM: THE ALTERNATE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK CITY
TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMMEDIATE
EN CLAIR
NO. 625

NEW YORK CITY, May 27, 1948.

No. 625. The following is the text of a draft resolution submitted by the representative of the USSR in the Security Council on 27th May.

This resolution was submitted before the United Kingdom draft resolution, Begins:

Considering that the Security Council resolution of 22nd May on the cessation of military operations in Palestine has not yet been complied with

Considering that military operations in Palestine are increasing in intensity and that the number of casualties is growing;

and

Considering that as a result of these events the situation in Palestine constitutes a threat to the peace and security within the meaning of Article 39 of the Charter of the United Nations,

Orders the Governments of the States involved in the present conflict in Palestine to secure the cessation of military operations within 36 hours after the adoption by the Security Council of this resolution. Ends.

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FROM: THE ALTERNATE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK
TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMMEDIATE
EN CLAIR
NO. 624 NEW YORK CITY, May 27, 1948.

No. 624. The following is the text of the draft resolution being introduced in the Security Council this evening 27th May by the United Kingdom delegation. It will be introduced as a preliminary draft only, Begins:
The Security Council

Desiring to bring about a cessation of hostilities in Palestine without prejudice to the rights, claims and position of either Arabs or Jews,

Calls upon both parties to order a cessation of all acts of armed force for a period of 4 weeks,

Calls upon both parties to undertake that they will not introduce fighting personnel or men of military age into Palestine during the cease fire,

Calls upon both parties and upon all Governments to refrain from importing war material into Palestine during the cease fire,

Urges both parties to take every possible precaution for the protection of the holy places and of the city of Jerusalem,

Instructs the United Nations Mediator for Palestine in concert with Truce Commission to supervise the observance of the above provisions, and decides that they shall be provided with a sufficient number of military observers,

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Instructs the United Nations Mediator to make contact with both parties as soon as the cease fire is in force with a view to making recommendations to the Security Council about an eventual settlement for Palestine,

Calls upon all concerned to give the greatest possible assistance to the United Nations Mediator,

Instructs the United Nations Mediator to make a weekly report to the Security Council during the cease fire,

Invites the States members of the Arab League and the Jewish and Arab authorities in Palestine to communicate their acceptance of this resolution to the Security Council within (a short period to be stated),

Besides that if the present resolution is rejected by either party or by both the present situation in Palestine will be reconsidered with a view to action under Chapter 7 of the Charter. Ends.

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FROM: THE ALTERNATE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK
TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMMEDIATE

EN CLAIR

NO. 624 NEW YORK CITY, May 27, 1948.

No. 624. The following is the text of the draft resolution being introduced in the Security Council this evening 27th May by the United Kingdom delegation. It will be introduced as a preliminary draft only, Begins:
The Security Council

Desiring to bring about a cessation of hostilities in Palestine without prejudice to the rights, claims and position of either Arabs or Jews,

Calls upon both parties to order a cessation of all acts of armed force for a period of 4 weeks,

Calls upon both parties to undertake that they will not introduce fighting personnel or men of military age into Palestine during the cease fire,

Calls upon both parties and upon all Governments to refrain from importing war material into Palestine during the cease fire,

Urges both parties to take every possible precaution for the protection of the holy places and of the city of Jerusalem,

Instructs the United Nations Mediator for Palestine in concert with Truce Commission to supervise the observance of the above provisions, and decides that they shall be provided with a sufficient number of military observers,

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Instructs the United Nations Mediator to make contact with both parties as soon as the cease fire is in force with a view to making recommendations to the Security Council about an eventual settlement for Palestine,

Calls upon all concerned to give the greatest possible assistance to the United Nations Mediator,

Instructs the United Nations Mediator to make a weekly report to the Security Council during the cease fire,

Invites the States members of the Arab League and the Jewish and Arab authorities in Palestine to communicate their acceptance of this resolution to the Security Council within (a short period to be stated),

Besides that if the present resolution is rejected by either party or by both the present situation in Palestine will be reconsidered with a view to action under Chapter 7 of the Charter. Ends.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK CITY

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMMEDIATE

SECRET

CYPHER - TK

NO. 620

NEW YORK CITY, May 27th, 1948.

No. 620. Secret. Following from Ignatieff, Begins:

1. My messages No. 618 and No. 619 contain the replies of the Jews and the Arabs respectively to the Security Council's appeal for cease-fire in Palestine which had been extended a further 48 hours until Wednesday noon, New York time, May 26th.

2. It will be noted that the reply from the Jews was to the effect that the cease-fire order, which they had fixed originally for Monday, had been renewed for Wednesday, "if the other side acts likewise".

3. The position of the Arab States expressed through the representatives of Egypt and Iraq rejected the cease-fire order mainly on the grounds of the advantage which would be gained by the Jews under the terms of such an arrangement, especially that it would not restrict the flow of immigrants of military age and of arms and military equipment, and also on the grounds that the Jews had allegedly violated, through the declaration of the State of Israel, the Council's Resolution of April 17th which included within its terms a political standstill. The Arab States also claimed that on the Arab side the forces involved were regular troops, but on the Jewish side there were "terrorist gangs" and therefore "the Arab armies themselves are not convinced that the Jewish forces will not at any sudden moment break without provocation a truce and attack them." The statement

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made by the representative of Iraq concluded with the statement "that the Political Committee of the Arab League is ready to study within a time limit of forty-eight hours any suggestion which the Security Council may make to them along the line of a solution of the Palestine problem".

4. The representative of the Jewish Agency in reply said that the Arab statements "merely define the political objectives for which those States are making war ... they now involve the surrender by the State of Israel of the very purposes for which it has arisen, culminating, indeed, in a demand for the surrender of its integrity and independence." This statement also included special mention of Jerusalem and the direct responsibility which the United Nations had accepted for that city now threatened with destruction. The representative said that the situation in Jerusalem was so chaotic that the emissaries of mediation despatched by organs of the United Nations may hardly find a means of entry or of orderly work there. He defined the Jewish position in regard to Jerusalem as follows: "Until the United Nations takes control of Jerusalem, the Jewish citizens of that city will see to it that no rights in Jerusalem are acknowledged for King Abdullah."

5. The President said, after the above statements had been made, that "we cannot doubt that the Security Council finds itself in a very grave and serious situation" and suggested that the Council adjourn until Thursday, May 27th, to permit contact between delegations and receipt of instructions. Before adjournment, however, two further comments worth mentioning were made in the Council. El Khouri urged the Council to take into consideration the difference between the two sides in the matter of the cease-fire. He said "the Jews do not have anything to lose if the cease-fire and peace would prevail just now because that is their object. It is like the case between a

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demandeur and defendeur. The Arabs lose everything."

6. Lopez, before adjournment, asked "what the position of the United Kingdom Government is with respect to its Treaty obligations with some of the Arab countries vis-a-vis the cease-fire order." He said, "In other words, I should like to know whether those Treaty obligations commit the United Kingdom Government to help the Arab Governments even if they do not fall in line with the cease-fire order." Cadogan in reply said that similar questions had been addressed to Mr. Bevin in the House of Commons in London and that he did not know what reply had been made, but he would be prepared to make a statement the next day.

7. Austin, before adjournment, also made the comment in the Council that "this situation is so serious that I certainly would not feel at liberty to take a position in this situation without careful consideration of the situation by my Government and its advice to me."

8. In leaving the Council chamber, Austin made the comment to me that he thought the situation was so grave that it had in it the makings of another world war. I made the remark, in reply, that this might certainly be the case if the United Kingdom and United States did not reach some common understanding on strategical objectives and policies in the Eastern Mediterranean, having in mind the danger of the U.S.S.R. taking advantage of their disagreement. Austin replied that this is exactly what he had in mind.

9. As regards the next move, Austin thought that it might be necessary, pending further United Kingdom - United States discussions, to have some "diversionary move" of an interim character, possibly in relation to a cease-fire arrangement for Jerusalem. Such a move, it is understood, would be welcome not only to the Jews, but also to some of the Arab States at least, if not to King Abdullah, and it is favourably regarded both by

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the United Kingdom and United States. It is understood that the French delegation may submit a proposal concerning Jerusalem. I shall report the text of this proposal as soon as it is available to me. Ends.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMMEDIATE

TELETYPE

EN CLAIR

NO. 619 NEW YORK, May 27th, 1948.

No. 619. Following is the text of the reply from the Secretary General of the Arab League, on behalf of all the Arab States, to the Security Council's appeal for a cease fire. This reply was transmitted to the Security Council by the representative of Iraq, Begins:

"On 17th April the Security Council passed a resolution on a truce in Palestine which was accepted by the representative of Syria on the Security Council and later by all the Arab States. Since that date the Zionists did their best to avoid the implications of that resolution by creating a fait accompli which changed radically the situation to the detriment of the Arab population of Palestine. In accordance with that policy, the Zionists attacked the unarmed Arab civilian population by taking advantage of the last days of the mandate. They dominated the Arab towns which they could take by force, whether they were totally or partly Arab in population, like Jaffa, Haifa, Tiberias, Safad and Acre. Massacres of unparalleled savagery followed, like the massacre of Deir Yassin, and the massacre of Nasiriddin near Tiberias. Moreover, one quarter of a million of the Arab civilian population left their homes and took refuge in the neighbouring Arab States.

"Upon the termination of the mandate, the Zionists attacked Jerusalem, ignoring the cease fire order previously agreed upon by both sides, as well as the Truce Agreement

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presented by the mandatory Power with the concurrence of the Truce Commission and the Arabs themselves on 12th May. On 14th May the Zionists proclaimed their state without any attention to the Security Council's resolution of 17th April. That resolution was observed by the Arabs in Palestine and the Arab States by not proclaiming their Palestine State. In that situation and in view of the continuous terrorists activities, the Arab States had no alternative but to take co-ordinated action to preserve the Arabs in Palestine, including the repatriation of the quarter million displaced Arabs, as well to restore peace and order.

"Now, and after the Jews have taken the utmost advantage to change the political and military status before 15th May in utter disregard of the Security Council's resolution of 17th April, the Arab States are asked to stop their measures to protect themselves and restore peace and order. All the Arab people are anxious to see peace restored to Palestine and they would like nothing better than to abide by the requests of the Security Council. There is, however, one fundamental consideration namely, that the Arabs are dealing with terrorist gangs who abide by no standards. Had it not been for that, and had the Arabs beenconvinced that the cease fire now would not lead to other attacks and military advantages on the part of the Zionists, the position of the Arabs would have been different.

"The important questions to be asked in this respect are these: Is the cease fire likely to stop the flow of Jewish immigrants into Palestine to fight the Arabs, as well as the importation of arms? Is the cease fire likely to stop the terrorists from their acts of violence and guarantee the safety of the Arab civilian population?

"The Arab armies themselves are not convinced that the

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Jewish forces will not at any sudden moment break without provocation a truce and attack them. What guarantee is there? For it must not be forgotten that the Arab forces are not fighting a regular army, but terrorist gangs trained in certain parts of Europe and other regions under the expert hands of forces which for a long time had visited on the world the worst of evils. It is surprising that the regular Arab armies are being treated on an equal footing with terrorist bands of a minority intending to impose their will by force on the majority.

"In conclusion, I am directed to state in the name of all the Arab States that those States being anxious to restore peace to Palestine and willing to co-operate with the Security Council for such an endeavour, are of the opinion that the resolution of the Council of April 17th should be observed in order that the cease-fire should not be a lull working for more bitter fighting. The cease fire at the present does not guarantee neither to the Arabs of Palestine nor to the neighbouring Arab States the safety they are seeking. And yet, and being anxious to realize the purpose of the efforts of the Security Council, namely, the arrival at a just solution and a lasting peace, I am authorized to inform you that the Political Committee of the Arab League is ready to study within a time limit of forty-eight hours any suggestion which the Security Council may make to them along the lines of a solution of the Palestine problem."

Ends.

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C279890

FROM: THE MINISTER OF EXTERNAL AFFAIRS, PRETORIA, SOUTH AFRICA

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

EN CLAIR

PRETORIA, May 25, 1948.

NO. 19

No. 19. Addressed External Ottawa No. 19, External Canberra No. 32 and External Wellington No. 39.

In reply to Your Excellency's telegram, the Union Government accords de facto recognition to the State of Israel. In view of the resolution on the United Nations General Assembly of 29th November, 1947, which is based on partition, this recognition is not in respect of any particular boundaries, and the Union Government will be prepared to accord similar recognition to an Arab area in Palestine, either as a separate State, or as incorporated into neighbouring Arab States.

The Union Government expresses its cordial/good wishes to the State of Israel as the fulfilment of the policy of the Jewish national home in Palestine, and as a contribution to historic justice and to world peace.

MINISTER OF EXTERNAL AFFAIRS

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TELEGRAM

C 279891

COMMONWEALTH RELATIONS

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

EN CLAIR

CIRCULAR H. 200

LONDON, May 25th, 1948.

Circular H. 200.

Palestine.

In answer to question in Commons by Mr. Churchill today, 25th May, as to whether he would make a statement on Palestine, following reply was given by Foreign Secretary, Begins:

Our whole efforts have been directed towards, first, the adoption of a resolution by the Security Council which, while calling on all parties to cease fire in Palestine, would be sufficiently objective and impartial to have a good chance of acceptance by both sides. Secondly, having secured the adoption of a satisfactory resolution, we have been using our utmost influence to ensure that the call to cease fire was accepted. The present position is that extra time has been allowed and that we are waiting to hear whether the Arab Governments agree. The Jewish authorities have stated that they agree but enquiries are being made to confirm that this undertaking covers all sections of the Jewish forces, in view of the previous occasion on which the cease fire in Jerusalem was broken by Jewish forces, thus leading to the present fighting there.

Any statement which I might make today, and any exchange of opinions in this House which might follow it, would necessarily be prejudicial to the important discussions which are still taking place and I am sure the House will agree that it would be in the best interests of the reestablishment of peace in Palestine if I said no more for the time being.

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TELEGRAM

C279892

From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

I will undertake to keep the House fully informed as soon as we have further reports. Ends.

SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

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C 279893

OFFICE OF THE HIGH COMMISSIONER
FOR THE UNITED KINGDOM,
Earnscliffe,
OTTAWA.

TOP SECRET.

25th May, 1948.

My dear Prime Minister,

Palestine.

I reported to my Government the substance of what you said to me during our conversation of yesterday afternoon, and I have no doubt that they will be greatly relieved to know that the Canadian Government will continue for the present to hold their hand on the question of recognition.

In the meantime I have received from my Government a telegram giving me their reactions to the South African move. I think you may like to see this, and enclose a copy accordingly. The considerations mentioned in it are being brought urgently to the notice of Mr. Chifley and Mr. Fraser.

Yours sincerely,

Alex Cadogan

The Right Honourable W.L. Mackenzie King, O.M., M.P.

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TOP SECRET.

TELEGRAM FROM LONDON TO THE UNITED KINGDOM HIGH COMMISSIONER, OTTAWA, DATED 24th MAY, 1948.

We are sorry that the Union Government have decided to give de facto recognition to Provisional Government of Israel. General Smuts is, of course, in a special position. But Foreign Secretary is fighting hard to get a settlement on basis of justice and Commonwealth and world interests. We hope that the other Prime Ministers, recognising this, will hold their hands and that they will in any case do so during period in which cease fire is being discussed, which may last for next two or three days.

Situation at the moment is that Jewish authorities in Palestine have accepted Security Council's recommendation for a cease fire to operate in Palestine as from 8.0 p.m. local time to-day, 24th May. United Kingdom Government are using all possible influence with Arab Government to persuade them likewise to cease fire. Result is still uncertain but Arabs have asked for extension of time owing to difficulty of communications, etc. We are supporting this. If de facto recognition of Government of Israel by Union Government should be followed forthwith by similar action by other Commonwealth Governments, result might well be to stiffen Arab opposition to accept cease fire recommendation.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

SECRET

CYPHER - TK

NEW YORK, May 24, 1948.

NO. 611

No. 611. Secret. Ross of the U.S. delegation and Beeley of the U.K. delegation have given Starnes a list of questions posed by the former and answered by the latter which I think throws some light on the attitude of the two delegations to the question of Palestine. The information was made available on the understanding that its contents would remain confidential and that it represented an exchange of purely personal views between Ross and Beeley. Beeley has, however, sent the list of questions and his replies to London by letter for any comments which the Foreign Office may wish to make on them. If there is any important reaction on the part of the Foreign Office, Beeley has promised to let us know.

2. The following paragraphs contain first of all the list of questions posed by Ross, followed by the answers made by Beeley. I think you will find the replies given by Beeley to questions numbers 5, 6 and 7, of particular interest.

"Memorandum to Mr. Harold Beeley

May 19, 1948

A. As we understand it, the present United Kingdom position is:

1. To oppose a finding under Article 39 of the Charter that a threat or breach of the peace exists in Palestine;

2. To continue assistance to Abdullah and other Arab States pending action by the United Nations which would make such continuance of assistance contrary to United Kingdom obligations under the Charter.

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B. These two points seem to be inconsistent and mutually exclusive and suggest a number of questions:

1. Does the United Kingdom Government consider that it is premature to take measures which would help put a stop to military action by the Arab States in Palestine?

2. Does the United Kingdom Government consider that military action by the Arab States in Palestine should be permitted to continue for the time being?

3. Does the United Kingdom Government consider that continuance of such military action would lead to stabilization of the political situation in Palestine?

4. If the answer to question (3) is in the affirmative, in precisely what way does the United Kingdom Government envisage that continuance of such military action might lead to political stability?

5. Does the United Kingdom Government consider that continuance of such military activity, coupled with Jewish resistance, will involve a serious risk that both the military and political situations in Palestine will get completely out of hand?

6. Is the United Kingdom Government taking any specific steps, particularly in its relations with the neighbouring Arab States, intending to prevent the situation in Palestine from getting out of hand?

7. With particular reference to relations between the United Kingdom Government and Abdullah, what specific steps, if any, are being taken by the United Kingdom Government which might help prevent the situation in Palestine from getting out of hand?

8. Does the United Kingdom Government have any present views with regard to (A) the continued service of its officers in Abdullah's army and (B) the continued payment of subsidies to Abdullah?

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9. Under what circumstances would the United Kingdom Government consider as appropriate a finding under Article 39 of the Charter that a threat to and/or breach of the peace exists in Palestine?

10. Under what circumstances would the United Kingdom Government consider as appropriate the application of sanctions under Article 41 against (a) the Jewish Provisional Government (b) the Arabs of Palestine or the Arab States or (c) both Jews and Arabs?

11. Under Article 42?

12. To what extent would the United Kingdom Government be prepared to participate in sanctions under Article 41 against (A) Jews, (B) Arabs, (C) both?

13. Under Article 42?

14. In the event of the inability or unwillingness of the Security Council to deal effectively with a threat to and/or breach of the peace in Palestine does the United Kingdom Government have any views concerning alternative methods of dealing with the situation?"

"Memorandum to Mr. John C. Ross

21 May 1948

You will understand that the following answers to the questions you handed me on the 19th May have no more authority than my personal opinion.

I will comment first on your definition of the present position of the United Kingdom Government. It seems to me that there are at least two serious objections to proceeding under Chapter VII of the Charter:

(I) In our view the word "peace" in Article 39 must be read as meaning "international peace." A decision that what is now happening in Palestine constitutes a threat to international peace might imply conclusions concerning the juridical status of Palestine which we feel would not be justified in present

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circumstances. We consider, as the terms of our amendment to your draft resolution indicate, that the juridical status of Palestine is still obscure.

(II) In Charter terms, your resolution appears to contain: (a) A determination under Article 39, and (b) a proposal for provisional measures under Article 40. The last sentence of Article 40 provides that "The Security Council shall duly take account of failure to comply with such provisional measures." It therefore seems likely that the approach to the problem through Chapter VII might very quickly lead to proposals for economic or military sanctions against one party in the present conflict.

We do not think that a procedure which might end in sanctions against either Arabs or Jews, involving in the first instance a prolonged discussion on the question of responsibility for the present state of affairs and eventually the risk that our two Governments might reach different conclusions on this question, is one which we can afford to adopt in the present state of international relations. What we would prefer is to see the situation in Palestine treated, without reference to the question of responsibility for its origins or continuance, as a situation containing a potential threat to world peace. This attitude towards it leads us to the conclusion that action should first be taken under Chapter VI of the Charter. But it does not exclude, in my view at least, subsequent or even concurrent action to seal off the area of conflict in order to prevent its effects from spreading and from involving wider international relationships. If it proves possible to take comprehensive and effective measures to this end, I think the United Kingdom Government will be found ready to bring their relations with the Arab States into conformity with these measures.

In other words, the "action by the United Nations" which, as you state, is a condition of reconsidering the treaty obligations to certain Arab Governments need not necessarily take the form of a finding under Article 39 with the consequences which on

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present evidence we are disposed to think might follow from that finding. It follows that the two principles with which your paper begins are not mutually inconsistent. They do, however, involve the opinion that the United Nations should act impartially on an issue in which we believe that neither party has a claim to the backing of the United Nations against the other.

Now for your questions.

Nos. 1 to 2. It is not within the power of the United Nations to stop the fighting in Palestine at present. Noting the form of your questions, I would add that the United Kingdom Government would certainly not approve of measures to stop military action by the Arab States only.

Nos. 3 to 4. It is my personal view that there can be no stabilization of the political situation in Palestine without a period of fighting. I think there is a good chance that this fighting may convince both Jews and Arabs that they cannot obtain the whole of their claims, and that it will end in some kind of military stalemate which will probably indicate the lines along which a permanent political settlement can be found. The value of the United Nations mediator is that his presence on the scene when that stage is reached will provide machinery through which the two parties can begin to negotiate with one another as soon as they begin to appreciate the inevitability of a compromise.

No. 5. There are certainly risks involved in letting matters take their course for a time. The most important of these is that the Soviet Union might in some way exploit the situation. I am doubtful, however, whether they will be strongly tempted to intervene directly in Palestine to any important extent. My own speculation is that their primary aims are the following:

(I) To drive a wedge between the Arab world and the United States;

(II) To create conditions likely to weaken the present

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regimes in the Arab countries. They no doubt foresee that either weakness in supporting the Palestine Arabs or military reverses in Palestine would bring down the Governments at least of Iraq and Syria and might even create a revolutionary situation in these two countries.

You will forgive me for saying that the Russians must be reasonably satisfied with developments so far. I think they will not commit themselves more deeply than they have already done in support of the Jews, but will keep their hands sufficiently free to take advantage of the political changes for which they are hoping in the Arab States.

Nos. 6 to 7. The United Kingdom Government have used all their influence to urge moderation on the Arabs. In particular, they used their influence with every Arab Government and with the Secretary General of the Arab League in favour of acceptance by them of the Articles of the truce which were under consideration until they were rendered out of date by the proclamation of a Jewish State on the 14th May. The United Kingdom Government are still urging the Arab States to act with a sense of their responsibility as members of the international community, but it must be remembered that British influence with these States depends upon:

(I) Their conviction that in broad objective, if not always in detail, our policies and theirs are harmonious;

(II) The absence of overwhelming pressure from their own public opinion in a direction contrary to that indicated by British advice.

In view of the present mood of the public in all Arab countries, our influence is for the moment limited. On the other hand, there is evidence that our present policy is strengthening the confidence of the Arabs in our intentions towards them and this should enable us to use our influence with appreciable effect when the time comes for the United Nations Mediator to bring the parties into contact in Palestine.

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No. 8 has been answered by a Foreign Office spokesman in London.

Nos. 9 to 14. I think the answers to these more hypothetical questions are implied in what I said about our present position at the beginning of this note. I do not think our policy is intended to exclude either support for sanctions applied impartially against both Jews and Arabs, or even participation in the necessary measures to make those sanctions effective. But of course any precise proposals made would have to be considered on their merits when they were put forward."

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

TOP SECRET

CYPHER - TK

NO. 609

NEW YORK, May 24th, 1948.

No. 609. Top Secret. Following for St. Laurent from McNaughton, Begins:

1. Following the conclusion of Saturday's meeting of the Security Council El Khouri, Syrian representative spoke to me hopefully of the possibilities of settlement presented by the Resolution which the Security Council had just passed. He said that in his view it was most important that opinion in the Arab States should not be exasperated by what he termed "unfair acts" by other countries. In this connection he hoped particularly that there would be no further recognitions of the Jewish State "just now". He said if time were given for Arab emotions to cool the prospects of settlement by the mediator would be greatly improved. Ends.

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PAPIER DE COULEUR

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C 279903

TELEGRAM

Commonwealth Relations

FROM: THE SECRETARY OF STATE FOR ~~COMMONWEALTH AFFAIRS~~

TO: THE HIGH COMMISSIONER FOR THE UNITED KINGDOM, OTTAWA.

Sent 3.50 p.m. 23rd May, 1948

Recd 3.30 p.m. 23rd May, 1948

Immediate

Cypher

Q. No. 103 Confidential

Palestine.

We think it would be useful to other British Commonwealth Governments in considering question of Palestine to have following very brief account of our attempts to reach a settlement since Assembly resolution of 29th November.

(1) We did not oppose recommendation made by Assembly. We laid down mandate expecting that United Nations would assume responsibility.

(2) At last moment United States asked us to prolong mandate to which we could not agree.

(3) United States then shifted their ground away from partition towards trusteeship without giving us warning. We attempted to shape our course accordingly.

4 (4) We agreed that United States request to co-operate in seeking a truce both for Jerusalem and for the whole of Palestine.

(5) In pursuance of this policy High Commissioner for Palestine secured firm Arab agreement to truce for

/Jerusalem

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C 279904

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TELEGRAM

FROM: THE SECRETARY OF STATE FOR DOMINION AFFAIRS

TO: THE HIGH COMMISSIONER FOR THE UNITED KINGDOM, OTTAWA.

Jerusalem which would have allowed Jews to obtain necessary supplies subject to impartial supervision. Jews refused to meet High Commissioner to discuss this truce.

(6) In spite of this High Commissioner succeeded in securing a cease fire in Jerusalem. This was broken by Stern Gang immediately after end of mandate.

(7) As regards truce for Palestine we used whole weight of our influence with the Arabs to persuade them to accept terms which Truce Commission had proposed. There was some reason to think that Arabs would be prepared to discuss these terms provided that they were formally presented to them. At our instance United States were to do this but at same moment whole basis of proposals was removed by United States recognition of Jewish State (one of clauses of truce proposals was that neither side should set up a state).

(8) The sudden United States recognition of Jewish State also coincided with passage by Assembly of its final resolution relieving United Nations Commission of its functions and setting up the mediator.

(9) The mediator has now been appointed and is proceeding to Palestine. We have appointed a senior and experienced official (Sir H. Dow) as Consul General in Jerusalem in order to cooperate with him in his efforts to bring about a settlement.

25.5.48
IH

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C279905

TELEGRAM

Commonwealth Relations

FROM: THE SECRETARY OF STATE FOR DOMINION AFFAIRS

TO: THE HIGH COMMISSIONER FOR THE UNITED KINGDOM, OTTAWA.

Sent 3.30 p.m. 23rd May, 1948

Reed 3.30 p.m. 23rd May, 1948

Immediate

Cypher

Q. No. 102 Secret

Palestine situation report.

Following was received on 21st May. Begins.

Arab Commanders have decided on a re-distribution of their troops. Syrian forces will be withdrawn from Samakh and go to reinforce the Lebanese frontier with Palestine. Iraquis will withdraw from Jisr Majami and proceed to Nablus to relieve the Arab Legion in that district. Remainder of the Arab Liberation Army will move into Jisr Majami-Samakh area to check any Jewish counter thrust which might develop there. The Arab Legion from Nablus will reinforce Latrun area.

The Jewish forces attacked Jisr position on the night of May 19th-20th but failed to open the Jerusalem road. Last night Jewish aircraft bombed Jordan valley relief station of Iraq Petroleum Company and set a tank on fire.

In Jerusalem it is not intended to do more than protect the old city from further attacks but in order to do this an attempt may be made to recapture Allenby Square

/positions

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C 279900

TELEGRAM

FROM: THE SECRETARY OF STATE FOR DOMINION AFFAIRS

TO: THE HIGH COMMISSIONER FOR THE UNITED KINGDOM, OTTAWA.

positions which dominate the North West corner of the walls. Jews have complained of Arab Legion firing on Hadasseh hospital and Arab Legion have complained with equal indignation that they have been fired on from the hospital buildings. This would appear to be a situation for the International Red Cross to deal with.

Agreement had been reached between Trans-Jordan authorities and Palestine Potash Limited for demilitarisation of their works at the north end of the Dead Sea which would be guarded by the Arab Legion. Yesterday when the Arab Legion tentatively went to take over they found the whole area abandoned and stores in flames. Some of the machinery had been damaged. No explanation is known for this withdrawal which appeared to have been precipitate. Arrangements are being made to guard the Potash works. Ends.

2. Implication of these moves is that Arab regular forces will be out of areas recommended for Jewish State by Assembly resolution of 29th November whereas Jews will be in large parts of area recommended for Arab State (Jaffa, Western Galilee and Acre). On the whole, therefore, the Arabs are on the defensive.

23.5.48

IH

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C279907

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TELEGRAM

FROM: THE SECRETARY OF STATE FOR ~~DOMINION AFFAIRS~~ COMMONWEALTH RELATIONS.

TO: THE HIGH COMMISSIONER FOR THE UNITED KINGDOM, OTTAWA.

Sent 10.16 p.m. 22nd May 1948

Recd 11.55 p.m. 22nd May 1948

Important

Cypher

Q No. 101 Secret

Palestine.

While it is realised that in present circumstances Arab leaders are probably in no mood to take prudent advice H.M. Representatives in Arab States have been instructed unless they see strong objection to put following considerations before Arab Governments:-

(i) We are fully conscious of historical development which has brought about present state of affairs. Nevertheless now that we are free of our mandatory responsibilities in Palestine we feel that we should be lacking in frankness towards Arab Governments if we did not call their attention to danger of estranging world opinion from their cause. They must realise that it will be seriously to their disadvantage if either some international action is taken against them or U.S. embargo on arms supplies to Middle East is removed.

(ii) Two aspects which seem to be of particular importance are bombing of Jewish cities from the air and violation of Jerusalem or destruction of ancient buildings there. We would suggest that Arab Governments consider very carefully before authorising any further air bombing and that they should endeavour to avoid fighting within Jerusalem whatever provocation they may have received there. In any further discussions about a truce for Jerusalem Arabs should make utmost concessions in order to reach agreement.

2. As the most obvious example of bombing of non-military targets is Egyptian attacks on Tel Aviv, H.M. Ambassador Cairo has been instructed to lay special emphasis on this point with Egyptian Government.

23.5.48

HS

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C 279908

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TELEGRAM

Commonwealth Relations

FROM: THE SECRETARY OF STATE FOR [redacted]

TO: THE HIGH COMMISSIONER FOR THE UNITED KINGDOM, OTTAWA.

Sent 4.00 p.m. 23rd May, 1948

Reed 3.30 p.m. 23rd May, 1948

Immediate

Cypher

Z. No. 83 Top Secret

My telegram 22nd May H. No. 197.

Palestine.

In connection with my telegram under reference please take opportunity to inform Dominion authorities informally in following sense laying emphasis upon private and top secret nature of information.

(1) Although we ceased to be responsible for Arab Legion after 15th May, it is held in some quarters that we have a moral responsibility for it because we subsidise it, lend officers to it, and supply it with war material whereas fact is that we are obliged to do these three things by Trans-Jordan Treaty. As regards subsidy last instalment was paid in April and next will fall due in July. Before paying it we shall naturally consider situation as it then is. As regards officers their instructions are that they must withdraw to Trans-Jordan if Arab Legion becomes involved in hostilities with Jewish State as a result of an attack on that State within frontiers recommended in Assembly resolution of 29th November. No such attack has yet taken place.

/(2)

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C 279909

TELEGRAM

FROM: THE SECRETARY OF STATE FOR DOMINION AFFAIRS

TO: THE HIGH COMMISSIONER FOR THE UNITED KINGDOM, OTTAWA.

(2) Apart from this legal position there is the very important consideration that we had good reason to believe that Jews knew that Arab Legion was going to move into Arab areas and that this was not unwelcome to them. Mr. Shertok told Mr. Marshall some time ago that there was contact between Jews and the Arab Legion through intermediary of a British officer of Legion. We have always thought that a settlement of Palestine would be greatly facilitated by some arrangement under which Haganah and Arab Legion might assume responsibility for maintenance of law and order in different areas and we feel sure that presence of British officers with Legion will assist any tendency in this direction and facilitate observance of any agreement which may be reached.

(3) Intention in preceding paragraph is of the most highly secret and confidential nature. We cannot use it publicly to defend our relations with Arab Legion as this would ruin King Abdullah's position with other Arab States and would make it impossible for him to exercise any further influence in direction of a reasonable settlement.

(4) We have just made it clear to King Abdullah that if he goes beyond what we thought were his previous intentions, i.e. to limit Arab Legion to Arab areas, we should have to reconsider whole situation. Meanwhile we feel strongly that our close connections with Arab Legion

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TELEGRAM

FROM: THE SECRETARY OF STATE FOR DOMINION AFFAIRS

TO: THE HIGH COMMISSIONER FOR THE UNITED KINGDOM, OTTAWA.

and expectation of our subsidy is a useful check on any tendency on part of King Abdullah to enter into a large-scale conflict with Jews.

23.5.48

IH

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TELEGRAM

FROM: THE SECRETARY OF STATE FOR ~~DOMINION AFFAIRS~~ COMMONWEALTH RELATIONS

TO: THE HIGH COMMISSIONER FOR THE UNITED KINGDOM, OTTAWA.

Sent 2.15 p.m. 23rd May 1948

Recd 12.15 p.m. 23rd May 1948

Most Immediate

Cypher

Z No. 81 Top Secret

Addressed High Commissioner Wellington repeated High Commissioners Canberra, Ottawa and Pretoria.

Please give following message about Palestine to Prime Minister.

We are most grateful for your telegram No. 104 of May 21st and for your invitation in paragraph 7 to make further comments on what you say.

2. We understand fully the great care with which you have considered your policy in regard to Palestine and your desire to implement loyally the Assembly plan for which you voted last November. We greatly appreciate your efforts not to do anything that might be embarrassing to us as mandatory power. We hope however that you may feel able to reconsider the question of the immediate recognition of Israel in the light of the following observations.

3. We submit with respect that the purpose of the Assembly plan was not the establishment of a Jewish State by itself but the establishment of Jewish and Arab States in Palestine with economic union between them. The point is important because there are more than twice as many Arabs in Palestine as there are Jews and because without economic co-operation from the Arabs the Jewish state might not be able to survive.

4. The immediate unilateral declaration by the Jewish Agency on May 15th that a Jewish State existed is in no way an execution of or indeed consistant with the Assembly plan. The Assembly plan provided in paragraph (a)(3) that the Jewish and Arab States should come into existe

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C279912

TELEGRAM

FROM: THE SECRETARY OF STATE FOR DOMINION AFFAIRS

TO: THE HIGH COMMISSIONER FOR THE UNITED KINGDOM, OTTAWA.

in Palestine "two months after the evacuation of the armed forces of the mandatory powers has been completed". This interval was allowed because it was recognised that much preparatory work must be done before anything resembling a state could be said to exist. Thus paragraph 2 of the plan is headed "B". Steps preparatory to independence".

5. Among the steps so required were the following:

(a) The United Nations Commission was to establish the frontiers of the States.

(b) It was to consult the democratic parties and other public organisations in both states and then to "select and establish in each state a provisional council of government" (the consultation was to ensure justice for Arabs in the Jewish state and vice versa).

(c) The provisional councils so established were to "progressively receive from the Commission full responsibility for the administration of that state".

(d) The Commission was to instruct the provisional councils to establish administrative organs of government central and local.

(e) The provisional councils were to hold elections for the constituent assembly.

6. Practically none of these "steps preparatory to independence" has in fact been taken and no government machine of the kind intended by the Assembly with guarantees for the democratic rights of the Arabs can be said to exist in the area now held by the Jews.

7. It seems to us that the measures quoted above were expressly designed by the Assembly to prevent precipitate action in setting up Jewish and Arab States without proper preparation. We do not see therefore how any accusation that it was not loyal to the Assembly resolution could lie against New Zealand if the New Zealand Government were to delay the

/recognition

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C 279913

TELEGRAM

FROM: THE SECRETARY OF STATE FOR D[redacted] COMMONWEALTH RELATIONS

TO: THE HIGH COMMISSIONER FOR THE UNITED KINGDOM, OTTAWA.

recognition of Israel. Indeed we think it could be more rightly argued that the United States in recognising with such haste had departed from the Assembly plan.

8. Nor do we think that the provisional Government of Israel can be said to meet the normally accepted criterea of de facto recognition. The boundaries of its present authority have not been defined and do not even accord with the Assembly plan. The normal tests under International Law are (a) that a government exercises effective authority over a known and defined area (b) that it is able as well as willing to execute the International obligations of a sovereign state (c) that it has a reasonable prospect of stability. We do not think that Israel today fulfils any of these tests and we do not know of precedents which in our view would justify present recognition under the accepted rules of International Law.

9. Moreover we should greatly regret recognition that gave added authority to the boundaries described in the Assembly resolution. Those boundaries are certainly unworkable without full Arab co-operation. If they are now endorsed that fact may diminish or postpone the prospect of a peaceful settlement on a modified basis and thus prolong the bloodshed and destruction in Palestine.

10. We hope therefore that the New Zealand Government without in any way reversing the course of policy which it has hitherto adopted may think it possible to delay recognition of Israel until there is some firmer foundation for that recognition than at present exists.

11. This message is being repeated to the Prime Ministers of Canada, Australia, and South Africa. Ends.

Will High Commissioners Canberra, Ottawa and Pretoria please inform Prime Ministers of this reply to New Zealand Government. Further telegram follows.

23.5.48
HS

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TELEGRAM

Commonwealth Relations

FROM: THE SECRETARY OF STATE FOR ~~COMMONWEALTH RELATIONS~~

TO: THE HIGH COMMISSIONER FOR THE UNITED KINGDOM, OTTAWA.

Sent 3.00 p.m. 23rd May, 1948

Recd 2.30 p.m. 23rd May, 1948

Most Immediate

Cypher

Z. No. 82 Top Secret

Addressed High Commissioner, Pretoria repeated High Commissioners Wellington, Canberra, Ottawa.

My immediately preceding telegram.

Palestine.

Please see Prime Minister and give him following message from Prime Minister. Begins.

Thank you for your messages about giving de facto recognition to the provisional Government of Israel. Sir E. Baring is being asked to give you a copy of our reply to New Zealand Government's telegram No. 104 and I should like to call your earnest attention to the following facts.

2. One of the most important factors in the world situation today is our relations with the United States. We have made great progress with the United States over the question of E.R.P., the Brussels Treaty and security measures for Europe. The one important outstanding divergence between us is Palestine. I am very much afraid that the recognition of Israel at this stage will handicap what we are trying to do. I fully realise the pressure you are under to recognise Israel

/but

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TELEGRAM

FROM: THE SECRETARY OF STATE FOR DOMINION AFFAIRS

TO: THE HIGH COMMISSIONER FOR THE UNITED KINGDOM, OTTAWA.

but I would ask you before doing so to consider the matter most carefully.

3. The Foreign Secretary has seen the U.S. Ambassador today and had a long talk with him about Palestine. As a result Mr. Douglas is putting the following points to his Government:-

(a) That there should be no attempt to take action under Article 39 of the Charter. To do so would involve sanctions and military action, and would merely ensure Russia being brought in.

(b) He is urging the U.S. Government to accept the U.K. resolution. As you know a mediator has already been appointed.

(c) On the question of the arms embargo he is suggesting that all action should be stayed.

4. In addition we have agreed to supply Mr. Douglas with an appreciation of the position in relation to defence and of likely developments arising from the Palestine situation throughout the Middle East, India and Burma. He will discuss this with his Government and it has also been arranged that he should meet myself, the Foreign Secretary, the Secretary of State for Commonwealth Relations, the Minister of Defence, and the Chiefs of Staff here on this matter.

5. After a thorough discussion we intend to endeavour to arrange for such a system of consultation between our two Governments as to avoid the constant changes in the U.S. policy which we have seen over the last few months

/and

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TELEGRAM

FROM: THE SECRETARY OF STATE FOR DOMINION AFFAIRS

TO: THE HIGH COMMISSIONER FOR THE UNITED KINGDOM, OTTAWA.

and to avoid the possibility of a wedge being driven between us.

6. Having regard to these facts and to the legal position set out in my immediately preceding telegram, I am sure that you will appreciate that it is impossible for us to recognise the Jewish State now. Moreover we must not lose Arab support. To do so would endanger our position in Cyrenaica and the whole communications of the Empire. Any hurried action now might bring incalculable difficulties in the future.

7. If in spite of all the efforts by the U.K. Government to keep harmony with U.S. Government you still feel forced to take this step of according de facto recognition to the Jewish State which we shall regret, we hope that you will not repeat not recognise any particular boundaries and certainly not those in the Assembly resolution of 29th November. Search for a peaceful settlement in Palestine must necessarily be hampered if boundaries representing the full claims of one party are recognised in advance. If these boundaries are not now endorsed there is better hope of a peaceful settlement, perhaps on a modified but mutually acceptable basis thus avoiding prolongation of the conflict.

8. I am sending copies of this message to the Prime Ministers of Canada, Australia and New Zealand. Ends.

Will High Commissioner, Canberra, Ottawa and Wellington please give copies to Prime Ministers.

23.5.48
IH

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TELEGRAM

FROM: UKREP, PRETORIA, SOUTH AFRICA
TO: THE HIGH COMMISSIONER FOR THE UNITED KINGDOM.

Sent 1.00 p.m. 24th May, 1948

Recd 11.00 a.m. 24th May, 1948

Most Immediate

Cypher

No. 4 Top Secret

No. 184 repeated High Commissioners Ottawa No. 4, Canberra No. 4, Wellington No. 4.

Your telegrams Nos. 81 and 82. Israel.

I handed the two telegrams to General Smuts. The argument which appealed most to him was that concerning Cyrenaica in paragraph 6 of your No. 82. The combination of very strong pressure in South Afriba and his own sincere belief that future relations between the Commonwealth and Jewry are in the long run more important than the retention of Arab goodwill, has however proved too strong. After long discussion he told me that he would today, after talking with Hofmeyr, issue a statement granting de facto recognition to Jewish State and let me have a reply to Mr. Attlee's message.

2. General Smuts is however anxious to minimise the results of action contrary to the views of the United Kingdom Government. He said that he would attempt so to word his statement that

(a) no commitment is made regarding boundaries of the new State, and

(b)

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TELEGRAM

FROM: Ukrep, Pretoria

TO: THE HIGH COMMISSIONER FOR THE UNITED KINGDOM.

(b) it is clear that he is recognising a Jewish State in part and not in the whole of Palestine.

24.5.48

IH

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C 279919

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TELEGRAM

FROM: THE SECRETARY OF STATE FOR [redacted] COMMONWEALTH RELATIONS.

TO: THE HIGH COMMISSIONER FOR THE UNITED KINGDOM, OTTAWA.

Sent 9.50 p.m. 22nd May 1948

Recd 10.10. p.m. 22nd May 1948.

Immediate

Cypher

No. Q 100 Secret

Palestine.

H.M. United Kingdom Minister, Washington has on instructions spoken to United States State Department on following lines

(1) In connection with recognition of Jewish State we hope that even though United States Government have recognised Jewish State de facto they will not commit themselves to any precise recognition of boundaries. It might well be that if the two sides ever accept a compromise it would be on basis of boundaries differing from those recommended in partition plan of Assembly. As regards arms we trust that United States Government will maintain their arms embargo. If they raise it we shall almost certainly be obliged to raise our own embargo on arms to Arab States. We cannot agree to any action under Article 39 at least at this stage.

(2). It must be clear to United States Government that successive actions on their part over Palestine have placed a heavy strain on our co-operation. They have had the effect of arousing bitter resentment against United States in an area which we both regard as of high strategic and political importance to us. Unless Arab countries can be induced to retain some confidence in friendly understanding and fairness of both United States and United Kingdom Governments on Palestine issue they may turn away from Western countries altogether.

(3) We earnestly hope that United States Government will not take further precipitate initiatives which would compel us to take a different line or to oppose their actions especially in Middle East where real interests of both our countries are the same.

23.5.48

HS

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C 279920

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN NEW ZEALAND
To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

SECRET

IMPORTANT

CYPHER - O.T.P.

NO. 105

WELLINGTON, May 22nd, 1948.

No. 105. May 22nd. Secret. My telegram No. 104 of May 21st.

Palestine.

1. You will have received Mr. Fraser's telegram despatched last night reporting on New Zealand Cabinet approval of de facto recognition of Israel.

2. Mr. Fraser is to consider action tomorrow (Sunday) and United Kingdom have promised their reply before noon (New Zealand time). Your comments, if any, should reach here by then.

3. Recognition by New Zealand is expected by Tuesday. I understand Mr. Fraser is much influenced by United States newspaper comment.

HIGH COMMISSIONER

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C 279921

FROM: THE SECRETARY-GENERAL, UNITED NATIONS ORGANIZATION, LAKE SUCCESS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

EN CLAIR

NO. 88

LAKE SUCCESS, May 22nd, 1948.

No. 88. Have honour to communicate to your Government following Resolution adopted by Security Council at its 302nd meeting held 22 May 1948.

"The Security Council, taking into consideration that previous Resolutions of the Security Council in respect to Palestine have not been complied with and that military operations are taking place, in Palestine;

CALLS UPON all Governments and authorities, without prejudice to the rights, claims or position of the parties concerned, to abstain from any hostile military action in Palestine and to that end to issue a cease-fire order to their military and para-military forces to become effective within thirty-six hours after midnight, New York Standard Time, 22nd May 1948;

CALLS UPON the Truce Commission and upon all parties concerned to give the highest priority to the negotiation and maintenance of a truce in the City of Jerusalem;

DIRECTS the Truce Commission established by the Security Council by its Resolution of 23rd April 1948, to report to the Security Council on the compliance with the two preceding paragraphs of this Resolution;

CALLS UPON all parties concerned to facilitate by all means in their power the task of the United Nations mediator appointed in execution of the Resolution of the General Assembly of 14th May 1948".

Draw attention in particular to paragraph two of this Resolution.

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C 279922

TELEGRAM

From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

SECRET

CYPHER

CIRCULAR H. 197 LONDON, **May 22nd, 1948.**

Circular H. 197. Secret. Palestine-United Kingdom relations with Arab States.

Position with regard to our relations with Transjordan in connection particularly with Arab Legion is that General Officer Commanding for Palestine gave instructions that all units of Arab Legion should withdraw from Palestine by end of mandate. Report on detailed movements of two companies thought, nevertheless, to have been in Palestine after May 14th has been called for. Movements of Arab Legion from May 15th are solely concern of King Abdullah.

2. We are under treaty obligation,

(a) To provide, on request, British service personnel whose services are required to ensure efficiency of Transjordan forces, and

(b) To pay a subsidy to Transjordan, sum of which is fixed annually. Under these arrangements some forty British officers are serving with Arab Legion. Of the forty, some thirty are seconded from British Army. Glubb Pasha and two other officers were officials of Government of Palestine who were seconded for service in Transjordan and appointed to their present posts by King Abdullah. Remainder are individuals who have been engaged directly by Transjordan Government.

3. Transjordan Frontier Force has been disbanded.

4. Unless and until United Nations find that Arab States are acting illegally we see no reason why we should depart from our treaty obligations in accordance with which

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TELEGRAM

From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

(a) British officers will continue to serve with Arab Legion:

(b) Transjordan will continue to receive British subsidy, and

(c) United Kingdom Government will continue to implement orders for arms by Arab States covered by existing contracts.

5. We are under constant pressure from Arab States to supply arms but in reply to each request we are making it clear that we are maintaining our embargo upon supply of arms to Middle East except in so far as any requests made may be covered by existing contracts.

SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

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Dictated over telephone by Sir Alexander Clutterbuck. C 279924

Telegram from Commonwealth Relations Office to United Kingdom High Commissioner.

May 22, 1948; SECRET

Immediately on receipt of this telegram please speak to Canadian authorities very urgently on the following lines:

2. We understand that Security Council will probably be voting on Palestine today.

3. Foreign Secretary has today had long conversation with United States Ambassador and impressed on him necessity of not invoking Article 39 at this stage. Upshot is that we are trying our utmost to harmonize British and United States policy. Use of Article 39 would make this impossible as well as making it far more difficult to reach a reasonable solution in Palestine. It might also make United Nations look ridiculous by causing it to embark on a course which it had no means to enforce.

4. In these circumstances we very much hope Canadian Government will be willing to instruct their delegate to support United Kingdmm amendments and exclusion of Article 39.

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C 279925

FROM: THE MINISTER FOR EXTERNAL AFFAIRS, CANBERRA, AUSTRALIA

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

CYPHER

NO. 7 CANBERRA, May 21st, 1948.

Addressed to Primus Pretoria No. 12, repeated to Secretary of State for Commonwealth Relations, London, No. 144, External Ottawa No. 7, External Wellington No. 109.

We have been very interested to see your telegram to the Secretary of State on Palestine, repeated to us as No. 29.

We feel that in this matter it would be most useful if all Commonwealth Governments could give the others an indication of their intentions in advance before they take any action.

MINISTER FOR EXTERNAL AFFAIRS

WARNING

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

TELETYPE

EN CLAIR

NO. 600 NEW YORK, May 21st, 1948.

No. 600. Following is the text of the statement which I gave in the Security Council yesterday afternoon in the course of the debate on Palestine, Begins:

The issue before the Council, Mr. President, is a grave one and I agree that the Council should take prompt measures which would meet this most serious situation. It is of the first importance that whatever measures we take should be appropriate and effective.

It has been urged that the Council should determine "that the situation in Palestine constitutes a threat to the peace and a breach of the peace within the meaning of Article 39 of the Charter". No one disputes that, as the distinguished representative of the United States has said, "a condition of warfare" is actually in existence in Palestine. This is not at all in question in our minds but what must be decided by us is the practicable method which the Council should pursue to bring peace and order to the Holy Land.

So far, the Council has sought to bring an end to the hostilities in the Holy Land by way of a truce, a standstill agreement and negotiation through the Truce Commission which has been set up by the Council as a body of conciliation. It is now proposed in the draft resolution submitted by the distinguished representative of the United States that the Council should issue an order to all concerned in Palestine to "desist from any hostile military action." This is a serious step for the Council to contemplate. If this procedure is adopted, it means that the Council would now take action under Chapter 7. In other words,

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that the Council might attempt to proceed by way of coercion instead of by the procedures of pacific settlement which we have followed heretofore.

The order proposed in the draft resolution of the United States must, of course, if adopted, be regarded as mandatory upon those to whom it is addressed. It would be hoped that such an order would be obeyed, for neglect in obedience for any reason would be defiance of the Charter.

The grave question arises, therefore, - What is the Council to do if the order is rejected and defied by one or other of the parties or by both? The Charter envisages, in Chapter 7, various coercive measures which it would be within the discretion of the Council to impose to give effect to its decision. But we all know, Mr. President, that any action under Chapter 7 requires the concurring votes of all permanent members to enable the Council to reach a decision.

I submit, therefore, Mr. President, that before the Council embarks upon a course of action under Chapter 7, there needs to be consultation between the permanent members of the Council with a view to establishing a basis of agreement which at present evidently does not exist, as to what consecutive steps, in the way of diplomatic, economic or even military pressure, might follow should an order of the Council to cease military action in Palestine fail to be obeyed. In this way the Council would be apprised in advance and have an opportunity of considering in advance as to what obligations and responsibilities it might incur if it were to take the initial step of issuing an order which also contemplates measures of coercion, under Chapter 7, to give effect to its decision.

In the meantime, we have, from the distinguished representative of the United Kingdom, a proposal to amend the United States draft resolution. This proposal, like the one submitted by the United States representative, would call upon all parties to cease hostile military action. But, unlike the proposal of

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the United States delegation this is, as I see it, a continuation of the efforts of the Security Council to provide an opportunity to both parties to arrive at a just and lasting settlement in Palestine by means of negotiation. It does not involve measures of coercion by the Council. And so I think this is a useful step which we should take now.

But, whether the Council proceeds on the basis of the approach proposed in the draft resolution submitted by the delegation of the United States or continues along the lines suggested by the United Kingdom delegate, surely it must be realized that in the end only a negotiated settlement will lead to a just and lasting peace in Palestine. And it is for this reason, Mr. President, that I continue to lay the greatest emphasis on the full organization of the Truce Commission and on the appointment of the mediator as called for by the General Assembly. Ends.

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C 279929

FROM: THE MINISTER OF EXTERNAL AFFAIRS, WELLINGTON, NEW ZEALAND

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMMEDIATE

CYPHER

NO. 9

SECRET

WELLINGTON, May 21st. 1948.

Addressed Secretary of State for Commonwealth Relations, London, No. 104, repeated Canberra No. 95, Ottawa No. 9, Pretoria No. 26, Totara, Washington No. 197. Secret.

Palestine.

Last November, after very careful consideration, the New Zealand Government decided to support the General Assembly resolution for a plan of partition and economic union for Palestine. In doing this we acted on the conviction that this plan, worked out, after full and impartial consideration by a specially appointed United Nations body, involved, the least injustice having regard to what we considered to be the rights of both parties.

2. The adoption of the partition plan gave it, in our view, the significance of a judgment by the United Nations. The plan admittedly was a whole, but its essential element was the endorsement of the Jewish claim for a State.

3. The fact that the partition plan was envisaged by the Assembly was not carried out has not changed this conviction, and at the recent special session of the General Assembly our representative made it clear that we still supported the principle of the establishment of a Jewish State and an Arab State in Palestine. In these circumstances we would find it most difficult to withhold de facto recognition from the Provisional Government of Israel if that Government met the normally accepted criteria of de facto recognition.

WARNING

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4. The present juridical situation as regards Palestine is admittedly obscure, but it would at least appear that the Jewish Provisional Government is exercising effective Government authority over a Jewish area corresponding more or less with that recommended by the Assembly resolution of November 19th, and that the requirements of International Law for de facto recognition of a Government are satisfied, and in fact have been satisfied since the termination of the mandate. Moreover, the view of the United Kingdom Government that Palestine became res nullius on the termination of the mandate would seem to us to clear a path for the assumption of sovereignty by the inhabitants in accordance with the principle of self-determination. The fact that the area over which the Provisional Government exercise authority is within the territorial limits laid down in the partition plan strengthens our conviction that it would be consistent with our support of that plan to accord recognition.

5. In doing so we do not feel that we would be acting in a partisan manner, and had the Arab inhabitants of Palestine set up a Government within the territory defined as Arab in the partition plan we should have been equally willing to accord it early recognition. However, we could not consistently with our past attitude recognize any right which the Arabs might claim to have to proclaim a unitary Arab State throughout the whole of Palestine.

6. We fully appreciate the desirability for uniformity of action within the Commonwealth, and indeed as His Majesty's Government in the United Kingdom are aware, we took steps to ascertain the views of other British Commonwealth Governments on this matter. We have also given consideration to the grave strategic and economic issues which you have raised, but we feel that we cannot at this stage reverse a course of policy with which the name of New Zealand has come to be very

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definitely associated. Moreover, in view of the grant of recognition by the United States of America and the USSR we feel that the Arab reactions to recognition by members of the Commonwealth might not be as serious as they would otherwise be, though of course we realize that there is a risk in this respect.

7. For these reasons we have come to the decision that we should accord de facto recognition to the Provisional Government of Israel, but in the meantime we shall gladly give consideration to any further comments you might make.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

SECRET

CYPHER - TK

NO. 601

NEW YORK, May 21st, 1948.

No. 601. Secret.

Palestine.

1. We have sent you by airmail yesterday afternoon the verbatim record of the morning session of the Security Council and you will, as well, have received the U.N. press summaries of the afternoon session.

2. I spoke yesterday afternoon immediately the session opened, the text of this speech being contained in a previous message.

3. Before the meeting we had an opportunity to discuss the position of the United Kingdom delegation with Cadogan and Lawford. The former indicated that his instructions, in the event the United States resolution was to be voted upon, would cause him to vote against it, and in any case, to cast a negative vote on the paragraph determining the situation to be a threat to the peace.

4. Lawford, speaking personally, deplored the fact that his Government and the United States Government had not been able to concert their policies more closely on Palestine. He was inclined to the view that the United States Government may only have introduced their resolution, knowing it would receive a mixed reception, and hoping that its defeat might afford them an excuse for lifting the arms embargo, an event which he considered could only have the effect of spreading and intensifying the fighting. On the other hand, Lawford admitted that the United Kingdom position regarding the Arab States was open to criticism and mentioned the speech made by a Ukrainian delegate Thursday morning, which

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vigorously attacked the United Kingdom position, admitting that there was some justification in his charges. He personally was at a loss to understand the reasons which promoted his Government to allow members of the British army to remain in the Transjordan armies.

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C 27993 Palestine

SECRET
LBP/SR
21.5.48

MEMORANDUM FOR THE PRIME MINISTER

I am enclosing herewith a telegram from the Minister of External Affairs in South Africa, quoting a telegram sent by Prime Minister Smuts to the Secretary of State for Commonwealth Relations, which indicates that the South African Government may very shortly be giving de facto recognition to Israel. Also a telegram from our High Commissioner in London with the same information and one from the Prime Minister of Australia, in which he states that he has been very interested in Field Marshal Smuts' message, and feels that it is important that the Commonwealth Governments should give each other an indication of their intentions in this matter in advance of any action.

It seems clear that any common Commonwealth action in regard to the recognition of Israel will not prove possible. South Africa may act very shortly, and I should think that New Zealand and Australia will follow. The United Kingdom, however, is not likely to extend recognition to Israel for some time, and we have agreed to take no hasty action until the situation in that area becomes somewhat clearer than it is at present.

I suppose, however, that if the Jewish Provisional Government is able to establish itself and defend itself, some kind of de facto recognition will be unavoidable. The situation in this regard is complicated and made more dangerous by the inability of the Security Council to do anything in regard to the restoration of peace. This may mean that the United States will be subjected to such great pressure for the shipment of arms to the Jewish community in Palestine that it will be forced to raise the embargo. On the other hand, the United Kingdom is shipping arms to the Arab states in fulfillment of treaty obligations. Nothing could, of course, be more disastrous than a long drawn out conflict in Palestine, with the United States and the U.S.S.R. assisting one side and the United Kingdom the other.

Sir Alexander Clutterbuck telephoned me a few minutes ago to say that the authorities in London were disturbed at the possibility of recognition by three of the Dominions, though he did not seem to think that anything could be done about it. It <u>is</u>, of course, disturbing, but nevertheless it is one more illustration of the fact that

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the nations of the Commonwealth have their own separate problems and separate pressures, and cannot be expected to act together on all occasions.

I believe that eight members of the United Nations have now recognized, either de facto or de jure, the state of Israel, including of course the U.S.A. and the U.S.S.R.

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FROM: THE MINISTER OF EXTERNAL AFFAIRS, PRETORIA, SOUTH AFRICA

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

MOST IMMEDIATE

CYPHER

NO. 16

PRETORIA, May 18th, 1948.

No. 16. Addressed High Commissioner London No. 333, repeated External Ottawa No. 16, Canberra No. 29, Wellington No. 35. Following for Secretary of State for Commonwealth Relations from Prime Minister, Begins:

1. According to Shertok's telegram the National Council of the Jewish State bases its Proclamation on the United Nations Organization Assembly Resolution of 29th November 1947 which provided for partition and other measures. It must, therefore, be assumed that the new State will have the boundaries assigned under partition and does not cover all Palestine.

2. Palestine, after the withdrawal of the mandate, must be considered as res nullius and the inhabitants have first claim to its disposal in accordance with the United Nations Organization Charter principle of giving self-Government to inhabitants as the final development of trust territories.

3. The Jewish inhabitants now claim self-Government as a State while the Arab inhabitants advance no such claim and neighbouring Arab States are proceeding to invasion and war measures contrary to the spirit of the Charter. The outcome of the struggle is uncertain.

4. Under these circumstances, and apart from extraneous and ulterior considerations, it is at least in accordance with the spirit of the Charter that de facto recognition should be given to the Jewish State within the territorial partition limits.

5. The Union is under strong pressure from its large Jewish population to recognize the new State, and I have

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already publicly wished it well. Recognition has already been given by the United States of America and the USSR and some smaller States and Britain, who originated the Balfour Declaration and held the mandate, is placed in an embarrassing position before world opinion. The other members of the Commonwealth may also feel embarrassed.

6. The best course would be for the States of the Commonwealth to take similar action, but if this is not possible the Union Government, however much it may regret isolated action, may be constrained to give de facto recognition within the territorial limits provided by the partition arrangement. For prudential reasons the United Kingdom may prefer to take no action at present and the Dominions may follow their own course. Ends.

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TELEGRAM

C 279938

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

IMMEDIATE SECRET

CYPHER - PUBLIC LONDON, May 20th, 1948.

NO. 712

No. 712. Secret. Palestine.

Prime Minister Smuts sent a message to Commonwealth Relations Office yesterday in which he said that under present circumstances (and in accordance?) with the spirit of the Charter that de facto recognition should be given to the Jewish State within the territorial partition limits. Smuts pointed out that the Union was under strong pressure from its large Jewish population to recognize the new State, and that he had already publicly wished it well.

2. His concluding paragraph was as follows:

"The best course would be for the States of the Commonwealth to take similar action but if this is not possible the Union Government, however much it may regret isolated action, may be constrained to give de facto recognition within the territorial limits provided by the partition arrangement. For prudential reasons the United Kingdom may prefer to take no action at present and the Dominions may follow their own course."

HIGH COMMISSIONER

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C 279939

FROM: THE MINISTER FOR EXTERNAL AFFAIRS, CANBERRA, AUSTRALIA

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

CYPHER

NO. 7

CANBERRA, May 21st, 1948.

MAY 21 1948

Addressed to Primus Pretoria No. 12, repeated to Secretary of State for Commonwealth Relations, London, No. 144, External Ottawa No. 7, External Wellington No. 109.

We have been very interested to see your telegram to the Secretary of State on Palestine, repeated to us as No. 29.

We feel that in this matter it would be most useful if all Commonwealth Governments could give the others an indication of their intentions in advance before they take any action.

MINISTER FOR EXTERNAL AFFAIRS

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C 279940

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

CYPHER - TK NEW YORK, May 21, 1948.

NO. 603

No. 603.

Palestine.

1. The Security Council met this morning to continue debate on Palestine but it was unable to come to a vote on the U.S. Resolution (S/749) or the U.K. amendment to that Resolution (S/755) before the meeting was adjourned.

2. This afternoon the Security Council has taken up discussion of the Czechoslovak case with the intention of resuming the debate on Palestine if time remains. It seems likely that the Czech case will take up the entire afternoon and presumably, therefore, the Security Council will meet tomorrow morning on Palestine.

3. We learned from Ross of the U.S. delegation and Beeley of the U.K. delegation that it is their intention to vote upon the U.S. Resolution paragraph by paragraph with the U.K. delegation submitting their amendments. Ross expected the U.S. delegation to vote in favour of the U.K. Resolution in the event that those paragraphs relating to coercive measures in the U.S. Resolution are defeated. He expected the representative of France to follow suit.

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C 279944 P

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK CITY

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA.

IMPORTANT

CYPHER - TK

SECRET

NO. 598

NEW YORK CITY, May 20th, 1948.

No. 598. The Security Council discussed the United States draft resolution (Document S/749) at its meeting on Wednesday afternoon, 19th May.

2. Cadogan, the first speaker, introduced the following amendment (Document S/755):

"THE SECURITY COUNCIL

BEARING in mind the change in the juridical status of Palestine consequent upon the termination of the mandate, and the necessity for further clarification of this status;

TAKING into consideration that previous resolutions of the Security Council in respect to Palestine have not been complied with and that military operations are taking place in Palestine;

CALLS upon all parties concerned in Palestine to abstain from acts of armed force against each other, and to that end to issue a cease-fire order to their military and para-military forces to become effective within thirty-six hours after the adoption of this resolution;

CALLS upon the Truce Commission and upon all parties concerned to give the highest priority to the negotiation and maintenance of a truce in the City of Jerusalem;

DIRECTS the Truce Commission established by the Security Council by its resolution of 23rd April, 1948, to report to the Security Council on the compliance with the two preceding paragraphs of this resolution.

REQUESTS the Committee appointed by the General Assembly on

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14th May to proceed as expeditiously as possible with the appointment of a United Nations mediator for Palestine, and calls upon all parties concerned to avail themselves of his good offices in order to seek a solution by mediation."

3. In introducing the above amendment, Cadogan said that his Government had grave doubts about the wisdom and expediency of invoking Article 39 of the Charter at this stage. He felt that the juridical status of Palestine should be settled and made the following statement regarding the claims of both parties:

"Leaving out of account aggressive action or actions involving the use of armed force, there would probably be nothing in law to prevent action of a peaceful character directed to the setting up af a Government or Governments in Palestine, even if this were done with the help of another State or States, provided that such States were not, in doing this, acting in a manner not consistent with any General Assembly resolution by which they could be regarded as bound. This would mean that, if the Jews claimed to set up a State covering the Jewish areas as defined by the resolution of the General Assembly, and on the other hand the Arabs claimed to set up a state covering the whole of Palestine, there would be nothing legally to choose between those claims."

Cadogan further stated that his Government could not agree to the invocation of Article 39 and pointed out that it was juridically doubtful whether there is any threat to international peace or a breach of international peace and he felt that a search for the aggressor would land the Security Council in interminable and probably unprofitable wwrangles. He did not agree that the Arab States were the aggressor and asked the Council what they thought of the Jewish attack on Java - to mention only one incident. Cadogan felt that the five permanent members should make all speed with the

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appointment of a mediator and should give full support to the Truce Commission. He said that the present juridical status of Palestine should be determined but that there was no necessity to delay the other parts of the resolution pending the settlement of this juridical problem.

5. In reply, Austin stated that he was opposed to the United Kingdom amendment for various reasons and stated, ' "the Security Council has a duty that is laid down in Chapter VII, and which we claim it cannot evade or avoid." He contended that the Security Council has repeatedly tried to act under Chapter VI alone and had failed to obtain the necessary results. He said that these efforts by the Council under Chapter VI had been unsuccessful and futile.

6. Replying to Cadogan's remarks regarding the "aggresser", Austin stated:

"We do not have to determine, as suggested by the representative of the United Kingdom, who is the aggressor or who is at fault -- or, if both parties are at fault, which one is more at fault. As the guardians of the peace of the world, it is our primary duty to find out, under Article 39, whether any threat to the peace exists. That is the limit, the boundary, of the duty which the resolution offered by the United States delegation asks the Security Council to perform." Austin concluded by saying:

"We have tried out, as we should, the methods provided in Chapter VI. I am one of the strongest advocates of staying within Chapter VI, of staying in that part of the book just as long as it is possible to do so and to carry on with any hope of performing our duty. But Chapter VII was designed to cope with such a situation as the one which exists and which confronts us today. For that reason, the United States stands by its proposed resolution and cannot assent to the amendment proposed by the United Kingdom."

7. Langenhove, the Belgian representative, supported the

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United Kingdom amendment. He thought that the Council must remain within the framework of Chapter VI and claimed that in spite of the great authority of the representative of the United States, the Belgian conviction on this point had not been shaken. He stated that the resolution, as proposed by the United Kingdom, would correspond to the spirit of the conclusions adopted by the General Assembly and at the same time would be in conformity with the lines so far followed by the Security Council, not only with regard to the Palestine question, but also in similar cases, including cases where hostilities were taking place. He quoted the Indonesian and Kashmir disputes as examples.

8. Langenhove, while agreeing that the actions taken by the Arab States were very serious, made the following remarks:

"However, the fact that armed forces of one State enter upon foreign territory does not necessarily imply that that State is guilty of a breach of the peace or of an act of aggression. Otherwise, what would be the situation regarding the right of individual or collective self-defence as recognized by Article 51 of the Charter? And the same reasoning applies in the case of a State or a nation which fights on its own soil."

9. Langenhove warned the Council that there were many important points to be considered relating to the interests of the United Nations and to the maintenance of peace, and cautioned the Council not to act in a hasty manner without taking into account the consequences of action under Chapter VII. He felt that among all the solutions available to the Security Council, the worst one that it would choose would be to formulate threats which could not be executed. If the Council should adopt such a course of action he said that the result would be disastrous to the authority of the United Nations and stated that "the peaceful settlement of the situation in Palestine would be rendered much more difficult, that peaceful settlement which in the long

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run alone can ensure tranquility in an area essential to the peace of the world."

10. Khan, representing the Jewish Agency, again accused the Arab States of being the aggressors and urged the Security Council to recognize this fact. During his statement, Khan made the following remarks:

"In our understanding, there rests a permanent and absolutely unconditional duty upon the Security Council to say "stop fighting." Those who will not unconditionally say "stop fighting" are implicitly saying "let fighting proceed."

It is for this reason that the Jews of the State of Israel have always believed and stated that an unconditional cease-fire is the only possible starting point in the quest for peace. We retain that view now because we believe that no member of the Security Council on which the United Nations has conferred "primary responsibility for the maintenance of international peace and security" would wish, by any act of action or omission, to take the responsibility of saying "let the fighting proceed.""

11. Tsiang of China, the last speaker, said that his delegation envisaged two kinds of peace: one a "simple peace" without prejudice to the rights claims and legal position of the two parties and the other "peace with partition." While stating that his delegation had never taken an anti-partition attitude, they felt that the simple peace would be the more just peace and easier of achievement than peace with partition. He conceded that any peace would require a means of implementation entailing considerable sacrifices on the part of member States but contended that peace with partition would require greater means of implementation and more sacrifices in blood and money than would a simple peace.

12. Tsiang referred to many letters he had received from Jewish friends referring to the past favours the Jews had done

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for China and while acknowledging these past favours, Tsiang said that they could not repay one friend with the interests and rights of another group of friends.

13. In referring to the declaration of the Jewish State in Palestine in which the Jews claimed the right to make this declaration by virtue of natural and historic rights and of the resolution of the General Assembly. Tsiang made the following remarks:

"Let me discuss the first claim which is that of natural right. I do not deny that the Jews have some natural right. I would, however, call the attention of the Security Council to the fact that the Jewish population in Palestine is a minority. Furthermore, it is an immigrant minority. Can the Security Council, can the United Nations accept the principle that minorities have the natural right to establish independent States anywhere and everywhere?

The second claim is that of historic right. I do not deny the historic right. When I consider the historic connections of the Jewish people with Palestine, I often say to myself that I wish the Arabs would see the political wisdom of conceding an independent Jewish State. I say the "political wisdom" not the "right" because if we look at the history of Palestine, we find that it is an undeniable fact that the Arabs have been there continuously for more than a thousand years. How can we allow one historic right to cancel another historic right?

The third claim is based on the resolution of the General Assembly. As a matter of principle, I wish we could amend the Charter so that resolutions of the General Assembly would be binding on all the parties concerned. But that is not the legal situation today. Furthermore, in regard to this particular resolution, I have honestly failed to find any Charter basis for it. I cannot find any part of the Charter which justifies the United Nations in ordering the partition of any country or

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C 279947

territory.

I do not say that these claims are unfounded. My contention is that these claims are not complete. They are in conflict with other claims which we have to consider. In such a confusion of law and history, it seems to me that we are not justified in imposing partition on Palestine. Therefore, for these reasons I have always considered that a simple peace in Palestine is a more just objective than a peace with partition."

14. Tsiang stated that he was unable to support the United States draft resolution as he felt that it called for peace with partition and felt that the Council should not proceed under Chapter VII until the juridical question had been settled by the International Court of Justice. In conclusion Tsiang made the following remarks:

"If I had to choose between a weak United Nations or a strong United Nations, of course like everybody else I should choose a strong United Nations. If, however, I had to choose between a just United Nations and an unjust United Nations, I, and I hope everybody else, would choose a just United Nations.

However, human choices are never so simple. The real choice is between a strong and unjust United Nations and a weak and just United Nations. That choice is a hard choice. I hope I shall not have to face it, but if I were to be faced with that choice, I should choose the weak but just United Nations. We shall not enhance the prestige of this great organization, even if it is backed by the might of the mightiest nations, unless our decisions are just."

15. At the request of Austin, the meeting adjourned at 5:38 p.m. although there were still speakers on the list, and a meeting was called for the morning of Thursday, 20th May.

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C 279948

TELETYPE

From THE CANADIAN AMBASSADOR TO THE UNITED STATES

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

MOST IMMEDIATE **TOP SECRET**

CYPHER - TK WASHINGTON, **May 20th, 1948.**

WA-1516

WA-1516. Top Secret. Following for Pearson from Wrong, Begins:

Your messages EX-1325, 1326 and 1338 on Palestine.

1. I saw Rusk and Hickerson late yesterday afternoon at their request. They suggested a discussion because I had mentioned the day before to Hickerson that we were seriously disturbed by the latest twists in United States policy on Palestine.

2. One cannot get a frank explanation of the reasons for the immediate de facto recognition of Israel. It is clear that domestic political considerations were dominant. No suggestion, however, has been made to me by anyone in the State Department that either Canada or the United Kingdom should follow their example or that failure to do so prejudices some solution in Palestine. I am not sure myself that their recognition makes a great deal of difference. They emphasize its provisional character and the avoidance of even provisional recognition of boundaries.

3. With regard to the United States resolution defining the situation in Palestine as a threat to the peace, Rusk told me that the United Kingdom delegation had knocked this resolution on the head during yesterday's discussion, and that it seemed most unlikely to secure seven votes even if the veto were not applied. It may be amended to invoke Chapter 6 of the Charter

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COLOURED PAPER
PAPIER DE COULEUR

C 279940

TELETYPE

From THE CANADIAN AMBASSADOR TO THE UNITED STATES

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

WASHINGTON,

instead of Chapter 7, in which case the United States delegation will probably abstain on the amendments and vote for the resolution.

4. They argue that the situation is certainly a threat to the peace, and that the Egyptian invasion and bombing of Tel Aviv is in fact a breach of the peace. What they are most anxious to secure is a standstill order from the Security Council. The representatives of Israel here have told them that the Jews would immediately comply with such an order. If either or both parties failed to comply, as the next step they would advocate the most effective type of economic sanctions, which would vary as between Arab and Jew to secure the maximum result. They are not prepared to commit themselves unilaterally beyond this, because they say that they cannot lay down their policy in isolation and that action in Palestine must be multilateral. Rusk said, however, that the latest British position in the Security Council made this part of our discussion academic.

5. They have nothing more to suggest and no more resolutions up their sleeve. Unless the fighting ceases they will, however, certainly lift the embargo on the export of arms to the Jews. If no concerted action is taken, we shall then have the pretty picture of the United States supplying the Jews with arms and the British supplying the Arabs. Rusk says that the truce negotiations before May 15th were close to success when Creech-Jones told the Jews that, if they proclaimed their Provisional Government in the Jewish area,

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From THE CANADIAN AMBASSADOR TO THE UNITED STATES

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

WASHINGTON,

Abdullah would occupy Eastern Palestine and stop there. They seem to have heard this only from the Jewish Agency, but they regard this statement as largely responsible for preventing agreement on a truce before the end of the mandate.

6. They are bitter about the British stand. I note in telegram Q.96 of May 15th from the Commonwealth Relations Office that it is said that if Arabs and Jews came into conflict a situation would be created of which the Security Council would be asked to take cognisance as a breach of the peace. That has now happened, but Cadogan has taken a different line in the Security Council. Hickerson is most concerned about the effect of British policy towards Palestine on other matters of great importance, including the development of N.R.P. and possible action looking to a security agreement under Article 51 of the Charter. Pointed questions were asked yesterday when Lovett met the Senate Foreign Relations Committee in closed session to discuss the Vandenberg resolution.

7. I told Rusk and Hickerson that I had nothing to suggest either to them or to my own Government. I do not know whether it would do any good if some further discussions could be held, perhaps here rather than in New York, between the State Department, representatives of the delegations in New York and officers of the Embassies concerned. Rusk says that discussions between the United States and United Kingdom delegations in New York have not wholly ceased, but I should judge that relations between the delegations are severely strained. A change of milieu to Washington and direct

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From THE CANADIAN AMBASSADOR TO THE UNITED STATES

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

WASHINGTON,

discussion with senior State Department people (in which we might possibly participate) could conceivably remove some misunderstanding. The difficulty is that I do not know what policy should be aimed at since London and Washington are so far apart.

8. As evidence of this, Rusk referred more than once to Herbert Matthews' despatch from London in yesterday's New York Times, which I had not read at the time of our talk. This contains a statement attributed to a Foreign Office spokesman that the United Kingdom will not withdraw from the Arab Legion its British officers or cease its subsidy and supply of arms except in consequence of a United Nations decision that the Arabs are acting illegally. The despatch goes on to give details of British military commitments to Transjordan. This statement, coming in the midst of the Security Council debate on the United States resolution and when the fighting in Palestine is reaching serious proportions, was a shock to the State Department, because it seems to remove the last possibility of quickly finding some common ground between Washington and London.

9. In general I would say that responsible officials here, like Rusk and Hickerson, are certainly not proud of the course of action of the United States and especially of the way in which recognition was extended to Israel. Their central purpose is to find some means of stopping bloodshed in Palestine. British policy appears to them to be openly encouraging the Arabs to continue warfare. The division

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PAPIER DE COULEUR

TELETYPE 279952

From THE CANADIAN AMBASSADOR TO THE UNITED STATES

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

WASHINGTON,

between the United States and United Kingdom is more acute than ever before. I do not see what Canada can do about it, and so expressed myself yesterday. Ends.

CANADIAN AMBASSADOR

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FROM: THE HIGH COMMISSIONER FOR CANADA IN INDIA, NEW DELHI

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

SECRET

IMMEDIATE

CYPHER - O.T.P.

NO. 146 NEW DELHI, May 19, 1948.

No. 146. May 19th. Secret. I showed your en clair telegram No. 1 dated May 17th re Palestine to Ministry of Supply, Girja Bajpai. He informs me that Indian Government considers it is not, repeat not, time to make any announcement and none will be made. He said India was against the partition and in favour of a settlement through federation or by agreement of parties. I gather that if India were forced to make an announcement, it would be against the recognition of Israel.

HIGH COMMISSIONER

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FROM: THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS, LONDON

TO: THE UNITED KINGDOM HIGH COMMISSIONER IN CANADA, OTTAWA

TOP SECRET

EN CLAIR (BY BAG) Sent: May 19th, 1948.

Q. NO. 58 SAVING Recd: May 27th, 1948.

TO: U.K. HIGH COMMISSIONERS IN CANADA
COMMONWEALTH OF AUSTRALIA
NEW ZEALAND
UNION OF SOUTH AFRICA

REPEATED:

TO: U.K. HIGH COMMISSIONERS IN INDIA
PAKISTAN
CEYLON

Q. No. 58. Saving. Top Secret. My telegram of 2nd May, 1944, Circular D. 665.

Social and economic affairs in the Middle East:
United Kingdom-United States co-operation

Further talks on the official level have taken place with members of United States State Department upon social and economic affairs in Middle East. Both United Kingdom and United States Governments have since endorsed principles and recommendations embodied in memorandum resulting from conversations. This memorandum has been sent to His Majesty's Representatives in Middle East for their consideration and guidance with proviso that its contents should be made known only to those directly concerned. It is therefore requested that secrecy of memorandum, which is summarized below, should be specially safeguarded.

2. The point of departure for talks was conviction that maintenance of security and tranquillity in Middle East is a necessary condition for world peace and that a prerequisite for achieving this object is raising of social, cultural and economic standards of the peoples in this area.

3. These standards cannot however be raised without constructive foreign influence and it is considered that United Kingdom and United States are among countries of the world which are best able, in co-operation, to exercise such influence. In co-operating with each other to this end, United Kingdom and United States have no intention of barring

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any other country from contributing constructively to economic and cultural progress of Middle East. Contributions from other like-minded countries would in fact be welcomed. United Kingdom and United States will also avoid embarking upon policies which would curtail freedom of countries in Middle East, including their right to engage in free economic and cultural intercourse with other nations.

4. It was agreed that care must nevertheless be taken to prevent foreign countries and commercial interests from making capital for themselves by playing United Kingdom and United States off against each other. United Kingdom and United States will therefore each endeavour to strengthen the other's position in Middle East on basis of mutual respect and co-operation.

5. In general, the close affinity of United Kingdom and United States objectives and many similarities of method were revealed during these talks. Following salient points emerged:

(1) All practical encouragement should be given to sound schemes of economic development designed to raise general standard of living in Middle East countries. Where large schemes are not yet possible, efforts should be made to encourage "sample projects" of an economic size which might serve to stimulate constructive action by Middle East Governments later.

(2) All major development plans for Middle East should be considered by United Kingdom and United States Governments in light of their respective commitments and plans for economic recovery, reconstruction and development elsewhere e.g. European Recovery Programme and United Kingdom Colonial development.

(3) Questions of commercial policy in Middle East should be dealt with by United Kingdom and United

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States in accordance with principles in the International Trade Organization Charter.

(4) United Kingdom and United States, with due regard to normal channels of trade, should pursue policies which would encourage an increase in exports from Middle East to United States so that Middle East countries may increase their earnings in hard currency.

(5) United Kingdom and United States have an interest in maintaining conditions in Middle East which will permit oil industry to function effectively and civil air facilities to develop.

(6) Strengthening of Economic Committee of Arab League States is desirable. Any tendency by League to foster restrictive or discriminatory economic or political objectives should be discouraged.

(7) United Kingdom and United States, while not favouring the establishment of a United Nations regional economic organization in the Middle East, will, in the event of one being established, endeavour to facilitate its functioning along the most useful and practical lines.

(8) United Kingdom Government, in view of balance of payment prospects, attach importance to principle that dollars resulting from any dollar loan or royalties should be made available for expenditure without restriction in any currency area. United States Government have taken note of this fact.

(9) It is highly important for United Kingdom and United States to establish widest possible cultural and technical links with countries of Middle East.

(10) Development of national educational systems in Middle East countries is also of great importance. The Governments of those countries should be encouraged

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to pay special attention to provision of technical education.

(11) Fullest informal co-operation should be encouraged between staffs of United States Diplomatic Missions and Consular Offices in Middle East and staff of B.M.E.O. as well as with staffs of United Kingdom Diplomatic Missions and Consular Offices.

(12) Iraq

(i) Any intention by Iraqi Government to undertake economic development of country should be encouraged. If Iraqi Government find external borrowing necessary for implementation of sound specific projects, its application to International Bank for investment funds should be supported.

(ii) United States Government are prepared to co-operate with United Kingdom Government in affording technical advice and aid in development plans to Iraqi Government.

(13) Egypt

(i) Economic and social conditions of Egypt give cause for concern. Every effort should be made to induce Egyptian Government to undertake a progressive domestic development programme.

(ii) To offset population pressure in Egypt and to permit development in the Sudan, implementation of suitable existing schemes for making full use of the Nile waters should be encouraged. Provision of dollars for financing the Lake Tana project should receive further study.

(14) Persia

A progressive social and economic programme for Persia is necessary. "Sample projects" are valuable for this purpose. Support may be given to applications for financing of sound development projects by the International Bank.

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(15) Saudi Arabia

(i) United States Government would welcome United Kingdom participation in the increasing commercial activity in all parts of Saudi Arabia.

(ii) If Saudi Arabian Government appear likely to employ a substantial number of foreign experts, it might be desirable to formulate a standard form of employment contract designed to protect interests of all concerned.

(16) Oil Companies.

It is desirable that there should be a further exchange of information on problems of Anglo-Iranian and Arabian-American Oil Companies, in particular upon questions of employer-employee and Government relationships.

(17) Levant States

(i) Economic situation of these states shows desirability of encouraging development on a scale commensurate with their resources. There might well be opportunities of initiating "sample projects" here.

(ii) Pipe line and refinery activities in the Levant might help in relieving dollar situation. These activities should also give some employment to skilled and semi-skilled labour thrown out of work after departure of Allied Forces.

(iii) Though it may be politically difficult for them to intervene, United Kingdom and United States Governments should take any steps they feel possible to bring about a friendly and reasonable resolution of financial differences between France and Levant States.

(18) Ethiopia.

In view of the conflicting activities of the various medical organizations in Ethiopia, it is

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desirable that the authority of the Ethiopian Minister of Public Health should be strengthened and future public health activities put under his direction.

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C279960-C279969

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C 279970

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK CITY
TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

MOST IMMEDIATE SECRET

CYPHER - TK

NO. 589

NEW YORK CITY, May 19th, 1948.

No. 589. Palestine.

Following is text of draft statement which I propose to make possibly at the meeting of the Security Council this afternoon, Wednesday, May 19th, 1948. Would appreciate your comments earliest:

The issue before the Council, Mr. President, is a grave one and I agree that the Council take prompt measures which would appropriately meet this most serious situation.

It has been urged that the Council should determine "that the situation in Palestine constitutes a threat to the peace and a breach of peace within the meaning of Article 39 of the Charter." No one disputes that fighting is actually going on in Palestine. This is not at issue, but what is to be decided is the method which the Council should pursue in bringing peace and order to the Holy Land.

So far the Council has sought to bring an end to hostilities in the Holy Land by way of a truce, a standstill arrangement, and negotiation through the Truce Commission which has been set up by the Council as a body of conciliation. It is now proposed in the draft resolution submitted by the distinguished representative of the United States that the Council should issue an order to all concerned in Palestine to "desist from any hostile military action." This is a serious step which is contemplated by the Council. It means that the Council would now take action

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under Chapter 7. In other words, that the Council should proceed, if necessary, by way of coercion instead of by the procedures of pacific settlement which we have followed heretofore.

The order proposed in the draft resolution of the United States must, of course, if adopted be regarded as mandatory upon those to whom it is addressed. It would be hoped that such an order would be obeyed, for neglect in obedience for any reason would be defiance of the Charter.

The question arises, therefore, -- What is the Council to do if the order is rejected by one or other of the parties or by both? The Charter envisages, in Chapter 7, various coercive measures which it would be within the discretion of the Council to impose to give effect to its decision. But we all know, Mr. President, that any action under Chapter 7 requires the concurring votes of all permanent members to enable the Council to reach a decision.

I submit, therefore, Mr. President, that before the Council embarks upon a course of action under Chapter 7, there needs to be consultation between the permanent members of the Council with a view to establishing a basis of agreement as to what consecutive steps might follow should an order of the Council to cease military action fail to be obeyed. In this way the Council would be apprised in advance as to what obligations and responsibilities it might incur if it were to take the initial step of issuing an order which also contemplates measures of coercion, under Chapter 7, to give effect to its decision.

In the meantime, we have a proposal to amend the United States draft resolution from the distinguished representative of the United Kingdom. This proposal, like the one submitted by the United States representative, would call upon all parties to cease hostile military action. But, unlike the proposal of

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C 279972

the United States delegation, this is, as I see it, a continuation of the efforts of the Security Council to provide an opportunity to both parties to arrive at a just and lasting settlement in Palestine by means of negotiation. It does not involve measures of coercion by the Council.

It is the duty of the Council in any case, whatever other action it may contemplate, to continue its efforts to aid the conflicting parties to bring peace to the Holy Land but whether the Council proceeds on the basis of the approach proposed in the draft resolution submitted by the delegation of the United States, or along the lines suggested by the United Kingdom delegate, surely it must be realized that in the end only a negotiated settlement in Palestine will lead to a just and lasting peace.

CANADIAN PERMANENT DELEGATE

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

SECRET

CYPHER - TK

NO. 587

NEW YORK, May 19th, 1948.

No. 587. Following for Riddell from Ignatieff, Begins:

Reference Palestine.

1. Reference our telephone conversation Tuesday night, 18th May, regarding the United Kingdom proposed revision of the United States draft resolution on Palestine, following is text given to me privately by Beeley:

"THE SECURITY COUNCIL

BEARING in mind the change in the juridical status of Palestine consequent upon the termination of the mandate, and the necessity for further clarification of this status;

TAKING into consideration that previous resolutions of the Security Council in respect to Palestine have not been complied with and that military operations are taking place in Palestine;

CALLS upon all parties concerned in Palestine to abstain from acts of armed force against each other, and requires all Governments and authorities to cease and desist from any hostile military action and to that end to issue a cease-fire order to their military and para-military forces to become effective within thirty-six hours after the adoption of this resolution;

CALLS upon the Truce Commission and upon all parties concerned to give the highest priority to the negotiation and maintenance of a truce in the City of Jerusalem;

DIRECTS the Truce Commission established by the Security

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Council by its resolution of 23rd April, 1948, to report to the Security Council on the compliance with the two preceding paragraphs of this resolution.

REQUESTS the Committee appointed by the General Assembly on 14th May to proceed as expeditiously as possible with the appointment of a United Nations mediator for Palestine."

2. The significant points about this draft are:

(a) The first paragraph of the preamble is intended to bring out the changed status of Palestine following the termination of the mandate and the idea, as a consequence, of Palestine legally being a "res nullius" as contended by the United Kingdom Government.

(b) The Council, under this draft, would continue to act only under Chapter 6. The call to cease-fire would be preliminary to continued negotiation under the auspices of the Truce Commission and the mediator. Ends.

CANADIAN PERMANENT DELEGATE

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

TELETYPE

EN CLAIR

NO. 591 NEW YORK, May 19th, 1948.

No. 591.

1. Following are the questions referred to in teletype No. 590:

Questions addressed to the Governments of Egypt, Saudi Arabia, Transjordan, Iraq, Yemen, Syria and Lebanon, to the Arab Higher Committee and to the Jewish authorities in Palestine pursuant to the decision of the Security Council taken at the 295th meeting held on 18th May, 1948.

I. Questions to Egypt, Saudi Arabia, Transjordan, Iraq, Yemen, Syria and Lebanon:

(a) Are armed elements of your armed forces or irregular forces sponsored by your Government now operating:

(1) In Palestine;

(2) In areas (towns, cities, districts) of Palestine where the Jews are in the majority?

(b) If so, where are such forces now located and under what command are they operating, and what are their military objectives?

(c) On what basis is it claimed that such forces are entitled to enter:

(1) Palestine;

(2) Areas (towns, cities, districts) of Palestine where the Jews are in the majority, and conduct operations there?

(d) Who is now responsible for the exercise of political functions in the areas of Palestine where the Arabs are in the majority?

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(e) Is such authority now negotiating with Jewish authorities on a political settlement in Palestine?

(f) Have the Jewish forces violated your frontiers and penetrated your territory?

II. Questions to the Arab Higher Committee:

(a) Is the Arab Higher Committee exercising political authority in Palestine?

(b) What Governmental arrangements have been made to maintain public order and to carry on public services in section of Palestine where Arabs are in the majority?

(c) Have the Arabs of Palestine requested assistance from Governments outside of Palestine?

(d) If so, what Governments, and for what purpose?

(e) Have you named representatives to deal with the Security Council Truce Commission for the purpose of effecting the truce called for by the Security Council?

(f) Have Jewish forces penetrated into the territory over which you claim to have authority?

III. Questions to the Jewish authorities in Palestine:

(a) Over which areas of Palestine do you actually exercise control at the present time?

(b) Do you have armed forces operating in areas (towns, cities, districts) of Palestine where the Arabs are the majority, or outside Palestine?

(c) If so, on what basis do you attempt to justify such operations?

(d) Have you arranged for the entry into Palestine in the near future of men of military age from outside Palestine? If so, what are the numbers and where are they coming from?

(e) Are you negotiating with Arab authorities regarding either the truce or a political settlement in Palestine?

(f) Have you named representatives to deal with the Security Council Truce Commission for the purpose of effecting the truce called for by the Security Council?

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(g) Will you agree to an immediate and unconditional truce for the City of Jerusalem and the Holy Places?

(h) Have Arab forces penetrated into the territory over which you claim to have authority?

In view of the urgency of the matter, the Security Council decided to request replies to these questions within forty-eight hours counting from 19th May, 1948, noon, New York Eastern Standard Time."

CANADIAN PERMANENT DELEGATE

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C 279978

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMPORTANT — SECRET

CYPHER - TK

NO. 590 — NEW YORK, May 19th, 1948.

No. 590. Secret.

1. The Security Council discussed the draft questions presented by the delegate of the United States as reported to you in teletype No. 580 at its morning and afternoon meetings on 18th May. The questions as agreed to by the Council are contained in my immediately following teletype.

2. You will note many changes in the wording of the questions as finally adopted from the original submitted by the United States. Possibly the most significant is the change at the suggestion of Cadogan, in the designation of the Jewish authorities to read "Jewish authorities in Palestine" instead of "Provisional Government of Israel." Another change of interest is the reference to the areas of Palestine where Jews or Arabs are in the majority.

3. During the discussions the representatives of the United Kingdom, China, Syria, Lebanon and the Arab Higher Committee suggested certain amendments to the questions, Austin defended the right of his country to refer to the "Provisional Government of Israel" and the Soviet and Ukrainian Delegates pressed for immediate consideration of the United States draft resolution.

4. There were no speakers ready to discuss the draft United States resolution when the Council convened in the morning and, therefore, the President opened the debate on

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the questionnaire, which continued for the balance of the morning and also during the afternoon session.

5. El Khouri asked Austin "on what basis the United States recognized the Jewish State of Palestine", to which Austin replied "I should regard it as highly improper for me to admit that any country on earth can question the sovereignty of the United States of America in the exercise of that high political act of recognition of the de facto status of a State. Moreover, I would not admit here, by implication or by direct answer, that there exists a tribunal of justice, or of any other kind, anywhere, that can pass upon the legality or validity of that act of my country."

6. Austin referred to the request to change the phrase "Provisional Government of Israel" as "terribly trivial." To this the delegate of Egypt replied "I do not doubt that, judging by the way some people have handled the whole matter of Palestine, it does seem trivial to them. But to me it does not in any sense or in any respect seem trivial and we do not consider it as such. We do not live five thousand miles away from Palestine." He then suggested that the task of the Security Council was quite difficult enough without introducing into it any sense of bitterness.

7. Gromyko complained that the Security Council was killing time in almost fruitless discussions and in referring to the United States resolution, made the following remarks:

"The delegation of the Union of Soviet Socialist Republics thinks that the United States resolution could be considered as a basis for a decision on the part of the Security Council in order to remedy the situation in Palestine. Perhaps drafting changes might be introduced in this respect but, on the whole, that resolution could constitute a basis for an appropriate decision on the part of the Security Council. I should like to ask if there

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really is a Government represented on the Security Council - or indeed a Government that is a member of the United Nations - that would take the responsibility of opposing the resolution which ordered the cessation of war in Palestine."

8. Tempers were apparently becoming somewhat frayed during this discussion and, with the agreement of the United States and the United Kingdom delegates, I intervened with the suggestion that answers to the questions might be secured through the Truce Commission rather than by direct questioning of the parties concerned. The text of my remarks is as follows:

"The other representatives on the Security Council and I have followed with the closest attention the discussions which have taken place in reference to the questions proposed by the representative of the United States to be addressed to the several parties concerned with the situation in Palestine. I think the representatives on the Security Council are now all aware of the difficulties which are evident in the phrasing of these questions in such a manner as to meet the various objections which have been raised, so that there will be no unfairness to either of the sides of the dispute.

However, I ask the question as to whether it would not be more effective to deal with this matter of obtaining information in a less formal and perhaps more practical manner than adopting a Security Council resolution on the subject. The Security Council already has a Truce Commission in the field which was established by a resolution it passed itself. The Security Council also has the resolution of the special session of the General Assembly which established a mediator who was instructed to report to the Security Council and to receive instructions from the Security Council.

It is my opinion that the Security Council should imploy

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the machinery which now exists to obtain the information requested and that it may be put by the men on the spot in a form which appears best calculated to give the Security Council a precise and up-to-date picture of the situation as it actually exists. I venture to suggest, therefore, that the President be authorized by the Security Council to refer these questions or the equivalent to the Truce Commission. As I have said on a previous occasion, it is very important that the Truce Commission be enlarged and developed so as to be in a position to satisfy at all times and promptly the Security Council's requirements here for information, and I should venture also to appeal to the nations which are members of that Commission to supplement their present contributions in personnel, communication equipment, and staff, so as to meet the urgent need of the Security Council for information."

9. This suggestion was not accepted by the Council, mainly for the reasons outlined by the representative of Colombia who, while agreeing that it would be much easier to have these questions addressed to the Truce Commission, pointed out that the Council had not been able to get information from the Truce Commission owing to the conditions in Palestine. He doubted very much whether the Council would get any satisfaction if this additional burden, which I had suggested, were placed on the Truce Commission. He also suggested that it would be more appropriate to receive the replies from the different Governments and parties so that there would be no question as to where they stood.

10. The Council adjourned until 2:30 p.m., 19th May, at which time the United States draft resolution will be discussed.

CANADIAN PERMANENT DELEGATE

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C 279982

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN NEW ZEALAND
To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

IMPORTANT | SECRET

CYPHER - O.T.P. | WELLINGTON, May 20th, 1948.

NO. 103

No. 103. May 20th. Secret. My telegram No. 102 of May 19th, Palestine.

1. Mr. Fraser has called Cabinet meeting for tomorrow. I understand that he will propose immediate recognition of Israel by New Zealand on grounds that:

(a) It follows from New Zealand support of November 29th Resolution; and

(b) If sufficient States recognize immediately, the Jewish position may be strengthened, whereas if delayed even by a few weeks it may be too late.

2. Some Ministers will oppose recognition on grounds of Empire solidarity and strategic consequences of provoking Arab hostility but United Kingdom policy and tactics of their delegation at Lake Success have weakened British prestige and British influence over some of the Cabinet.

3. McIntosh strongly supports immediate recognition and feels confident that if Wellington informs Canberra of their intention to recognize, Australia will do so immediately and that other States may be induced to follow.

4. Canberra telegram to Commonwealth Relations Office, referred to in my above mentioned telegram, is No. 140 of May 18th.

HIGH COMMISSIONER

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C 279983

TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN NEW ZEALAND
To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

IMPORTANT

WELLINGTON, May 19th, 1948.

CYPHER - O.T.P.

NO. 102

No. 102. May 19th. Your telegram No. 70 of May 17th, Palestine.

1. Understand Canberra has today telegraphed London and Wellington urging immediate common declaration of:

(a) Willingness to consider recognition of any State member of United Nations Organization; and

(b) Support of Israel for membership.

2. Mr. Fraser has not yet made up his mind.

HIGH COMMISSIONER

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TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN NEW ZEALAND
To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

IMPORTANT

WELLINGTON, May 19th, 1948.

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HIGH COMMISSIONER

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C 279984

FROM: THE MINISTER OF EXTERNAL AFFAIRS, PRETORIA, SOUTH AFRICA

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

MOST IMMEDIATE

CYPHER

NO. 16 PRETORIA, May 18th, 1948.

No. 16. Addressed High Commissioner London No. 333, repeated External Ottawa No. 16, Canberra No. 29, Wellington No. 35. Following for Secretary of State for Commonwealth Relations from Prime Minister, Begins:

1. According to Shertok's telegram the National Council of the Jewish State bases its Proclamation on the United Nations Organization Assembly Resolution of 29th November 1947 which provided for partition and other measures. It must, therefore, be assumed that the New State will have the boundaries assigned under partition and does not cover all Palestine.

2. Palestine, after the withdrawal of the mandate, must be considered as res nullius and the inhabitants have first claim to its disposal in accordance with the United Nations Organization Charter principle of giving self-Government to inhabitants as the final development of trust territories.

3. The Jewish inhabitants now claim self-Government as a State while the Arab inhabitants advance no such claim and neighbouring Arab States are proceeding to invasion and war measures contrary to the spirit of the Charter. The outcome of the struggle is uncertain.

4. Under these circumstances, and apart from extraneous and ulterior considerations, it is at least in accordance with the spirit of the Charter that de facto recognition

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This message must be paraphrased if it is to be communicated to persons outside of the Canadian Government service

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C 279985

should be given to the Jewish State within the territorial partition limits.

5. The United Nations is under strong pressure from its large Jewish population to recognize the new State, and I have already publicly wished it well. Recognition has already been given by the United States of America and the USSR and some smaller States and Britain, who originated the Balfour Declaration and held the mandate, is placed in an embarrassing position before world opinion. The other members of the Commonwealth may also feel embarrassed.

6. The best course would be for the States of the Commonwealth to take similar action, but if this is not possible the Union Government, however much it may regret isolated action, may be constrained to give de facto recognition within the territorial limits provided by the partition arrangement. For prudential reasons the United Kingdom may prefer to take no action at present and the Dominions may follow their own course. Ends.

MINISTER OF EXTERNAL AFFAIRS

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TELEGRAM

From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

S E C R E T

IMPORTANT LONDON, **May 18th, 1948.**

CYPHER

CIRCULAR H. 194

Circular H. 194. Secret. Israel's application of membership of United Nations.

We consider that present juridical situation as regards Palestine is obscure and we cannot be sure whether other Governments besides that of the Jewish State will emerge. It would, in our view, be unfair and legally wrong in these circumstances to admit the Jewish State to United Nations at this early stage and thus give it international recognition while not taking any similar steps for rest of Palestine - all the more so since, for totally improper reasons, Transjordan, which has for a considerable time enjoyed qualifications necessary for admission to United Nations, has failed to secure this.

2. United Kingdom delegation has, therefore, been instructed to oppose application, on grounds that there is not yet proof that Israel is an independent sovereign State capable of exercising authority over territory it claims, and able and willing to carry out obligations of a member of United Nations under the Charter.

V
10-V-48

SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

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COLOURED PAPER
PAPIER DE COULEUR

C 279987

TELETYPE

From THE CANADIAN AMBASSADOR TO THE UNITED STATES

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER - TK

WA-1484

WASHINGTON, May 18th, 1948.

WA-1484.

1. Following is the text of a letter dated May 17th, addressed to me by Eliahu Epstein, Acting Representative of the Provisional Government of Israel in Washington, Begins:

"I have the honor to notify you that the State of Israel has been proclaimed as an independent republic within the frontiers approved by the General Assembly of the United Nations in its resolution of November 29th, 1947, and that the Provisional Government has been charged to assume the rights and duties of Government for preserving law and order within the boundaries of Israel, for defending the State against external aggression, and for discharging the obligations of Israel to the other nations of the world in accordance with International Law.

"The act of independence became effective one minute after six o'clock on the evening of 14th May, 1948, Washington time.

"Unfortunately, cable communications between Israel and other countries (with the exception of the United States, with which it has been possible to arrange a direct circuit) have been seriously affected as a result of recent events. I have this morning received a message from Israel confirming that an official communication has been addressed by the new State directly to your Government, but it is doubted whether it will yet have been received by your Government owing to the technical difficulties.

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PAPIER DE COULEUR

TELETYPE

From THE CANADIAN AMBASSADOR TO THE UNITED STATES

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

WASHINGTON,

"I am accordingly authorized by the Provisional Government of Israel to communicate this message to you, and recalling the sympathy and consistent support shown by Canada in the discussions at the United Nations for the proposal for the establishment of the Jewish State, to express the hope that your Government will recognize Israel and will welcome it into the community of Nations.

Very respectfully yours,
Signed: E. Epstein
Acting Representative of the
Provisional Government of Israel"

Ends.

2. I shall not acknowledge this letter until I receive your views.

CANADIAN AMBASSADOR

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C279989

SECRET
ER/SR
15.5.48

MEMORANDUM FOR THE PRIME MINISTER

Recognition of the State of Israel.

The situation, at present, is very confused. The United States has given de facto recognition to the new State of Israel but, so far as we know, no other country has as yet followed suit. Normally, de facto recognition is not given until the authority which claims to be in control of a territory has demonstrated that it is in effective control, and that it is likely to remain so. It is also normal to define the area over which one recognizes the de facto government to have de facto control. The State of Israel did not give in its proclamation any indication of the area which it asserts comes within its boundaries. Since the State of Israel is attempting to secure control of Jerusalem, this means that the United States and any other countries which recognize the de facto government will have to decide whether they recognize it as the de facto government of Jerusalem.

Our Legal Adviser is now in New York, but will be returning tomorrow. He is taking part in discussions today with the United Kingdom and United States delegations and will be able to give us an up to date account of the present situation. He will also be able to give us advice on the very complex and obscure points in international law and practice which are involved. One question, for example, will be whether, if international recognition is given to the State of Israel, the Canadian Foreign Enlistment Act will not automatically be applicable to the conflict.

An important political question will also arise in regard to the attitude to be taken to claims which the new State may make for assistance in withstanding attacks from its Arab neighbours. The delegation in New York informs us that the United Kingdom and United States delegations there are now trying to formulate a common policy in this respect.

E.R.

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C 279990

TELEGRAM

From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

SECRET

IMMEDIATE

CYPHER

CIRCULAR H. 195

LONDON, May 18th, 1948.

Circular H. 195. Secret.

Palestine.

In connection with resolution introduced in Security Council by United States delegation on 17th May, United Kingdom delegation have been instructed to speak on following lines:

1. We should not, repeat not, oppose a standstill resolution provided that it is suitably worded and is not, repeat not, based on Article 39 of Charter.

2. (1) We consider it most undesirable to refer to Article 39 of United Nations Charter because Council would thereby be committed to action under Chapter VII for which probably no States are prepared. We propose to cite as precedents the cases of Kashmir and Indonesia in which standstill resolution of Security Council was not, repeat not, based on Article 39.

(2) Armed action has been taken by both parties and we could not agree to action by Security Council at this moment which singled out present action by Arab States for censure and imposed a theoretical standstill which would, in practice, almost certainly not be observed but which would put Arab States in the wrong if they disobeyed. We consider it incorrect and unjust to view action of Arab States in isolation. It is latest of a series of developments in Palestine which should be regarded as a whole and which include Jewish action in Haifa, Jaffa, Deir-Yasin, reported

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TELEGRAM

C 279991

From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

attack on Acre, breaking by Jews of "cease fire" in Palestine and reported Jewish commando attack within Lebanese territory.

(3) Delegation should also call attention to uncertainty of juridical position (see my telegram Circular H, 192) making point that Assembly resolution of 29th November had not effectively set up any State or States in Palestine; it empowered a United Nations Commission to take certain action and Commission later reported to Security Council that it was unable to take such action unless it was provided with means of enforcement. We shall suggest that whole legal position requires clarification and that time should be left for mediation before drastic United Nations action is decided on.

3. United Kingdom delegation have further been instructed that while we cannot agree to any resolution based on Article 39, we would not oppose a resolution which:

(a) Sought further information on general lines of questions propounded by United States delegation;

(b) Proposed an examination of the juridical position;

(c) Called on Assembly Committee to appoint a mediator with utmost speed and called on all parties concerned to give him utmost assistance when appointed;

(d) Called upon all parties concerned in Palestine to abstain from acts of armed force against each other;

(e) Contained some specific reference to Jerusalem, either in form of an appeal from Security Council to both parties to agree to a truce or at least a renewal of "cease fire" for Jerusalem, or any other mediatory action to be

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From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

undertaken either in New York or through diplomatic channels or in Jerusalem.

4. If resolution on above lines is put to vote, United Kingdom delegation should vote for it. If, however, there is any chance of a resolution based on Article 39 being approved, United Kingdom delegation should request an adjournment for further instructions, making it clear, if necessary, that if adjournment is not, repeat not, agreed question will arise of delegation feeling obliged to veto such a resolution.

5. United Kingdom delegation has been specially asked to keep in touch with other British Commonwealth delegations.

SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

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C 279993

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK CITY

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

P

SECRET

CYPHER - TK

NO. 586

NEW YORK CITY, May 18th, 1948.

No. 586. The Security Council met at 3:30 p.m. on Monday, May 17th, to discuss the Palestine question. The first speaker was Warren Austin. His statement was transmitted to you in teletype No. 580.

2. Gromyko was the only member of the Council to express support for the United States draft resolution and he merely said: "The Security Council must take a decision in order to stop the war in Palestine." He also doubted whether the Security Council should await replies to the questions listed by the representative of the United States before taking a decision. Austin agreed and stated, "my position is that the Security Council should act, and act just as promptly as the member States are able to advise their representatives on the Security Council." Austin further stated, "if the Security Council can act within a reasonable time, it ought to do it whether the answers are here or not."

3. The representative of Colombia, supported by the representative of Argentina, asked whether the five permanent members had now had any consultations in accordance with the resolution of the General Assembly on May 14th regarding the appointment of a mediator in Palestine and asked whether or not any agreement had been reached on this matter.

4. Paredi, the President, informed the Council that the five permanent members had held a meeting just prior to the Security Council's meeting, during which two names were proposed

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and the five permanent members had agreed to consult with their Governments and to request a very early reply. He also stated that the two persons named would be approached in a very prudent manner. (The two suggested are Prince Bernadotte of Sweden and Van Zeeland of Belgium.)

5. Lopez, of Colombia, once again supported by Arce of Argentina, stated that it was essential that the Security Council determine what action it could or should take, but in addition there was another question, "and that is, whether it (the Security Council) can take any action." He then stressed the importance of the Security Council obtaining more information on the situation in Palestine. Arce also asked, "how can we judge such a problem unless we know what the respective positions of the five permanent members are on the substance of the matter."

6. El Khouri of Syria and Fawzi of Egypt both raised the juridical problem and insisted that the Council should determine the international legal status of Palestine before taking any further action. El Khouri questioned the intentions of the United States delegation in framing the series of questions. He expressed the thought that possibly the Security Council was being put in a position of endorsing the recognition of the Jewish State and said that this could not be accepted. He therefore felt that the questions should be framed "in another way."

7. The Council adjourned until the morning of May 18th on the understanding that the series of questions posed by the United States representative would be discussed as well as the United States draft resolution.

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C 279995

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK CITY
TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMMEDIATE

EN CLAIR

NO. 580 NEW YORK CITY, May 17th, 1948.

No. 580. Following is the text of statement given by Warren Austin in the Security Council Monday May 17th in presenting the American draft resolution on Palestine, Begins:

The Security Council now has adequate information to demonstrate that its earlier efforts to bring an end to the fighting in Palestine have been unsuccessful. Actually, fighting now in progress in Palestine together with the statements being made by all the parties directly involved clearly indicates to the United States Government that there is a threat to the peace and a breach of the peace within the meaning of Article 39 of the Charter. We believe, therefore, that the Security Council should find that the situation with respect to Palestine constitutes a threat to the peace and a breach of the peace under Article 39. We believe that the Security Council should issue an order as a provisional measure under Article 40 calling upon all authorities who are in control of armed elements now operating in any part of Palestine to bring about an immediate standstill in all military operations.

I will read at this point the draft resolution on the Palestine question submitted by the representative of the United States of America at the 293rd meeting of the Security Council on May 17th, 1948, as contained in document S/749:

"The Security Council

Taking into consideration that previous Resolutions of the Security Council in respect to Palestine have not been complied with and that military operations are taking place in Palestine;

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Determines that the situation in Palestine constitutes a threat to the peace and a breach of the peace within the meaning of Article 39 of the Charter;

Orders all Governments and authorities to cease and desist from any hostile military action and to that end issue a cease-fire and stand-fast order to their military and para-military forces to become effective within thirty-six hours after the adoption of this resolution;

Directs the Truce Commission established by the Security Council by its resolution of twenty-three April 1948 to report to the Security Council on the compliance with these orders."

In the meantime, in order to permit the Security Council's Commission to proceed with maximum speed, the Security Council should ascertain which Arab authorities are responsible for the Arab aspects of the situation in Palestine, and ensure that such Arab authorities have designated representatives to deal with the Security Council Truce Commission. The United States considers that additional information on Palestine is desirable. The Security Council may wish to put to the principal authorities a number of questions. Some of these questions will be familiar, but it seems necessary to bring together in compact form all of the relative facts that can be obtained for the future information of the Security Council, and to obtain these facts before a decision is made.

I am submitting the type of question that we think should be propounded to all of the bodies interested in the following substance.

Questions to Egypt, Saudi-Arabia, Transjordan, Iraq, Yemen, Syria and Lebanon.

(a) Are armed elements of your armed forces or irregular forces sponsored by your Government now operating in Palestine?

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(b) If so, where are such forces now located and under what command are they operating, and what are their military objectives?

(c) On what basis is it claimed that such forces are entitled to enter Palestine and conduct operations there?

(d) Who is now responsible for the exercise of political functions in the Arab areas of Palestine?

(e) Is such authority now negotiating with Jewish authorities on a political settlement in Palestine?

(f) Have the Arab Governments entered into any agreement among themselves with respect to Palestine?

(g) If so, what are the terms of the agreement?

Questions to the Arab Higher Committee

(a) Is the Arab Higher Committee exercising political authority in Arab sections of Palestine?

(b) What Governmental arrangements have been made to maintain public order and to carry on public services in Arab sections in Palestine?

(c) Have the Arabs of Palestine requested assistance from Governments outside of Palestine?

(d) If so, what Governments and for what purpose?

(e) Have you named representatives to deal with the Security Council Truce Commission for the purpose of effecting the truce called for by the Security Council?

Questions to the Provisional Government of Israel

(a) Over which areas of Palestine do you actually exercise control at the present time?

(b) Do you have armed forces operating outside areas trained by your Jewish State?

(c) If so, on what basis do you attempt to justify such operations?

(d) Are you negotiating with Arab authorities regarding either the truce or a political settlement in Palestine?

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(e) Have you named representatives to deal with the Security Council Truce Commission for the purpose of effecting the truce called for by the Security Council?

(f) Will you agree to an immediate and unconditional truce for the city of Jerusalem and the holy places?

End of Austin's statement.

2. As the above questions are to be discussed in the Security Council Tuesday morning May 18th in order to give the necessary authorization to the President, I would appreciate any comments you might have immediately. Ends.

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK CITY

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

CYPHER - TK

SECRET

NO. 577

NEW YORK CITY, May 17th, 1948.

No. 577. Reference Palestine.

The Security Council met in extraordinary session Saturday afternoon, 15th May to consider two communications:

(a) From the Jewish Agency reporting attacks launched on Jewish settlements by the Arab Legion supported by Iraqi troops, and

(b) From the Egyptian Foreign Minister stating that "Egyptian armed forces have started to enter Palestine to establish security and order in place of chaos and disorder which prevailed and which rendered the country at the mercy of Zionist terrorist gangs who persisted in attacking the peaceful Arab inhabitants, with arms and equipments amassed by them for that purpose."

2. The representatives of the Jewish Agency were seated as hitherto in the Council and were referred to by the President in the same terms as before, despite the Proclamation of a Jewish State.

3. Cadogan referring to the Jewish communication alleging attacks of the Arab Legion, read a telegram denying the statements made in the Jewish communication and also a report from the War Office in London as follows: "The War Office report that all units of the Arab Legion have already left Palestine for Transjordan. The General Officer Commanding Palestine telegraphed this morning that the last two companies were leaving today."

4. As regards the Egyptian document, the representative of the Jewish Agency referred to the several communications to the Council made by the Agency reporting that Arab States

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bordering on Palestine were preparing to violate the frontiers in acts of aggression planned to coincide with the termination of the mandate. The Jewish Agency concluded its submission by saying that the "facts are sufficient to enable the Security Council to determine the existence of a threat to the peace, breach of the peace, and acts of aggression", and requested that the Council so determine and "decide on the measures provided by the Charter to meet the situation and to restore peace and security." In particular, the Jewish Agency requested the Council "to call on the States which have committed or threatened to commit acts of aggression or threat to the peace of Palestine and, should such warning addressed to these States fail to achieve the desired result to decide upon the measures provided in Articles 41, 42 and 106 of the Charter with a view to maintaining and restoring peace and security in and around Palestine."

5. The representatives of the Arab Higher Committee of Egypt and Syria argued that the entry of Arab armed forces was "with the consent of the people of Palestine" and was to establish and maintain order in that country. El Khouri gave a detailed account of his understanding of the legal position, which was as follows. With the termination of the mandate, the people of Palestine were entitled to exercise full independence in the absence of any trusteeship. The Council should not, therefore, interfere with the internal affairs of Palestine. The people of Palestine, exercising the right of self-determination, could decide the future of Palestine by plebiscite. El Khouri said that the majority of the people of Palestine were asking their Arab neighbours to suppress the rebellion of an armed minority. He also said that the Jews had been the first to violate the Security Council truce in establishing an independent State since the truce provided for a political

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as well as a military standstill.

6. Most of the rest of the discussion concerned the question of the Truce Commission. The representative of Colombia first raised the question urging the necessity of information on which the Council could form an opinion on the situation. I supported this idea and suggested that the Secretary-General might take action to increase the personnel available to the Commission in carrying out these responsibilities.

7. The discussion, however, was dominated by the outspoken comment of the representative of China regarding the position of the United States on the Commission, when he spoke as follows: "The prompt Proclamation of the Jewish State last evening reduced considerably the prospects of peace in Palestine. The equally prompt recognition of the Jewish State by the Government of the United States robbed the United States member of the Truce Commission of all his usefulness. No Government, organization or person can, on the one hand, recognize the Jewish State and, on the other hand, say to the Arabs: 'Stop fighting'".

8. The United States representative made no comment. The discussion was inconclusive and the Council adjourned until Monday, May 17th, at 3:30 p.m. The main aspect of the Palestine question which will be discussed at that time will be the question of whether or not the action of the Arab States constitutes an act of aggression under the Charter, although no doubt other questions arising from the termination of the mandate and the Proclamation of the Jewish State will also come under consideration.

9. You will have received by now my separate message, No. 575, regarding the embarrassment in which the United States delegation now finds itself. Ends.

CANADIAN PERMANENT DELEGATE

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

IMMEDIATE

CYPHER - TK

NO. 572

SECRET

NEW YORK, May 17th, 1948.

No. 572. Secret.

Sub-Committee 9 of the First Committee adopted a resolution designed to meet the emergency situation in Palestine 13th May. The report of the Sub-Committee including the draft resolution, as approved, was transmitted in my teletype No. 570. The text of the approved resolution was closely similar to the draft resolution submitted by the United States. The principal changes are that the word "Commissioner" has been changed to "mediator" throughout the resolution, and the change in sub-paragraph 1 (a) (3). A more significant change was in the last paragraph of the American draft which originally read as follows: "Discharges, as of this date, the Palestine Commission from the further exercise of responsibilities under its Resolution 181 (ii) of 29th November, 1947." The words "discharges, as of this date" have been deleted and the words "suspends, as of June 1st" substituted.

2. During the debate on the American draft resolution in Sub-Committee 9, I made two brief interventions. The first was to suggest that the representative of the mandatory Power be requested to give his views on the draft resolution. The second intervention, with the full agreement of the United States and United Kingdom delegates, was to suggest that the word "relieves" should be substituted for the word "discharges" in the last paragraph, as being perhaps less harsh and therefore more acceptable.

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3. After my first intervention, Sir Alexander Cadogan gave the wholehearted support of his Government and of his delegation to the American draft resolution, and said that it was in line with the statements previously made by Mr. Creech-Jones.

4. After my suggestion that the word "relieves" be used in the last paragraph, Parodi of France suggested that the word "suspends" would be more suitable. His suggestion received the support of the Soviet, Polish, Norwegian, Guatemalan and Indian delegates, and it was put to a vote first and approved by a vote of 6 for, 5 against and one abstention. It was significant that the Soviet delegate had abstained on all voting until this time, when he cast an affirmative vote for the use of the word "suspends."

5. Prior to the voting, the Soviet delegate stated that he was unable to support the document as it was not in line with the resolution of 29th November, 1947, and that he was against anything that was against partition.

6. In the evening meeting of Committee 1, which was not adjourned until 10:45 p.m., Jessup, Cadogan and I made statements in support of the draft resolution submitted by Sub-Committee 9. Jessup's statement was lengthy and gave a review of the events leading up to the present situation, thus defending the stand of the United States Government and the United States delegation as developed from time to time. The text of Jessup's statement goes to you by bag.

7. There were apparently no speakers after Jessup and I felt very strongly that the debate should continue so I intervened as follows:

"It seems to me, Mr. Chairman, that the resolution adopted by the Sub-Committee reflects generally the consensus as it was developed in the Sub-Committee as to what are the possible practicable steps which could be taken in the present grave emergency and at this late hour to try to help the people of Palestine.

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"As we see it, the measures proposed in this draft, however modest their approach, are intended to supplement the efforts which were undertaken some weeks ago by the Security Council in this action. It is now proposed to add the good offices of a United Nations mediator to endeavour to exercise a mediating and moderating influence in the Holy Land.

"As regards the functions suggested in this draft which might be performed by the mediator, it has appeared from the discussions that we must rely in large measure upon his judgement and we must bespeak the co-operation and a sense of responsibility on the part of the Jews and Arabs.

"For the reasons I have given, the Canadian delegation will vote in support of this proposal."

8. Following my statement, Sir Alexander Cadogan once again gave the wholehearted support of his Government and delegation to the draft resolution, repeating that it was in line with the statements previously given by Creech-Jones.

9. Gromyko insisted on the adjournment of the meeting and accused the Americans of trying to speak for all the delegates. He also stated that inhabitants of Palestine would be pleased to see the British lay down their mandate and he could not see any reason for the Assembly to be stampeded into any decision by any given hour, regardless of the termination of the Mandate.

10. Sub-Committee 1 was adjourned until 10:30 a.m., 14th May, and a tentative plenary meeting was scheduled for 3:00 p.m. Ends.

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C 280005

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK CITY

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

MOST IMMEDIATE

CYPHER - TK

NO. 575

SECRET

NEW YORK CITY, May 16th, 1948.

No. 575. It has seemed to me that I might draw to your attention certain difficulties now being faced by the United States delegation at Lake Success arising out of the Declaration of Statehood made on May 15th by the Jewish authorities in Palestine and the recognition of the "Jewish Provisional Government of the new State of Israel" by the United States on the same day.

As you know, the truce terms set out by the Security Council in its resolution of April 17th called among other things for a political, as well as a military, standstill in Palestine and negotiations for a truce had been proceeding on this basis. Moreover, the terms of the Assembly's resolution of November 29th were specific in respect of the declaration of an independent Jewish State. This was scheduled to take place not less than two months following the withdrawal of troops by the mandatory, or not later than October 1st. The latest Assembly resolution is based entirely on "mediation" and does not revoke the resolution of November 29th, 1947.

In these circumstances, "recognition" by the United States has been embarrassing to it as a member of the United Nations. Various delegations, in particular the delegation of China, pointed out in the Security Council Saturday the difficulties which had been occasioned by the action of the United States in the light of the resolutions of the Security Council and of the Assembly, referred to above. The delegate of China raised the question of the usefulness of the United States continuing as a member of the Truce Commission. This line was taken up by other delegations to Austin's evident embarrassment.

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This telegram must be paraphrased if the communication of its contents to any persons outside Government service is authorized.

T E L E G R A M

C 280000C

FROM: THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS, LONDON

TO: THE HIGH COMMISSIONER FOR THE UNITED KINGDOM, OTTAWA

S E C R E T

CYPHER

Q. NO. 96

Sent: 4:54 p.m. 15th May, 1948.
Read: 2:10 p.m. 15th May, 1948.

My telegram today H. No. 192. Palestine.

In our view it also follows that if the Arab armies invade territory of Palestine, but without coming into conflict with Jews, they would not necessarily be doing anything illegal, or contrary to United Nations Charter. If they cross frontier recommended in the ?U.K.? resolution of 29th November for Jewish State, they would, for reasons given above, not ipso facto be doing anything illegal, though in practice they would no doubt be laying themselves open to public criticism. If they came into conflict with Jews a situation would no doubt be created of which Security Council would be asked to take cognizance as a breach of the peace.

15.5.48.
IH

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C 280007

TELEGRAM

From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER — SECRET

CIRCULAR H. 192 — LONDON, May 15th, 1948.

Circular H. 192. Secret.

Palestine.

We have been considering what is legal status of Palestine after we have laid down mandate, on assumption that United Nations do not take any further decisive action. Following states legal position as we see it at present preliminary stage.

2. First question is that of relevance of Assembly resolution of 29th November. We are advised that Jewish claim to set up a State in virtue of this resolution cannot be held to be valid. Resolution of 29th November instructed United Nations Commission to take various steps in Palestine culminating in establishment of Jewish and Arab States with economic union, eg., in particular, each State had to draft a Constitution and to make a declaration about the Holy Places, minority rights, citizenship, etc. Most of these steps have not been taken and Jewish State is thus setting itself up by its own efforts and not through acts of United Nations Commission.

3. The two questions which then have to be answered are whether, in absence of United Nations action, Palestine can be regarded as recognized international entity, and, secondly, whether there is any State or combination of States or international organization which can be regarded as responsible and entitled to speak for Palestine internationally. Answer to first question appears to be in negative, though this does not exclude possible emergence of one or more Governments or administrations having necessary characteristics of a stable and regular Government of a defined territory such

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TELEGRAM

C 280008

From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

as would justify international recognition.

4. As regards second question, there are three possible alternatives. One is that United Nations should be regarded as responsible for Palestine and entitled to speak internationally for it, but unless a definite tnusteeship system conforming to Charter is set up for Palestine, this does not seem the case. Trusteeship is only method under Charter by which United Nations can exercise what amounts to rights of territorial sovereignty in respect of any territory. Assembly resolution setting up original United Nations Commission, or a new Assembly resolution setting up a mediatory Commission now, does not confer sovereign rights on United Nations, but merely makes lawful functioning of such Commissions in Palestine so far as they are able to do so. Such resolutions would also give the effect that members of United Nations, or at any rate those who had not, repeat not, voted against resolution, would be bound to co-operate in work of Commission, etc, but this would not establish an international right in respect of Palestine good as against all countries, including non-members of United Nations.

5. The second theory which has to be considered is that a sort of residual authority over Palestine remains in rump of the principal allied and associated Powers of first world war. We do not, repeat not, regard this theory as tenable. Treaty of Lausanne did not effect a specific renunciation of the territory in favour of these Powers. It merely affected a renouncing of Turkish sovereignty without saying in favour of whom. Secondly, even if this were not so, it

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TELEGRAM

C 280009

From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

is very doubtful whether the principal allied and associated Powers of first world war can be regarded as still existing as an entity. Finally, it is more than probable that, even if these Powers had had any rights over Palestine, these rights would have been extinguished when mandate was duly constituted.

6. For the rest, position is that League of Nations came to an end while United Nations, as Charter shows, have not any direct or automatic responsibility in respect of mandated territories, except insofar as these are placed under United Nations trusteeship.

7. We are, therefore, bound to accept the third alternative, namely, that at end of mandate, and pending emergence of one or more States in Palestine to which international recognition can be accorded, Palestine will be a sort of res nullius. Its theoretical sovereignty will probably lie in the people of Palestine but it will be latent.

8. The main consequences of this legal basis are:

(1) As regards recognition, question of recognizing any Government or administration which may purport to set itself up in Palestine should be judged by the ordinary standards of international law and its claim cannot, pending some new decision by the United Nations, be supported by an appeal to United Nations authority.

(2) As regards possible action by other States, this would depend very much on circumstance. Leaving out of account aggressive action or action involving use of armed force, there would probably be nothing in law to prevent action of a peaceful character directed to setting up by other State or States of a Government or Governments

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From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

in Palestine or to incorporating some part of its territory in territory of neighbouring States, provided at any rate that the other States concerned were not, by doing this, acting in a manner not consistent with any Assembly resolution by which they could be regarded as bound.

9. The more concrete application of these doctrines would be that there would be nothing legally to choose between Jewish claim to set up a State in boundaries of Jewish areas as defined by United Nations resolution of 29th November and an Arab claim to set up a State covering whole of Palestine, though we recognize that from point of view of public opinion United Nations resolution of 29th November gives Jewish State a certain appearance of legality.

SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

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280011

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK CITY

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

SECRET

IMMEDIATE

CYPHER - TK

NO. 573 NEW YORK CITY, May 15th, 1948.

No. 573. Secret.

1. Re: Palestine. Committee 1 concluded its debate on the reports of Sub-Committees 9 and 10 about 3:30 p.m., Friday, May 14th.

2. Committee 1 came to no decision on the report of Sub-Committee 10 on the United States - French proposal for temporary trusteeship of Jerusalem and decided to refer the Committee report to the plenary meeting by a vote of 16 for, none against, and 26 abstentions. We voted for reference without recommendation. The resolution recommended by Sub-Committee 9 on a mediator as reported in my teletype No. 570, was approved with three amendments. The first amendment, proposed by France, was to sub-paragraph 1 (a) (3) which now reads: "Promote a peaceful adjustment of the future situation of Palestine". The second amendment, proposed by new Zealand, was to paragraph 3, which now reads: "Promote a peaceful adjustment of the future situation of Palestine." The second amendment, proposed by New Zealand, was to paragraph 3, which now reads: "Directs the United Nations mediator to conform in his activities with the provisions of this resolution and with such instructions as the General Assembly or the Security Council may issue." The third amendment, proposed by Greece, was to the last paragraph, which now reads: "Relieves the Palestine Commission from the further

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exercise of responsibilities under its resolution 181 (II) of November 29th, 1947."

3. This resolution was approved in Committee by a vote of 35 for, 6 against, and 10 abstentions. We voted for this resolution and the three amendments.

4. The plenary meeting of the General Assembly was convened at about 5:00 p.m. The President ruled that statements should be limited to five minutes, and after this ruling had been challenged by the USSR it was approved by a vote of 36 for, 11 against, and 3 abstentions. At the request of the United States delegate the Assembly voted to take the report of Sub-Committee 10 (on trusteeship of Jerusalem) first. As the adoption of this procedure of taking Committee 10 report first obviously had the effect of preventing the Assembly from taking any decision at all before the termination of the mandate, we abstained on this vote.

5. The United States and French delegates supported the report of Sub-Committee 10 which was opposed by the Arab and Soviet blocs. The United Kingdom having earlier indicated its opposition to [trusteeship] the (silence) abstained. After the amendments had been put to the vote the resolution as a whole failed of adoption by a vote of 24 for, 15 against, and 19 abstentions, thus failing to receive the necessary two-thirds majority. We abstained.

6. The draft proposal regarding the "mediator" was approved without amendments by a vote of 35 for, 6 against, and 10 abstentions. Regarding the Palestine Commission, the Assembly approved the following resolution, proposed by the Dominican Republic, without a vote:

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"THE GENERAL ASSEMBLY,

HAVING adopted a resolution providing for the appointment of a United Nations mediator in Palestine, which relieves the United Nations Palestine Commission from the further exercise of its responsibilities,

RESOLVES to express its full appreciation for the work performed by the Palestine Commission in pursuance of its mandate from the General Assembly."

7. The proceedings of the day were dominated by the Proclamation regarding the establishment of a Provisional Jewish Government in the State of Israel and the United States recognition. During the debate on the mediator resolution the news of the United States recognition of a Jewish Provisional Government as the de facto authority in the State of Israel was received in the press room and rumours immediately filled the Assembly chamber. The Colombian delegate asked the United States delegate to make a statement regarding the rumours. Sayre stated that his delegation was unable to confirm the information. In fact, the United States delegation had received no advance notice of the President's intention to recognise the new State. The embarrassment of the United States delegation was obvious.

8. It was about half an hour later that, after consultation with Washington, Jessup was able to read out the announcement from Washington, which has been quoted in today's press.

9. The reaction of the Arab States was immediate. El Khouri of Syria, Fawzi of Egypt, and Malik of Lebanon all spoke in harsh and bitter terms of this action.

10. After the Assembly had adjourned the United States delegation suggested a private consultation between the United Kingdom and ourselves to discuss the situation. In the course

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of this consultation the following points emerged:

(1) The White House announcement had been made without the knowledge and even without any prior warning to the United States delegation at the United Nations.

(2) There had been no prior consultation nor intimation of United States intention given to the United Kingdom.

(3) There was no indication from the United Kingdom delegation regarding United Kingdom intention regarding recognition and they only expressed surprise at United States precipitate recognition.

(4) There was some intimation, however, that United States initiative in recognition might not be unwelcome, in fact, to the United Kingdom Government.

(5) United States recognition of the State of Israel did not necessarily imply recognition of any specific frontiers but this was a point on which the United Kingdom were particularly desirous of having information.

(6) The United Kingdom are also interested in the consequences of recognition upon the question of embargo on arms to the Jews. Apparently there are indications that the Jews have made substantial orders for arms from Czechoslovakia, which are awaiting shipment from Mediterranean ports, but the United Kingdom are also interested whether the United States will lift its own embargo.

(7) The United States on the other hand, are interested as to whether the United Kingdom is prepared to place an embargo on further shipments of arms, under treaty obligations, to certain Arab States.

(8) The United Kingdom intimated that consideration might be given by consultation between the United Kingdom and

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the United States to the possibilities of a general embargo on all arms to the Middle East area (as distinct from Palestine alone) possibly to be enforced by naval blockade. In this connection the United Kingdom pointed out that their arms contracts with certain Arab States were intended mainly for maintenance of the security of these States and would not be sufficient to enable these States to undertake any substantial offensive military operations beyond their frontiers. An arms embargo on these States would have a serious effect on their respective security positions and, therefore, would be an effective deterrent against aggressive action. On the other hand, it would be difficult to undertake such a course unless the Arabs could be pursuaded that an arms embargo against the Jews was being effectively applied.

11. The Palestine problem will certainly be considered almost continuously in the next few days by the Security Council. It is understood that Parodi may be calling a meeting Saturday afternoon, May 15th. It is understood that Beeley of the United Kingdom delegation will remain in New York for a while to help Cadogan and will continue consultation with the United States delegation.

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280016

FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

MOST IMMEDIATE

CYPHER - TK

NO. 560

SECRET

NEW YORK , May 12th, 1948.

No. 560. Secret.

1. Re Palestine. Reference my immediately preceding teletype. Following is text of United Kingdom - United States draft resolution, Begins:

"The General Assembly

Taking account of the resolutions adopted by the Security Council with reference to Palestine on March 5th, April 1st, April 17th, and April 23rd, 1948,

I

Strongly affirms its support of the efforts of the Security Council to secure a truce in Palestine and calls upon all persons, organizations, and Governments to co-operate in making effective such a truce.

II

1. Empowers a Committee composed of China, France, the United Kingdom, the United States, and the U.S.S.R. to appoint a United Nations Commissioner for Palestine who shall have the following functions:

A. To use his good offices as mediator with the local and community authorities in Palestine to

(1) Arrange for the operation of common services necessary to the safety and well-being of the people of Palestine,

(2) Assure the protection of the holy places, religious buildings and sites in Palestine,

(3) Promote agreement between the local and community authorities on the future Government of Palestine

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B. To co-operate with the Truce Commission for Palestine appointed by the Security Council in its Resolution of April 23rd, 1948.

C. To invite, as seems to him advisable, with a view to the promotion of the welfare of the inhabitants of Palestine, the assistance and co-operation of appropriate specialised agencies of the United Nations such as the World Health Organization, of the International Red Cross, and of other Governmental or non-Governmental organizations of a humanitarian and non-political character.

2. Instructs the United Nations Commissioner to render progress reports monthly, or more frequently as he deems necessary, to the Security Council and to the Secretary General for transmission to the members of the United Nations.

3. Directs the United Nations Commissioner to conform in his activities with the provisions of this Resolution, and with such instructions as the Security Council may issue.

4. Authorizes the Secretary General to reimburse travel and subsistence expenses of the Commissioner on such basis and in such form as he may determine most appropriate in the circumstances, and to provide the Commissioner with the necessary staff to assist in carrying out the functions assigned to the Commissioner by the General Assembly.

III

(Here would be inserted any arrangements for the City of Jerusalem which may be approved on the recommendation of Sub-Committee 1[0].)

IV

RESOLVES

To suspend, as of this date, the responsibilities imposed upon the Palestine Commission by its resolution 181(11) of November 29th, 1947." Ends.

CANADIAN PERMANENT DELEGATE

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FROM: THE CANADIAN PERMANENT DELEGATE TO THE UNITED NATIONS, NEW YORK

TO: THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, OTTAWA

MOST IMMEDIATE

CYPHER - TK

NO. 559

SECRET

NEW YORK, May 12th, 1948.

No. 559. Secret. Re Palestine.

1. At a private meeting between the United States and United Kingdom delegations Tuesday night, 11th May, agreement was reached upon a text of a draft Resolution on Palestine to be introduced by the United States in the Sub-Committee of the Political Committee when it meets Wednesday morning, 12th May. The United States was represented by Jessup and Ross and the United Kingdom by Cadogan and Beeley. I was present in this discussion accompanied by Hopkins and Ignatieff.

2. The text, which is contained in my immediately following teletype, represents a minimal program of mediation based upon continued truce efforts. On the other hand, it represents the closest basis of agreed action which was possible in view of the continued disagreements between the United States and United Kingdom on the Palestine problem and considering the time available. It represents also the product of continued efforts between the two delegations to strive towards an understanding.

3. Its merit is its simplicity, its limited objective, its non-authoritarian character and its realism in not engaging the responsibilities of the United Nations beyond the means available.

4. Its defect, on the other hand, is the obvious gap left in not providing a legal cover for anypossible military intervention by the United States, United Kingdom and France

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in the event that, from the broadest strategical point of view, the situation in the Eastern Mediterranean materially deteriorates. This point was frankly discussed last night. The United States recalled their offer to join with the United Kingdom and France, on the basis of a Joint Temporary Trusteeship. In view of the lack of favourable reaction on the part of the United Kingdom and in view of the two or three days left, this was as far as the United States Government was prepared to go. They were not prepared to subscribe to any formula which might provide a blank cheque, as they said, without adequate means of enforcement which had to depend on agreed arrangements on the military plane. Although the United Kingdom had received instructions from the Foreign Office to press for some legal cover of the kind referred to, particularly to endeavour to contain the conflict within the limits of Palestine, Cadogan and Beeley were satisfied that this could not be realized in the present circumstances.

5. However, both delegations were satisfied that the agreed text not only satisfied minimal requirements but did not preclude further action by the General Assembly should the situation appear to be getting out of hand. It was also thought to provide a firm basis upon which further collaboration between the United Kingdom and the United States in respect of Palestine might be developed. Having in mind the unfortunate history of United Kingdom-United States relations in respect of Palestine, the degree of agreement reached on the basis of this text should not be, in my opinion, underestimated. As I have said, it represents a real effort on the part of the two delegations to face their differences realistically and to resolve them by frank discussion and good will.

6. As regards certain details of the text, in particular the question of a United Nations Commissioner, this idea originated entirely with the United States delegation. It reflects the position taken by the United States Government that

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they would not be prepared at this time to extend their responsibilities as already engaged in truce negotiations. The United States Government is also anxious to avoid action which might directly and unnecessarily provoke ill-feeling between the United States and U.S.S.R. (Cadogan mentioned at the meeting a report that the Soviets were contemplating the appointment of a Soviet Consul-General in Jerusalem). Finally, the United States delegation stressed that, if the functions involved were restricted primarily to mediation, it would be preferable to have one outstanding individual than to share the responsibilities between the members of a Commission. They also made it clear that, if the authority were to be a Special Commission, the United States would not be prepared to serve on the present basis.

7. It will be noted also that under 1 (b) the United Nations Commissioner is required to co-operate with the Truce Commission. There is no provision for the Truce Commission assisting the United Nations Commissioner. This again reflects the position noted in the paragraph immediately above.

8. It will be noted that under paragraph 2 the United Nations Commissioner is required not only to report to the Security Council but also, through the Secretary General, to the members of the United Nations. This wording would appear to cover the possibility of a quick summoning of another Special Session of the General Assembly should the situation get out of hand.

9. On the other hand, the day-to-day directions to the Commissioner are to come from the Security Council which, in accordance with both the letter and spirit of this Resolution, will have to confine its directions primarily to measures of mediation and the implementation of the truce.

10. Provisions regarding the City of Jerusalem are being worked out in a separate Sub-Committee of which we are not members and the idea is to fill in this space with any arrangements which might emanate from that Sub-Committee.

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(We understand that the United States has not yet abandoned the idea of a Temporary Trusteeship for Jerusalem alone). Finally, you will note the provision regarding the Assembly Resolution of 29th November in the final paragraph. This provision would merely suspend the operations of the Palestine Commission but would not revoke the Resolution of 29th November as a whole. Of course, should this Resolution carry, it would, to the extent of any inconsistency, be understood to qualify the terms of the previous Resolution.

11. It was understood in our discussion last night that Jessup would introduce this text and that after some preliminary discussion in the morning, I would ask Cadogan whether, in general terms, this appeared to meet the considerations advanced by Creech-Jones and the requirements of the situation. I would then give general support to the proposal. However, the next step would be to submit the proposal in the Sub-Committee for the comments of the representatives of the Arabs and Jews. No requirements of their agreement to this text would be sought, but comment only. An effort would then be made to try to get the Sub-Committee to accept the text as a report to Committee I today. In view of its relatively non-controversial character, it is hoped that the necessary majorities will be forthcoming easily in the Sub-Committee, in Committee I and in the plenary meeting. It is aimed to try to have the Resolution pass through Committee I and the plenary meeting tomorrow 13th May.

12. I propose to give initial general support to this proposal on the general understanding which I have discussed with you and upon which we have been proceeding, namely that, if the United Kingdom and the United States were to come to accept common ground on the bais of some text, we should not withhold our support. I would like to have most immediate guidance on the position I should adopt.

CANADIAN PERMANENT DELEGATE

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CHAPTER I

PROCEDURE FOR THE PEACE SETTLEMENT WITH ITALY, ROUMANIA, HUNGARY BULGARIA AND FINLAND

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A COMMENTARY FOR THE GUIDANCE OF THE CANADIAN DELEGATION TO THE PARIS CONFERENCE, TO PREPARE PEACE TREATIES WITH ITALY, ROUMANIA, HUNGARY, BULGARIA AND FINLAND, JULY 29th, 1946.

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CHAPTER II

PEACE SETTLEMENT WITH ITALY

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INTRODUCTION

This Commentary has been prepared in the Department of External Affairs for the use of the Canadian Delegation to the Peace Conference to be held in Paris. This Conference will be known as the Paris Conference. The Conference is envisaged in a communique issued after the Moscow meeting of Foreign Ministers (December 16th to December 26th, 1945), by the Governments of the United Kingdom, United States and U.S.S.R. The relevant portion of this communique reads as follows: The Council of Foreign Ministers will convoke a Conference for the purpose of considering treaties of peace with Italy, Roumania, Hungary, Bulgaria and Finland. The Conference will consist of the five permanent members of the Council of Foreign Ministers, together with all Members of the United Nations which actively waged war with substantial military force against the European enemy states; namely, the Union of Soviet Socialist Republics, the United Kingdom, the United States of America, China, France, Australia, Belgium, the Byelo-Russian Soviet Republic, Brazil, Canada, Czechoslovakia, Ethiopia, Greece, India, the Netherlands, New Zealand, Norway, Poland, Union of South Africa, Yugoslavia, the Ukrainian Soviet Socialist Republic."

Since the Moscow meeting, the Foreign Ministers have met twice in Paris to discuss the peace treaties, and on July 8th, the main points of difference between the views of the four Governments having been resolved, it was agreed to call the Conference on July 29th. In accordance with the Moscow decision Canada has been invited to participate in this Conference.

The object of this Commentary is to provide the Canadian Delegation with useful information, much of it of a secret nature, about the background of the various proposals which will be under discussion at the Peace Conference. This information includes not only historical data, but also material from the files of the Department of External Affairs derived from reports from Canadian Missions abroad, and information received in confidence from other Governments, particularly that of the United Kingdom.

It is, therefore, important that careful security precautions should be applied to this document. Each recipient is asked to regard himself as personally responsible for safeguarding the information contained, and to take all precautions to prevent this Commentary from coming into unauthorized hands. It is requested that the Commentary should be returned to the Department of External Affairs at the termination of the Conference.

It is not the purpose of this document to lay down the policy to be followed by the Canadian delegation to the Conference. It is a summary of factual information, and specific instructions for the guidance of the Canadian delegation are not included.

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The contents of this Commentary have been arranged as follows:-

Chapter 1 examines the developments of procedure and certain other general matters. Subsequent chapters deal separately with the peace treaties for each of the enemy states with which a treaty is to be concluded. The division of subjects within each Chapter is based on the various provisions which it is assumed will be discussed. This arrangement may, of course, not accord with the heads used in the draft treaties which will be laid before the Conference, and which have not been available to the Canadian Government prior to the Conference.

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CHAPTER I

1. PROCEDURE FOR THE PEACE SETTLEMENT WITH ITALY, ROUMANIA, HUNGARY, BULGARIA AND FINLAND

The peace settlement procedure to be followed in the discussions in Paris has been developed in a series of conference between the Powers convoking the present Conferences to deal with the peace treaties with Italy, Roumania, Hungary, Bulgaria and Finland.

(i) Potsdam Conference, July 17th-August 2nd, 1945

It will be recalled that the Peace Conference was to have been convened by the Council of Foreign Ministers. This Council was set up as the result of an agreement at the Potsdam Conference between Mr. Churchill, Generalissimo Stalin and President Roosevelt. The Council is composed of the Foreign Ministers of the United Kingdom, United States, U.S.S.R., China and France. Under the terms of the Potsdam Communique the Council is to "draw up treaties of Peace with Italy, Roumania, Hungary, Bulgaria and Finland", and to "propose the settlement of territorial questions outstanding at the termination of the war in Europe".

The manner in which the other United Nations are to be associated with the drawing up of the peace treaties, has been the subject of discussion since the Potsdam Conference. It was the United States Government which originally proposed the establishment of the Council of Foreign Ministers, and at that time suggested that the result of the Council's work would eventually be submitted to the United Nations as a whole, possibly at a general conference.

The terms of the Potsdam Communique are not explicit on this question of associating other United Nations with the drawing up of peace treaties. In the paragraph which authorized the Council to prepare peace treaties it is stated that this work is to be carried out "with a view to their submission to the United Nations".

There are certain additional provisions in the text of the Potsdam Communique for the association of other of the United Nations with the work of the Conference. For instance, there is the provision in para. 4 (i) that "whenever the Council is considering a question of direct interest to a state not represented thereon, such a state should be invited to send representatives to participate in the discussion and study of that question". It is also stated that "the Council may adapt its procedure to the particular problem under consideration. In some cases it may hold its own preliminary discussions prior to the participation of other interested states. In other cases, the Council may convoke a formal Conference of States chiefly interested in seeking a solution of the particular problem". (para. 4 (ii)).

At the time of the Potsdam Conference, therefore, it appears that the three participating Governments visualized a general Conference of the United Nations, but the references in the text of the Communique are

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somewhat vague and there was no definite commitment to hold a general Peace Conference of the United Nations interested in the peace treaties in question.

(ii) London Meeting of the Council of Foreign Ministers

During the meeting of the Council of Foreign Ministers in London in September - October, 1945, the question of associating the other United Nations with the preparation of the peace treaties came up for the first time in a direct form.

Prior to the meeting of the Council of Foreign Ministers in London on September 10th, the United Kingdom Prime Minister addressed a message to the Prime Ministers of each of the Dominions informing them of the projected Conference and saying that the discussions in the Council of Foreign Ministers would not only relate to matters of individual peace treaties as the peace treaty with Italy for instance, but would raise "issues of grave importance not only as regards Europe but as regards the world as a whole and the future stability of the peace". Mr. Attlee, therefore, proposed that there should be Commonwealth discussions in London during the meeting of the Council of Foreign Ministers.

In reply the Canadian Government reminded the United Kingdom Government that they had from time to time felt impelled "to take exception to the operation of wartime arrangements under which responsibility for major decisions on the direction of the Allied war effort had been concentrated in very few hands", and that "this centralization of authority, defensible in war time, would at once become harder to accept and explain when the fighting was over". The Canadian Government further expressed concern lest the Council of Foreign Ministers should continue this wartime pattern into the framing of the peace settlement, and, therefore, welcome the success of any efforts to "bring about the direct participation in the Council of Foreign Ministers of Dominion representatives, and also of representatives of other closely interested smaller countries".

During the course of the discussions in the Council of Foreign Ministers with regard to the peace settlement for Italy it was agreed that the United Nations at war with Italy should be asked to submit their views in writing without prejudice to any claims they might make to submit oral representations at a later date.

On being invited to state their views on the Italian Peace settlement in writing, the Canadian Government replied that "effective participation in the framing of the treaty required that interested Governments should take a real and direct part in the negotiation". The presentation of Canadian views to the Council, or a general statement in writing would not be sufficient. In explaining this attitude the Canadian Government pointed out that they were not interested so much in particular provisions of the Italian peace treaty as in the effects of the settlement as a whole. The principal Canadian interest was concerned with the negotiation of a settlement which would "assist in ensuring a long period of peace and security in the Mediterranean area".

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The Canadian Government suggested that instead of summoning representatives of certain Governments to Council meetings, it might be better to emphasize the preliminary and tentative nature of the draft proposals produced by the Council, which would not "if this view were accepted, be treated as binding inter se by the five Powers, when later considered at a larger gathering". If this proposal were adopted the Council would be regarded as an influential drafting committee charged with the preparation of texts for consideration by a more general Conference.

As an alternative the Canadian Government suggested that the Powers, represented on the Council, might sign a peace treaty in which states affected by territorial transfers might participate. Other countries at war with Italy would then be free to re-establish normal relations through a separate Instrument or Instruments.

The Australian, New Zealand and South African Governments were likewise dissatisfied with the procedure proposed by the Council of Foreign Ministers. On the initiative of Dr. Evatt, a draft declaration was prepared objecting that no provision had been made for associating with the work of the Council those countries which had maintained active and sustained belligerence throughout the war. This declaration proposed that such countries should have the right of participation on a footing of equality with the representatives of the five powers and that it should be clearly understood that the conclusions reached by the Council as to the terms of the peace settlements should be submitted to a Conference in which all the active belligerents would take part.

As the Canadian Government had already made its general position clear to the Council of Foreign Ministers, as indicated above, it was not considered necessary for it to be associated with a joint declaration of the kind proposed.

In the circumstances the declaration, as amended, after consultation with Mr. Bevin, was issued as a separate public statement by the Governments of Australia, South Africa, and New Zealand.

In his detailed comment on the text, Mr. Bevin pointed out that the United Kingdom Government should not be associated with the statement, as the procedure followed by the Council had been agreed at Potsdam and accepted by the United Kingdom Government. Mr. Bevin's comments, recorded below, throw considerable light on the United Kingdom attitude at that time to the peace settlement procedure.

The draft declaration had stated that the setting up of the Council of Foreign Ministers reflected a wartime procedure of centralization of responsibility in the Big Powers. To this Mr. Bevin replied "the objective of the Council is to avoid the chaos of the first months of the Versailles Conference and its membership was deliberately restricted to five because it was believed that a small body of this character would best do what the Council's terms of reference described as 'the necessary preparatory work for the peace settlement'".

The draft declaration suggested a wider peace Conference in which all active belligerents would participate,

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and at which the draft terms of settlement would be open to full and free discussion and amendment. This, incidentally, was in accord with the Canadian views expressed to the United Kingdom Government as noted above. To this Mr. Bevin replied that the Council was a preparatory body. Its terms of reference expressly provided that the draft treaties of peace, which it would draw up, would be for submission to the United Nations. The exact procedure for this submission had not been discussed but it was clear that at some stage there would have to be some formal consultation with all the countries at war with any given state in order to seek their final approval of the Council's draft. States not represented on the Council of Foreign Ministers would obviously then have the right to express their views on the draft treaties and propose amendments to them.

Later in the course of the discussions in London, the United States Government put the idea of a wider United Nations Conference into more precise form. In a draft resolution, placed before the Council of Foreign Ministers on September 29th, the United States Government suggested that the Council of Foreign Ministers should convoke a Conference under the provisions of Section 2 (4) (ii) of the Potsdam Agreement which states "in other cases the Council may convoke a formal conference of states chiefly interested in seeking solution of a particular problem".

The resolution proposed that the Conference should consist of representatives of the five Powers, together with all European members of the United Nations and all non-European members of the United Nations "which supplied substantial military contingents against European members of the Axis". The Conference would be held in London and would take as the basis of its discussions the reports of the Deputies to the Foreign Ministers represented on the Council, together with any modifications agreed upon by the governments represented on the Council of Foreign Ministers.

The United States proposal, however, failed of acceptance by the Soviet representative in the Council of Foreign Ministers. It is interesting to note the difference between this proposal of the United States Government and the suggested Conference mentioned by Mr. Bevin in his comment on the declaration drafted by Dr. Evatt. So far as composition of the Conference is concerned, the United States proposal was narrower than the United Kingdom conception of a Conference composed of all the Allied States at war with a given country. On the other hand, it was wider than the criterion of "active belligerence" put forward by Australia, New Zealand and South Africa in their declaration and, so far as Italy is concerned, by the Canadian Government.

(iii) Meeting of the Foreign Ministers of the United Kingdom, United States of America and the U.S.S.R. in Moscow, December 16th - December 26th, 1945.

The controversy regarding the peace settlement procedure, which brought a deadlock in the meeting of the Council of Foreign Ministers in London, was continued at the meeting of the Foreign Ministers of the three Great Powers in Moscow. M. Molotov at the outset maintained the position taken up in London. He again developed the proposal according to which peace terms for Italy,

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Roumania, Bulgaria, Hungary and Finland would be drafted exclusively by the signatories to the Armistices in each case, thereafter to be considered at a Conference attended by those countries who had actually fought the country concerned, the final draft to be prepared and the peace treaties to be signed by the signatories of the Armistices only.

Mr. Byrnes agreed to concede the Soviet formula for the preliminary drafting of the peace treaties and also for the final drafting, provided that the Soviet Government would agree to accept the United States-United Kingdom view with regard to a peace conference, at which the views of other United Nations would be expressed. Such a Conference, he proposed, should consist of all five members of the Council of Foreign Ministers and all States who had contributed substantial military forces and had actively waged war against any European member of the Axis. For this purpose Mr. Byrnes circulated the following list of States: United States of America, U.S.S.R., United Kingdom, France, China, Australia, Belgium, Brazil, Canada, Czechoslovakia, Ethiopia, Greece, India, Netherlands, New Zealand, Norway, Poland, South Africa, Yugoslavia, Byelo-Russia, Ukraine.

The United States formula for the Peace treaty procedure proposed by Mr. Byrnes contemplated five distinct stages.

In stage 1, the preliminary work of drafting the treaties would be done by the Deputies for the Council of Foreign Ministers, the draftees in the case of each treaty being the deputies, representatives of those states which were signatory to the terms of surrender. France would be regarded as a signatory of the terms of surrender for Italy.

In stage 2 the Council of all the Foreign Ministers would call a Peace Conference composed of the states named in Mr. Byrnes' list.

In stage 3 the Peace Conference would consider and would express its views upon the drafts prepared by the Deputies.

In stage 4 the final drafts of the treaties would be prepared and approved by the "signatories only" as in stage 1.

In stage 5 the final text of the treaties would be signed by all the United Nations who were in a formal state of war with a particular enemy country.

Mr. Bevin was prepared to accept this procedure with the exception of the arrangement proposed in stage 4 whereby after the Conference had made its recommendations the final draft and approval of the texts would be limited only to representatives of those states who had signed the Armistice terms.

Canada, when consulted on the proposed treaty procedure by the United Kingdom Government, also took exception to stage 4 of the United States proposal. In making comments to the Dominions Office the Canadian Government conceded that in practice it could be expected that at a

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general Conference the actual drafting of the peace terms would be done by the principal Powers concerned. According to this proposal, however, it would appear that all the countries at war with the enemy states in question, except those who had previously signed the Armistice terms, would be expected to sign treaties which they had not been given an opportunity to consider in their final text and which they had not approved.

After further discussion in the Conference it was agreed that stage 4 would be limited to formal drafting and no mention was made in the Moscow communique of approval of the final text of the treaties being limited to the "signatories" only. Otherwise the treaty procedure was agreed by the representatives of all the five Powers.

Perhaps the most controversial issues at the Conference centred around the question of what states should be allowed to attend the Peace Conference. M. Molotov, at first, was not inclined to accept the list proposed by Mr. Byrnes and maintained the view, that only countries who had fought the particular enemy state, should participate in the Peace Conference dealing with the settlement with that state. M. Molotov took particular exception to India on the ground that it was not an independent country, had no Foreign Office of its own, and was not in diplomatic relations with the U.S.S.R. He indicated that if India's claim was pressed he would insist on the inclusion in the Conference of Esthonia, Latvia and Lithuania.

Mr. Bevin, on instructions from the United Kingdom Cabinet, stood firm on the inclusion of India in the Conference and gained his point. He likewise rejected a suggestion made by M. Molotov that the United Kingdom might sign the treaties for all the Dominions. Mr.Byrnes and Mr. Bevin maintained the position that each state which had declared war had a right to sign the relevant peace treaties if it so desired.

Finally, the Soviet Government agreed to the full list of states proposed by Mr. Byrnes and agreed that the Deputies of the Foreign Ministers should resume the work of drafting the peace treaties in London which had been interrupted by the failure of the Foreign Ministers to reach agreement at their London meeting in September.

(iv) Meeting of Foreign Ministers, Paris, April 25th to May 16th.

The Foreign Ministers of the United Kingdom, the United States, and the Soviet Union, with the addition of the Foreign Minister of France which acted as host to the other states, assembled in Paris on the 25th of April to resume negotiations on the peace treaties with Italy and the minor enemy states in Europe. This meeting continued the discussion of the Council of Foreign Ministers in London in September last, and later of the meeting of Foreign Ministers in Moscow in December. In the interval the Deputies of the Foreign Ministers had been engaged in the preparation of draft treaties but had failed to agree on most of the main issues involved.

At the opening meeting M. Bidault introduced a paper on the draft rules of procedure which provided for the participation of France in the discussion of all treaties,

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and not merely of the treaty with Italy. M. Molotov accepted this. The restriction with regard to voting, however, was maintained, and it was agreed that only those members would be entitled to vote whose governments were signatories or deemed to be signatories of the relevant Armistices. Mr. Bevin raised the question of the final drafting of the peace treaties and stated that as he understood the decision of the meeting in December, the draft treaties would have to be submitted to a full peace conference of twenty-one countries. It would then be open to any of the Governments represented on the Council to consider amendments on their merits and to support them if they thought fit, that is to say, no Government would be committed to the texts of the treaties until they had been considered by the full Peace Conference. M. Molotov objected, and interpreted Mr. Bevin's suggestion as meaning that the members of the Council of Foreign Ministers could only make recommendations to their Governments which these Governments would be free to reject. M. Molotov held to the Soviet interpretation of the Moscow Agreement that agreed draft treaties should be presented to the Peace Conference. Mr. Bevin denied that he was suggesting any change in the previous Council procedure and stated that he was simply explaining his understanding of the Moscow Agreement that no Government would be committed to the draft treaties until they had been considered by the full Peace Conference.

This meeting of Foreign Ministers failed to reach agreement on most points of substance in the draft treaties, and it was decided to leave it to their Deputies to produce a balance sheet of the results achieved and to assemble draft treaties for the consideration of the Foreign Ministers prior to a full scale Peace Conference. Mr. Byrnes suggested that the Peace Conference should be called for the 1st or 15th July. M. Molotov, however, took the position that no Peace Conference could be called until agreement had been reached by the Foreign Ministers. It was finally decided that the meeting of Foreign Ministers should re-convene on June 15th in a further endeavour to reach agreement.

(v) Meeting of Foreign Ministers in Paris, June 15th to July 12th

At the meetings of Foreign Ministers held in Paris after June 15th, considerable progress was made on many of the outstanding questions of the draft peace treaties, and on June 22nd Mr. Byrnes asked whether invitations to the Peace Conference could be issued. It was his view at the time that the only real issues still separating the Foreign Ministers were those of Trieste and of Italian reparation. If agreement could not be reached on these outstanding issues before the date of the Conference, Mr. Byrnes felt that the items might be submitted to the Conference for its consideration. Mr. Bevin supported Mr. Byrnes and referred to the great disquiet which would result in Europe if the Peace Conference was not summoned at an early date. M. Molotov, however, stated that it was too soon to despatch invitations and Mr. Byrnes, therefore, proposed that the Ministers should go through all outstanding questions in an effort to reach agreement quickly, and failing agreement to refer the problem to a wider conference. M. Molotov, however, refused to concur in this suggestion and emphasized that until examination of draft treaties had been completed

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by the Foreign Ministers it would, in his view, be impossible to summon a Peace Conference.

On July 4th agreement in principle having been reached on the question of the internationalization of Trieste, and on the issue of Italian reparation, it was agreed that the Peace Conference should be called for July 29th. M. Molotov however, insisted that fixed rules of procedure for the Paris Conference should be laid down by the Foreign Ministers before invitations could be despatched to the participating countries. The Foreign Ministers of the United Kingdom and the United States held the view that the Paris Conference should not be bound by rules of procedure and should be free to set up its own rules. The Ministers finally adopted a French compromise proposal providing that a few simple rules of procedure, to be considered as suggestions only, would accompany the invitations to the Conference. These have not yet been received. It was agreed, on a motion of Mr. Byrnes, that the Foreign Ministers would accord to France the same status on all Peace Conference committees which she enjoyed at the meeting of the Foreign Ministers, that is, that France would be represented on all commissions but without the right to vote except in groups concerned with the Italian treaty. It was decided that the Chinese Government would not be included as an inviting power, but would attend the Conference as an invited country.

Under the suggested rules of procedure as proposed by M. Bidault, the Conference would designate a steering committee, composed of representatives of each delegation, whose decisions will be taken by a two-third majority vote. The right of the Peace Conference to amend or suspend its rules would be recognized. The Conference will include five political commissions, one for each treaty, and two economic commissions, one for Italy and one for the Balkans as a group.

The political commissions would be comprised of representatives of countries which had been at war with the former enemy state concerned. Thus, twenty nations plus France would sit on the Italian Treaty Commission; twelve nations plus France would sit on commissions for the Bulgarian and Hungarian treaties; eleven nations plus France for the Roumanian treaty; and ten nations plus France for the Finnish treaty. The two-third majority rule prevails on voting by the treaty commissions. However, if the minority wishes to protest the ruling it will have the right to lay its case before the full plenary session of the Conference. The Canadian Government will thus participate in the political commissions of peace treaties with Italy, Roumania, Hungary and Finland.

(vi) Comment

The procedure for the preliminary drafting of the Peace Treaties, as it was worked out at Moscow, and the convoking of the Conference, accord closely with what might be expected at any large Peace Conference. In fact the concentration of authority and responsibility for preparation of preliminary drafts in the representatives of the Great Powers has a precedent in the practice adopted at Paris in 1919.

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It will be recalled that a Council of the Prime Ministers of the United Kingdom, of France and of Italy, together with President Wilson, directed the preparation of the Treaty of Versailles. Moreover, in order to permit the Council of Prime Ministers to concentrate on the more vital questions of policy, the Foreign Ministers met as a second Council to deal with questions of less urgent political importance, and to formulate those sections of the peace treaties in which more important political issues were not involved.

It will also be remembered that when the treaty with Germany had been signed, President Wilson and the Prime Ministers returned to their respective countries. The heads of the delegations of the five Great Powers formed a single Council. This Council came to an end when the Allied Prime Ministers again assembled in Paris. Mr. Lloyd George then proposed to constitute a Council of Ministers for Foreign Affairs who would work on the preparation of the peace treaty which remained to be drafted, namely, that with Hungary. The Council of Foreign Ministers continued its work until the Peace Treaty with Hungary was completed. After the close of the Peace Conference, the Conference of Ambassadors was set up, composed of the representatives of the five principal Allied and Associated Powers, to supervise the carrying out of the terms of the Treaty of Versailles.

The Moscow communique states that "after the conclusion of the deliberations of the Conference, and upon consideration of its recommendations, the states signatory to the terms of the armistices with Italy, Roumania, Bulgaria, Hungary and Finland will draw up the final texts of the peace treaties". The French Government, when asked to approve the procedure agreed by the Council of Foreign Ministers at their Moscow meeting, asked for clarification on several points of the procedure, including that which relates to the drafting of the final texts. The French Government stated that, according to their understanding of the procedure which had been agreed at Moscow, the Conference would have the right only to consider and make recommendations regarding the drafting of the treaties, the decision on the recommendations to be taken by the States responsible for the preparation of the final drafts.

The Canadian Government was informed by the Dominions Office of the comments made by the French Government and at the same time the Dominions Office suggested that the best procedure might be for the final texts to be drafted before the Conference dissolved. The treaties could then be agreed in their final form by all the countries present at the Conference. This suggestion represents perhaps an interpretation too favourable to the interests of the countries not included in the Council of Foreign Ministers to be accepted by all the members of the Council of Foreign Ministers. However, the Canadian Government informed the Dominions Office that they favoured the suggested procedure, since it would allow for discussion between all parties concerned of the various points raised in the Conference rather than a later consideration by the Council of Foreign Ministers of individual recommendation arising out of the Conference. It should be noted, however, that the reply sent to the French Government, as agreed between the Governments of the United States, the Soviet Union and the United Kingdom, does not go as far as the interpretation suggested by the Dominions Office. It merely contains an assurance that "as broad and thorough

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discussion as possible shall take place at the forthcoming Conference and that final drafts of the treaties will be made only after the fullest consideration has been given to the recommendations of the Conference".

2. FORM AND SCOPE OF CANADIAN PARTICIPATION IN PEACE TREATY PROCEDURE

(i) Preliminary Drafting

Under the terms of the Moscow communique the treaties with Italy, Roumania, Hungary, Bulgaria and Finland will, in the first instance, be drafted by the signatories of the surrender terms relating to those countries, that is to say:-

(a) the terms of the peace treaty with Italy will be drafted by the Foreign Ministers of the United Kingdom, the United States, the U.S.S.R. and France.

(b) the terms of the peace treaties with Roumania, Bulgaria and Hungary by the Foreign Ministers of the U.S.S.R., the United States and the United Kingdom.

(c) the terms of peace treaties with Finland by the Foreign Ministers of the U.S.S.R. and the United Kingdom.

Canada was not a signatory to any of the Armistice Agreements. These armistices were regarded by the Canadian Government as military instruments imposed upon states by the Commanders of the Allied Forces, and at the time the Canadian Government took pains to reserve its position in relation to the negotiation and signature of the final peace treaties with enemy states.

In effect the instruments of surrender provided for a form of association for United Nations at war with the respective enemy states other than the signatories. These varied in different cases, and forms employed in the military instruments affecting the five enemy states are given below:-

ITALY

U.S., U.K., U.S.S.R. - on behalf of	"The following, together with the terms of the Armistice of 3rd September, 1943, are the terms on which the United States, United Kingdom and Soviet Governments, acting on behalf of the United Nations are prepared to suspend hostilities against Italy, etc.

ROUMANIA

U.S.S.R., U.K., U.S.A. - in the interests of	"The Government and High Command of Roumania, recognizing the fact of the defeat of Roumania in the war against the U.S.S.R., United Kingdom, and United States of America and other United Nations accept the armistice terms presented by the Governments of the above mentioned three Allied Powers acting in the interests of all the United Nations".

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HUNGARY

U.S.S.R., U.K., U.S.A. - on behalf of

"The Provisional National Government of Hungary, recognizing the fact of the defeat of Hungary in the war against the Soviet Union, United Kingdom and United States, and other United Nations, accepts the armistice terms presented by the Governments of the above mentioned three Powers acting on behalf of all the United Nations which are in a state of war with Hungary".

BULGARIA

U.K., U.S.A., U.S.S.R., - on behalf of

"The Government of Bulgaria accepts the armistice terms presented by the Governments of the United Kingdom, United States of America and the Union of Soviet Socialist Republics, acting on behalf of all the United Nations at war with Bulgaria".

FINLAND

U.S.S.R., U.K., - on behalf of

"In view of the fact that the Government of Finland has accepted the preliminary terms of the Soviet Government relating to the break with Germany and to the withdrawal of German troops from Finland, and taking into account the fact that the conclusion of the future peace agreement will be facilitated by the inclusion of some of the terms of the peace agreement in the armistice agreement, the Government of the Union of Soviet Socialist Republics and the Government of His Majesty in the United Kingdom and Northern Ireland, acting on behalf of all the United Nations that are in a state of war with Finland".

(ii) The Conference

As it has already been noted in the previous sections, the Conference will consist of the United Kingdom, the United States of America, the U.S.S.R. and France, together with all Members of the United Nations which actively waged war against the European enemy states, including China, which, according to decision taken at the last meeting of Foreign Ministers in Paris, will not be an inviting power but will be invited to participate in the Conference. Under the terms of the communique issued after the Moscow meeting of Foreign Ministers, Canada has been invited to participate in this Conference.

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(iii) Signature of the Treaties

As regards the signature, it is provided "that the final texts of the respective treaties so drawn up will be signed by the States represented at the Conference which are at war with the enemy states in question".

Canada's position as regards the declaration of war in relation to the countries to be dealt with at the Peace Conference is as follows:-

Canada declared war on Italy, June 10th, 1940.
Canada declared war on Roumania, 7th December, 1941.
Canada declared war on Hungary, 7th December, 1941.
Canada declared war on Finland, 7th December, 1941.

Canada is not in a state of war with Bulgaria although certain provisions of the Trading with the Enemy Act were applied to commercial relations between Canada and Bulgaria as a result of Bulgarian association with the Axis. Canada, therefore, will probably not be a signatory to the Peace Treaty with Bulgaria, but will sign the treaties with Italy, Roumania, Hungary and with Finland.

3. RELATIONSHIP OF THE PEACE TREATIES TO THE UNITED NATIONS ORGANIZATION

The United Nations Charter makes a clear distinction between peace-making arrangements and long term provisions for the maintenance of peace and security. In this regard the Charter differs significantly from the Covenant of the League of Nations, which was embodied in all treaties of peace after the war of 1914. Article 107 of the United Nations Charter provides for separate arrangements for concluding peace with enemy states in the following terms:-

> "Nothing in the present Charter shall invalidate or preclude action, in relation to any State which during the Second World War has been an enemy of any signatory to the present Charter, taken or authorized as a result of that war by the Governments having responsibility for such action".

Although peace making was separated in this way from the long term problem of keeping the peace, it has been recognized that once peace treaties are concluded with at least the minor enemy states, these countries may be given an opportunity of membership in the United Nations. This accords with the objective of the United Nations of universal membership, and the absence of any exclusive or discriminatory special relationships between members. Thus the Potsdam communique contains the statement that the conclusion of peace treaties with Italy, Bulgaria, Finland, Hungary and Roumania will enable the three Powers to support applications from these ex-enemy states for membership in the United Nations. It was made clear, however, that membership in the United Nations is contingent upon the recognition of democratic Governments in Italy and the European Axis satellite states. The recognition of the Governments of Roumania and Bulgaria was one of the questions on which the London Council of Foreign Ministers broke down. At that time the United States delegate stated that while he was prepared to discuss the drafting of peace treaties with those countries, his Government was not prepared to sign any such treaties with

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their existing, and, in view of the United States, unrepresentative Governments.

The Moscow Agreement specified certain changes to be made in the composition of the Roumanian and Bulgarian Governments in order that they should be made more widely representative in order that the Governments of the United Kingdom and the United States might accord them recognition. This recognition, which had already been granted to the Governments of Italy, Finland and Hungary, has now been extended to the Government of Roumania and when it has been accorded to Bulgaria the way will be clear to the signing of peace treaties with all these states. It will be possible after the peace treaties have been signed with these countries to recommend to the General Assembly that Italy, Roumania, Bulgaria, Hungary and Finland should be admitted to membership in the United Nations.

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CHAPTER II - ITALY

I. Political Questions

(i) Italy after the capitulation

The capitulation of Italy took place in a manner which left the Italian peninsula under the control of a legally constituted government in direct succession to that which had declared war on the Allies. A palace revolution within the upper ranks of the Fascist hierarchy had effected the essential political changes. The Government of Mussolini, in alliance with Germany, had been succeeded by that of Marshal Badoglio who, though he originally asserted his loyalty to the Axis, now showed that his real purpose was to take Italy out of the war. It could not be denied that Badoglio's Government represented a major change from the Fascist regime of Mussolini. It was equally true, however, that the Armistice was signed on September 3, 1943, by a Head of Government whose associations with Mussolini had at one time been close. The head of state, moreover, who remained in office, was a monarch who had accepted twenty-five years of Fascist rule.

The problems which faced the Allies in their dealings with this government were varied and difficult. There were obvious objections to accepting a regime in Italy so tainted with Fascism, but these were overridden by the desirability of securing a capitulation. The main German armies in Italy had still to be defeated, and Badoglio seemed capable not only of taking Italy out of her alliance with Germany, but also of ensuring the participation of Italian Naval and Military Forces in the war on the side of the Allies.

In agreeing to an Armistice, therefore, the Allies were willing to accept the continuation of the monarchy in the Italian peninsula and to countenance the various governments which were established under it. This acceptance was based on a number of requirements, the most important of which was that the Italians should loyally and efficiently carry out the terms of the Armistice. It was desirable that whatever Italian Government held office should not be imposed by the Allies or maintained solely by allied support, and that it should avoid, as far as possible, the immediate discussion of long-term controversial political issues. In general, Italian political leaders were encouraged by the Allies to set aside their differences for the purpose of finding solutions to the most pressing problems of national reconstruction. It is within this framework, therefore, that Italy continued to function as an independent sovereign state, subject to the limitation upon its sovereignty imposed by the overruling general authority of the Allied Powers.

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(ii) Instruments of Allied control established in Italy

Allied control in Italy was exercised in two ways, depending on the strategic importance of the part of the country concerned. The Italian peninsula was divided, for administrative purposes, into two parts which were designated as occupied and unoccupied territory. As territory was liberated from the enemy, it was first designated as an occupied area and later reclassified. In some cases, the process of reclassification took place in stages. The instruments of Allied control in the two areas were, respectively, the Allied Military Government and the Allied Control Commission. Occupied territory consisted of the forward areas in which military operations were proceeding during the war and, subsequently, of certain relatively small designated areas of importance for the maintenance of occupation forces elsewhere in Europe. The Allied Military Government was placed under the direct control of the Supreme Commander of the Allied forces in the Mediterranean area and was exercised by Military Governors appointed by that officer.

Unoccupied territory, which by March 1946 comprised almost the entire Italian peninsula, consisted of areas in which Allied Military Government had been terminated and the authority of the Italian Government re-established. In these areas, however, the authority of the Allied Control Commission, subsequently called the Allied Commission, was safeguarded. The Allied Commission was the body charged with responsibility for ensuring the satisfactory fulfillment of the Armistice terms by the Italian Government. It was established on an Anglo-American basis and consisted of representatives, both military and civilian, from both countries. There was also an Advisory Council for Italy attached to the President of the Allied Commission, with responsibility for advising him on the fulfillment of the Armistice terms. Its membership consisted of representatives from the United States, the United Kingdom, the U.S.S.R., France, Yugoslavia and Greece.

(iii) Revision of the Armistice terms on May 16th, 1946

On May 16th, 1946, the four powers signatory to the Italian Armistice (the United Kingdom, the United States, France and the U.S.S.R.) signed an "Agreement modifying the Italian Armistice regime". This Agreement was presented to the Italian Government by the Supreme Allied Commander, Mediterranean, and was signed by him as acting in the interest of the United Nations, and by the President of the Council of Ministers of the Italian Government.

By this Agreement (which was largely based on a United States draft) the Armistice terms with Italy were modified in certain particulars, pending the coming into force of a Treaty of Peace. The principal changes in the Armistice terms thus effected were as follows:-

1. The Allied Commission was abolished.

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2. A special section of Allied Force Headquarters, under the chairmanship of the Supreme Allied Commander, was established to assume the supervision and direction of the Italian Armed Forces, functions which had been previously exercised by the Land, Navy and Air Force Sub-Commissions of the Allied Commission. This special section was to control the size and character of all Italian Armed Forces and the production of armaments.

3. The employment and disposition of the Italian Navy was to remain under the command and control of the Supreme Allied Commander.

4. Pending the coming into force of the Peace Treaty, Allied Military Government was to be continued under SACMED in Venezia Giulia and in the province of Udine.

5. Simultaneously with the coming into force of this Agreement, further Agreements were to be concluded between the United States and Italy and between the United Kingdom and Italy concerning the maintenance in Italy of Allied Forces under redeployment.

6. The Italian Government renewed its pledge to provide a free election for "an expression of the popular will on the democratic forms of Government to be chosen by the people". It was expressly stated that the choice of the form of Government was to be decided by a majority of the popular vote.

7. This Agreement was stated to be without prejudice to any claim of the United Nations against Italy arising out of the war, and it was emphasized that it in no way affected any limitations or restrictions which might be imposed upon Italy by the Treaty of Peace.

(iv) <u>The position of the Monarchy following the Armistice</u>

The relations of the Allied authorities with successive Italian governments since the Armistice justified, on the whole, the policy of giving the Italians as much freedom as possible in solving their internal political problems. Almost immediately after the Armistice there was a revival of democratic political life in the peninsula and, before long, six political groups emerged, varying in political outlook from the moderate royalists on the right to the communists. It soon became clear that the King had little support amongst these groups, the majority of which were Republican in character. Because of objections either to the King in person or to the idea of monarchy, none of their leaders would join the Government of Marshal Badoglio. Both the institution of monarchy and the government of technicians which Marshal Badoglio managed to keep in existence were therefore in danger of being swept away in any major political change. For these reasons, the Allied authorities restrained the political groups from holding public demonstrations, though no hindrance was placed in the way of small meetings.

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A conference between representatives of the six parties was eventually authorized and took place in January of 1944. The results of the Conference confirmed the view that no real measure of political stability would be achieved so long as Victor Emmanuel remained on the throne. For the time being, the government remained in the hands of Badoglio, and the Allies, in the absence of any apparent alternative, continued to give him their support. There was general agreement, moreover, that the issue of the monarchy should not be forced at the moment, and eventually a compromise was reached by which the Government was placed on a broader basis. Early in April 1944 the King announced his decision to withdraw from public life upon the liberation of Rome and to delegate his duties to the Crown Prince as Lieutenant General of the Realm. Badoglio thereupon proceeded to reform his Government and, on April 21st, announced a new Cabinet which included representatives of the six democratic parties in approximately equal numbers. The Italian Government remained in this form until Rome was captured on June 5, 1944. The King thereupon fulfilled his undertaking to retire, and Badoglio resigned in order that the government might be reorganized.

The liberation of Rome released new and active political forces in Italy, which previously had been able to make their influence apparent only indirectly through emissaries operating across the enemy lines. All the democratic parties were strengthened by these new contacts, but this was especially true of the republican and left wing groups. An immediate re-organization of the government took place producing, for the first time, an administration which generally reflected the principal political forces in Italy at the time. Badoglio, himself, was unable to form a government and gave place to a moderate Socialist leader, Signor Bonomi.

The Cabinet formed by Signor Bonomi in July 1944 was, like its predecessor, representative of all six political groups. Changes were made to include leaders of the resistance movement in Rome, and the balance in the new government shifted slightly to the left, in keeping with the greater strength of radical groups in the newly liberated areas.

(v) Character of successive Italian Governments during the Occupation.

There were a number of Cabinet reorganizations in Italy after the formation of the first Bonomi Government, the most important of which took place in July 1945, following the liberation of the northern part of the peninsula. Signor Bonomi himself gave place to a succession of others in the office of Prime Minister, and the relative strength of left-wing elements gradually increased. The representative character of the Government was not always fully maintained, however, and

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during one period the Socialists withdrew from the coalition. Nor was it possible to prevent the emergence of political controversy, especially amongst the larger parties which could not resist the temptation to think in terms of future political campaigns rather than immediate practical problems. The only overt interference in Italian politics made by the Allied powers was the strong indication given by the United Kingdom in December, 1944, that Count Sforza, whose personal ambitions had outweighed his loyalty to his colleagues in successive cabinets, would not be acceptable as a Minister. The administration which resulted from these governments was not strong in efficiency, for the presence of Ministers with widely divergent political views sometimes produced inaction as the only possible compromise. There was, nevertheless, a growth in stability. The country on the whole was maintained in a reasonable state of order and a beginning was made at the task of reconstruction.

Meanwhile the general characteristics of post-war Italian democracy were beginning to emerge, and with local variations, they were seen to be very similar to those elsewhere in the western part of Europe. Political influence seemed evenly divided amongst three large groups, although there was no certainty that this arrangement reflected accurately the relative amount of popular support enjoyed by each party. The Communists, under the able leadership of Togliatti, presented a compact and well-organized political front and during the continuance of the war showed themselves to be, on the whole, constructive and co-operative. The Socialists, who were led by Signor Nenni, probably represented the largest section of the population and, on this assumption, showed a greater inclination than the other groups to take independent action. They were, however, more willing than Socialist parties elsewhere in western Europe to co-operate with the Communists on a close working basis. On the right there appeared a grouping of moderate political forces, less well-organized than either of the other two parties and including groups which had many points of difference. The Christian Democrats, who were the party of the Catholic laity, and the Liberals, who inherited the traditions of nineteenth century parliamentary democracy, were the more important of the groups on the right. The support of the monarchy was not a major interest of any of these parties, with the exception of the Christian Democrats, and even the monarchist tendencies of this group were not extreme.

(vi) Elections of June 2nd, 1946, and the establishment of a Republic

On May 9th, 1946, King Victor Emmanuel abdicated and sailed to Egypt on an Italian cruiser. He was succeeded by his son who became King Umberto II. Signor de Gasperi continued as Prime Minister.

On June 2nd, the elections were held for the Italian Constituent Assembly and, at the same time, a popular referendum was held to decide whether the Italian State was to become a Republic or continue as a Monarchy.

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On June 13th, as it became apparent that the referendum had favoured the establishment of a Republic, the Council of Ministers authorised Premier de Gasperi to assume the powers of Provisional Head of the Italian State. On the same day, after charging that de Gasperi had acted illegally, Umberto left Italy for Portugal. In his statement he said that this action was taken to avoid "provoking bloodshed or yielding to violence". From June 13th to June 18th there were sporadic outbursts of violence between Monarchist and Republican sympathizers, principally in Naples and Taranto, where fairly high casualties were suffered. The fact that even greater disturbances in Italy did not take place during this period was, in large part, due to the calm and moderate behaviour of Signor de Gasperi and the members of his Government.

On June 18th, the Court of Cassation announced the final results of the referendum. The figures were as follows:-

(A) For a Republic, 12,717,923 votes.

(B) For the Monarchy, 10,719,284.

(C) Blank or invalid votes, 1,498,136.

On June 20th, two days after the Court of Cassation had announced the result of the referendum in favour of a Republic, the Canadian Government received a note from the Italian Representative in Ottawa stating that, following the result of the referendum, the Italian State should now be considered a Republic. The note added that de Gasperi would act as Head of State until a Provisional President was elected by the Constituent Assembly, (by the elections on June 2nd the Christian Democrat Party had gained the largest number of seats in the Constituent Assembly, but their total was slightly less than the combined total of the Communists and Socialists, both in the popular vote and in the number of deputies elected). We replied to this note of June 20th stating that we had taken note of its contents and extending "the cordial good wishes of the Government of Canada to the Republic of Italy".

On June 28th, Signor de Nicola was elected Provisional President of the new Italian Republic by the Constituent Assembly. De Nicola, a veteran Liberal and anti-Fascist, who had long since retired from active politics, was a compromise candidate who had the support of the Christian Democrats, Socialists and Communists. Signor de Gasperi continued as Premier. On July 6th, Prime Minister King sent a telegram to de Nicola congratulating him on his election as Provisional President.

(vii) <u>Relations between Italy and the Allies</u>

Against this background of political events, a gradual evolution may be observed in the status of Italy. Her position of complete dependence on her conquerors at the time of the Armistice changed until, even before the formal conclusion of peace, she

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enjoyed many of the attributes of a free and sovereign state. The Italian Army, Navy and Merchant Marine were left under Italian command following the Armistice, though subject to the supervision and direction of the Supreme Allied Commander. By virtue of Italian participation in the War against Germany, Italy was given the status and title of a "co-belligerent". She was also permitted to retain her diplomats in neutral capitals. As early as March, 1944, the Soviet Government made known its willingness to exchange diplomatic representatives with Italy, and, shortly thereafter, a Soviet Ambassador was appointed to the Italian Government and an Italian Ambassador received in Moscow. Other Allies subsequently followed suit, and an exchange of representatives between Washington and London on the one hand and Rome on the other was authorized in September, 1944. The United States placed this exchange on a full diplomatic basis, but the United Kingdom, because of the difficulties of receiving the emissary of an enemy state, gave their representative in Rome only the personal rank of Ambassador and refused to grant diplomatic status or rank to the Italian agent in London.

There followed a gradual moderation in the attitude of the Allies towards Italy, and especially that of the United Kingdom and the United States. From the outset, there was a strong disposition in Washington to regard the Italians as a people whose ill-doing had been involuntary rather than deliberate and, under the pressure of the large Italian element in the American electorate, there was a tendency to write off old scores. The British were less ready to forget the support which Mussolini received for his policy which culminated in the "stab in the back" of June 1940. They could not, however, usefully persist in opposing a policy on this subject advocated by the administration in Washington, and, in any case, they were well aware of the sound practical reasons which existed for nurturing the new and favourable growth in Italy. For the United Kingdom, in fact, even more than for the United States, there were compelling arguments in favour of moderation. The Mediterranean was of as great strategic importance to the United Kingdom as ever, and the existence of a government in Italy friendly towards the western democracies was to their interest.

In consequence, shortly before the United States presidential elections in 1944, a joint statement was issued by Mr. Roosevelt and Mr. Churchill praising the Italians for their contribution to the war, and granting certain concessions to the Italian Government. A great measure of internal authority was promised to the Italian administration, and the word "control" was removed from the title of the Allied Commission. Relief supplies for Italy were promised through UNRRA, and it was agreed to assist the Italians in restoring the power installations and transport systems basic to their economy. A modification

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in Trading with the Enemy Regulations was also promised and the whole statement was so worded as to give encouragement to the Italian people.

The practical effects of this joint statement on allied control were embodied in a revised directive issued to the Allied Commission early in 1945. Instrustions were given for the aboltion of the political section of the Commission, and the practice of approving decrees and other legislation, and of reviewing appointments by the Italian Government, was abandoned. The Italians were also permitted to establish direct contact with foreign diplomatic representatives in Rome. In a number of other ways, administrative and economic as well as political, the controls exercised by the Allied Commission were relaxed. At the same time, instructions were given to the Commission to assist in the rehabilitation of Italian industry.

(viii) Publication of the Armistice terms and the question of their revision

The question of policy towards Italy was raised again in the conversations between Mr. Roosevelt and Mr. Churchill that took place at the Malta and Crimea conferences in February 1945, and Mr. Roosevelt made the suggestion that further encouragement should be given to Italy by revising the "onerous and obsolete" surrender terms that had been imposed on her. The fact that these secret terms existed had been a source of concern to the Italian Government which felt that its position was made more difficult because the Italian people had no idea of the commitments which had been made on their account.

Consideration of the proposal to publish the full Armistice terms continued throughout the Spring and Summer of 1945. Action was, however, deferred partly because of the sudden conclusion of hostilities, first against Germany and then against Japan, and the expectation that a peace treaty with Italy might presently be concluded. After the breakdown of the Foreign Minister's Conference in London, the prospect of a treaty seemed less immediate, and the question of publishing the surrender terms was once more raised. Agreement was reached between London and Washington, and, after the Soviet Union had been informed, the relevant documents were published early in November, 1945. The commentary issued with the documents indicated the extent to which the terms of the Armistice were inoperative. In many cases this explanation embodied a favourable and appreciative account of the support which the Italians had given to the Allied war effort subsequent to their surrender. In other cases it was shown that the co-operative attitude of the Italians had made it unnecessary to apply the particular term. The general effect of the commentary was to show the extent to which, in the eyes of the United States and the United Kingdom, the Italians had fulfilled Mr. Churchill's injunction to "work their passage home".

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On May 16th, 1946, following persistent United States pressure, the four powers signatory to the Armistice with Italy agreed to a modification of the Armistice terms abolishing the Allied Commission and giving the Italian Government a further measure of autonomy. (See above, under iii).

Meanwhile, both the United States and the United Kingdom had shown increasing readiness to give material aid to the Italians. On the initiative of these two powers, the activities of UNRRA were extended to include the Italian peninsula, as of January 1, 1946, on the same basis as that adopted in other non-contributing countries. Further steps were taken also to assist the Italians in their main tasks of economic reconstruction.

(ix) Italian Autonomy

The Italians have not been entirely satisfied with these changes, for they have asked for even more help and encouragement than they have been given. Nevertheless, the situation to-day is that, even before the signing of a Treaty of Peace, Italy has been given by the Allies nearly all the privileges of a sovereign friendly state. She has been allowed to hold free elections, to change her form of Government from Monarchy to Republic and to send her envoys abroad to other Governments, both allied and neutral. Moreover, her reconstruction has been vastly aided by UNRRA and other assistance from her former enemies. Surely there have been few cases of an enemy state being treated in such a manner prior to the conclusion of a Peace Treaty.

(x) Italy and the United Nations

During the summer of 1945, the question of Italy's relationship to the United Nations was raised by the United States. It was realized, however, that the acceptance of Italian representatives within United Nations organizations would create many difficult problems and the proposals made by the United States Government were therefore deferred pending a peace settlement. It seems probable, however, that inclusion within the United Nations will be one element, in the proposed peace settlement, which will have the support of the major allies.

(xi) Canadian Interests

In general, the Canadian Government has shared the interest of the United States and the United Kingdom in encouraging the growth of stable economic and political conditions in Italy, and in supporting governments which sought to maintain contact with the democracies of Western Europe and America. While, following the withdrawal of Canadian forces from the Italian peninsula, official contact between Canada and Italy has been for the most part indirect, the Canadian Government has nevertheless given support to proposals, such as the extension of UNRRA aid, which were designed to assist in restoring the Italian economy. Normal

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contacts such as postal communications and parcel post facilities were restored at as early a date as possible, and the Trading with the Enemy Regulations were withdrawn in so far as they affected Italy. Steps were also taken to make it possible for Italians in Canada to organize relief for the assistance of their friends and relatives in Italy. In this respect, the policy of the Canadian authorities was altered in favour of Italy many months before permission was given to establish funds for aid in other enemy states.

Permission was also given for the establishment in Ottawa of an Italian Mission which, though it has been denied diplomatic or consular status, has been authorized to perform the functions of a Consulate General. Approval has also recently been given to the establishment of a Canadian Trade Mission in Italy, although there is no immediate prospect of a Canadian diplomatic mission being sent there. Moreover, as mentioned above, we replied to the Italian Representative's note of June 20th, 1946, by extending "the cordial good wishes of the Government of Canada to the Republic of Italy"; and Prime Minister King's telegram of July 6th to Signor de Nicola congratulated him upon his election "as Provisional President of the Italian Republic".

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2. ITALY : FRONTIER PROVISIONS

A. Metropolitan Italy

(i) Italian - Yugoslav Frontier

(a) History

The frontier area comprises what is known as the Julian Region and Dalmatia. The former has been of importance for nearly two thousand years both as a natural barrier and because it connects the Mediterranean with the Danubian lands. For a thousand years previous to 1918, Triests and the town in Western Istria were Italian in culture, Triests and most of the region being under German political authority. This frontier was not settled at the Peace Conference of 1919. At that time the Yugoslavs claimed the whole of the Austro - Hungarian Maritime Provinces and the Italians claimed the whole of the Julian Region, north Dalmatia and most of the Islands. President Wilson proposed a compromise giving Trieste and a good portion of the hinterland to Italy; Fiume, Dalmatia and the Islands to Yugoslavia. This proposal was rejected by Italy, and it was not until 1920 at Rapallo that Italy and Yugoslavia reached a settlement satisfactory to both parties. At that time Italy gave up all Dalmatia except Zara and the Island of Lastovo. In the Julian Region Italy obtained more than she would have under the Treaty of London (1915). The frontier remained unchanged until 1939 with the exception of certain adjustments in and around Fiume.

(b) Population

In the territories acquired by Italy in 1920-21 there were, according to the Austrian and Hungarian census of 1910, some 390,000 Italians and 486,000 Yugoslavs. The two nationalities remained in distinct ethnic groups, the western coast as far as Pola being predominantly Italian, the rest of the territory containing a majority of Yugoslavs. The population in the territories acquired by Yugoslavia was over 98% Yugoslav. The Italian census of 1921 demonstrated an increased Italian preponderance in the Italian inhabited zone. The Yugoslav population in the territories annexed by Italy has diminished considerably since 1921.

(c) Proposals

At the London Council of Foreign Ministers meeting in September 1945, the United States Government proposed an adjustment of the frontier in Yugoslavia using the Wilson Line as a basis with modifications in favour of Yugoslavia in the north and Italy in the south. The United States Government considered that this suggestion took cognizance of the ethnic factor in the north and of both ethnic and economic considerations in the south, leaving as it would, considerable coal and bauxite deposits in Italy.

Yugoslavia was strongly opposed to using the Wilson Line as a basis contending that the modifications proposed would leave important mineral deposits at Italy's disposal. Yugoslav counter proposals suggested the Italian March, including Trieste, Corzia, Udine, Fiume, Pola, Istria and Zara be ceded to Yugoslavia, advancing their claims on language and economic grounds. The U.S.S.R. gave their support to Yugoslav claims at that time.

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Italy favoured the Wilson Line with the proviso that it include an adjustment in favour of Italy in the south which would safeguard the mineral deposits of that area. New Zealand and South Africa favoured a boundary line which would leave a minimum of minority groups on either side of the frontier. In addition, New Zealand put forward the suggestion that residual minorities be allowed to emigrate to whichever country they wish.

The United Kingdom proposed that the territory between the 1914 Austrian-Italian frontier and the 1939 Italian - Yugoslav frontier be divided between Italy and Yugoslavia. The United Kingdom expressed the view that they were not certain that any just ethnographical line could be drawn. The French held the view that the boundary line should be determined ethnically and the United Kingdom expressed agreement with this proposal.

The Deputies of the Council of Foreign Ministers appointed a Commission to report on fixing a boundary between Italy and Yugoslavia. The Commission was instructed to take into consideration not only the ethnic composition of Venezia Guilia, but also its racial, economic and geographical features. In their report to the Paris meeting of Foreign Ministers, the Commissioners each suggested a different frontier line. It was thereupon agreed to invite the Yugoslav and Italian Governments to send representatives to present their views on the report of the Commissioners.

On May 3rd the Deputy Prime Minister of Yugoslavia (M. Kardelj) restated the Yugoslav case emphasizing Yugoslavia's contribution to the war as against Italy's record as an enemy state. Signor De Gasperi, basing himself on the findings of the Commission, observed that the line proposed by the Soviet delegation, which would have the effect of leaving one-half million Italians in Yugoslavia, ran counter to the decision of the Council of Foreign Ministers in London in September 1945, to apply the ethnic principle. When the Italian and Yugoslav representatives had withdrawn, M. Molotov argued in support of the Yugoslav claim to the whole of the Julian March including Trieste. M. Bidault, Mr. Bevin and Mr. Byrnes, referring to the terms of reference as laid down in the September 1945 discussions, urged that the western areas including Trieste should remain under Italy. Mr. Byrnes, in an attempt to break the deadlock, proposed that a plebiscite under the direction of the Four Powers should be held in the area lying between the two extreme lines proposed by the Four Power Commission, i.e., the lines suggested by the Soviet Union and the United States respectively. M. Molotov seized on this suggestion to propose a plebiscite for the whole area and M. Bidault interposed to suggest that any plebiscite should be carried out, town by town and village by village. Mr. Bevin urged agreement on the basis of the recommendations of the Commission and argued against reopening the whole question. At one point M. Molotov suggested that any concession made by Italy on this frontier issue might be compensated by more favourable terms in relation to the colonies and reparations. M. Bidault suggested that if such a bargaining expedient were to be employed it ought to be extended to cover the whole field of the problems under discussion and not only the Italian treaty. Mr. Bevin opposed the application of such a bargaining principle when the ethnic frontier was already clear. As no agreement was reached the question was referred to the Deputies.

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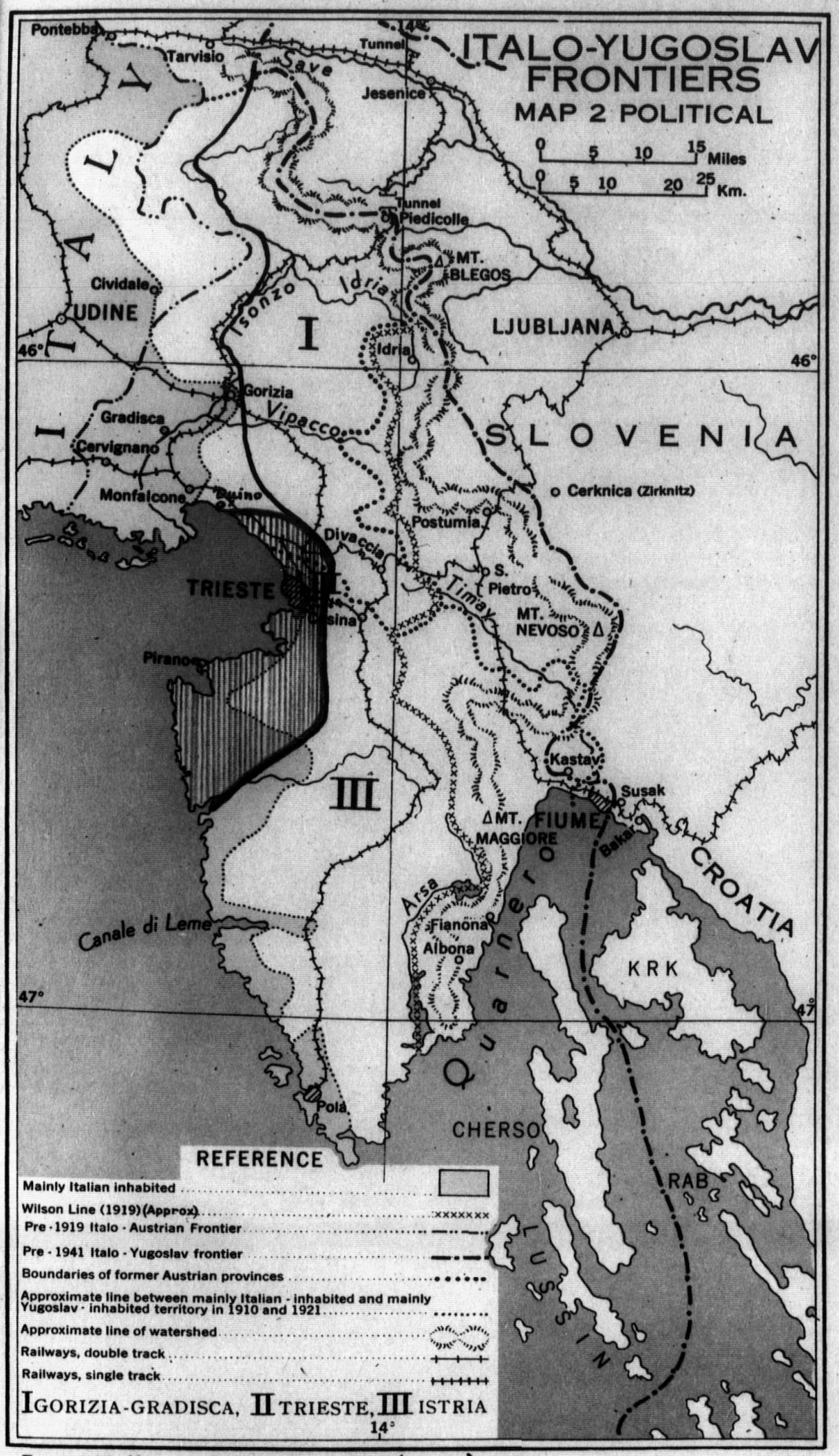

Proposed Italo-Yugoslav Boundary (approx.)
Proposed Autonomous State of Trieste

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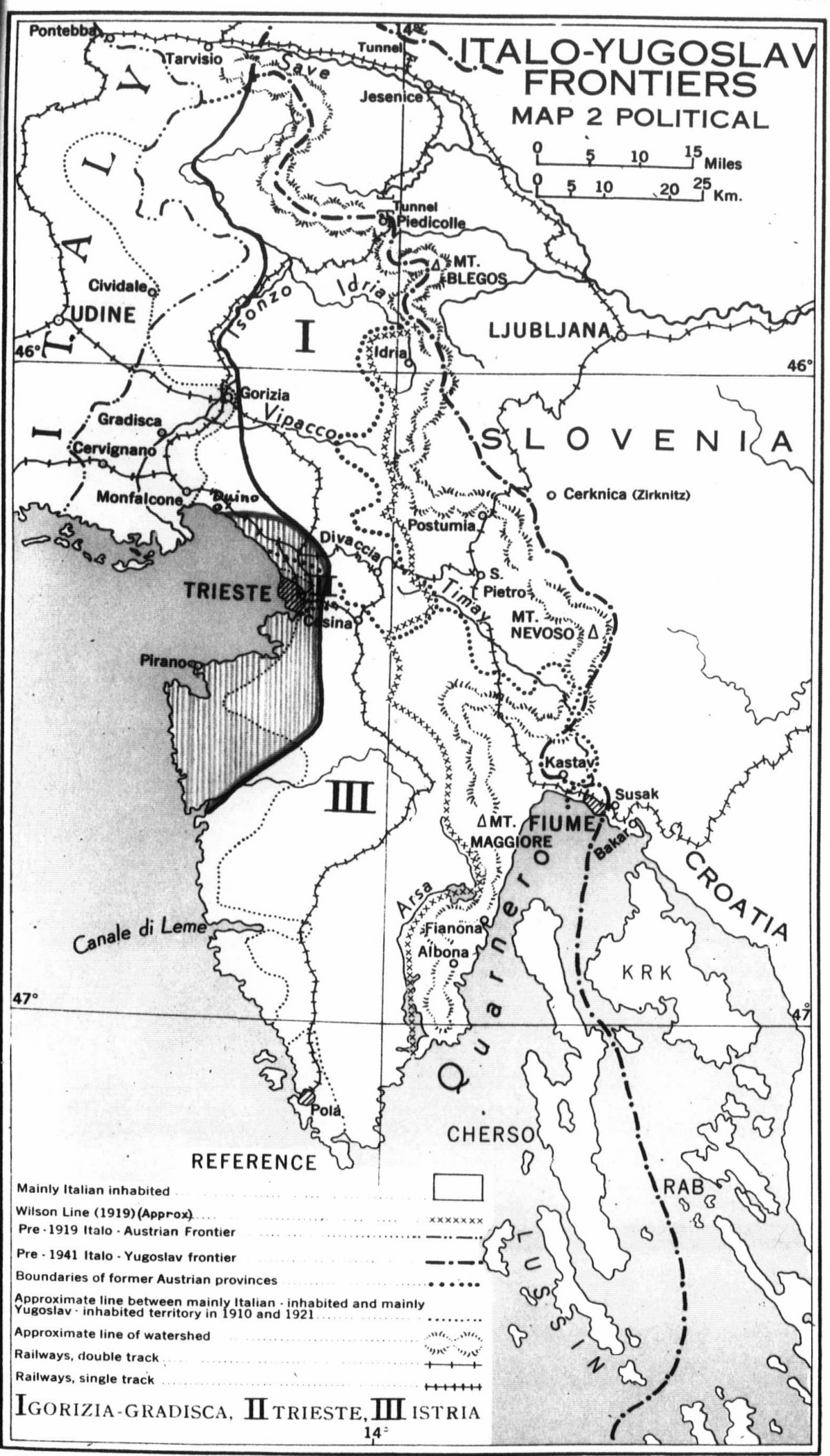

Proposed Italo-Yugoslav Boundary (approx.) ——
Proposed Autonomous State of Trieste ▭

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At the June 15th meeting of Foreign Ministers the question of the Italo-Yugoslav frontier and Istria was considered in connection with the closely related problem of Trieste. The conclusions reached by the Foreign Ministers on both these questions are outlined below.

(ii) Trieste

(a) History

After throwing off Venetian domination in 1382 Trieste continued under the rule of the Hapsburgs until 1918. The commercial development of this seaport began in 1719 and the movement for a political union with Italy dates from the 1860's, but Italy did not put forward a claim to Trieste until after the outbreak of the 1914-18 war. Italian forces took possession of Trieste immediately after the armistice of Villa Guiste, which took place on the 3rd of November, 1918, and by the Treaty of Rapallo (12th November, 1920) Yugoslavia recognized the Italian annexation of the City and of the hinterland, up to and beyond the watershed. The United Kingdom and French Governments subsequently accepted this territorial settlement. Trieste remained under Italian sovereignty until September 1943. On the 9th of June, 1945, Venezia Guilia was divided into a small Anglo-American zone of occupation containing Trieste and the lines of communications north to Tarvisio, and a larger Yugoslav zone to the east and south.

(b) Population

Since the 6th century, Trieste is and has been an overwhelming Italian city in the Slovene countryside, the adjoining hinterland of which is sparsely populated. The Italian element became predominant during the inter-war years 1919-40 when, with the cession of Trieste to Italy, non-Italian immigration disminished, and Italian immigration increased. In the Italian census in 1921 there were 202,382 Italian speaking inhabitants, 17,150 Yugoslav speaking persons, and 18,123 aliens, of which 8,307 were described as Yugoslavs.

(c) Proposals

In the initial discussion at the London and Paris meetings of Foreign Ministers the U.S.S.R. authorities backed the Yugoslav claim for the sovereignty of Trieste but agreed to guarantee the freedom of the port and transit facilities. The United States, France, the United Kingdom and Italy favoured Italian sovereignty with the same guarantees. Australia, New Zealand and South Africa advocated some form of international control under the United Nations.

The Foreign Ministers were unable to reach agreement at the April meeting of Foreign Ministers in Paris regarding the final disposal of Trieste. The United Kingdom and the United States authorities continued to support the claim of the Italians for the sovereignty of this City and M. Molotov remained adamant in favour of the demands of the Yugoslav Government for outright control of the City.

At the June session of the meetings of Foreign Ministers, M. Bidault advanced a tentative suggestion that Trieste might be separated from Italy and placed under the supervision of the United Nations. M. Molotov was unable to

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accept this proposal which he saw as being inimical to Yugoslav interests, as well as vague and temporary. He, therefore, proposed that either Trieste should be established as an autonomous district under the sovereignty of Yugoslavia in accordance with statute approved by the four powers, or that a joint sovereignty over Trieste might be exercised by Italy and Yugoslavia with two Governments, one Yugoslav and one Italian, acting in concert. Both these suggestions were rejected by Mr. Byrnes and Mr. Bevin.

Mr. Bevin then stated on June 26th that the United Kingdom was prepared to accept the line previously proposed by the French representative on the Commission of Enquiry. Mr. Byrnes stated that the Peace Conference should decide the issue of the Italo-Yugoslav boundary and he felt that any solution recommended by the Peace Conference would be more acceptable to both Italy and Yugoslavia than a decision of the four Powers only.

On June 29th M. Bidault advanced a detailed proposal for the internationalization of Trieste and adjacent territory for a ten year period. Under this plan an autonomous territory administered by the four Powers, who would associate with themselves for this purpose Italy and Yugoslavia, would be constituted. The integrity of this territory would be guaranteed by the Security Council of the United Nations. The administration of the territory would be through a Governor appointed by agreement between Italy and Yugoslavia. Legislative power would be exercised by an Assembly elected on the basis of universal suffrage and by secret ballot. A Governing Council of six members nominated by the four Powers, Italy and Yugoslavia, would be presided over by the Governor and would exercise the powers of government and administration. The whole organization would be controlled by the representatives of the four Powers on the Security Council of the United Nations Organization who would constitute a Control Council to which the Governing Council would submit an annual report.

M. Molotov said that, provided certain changes were made, i.e., that the regime should be made permanent and that Czechoslovakia should be allowed to nominate a member to the Governing Council, he was prepared to accept it as a basis of discussion. Mr. Byrnes and Mr. Bevin also undertook to study the proposal. When the Foreign Ministers again discussed this question on the 1st July, M. Molotov suggested that the area to be internationalized should be limited to virtually the town itself and suggested a new line for the Italo-Yugoslav frontier to the west of the agreed French line. Mr. Byrnes and Mr. Bevin were unable to meet the Soviet request and M. Molotov then agreed that the internationalized area should be extended to the south. M. Bidault again proposed that the line proposed by the French delegation should be accepted and that all territory west of the French line and south of a line joining Duine to the French line.should be internationalized (see map pages 37-38). This proposal was accepted by M. Molotov and Mr. Bevin.

When discussion was resumed on this suggestion, the United States delegate said that he agreed that the area proposed by M. Bidault should be internationalized. He was, however, of the opinion that the internationalized area should be definitely under the control of the United Nations. It was his opinion in this connection that both

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Italy and Yugoslavia should have occasion to discuss the details of the proposal at the forthcoming Peace Conference. M. Molotov agreed that certain details of the Statute should be worked out later and he proposed that the Council should agree on a general basis. He suggested the following principles:-

(1) Autonomous district of Trieste should be administered in accordance with the Statute approved by the Four Powers acting on behalf of the United Nations. The Four Powers should draw up the Statute with the participation of Italy and Yugoslavia. The integrity of the territory should be assured by the Security Council;

(2) Legislative and executive authority should be organized in accordance with democratic principles;

(3) Governor should be appointed by agreement between Italy and Yugoslavia or, in the absence of such agreement, by the four Powers.

This proposal was criticised by the United Kingdom and United States delegates on the grounds that too much authority would be placed in the hands of the Four Powers. Mr. Byrnes held the contention that responsibility for control of the area should be vested in the Security Council.

On July 3rd agreement on the internationalization of Trieste was finally reached and it was agreed that:-

1. All territory east of line known as French line shall be ceded by Italy to Yugoslavia and that free territory of Trieste shall be constituted within French line bounded on north by a line drawn from Duino to French line.

2. Integrity and independence of this free territory shall be assured by Security Council of United Nations.

3. Recommendations for a Provisional Government and for formation of a Permanent Statute shall be made by Peace Conference of 21 nations in accordance with procedure laid down at Moscow Conference.

4. Permanent Statute shall be subject to approval of Security Council who will make an annual report on it to General Assembly of United Nations Organization in accordance with Article 15 of Charter.

5. A special Commission representing the four Powers of the Council shall be immediately appointed to consult with representatives of Yugoslavia and Italy and to examine whole subject and, if possible, to present agreed suggestions to Peace Conference.

6. Provisional Government and Permanent Statute shall preserve following general principles;

(i) Governor shall be appointed by Security Council who, in making their choice, shall have regard to views expressed by Yugoslavia and Italy.

(ii) Legislative and executive authority shall be established on democratic lines, including universal suffrage.

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(iii) Rights of citizens shall be protected in respect to human rights and fundamental freedoms particularly, including religion, language, press, schools and access to public services.

(iv) Annual reports shall be submitted by Governor to Security Council.

(iii) Austro-Italian Frontier

(a) History

The present division of Venezia Tridentina into a German-speaking and an Italian-speaking part transpired in the sixth century when the district was divided between the Bavarians and Lombards. In 1919 the Treaty of St. Germain separated Venezia Tridentina from the Hapsburg lands to which the German-speaking part had belonged for 500 years. The German population of South Tyrol made strong protests against this action. At the Peace Conference in 1919 Italy gave assurances that she would respect the rights of her minorities, but signed no treaty to that effect. In 1923 Italy began a ruthless policy of Italianization of the German-Austrians under her rule. Hitler, in order to foster an alliance between Germany and Italy, never openly championed the rights of the South Tyrolese but kept hopes of liberation alive by means of secret propaganda. In 1939 an Italo-German Agreement stipulated that German citizens living in Venezia Tridentina should be compelled to return to Germany. By the end of 1942 all German-speaking Italian subjects were allowed to opt for retaining their Italian nationality or migrating to Germany to become German citizens. In December, 1939, 69% of German-speaking Italian subjects opted for Germany and 31% opted for Italy or did not vote. In 1942, 59% of those intending to migrate had already left Italy.

(b) Population

The provinces of Bolzano and Trento (Venezia Tridentina) are inhabited by Austrians, Italians and Ladins. In 1921 the German-Austrians dominated the province of Bolzano to the extent of 90%. The boundary between Bolzano province and Trento province approximately coincided with the ethnical divisions between the German and Italian speaking population. The South Tyrolese in Bolzano province are deeply conscious of their Germanic origin and have always resisted Italian efforts to assimilate them. Trentino has always been overwhelming Italian. In 1936 the population of Venezia Tridentina was 662,504. In 1939 the Italian Government regarded 254,000 people in this area as German speaking. The Ladins in the Austrian part of the district identified themselves with the German-Austrians.

(c) Proposals

At the London Council of Foreign Ministers it was decided that the status quo would be maintained subject to certain minor rectifications at the frontier in favour of Austria. Austria put forward suggestions that a portion of the South Tyrol roughly corresponding to the present province of Bolzano should be ceded to her. The Italian Government was opposed to the cession of this territory. It was hoped that the two interested parties might be able to come to an amicable agreement. It was though that

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Italy might agree to Austrian claims for Bolzano province provided that Italy were guaranteed a supply of hydro-electric power for twenty-five years, that she be granted a free harbour on the Danube with preferential transit facilities for the export of Italian fruit and vegetables to northern Europe, and if a comprehensive trade agreement could be concluded between the two countries.

As regards minor rectifications which might be made in order to satisfy Austrian claims, the United Kingdom made a suggestion that a possible minor rectification would be the cession to Austria of the bulk of the Brunico district. The United Kingdom argued that if the Brunico district east of the Brenner were allotted to Austria, the frontier would have to be situated to the west of the Brenner, continuing south-eastward immediately north of Bressanone (Brixen), thence south-eastward and eastward to join the existing frontier near Monte Croce. It was pointed out that this district contains 45,000 Austrian peasants, one small electric power station, a few thousand Ladins and almost no Italians.

At the first meeting in Paris of Foreign Ministers it was agreed that the decision reached last September on the Italian frontier with Austria, providing only that minor rectifications of the frontier would be considered, should be communicated to the Austrian Government, and that the latter should be informed that their claim to the South Tyrol could not be considered as it would not conform with this specification. The Austrian Government, therefore, prepared a revised claim to the northeast part of Alto Adige. M. Molotov proposed at the meeting of the 24th June that the Council could not regard the Austrian claims to this area as "minor rectifications". This resolution which leaves it open to the Austrian Government to put forward other claims of rectification has been accepted. It was agreed that the Deputies of the Foreign Ministers might consider whether any guarantees in connection with the railway through Pustertal might be inserted in the draft treaty.

(iv) <u>Franco-Italian Frontier</u>

(a) <u>History</u>

Italian irredentists have long laid claims to the French Department of the Alpes-Maritimes which, as the County of Nice, was ceded to France by the Kingdom of Sardinia (Piedmont) in 1860. This area covering some 1,443 square miles and possessing a population in 1936 of 513,714 forms a slaient of French territory projecting into the Roja Valley. All road and railway traffic between Cuneo, Trenda and Ventimiglia must cross the salient. Nice is of Phonaecan origin. In A.D. 732 with the surrounding districts it became part of Provence and was transferred to the Duchy of Savoy in 1388, which subsequently became the Kingdom of Sardinia. In 1860 Napoleon III secured the cession of Nice to France in return for French help in the liberation of Italy. Cession was agreed to in a secret treaty signed in Turin on March 12th, and made public on the 24th of March. In April a plebiscite held in the County resulted in an almost unanimous vote in favour of annexation to France. At that time, Nice's ties were as close with Italy as they were with France. The question of Italian sovereignty was not raised again until 1938 when Fascist propaganda revived irredentist claims.

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The Kingdom of Sardinia ceded Savoy to France in 1860. The area is now divided into the French Departments of Savoy and Upper Savoy. These Departments comprise approximately 3,830 square miles and in 1936 had a population of 498,971. The population is French speaking. Savoy formed part of the Roman Empire but the Burgundian Kingdom and the Empire of Charlemagne came under the control of the present House of Savoy in the 11th century and was united with the Italian Marquisate of Turbin. In 1860 after cession to France, a plebiscite was held resulting in an almost unanimous vote in favour of France. Savoy has always been closer to France than to Italy, although the northern part of Savoy would probably have preferred union with Switzerland.

The frontiers between Piedmont and Savoy, and between the Arrondissement and Nice were drawn by a joint commission in 1861.

(b) Population

The French Department of the Alpes-Maritimes is predominantly French speaking. In 1931 there were 55,154 nationals and 10,682 immigrant Italian citizens who had become naturalized French citizens. In the Savoy in 1931 there were 17,462 Italian citizens, mostly seasonal workers and 1,472 immigrant Italians who had become naturalized French citizens. Since 1860 both areas have become predominantly French in interest, sentiment, and culture. The Valle d'Aosta district which lies within the frontier of Italy is distinctly French speaking, but there seems little evidence that the population has suffered persecution as the hands of the Italian Government or that they would prefer union with France.

(c) Proposals

There was general agreement at the London Council of Foreign Ministers that this frontier should remain unchanged except for minor adjustments in favour of France. In the United Kingdom unofficial draft proposals, rectification of the frontier in favour of France for strategic reasons around Briancon and Ventmiglia was suggested. The United Kingdom considered French claims to the Valle d'Aosta as inadmissible.

French proposals for rectification of the Franco-Italian frontier with the exception of those concerning Tenda and Briga were agreed by the Council of Foreign Ministers on April 27th, 1946. France claims that the inhabitants of Tenda and Briga are predominantly French and argues that this region is on the French side of the Alps, is cut off from Italy in winter and contains only 5,000 inhabitants. The electric power station, it is pointed out, only produced 0.7% of the total Italian production of electricity. The Deputies of the Council of Foreign Ministers agreed to send a commission to visit the area on May 3rd and to submit a report on their findings.

At the meeting of May 14th M. Bidault made a statement to the effect that the Commission of Experts had established that the district should be ceded to France, and M. Molotov agreed, but it was suggested that the views of the Italian Government should be sought before any final decision was taken. Indeed, a plebiscite might be necessary in this area as the last one was taken in 1860.

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The discussion on this question was renewed at the meeting of June 21st. M. Bidault proposed acceptance of the report of the experts on the allottment of Trenda and Briga to France. The Russian delegate, however, wished further time to study the question as the memorandum submitted by the Italian Government on their western frontier had not yet been examined by the Soviet delegation. Mr. Bevin agreed in principle to the allocation of the areas to France subject to certain guarantees to Italy in respect of water power after the cession of the area. In this stand Mr. Bevin was supported by the American delegate. M. Bidault stated that Italy would be assured of a water supply by a bilateral agreement. In his view there was no present scarcity of electricity in Italy. It was finally agreed that the question should be re-examined after M. Molotov had had further time to study the whole question. Finally at the meeting of June 27th M. Molotov agreed to the cession of Tende and Briga to France.

(v) Swiss-Italian Frontier

(a) History

The geography of this Alpine district has been the determining factor in the delineation of the frontier. Prior to 1914 Switzerland had been one of the nations most intent upon the establishment of an international network of bilateral arbitration treaties, which had grown out of The Hague Conference of 1899 and 1907, and despite the frontier incident which disturbed the amicable relations between Switzerland and Italy which transpired in 1924, a Swiss-Italian treaty of conciliation and judicial settlement was signed on the 20th of September, 1924. The Treaty of Friendship and Arbitration as it was known, although only binding for a 10-year period, has proved to be the basis upon which Swiss-Italian relations have rested for twenty-odd years.

(b) Population

The Swiss Canton of Ticino is Italian in language, race and tradition but the inhabitants of this territory are bound by strong ties of sentiment to the Swiss Confederation and have never expressed any desire to be under Italian rule.

(c) Proposals

It is proposed to leave the present Italian-Swiss frontier without change. There seems to be excellent historic, ethnic and geographic as well as strategic reasons for retaining the status quo of the present frontier between Italy and Switzerland.

(vi) Zara and Dalmatia

(a) History

This territory comprising pre-1919 Dalmatia is a narrow strip of land between the mountains and the seas, on the Eastern side of the Adriatic. In the 6th century Slavs settled in Northern Dalmatia and by the 10th century most of Dalmatia was included in the Croat Kingdom. In the 15th century, Dalmatia was claimed by both the Turks and the Venetians. Venice held all Dalmatia (except Dubrovnik) from 1718 to 1797, at which time Napoleon alloted it to

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Austria. From 1805 to 1814 it was under French control. From 1814 to 1918 Dalmatia belonged to Austria which restored the Venetian tradition. Italian remained the official language until 1909. By the Treaty of London of 1915 Italy was to receive northern Dalmatia and most of the Islands. In the treaties of 1920-1925, she was satisfied with Zara and the Island of Lastovo. Under the Yugoslav Constitutions of 1921-1931, Dalmatia was divided administratively. In 1939 Dalmatia, except for the district of Kotor, was united to Crotia. In 1941 Italy annexed most of the mainland and most of the Islands. In September 1943 the Yugoslavs seized the coast and were later ejected by the Germans, but this territory has subsequently come under Yugoslav domination.

(b) Population

In the 1910 census, Dalmatia was 96% Yugoslav. Italians formed less than 3% of the population and were mostly concentrated in Zara. By 1931 it is estimated that the Yugoslav majority had increased to 98.5%.

(c) Proposals

The Council of Foreign Ministers were in agreement that Zara and Dalmatia should become Yugoslav.

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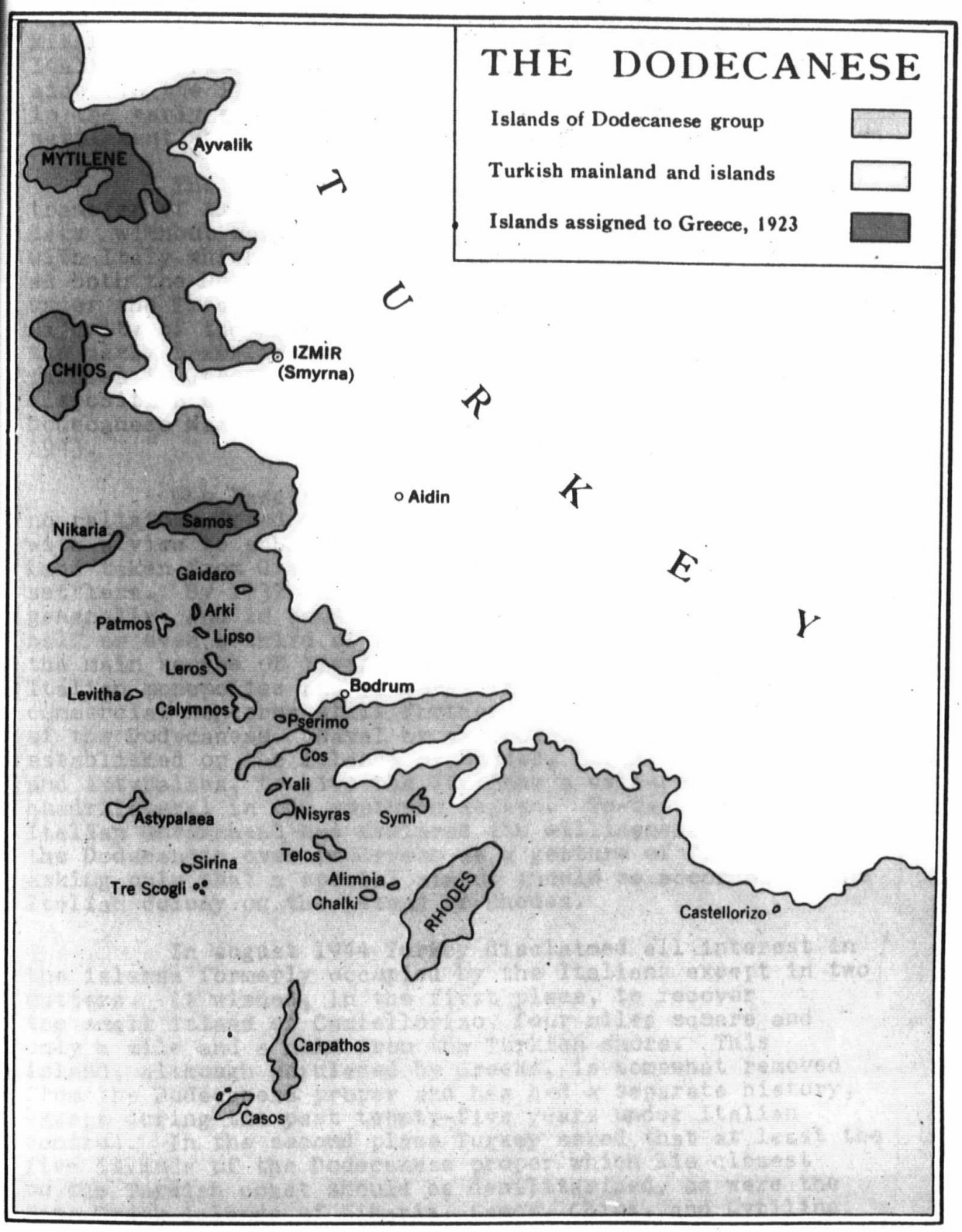

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B. MEDITERRANEAN ISLANDS AND ALBANIA

(i) THE DODECANESE

The chain of thirteen named islands and some forty unnamed islets known collectively as the Dodecanese, or "Rhodes and the Twelve", lie off the southwestern coast of Asia Minor. Claimed in recent times by Turkey, Italy and Greece, it has been under British Military Administration since the last of the German and Italian garrisons surrendered in May 1945. Greek troops aided in the liberation of the islands but were withdrawn in the early summer of 1945 in order that the peace settlement should not be prejudiced.

The United Kingdom Government has favoured the transfer of the islands to Greece at the earliest possible date without waiting for signature of the peace treaty with Italy, which occupied the islands in 1912 and was awarded both the Dodecanese and Castellorizo in full sovereignty under the Treaty of Lausanne in July 1923. The overwhelming majority of the islanders, 87% of whom are Greek, also desire the early transfer of the Dodecanese to Greece. All political parties in Greece itself have publicly demanded the same disposition of the islands, and a formal claim to the Dodecanese was lodged by the Greek Government in August 1943.

The Fascist administration was oppressive. There was no religious freedom. Education was strictly controlled with a view to substituting Italian for Greek culture. Land taken from Greek inhabitants was given to Italian settlers. By 1937 the Greek population had declined generally, and in some of the islands it was reduced to half or even a third of its former total. Sponge-fishing, the main source of livelihood, was seriously curtailed. Italian monopolies and measures in aid of Italian commercial concerns still further affected the economy of the Dodecanese. Naval or air bases or both were established on the islands of Rhodes, Leros, Carpathos and Astypalaea, to give the Italians a well-protected quadrilateral in the southern Aegean. To-day, however, the Italian Government has declared its willingness to turn the Dodecanese over to Greece as a gesture of friendship, asking only that a special status should be accorded to the Italian colony on the island of Rhodes.

In August 1944 Turkey disclaimed all interest in the islands formerly occupied by the Italians except in two matters. It wished, in the first place, to recover the small island of Castellorizo, four miles square and only a mile and a half from the Turkish shore. This island, although populated by Greeks, is somewhat removed from the Dodecanese proper and has had a separate history, except during the past twenty-five years under Italian control. In the second place Turkey asked that at least the five islands of the Dodecanese proper which lie closest to the Turkish coast should be demilitarized, as were the four Greek islands of Nikaria, Samos, Chios, and Mytiline under the Treaty of Lausanne.

At the September meeting of the Council of Foreign Ministers Mr. Bevin and Mr. Byrnes proposed an early transfer of the Dodecanese to Greece, Mr. Bevin suggesting that the

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Greek and Turkish Governments should be consulted on demilitarization and on the disposition to be made of Castellorizo. M. Molotov did not agree. The disposition of the Dodecanese and of Italian colonies should be considered together, he maintained, and no final decision should be made in regard to the islands without consulting a representative Greek government, which did not yet exist.

At Moscow when Mr. Bevin tried once more to expedite the transfer of the islands to Greece, Marshal Stalin repeated that the matter would have to be dealt with at the same time as the question of the Italian Colonies, in which the Soviet Union had an interest. The position of the islands, guarding the outlet from the Aegean midway along the route from the Bosporus to the Suez Canal, is not without strategic importance. It was thought to be not unlikely, therefore, that if the Soviet Union failed to secure a trusteeship in Tripolitania or the base in the Straits which it had asked Turkey to yield, M. Molotov might ask formally for an alternative base in the Dodecanese. In February 1946 the Soviet Ambassador in Athens proposed informally to the Greek Prime Minister that trade should be opened between the Soviet Union and Greece. He observed in this connection that Black Sea merchant ships required repairs and might find it difficult to bring coal and other supplies to Greece unless a station or base in the Dodecanese could be leased. The suggestion was rejected immediately by the Prime Minister.

At the Paris meeting of the Council in May M. Molotov expressed agreement with the basic principle of the restoration of the Dodecanese to Greece, but said that a decision on the question would have to be related to the Italian settlement as a whole. During the June meetings he continued to hold this position until the 27th, when he finally agreed that the Italian Treaty should provide for cession of the islands to Greece. According to a despatch published in the New York Times on July 28th the relevant articles of the Treaty as prepared by the Deputies stipulated that the islands should be completely demilitarized.

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(ii) ALBANIA

(a) Questions for the Peace Settlement

It is anticipated that Italy will be required in the peace treaty to recognize Albania's freedom and independence and to renounce all political claims based on former treaties. There may also be a discussion at the conference of Albania's boundaries, which were extended by the Italians in the north, northeast and east. In the south, where the Germans enabled the defeated Italians to re-establish themselves along the pre-war Greek boundary, there was no change. Here, however, the Greeks themselves have demanded boundary rectification.

(b) Italian Occupation

The Italian occupation of April 1939 brought Albania into the Italian Empire as "an autonomous constitutional monarchy" in personal union with Italy under King Victor Emmanuel and his heirs. An Italian Governor-General assumed control in Tirana, the Albanian army was absorbed by that of Italy, Fascist administrative methods prevailed throughout the country and Albania's foreign policy was conducted from Rome.

In December 1942, official spokesmen in the United Kingdom, United States and Soviet Union first announced formally that they looked forward to the liberation of Albania from Italian control, while Mr. Eden stated in the House of Commons that the question of Albania's frontiers was one which would have to be considered at the peace settlement.

In October 1944 Enver Hodja, leader of the National Liberation Movement, -- a Communist-inspired guerrilla organization -- announced the formation of an Albanian Government under his own leadership to replace the quisling Government of Ahmed Frasheri established by the Germans. Enver Hodja maintained his position by overwhelming armed force, tolerated no party other than that of the Communists and headed an administration fully as totalitarian as any Albania had known during the period of the occupation.

(c) Enver Hodja and the Powers

Enver Hodja failed to win recognition from the western Powers when he approached them in January 1945, nor was he able to secure an invitation to the San Francisco Conference in the spring. In the autumn, however, the State Department proposed that the three principal powers should recognize his administration as the provisional Government of Albania on condition that the forthcoming elections should be free. In November provisional recognition was given by the United Kingdom and United States Governments and complete recognition by the U.S.S.R. The United Kingdom Government made it clear that questions of an international character affecting Albania must be reserved for later discussion.

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On January 11, 1946, five weeks after peaceful elections took place, the monarchy was abolished and the Constituent Assembly set up a Presidium of 13, in which Enver Hodja was given the title of Head of Government. Already debarred from the Peace Conference, the new Government was unsuccessful in securing membership for Albania in either the United Nations or U.N.R.R.A. As time passed, the liberties of citizens were increasingly curtailed, persecution of Catholics assumed the aspect of an official policy and opposition to the Government was ruthlessly suppressed. Full recognition by the United Kingdom and United States Governments was delayed, and in March, after discourtesies had been shown to British officers by Enver Hodja's Government, the United Kingdom Government halted the exchange of Ministers with Albania which had been on the point of taking place.

(d) Albania's status a perennial international problem

Ever since Albania's connection with the Ottoman Empire was severed in 1913, that country has been a focal point of rivalry among nations interested in the balance of power in the Adriatic. At first Albania was a neutralized buffer State, which excluded its three neighbours effectively from a coveted position at the outlet of the Adriatic. After the first World War it became a sphere of influence for Italy, one of the two chief contenders for control of Adriatic waterways. By stages Albania fell more and more under Italian domination, until in April 1939 Fascist troops were sent to occupy it outright.

Today the form of Albania's government and the trend of its policy mark it out as a satellite of Italy's rival, Yugoslavia. Enver Hodja, both before coming to power and since, has kept in close touch with Marshal Tito. The possible inclusion of Albania as a seventh province in the federal Yugoslav State has often been discussed unofficially in both countries, but speculation on the subject is officially discouraged by both Enver Hodja and Marshal Tito. Several considerations may prevent federation - among them the possibility that Albania may be admitted in due course to the United Nations and thus be able to cast an extra vote for policies advocated by the Soviet Union. Its poverty, however, and the important strategic position of the harbour of Valona are considerations which will continue to make federation attractive to both Albanians and Yugoslavs.

In wartime studies prepared by the Foreign Office before Soviet influence had penetrated the Balkans, the re-establishment of Albania as an independent State was an objective mentioned more than once. The two influences which frustrated President Wilson's attempts to establish Albania as a viable State - its own poverty and backwardness and the ambitions of its neighbours - are still operative, however, while the Soviet thrust toward the Mediterranean is a new factor which makes it more difficult today than in 1943 to plan for an independent Albania.

(e) Albania's boundaries

A viable Albanian State, Foreign Office studies have suggested, would need to retain the greater part of Northern Epirus, claimed by the Greeks, and all portions

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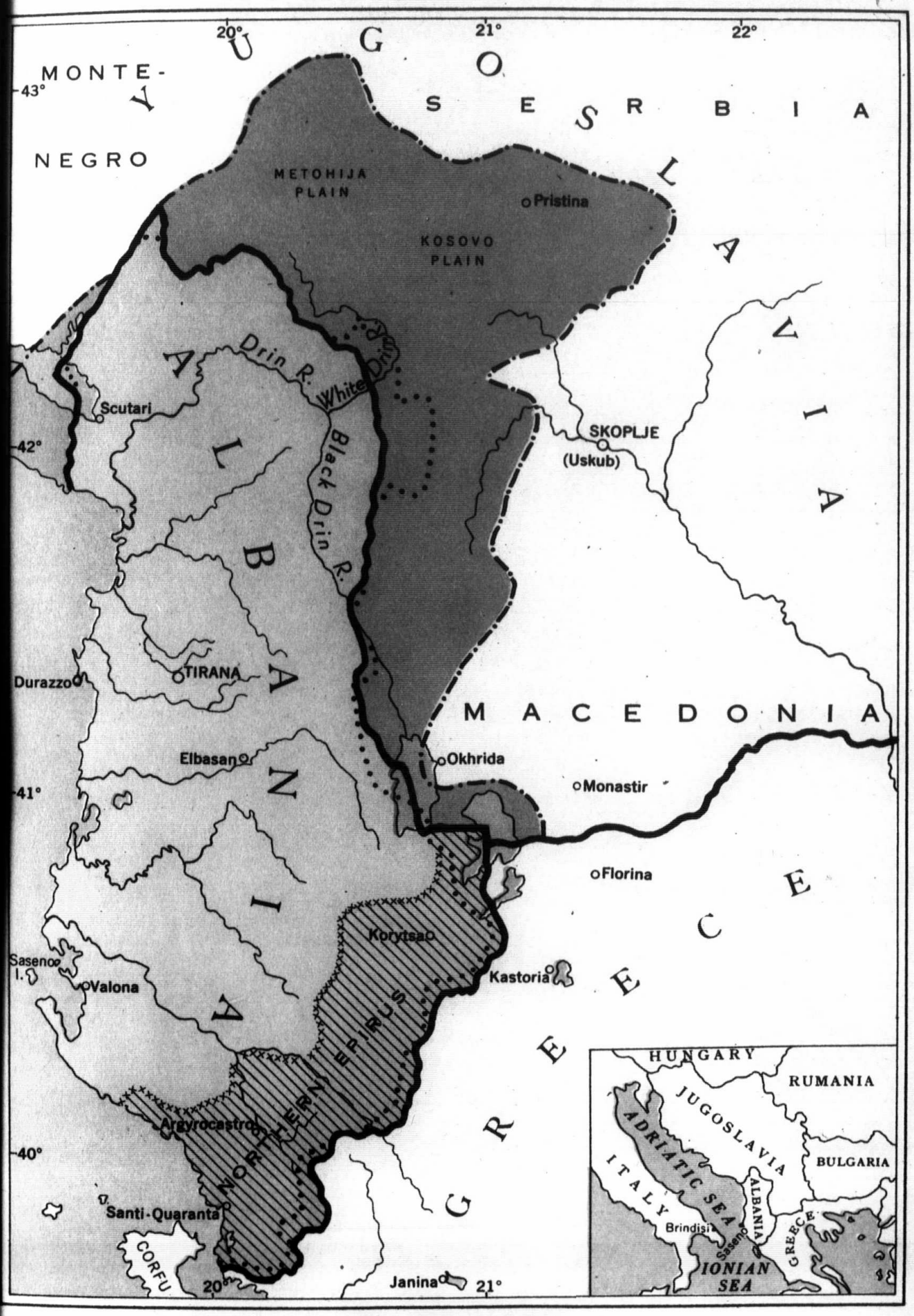

ALBANIA

RED: Albania prior to Italian occupation

Undisputed territory

Claimed by Greeks

GREEN: Territory added during Italian occupation

Boundaries, 1926-1939.

" 1913.....

" Present...

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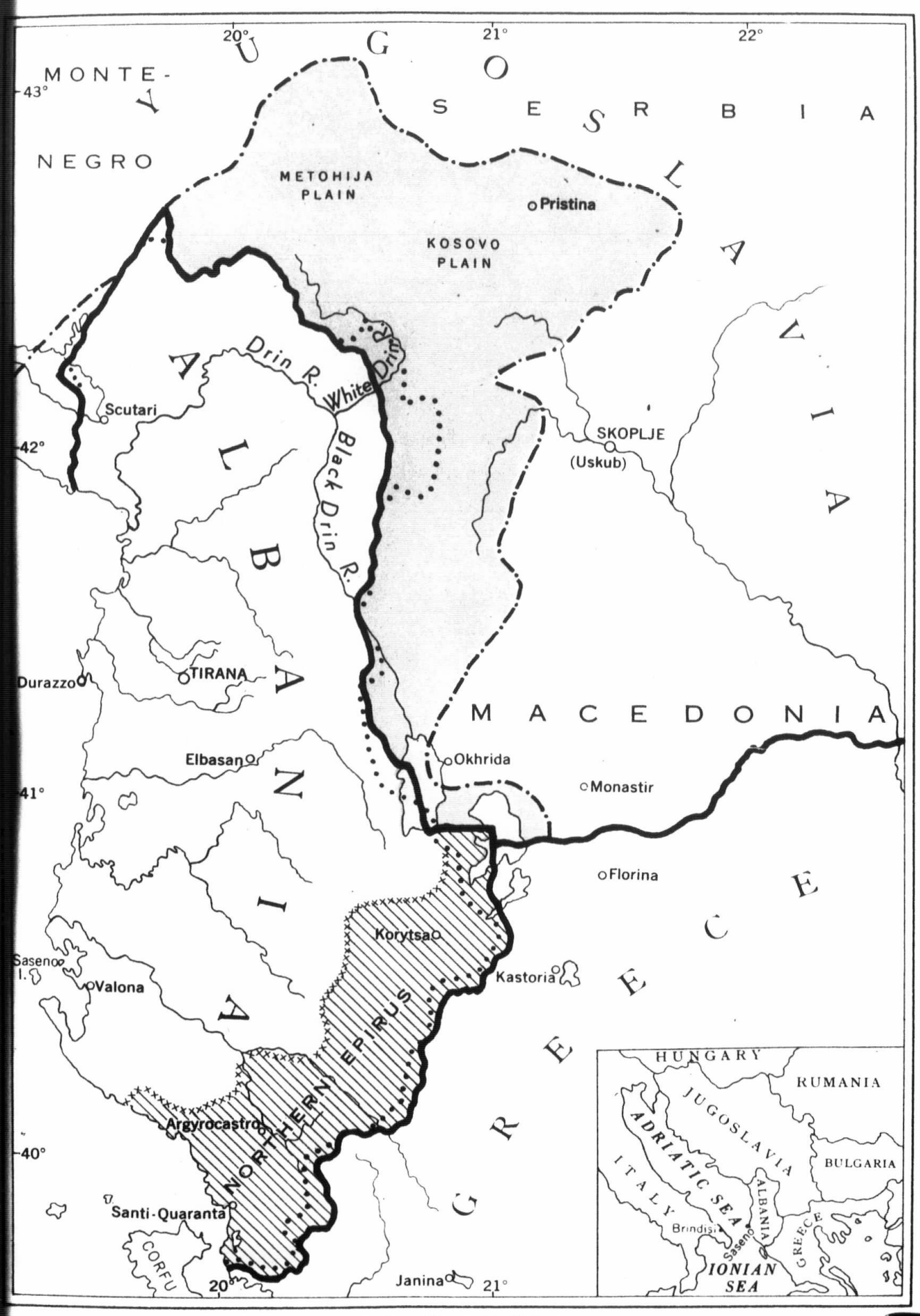

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of the annexed territories farther north in which the majority of the inhabitants are Albanian. Yugoslavia is not pressing for the restoration of the annexed territories in the north - another indication, perhaps, that federation of Albania and Yugoslavia is within the realm of possibility. In the south, however, the formal Greek claims filed with the Council of Foreign Ministers on April 16, 1946, will have to be considered. These have been strongly pressed by all Greek political parties on historical, strategic, ethnic, economic and legal grounds, as follows:

Three times since 1913, with the consent or at the request of the Western Powers, Greece has occupied Northern Epirus, which European geographers used invariably to regard as part of Greece. The present boundary, cutting Epirus in two, gives the inhabitants of Northern Greece no security and discourages urgently required long-range planning by farmers and entrepreneurs. Northern Epirus was predominantly Greek in sentiment when it was first given to Albania. Before the recent war, however, persecution had driven some 40,000 of the Greek inhabitants to seek a living elsewhere. Since 1939 Albanians have burned 200 Greek villages in the region; they have taken 2,000 Greek hostages and forced 3,500 of the inhabitants to flee to Greece for refuge. Persecutions continue. Thus the deliberate liquidation of part of the Greek population of Northern Epirus must be borne in mind when the ethnic character of the remaining population is considered. Greece needs Northern Epirus badly to redress the balance between land and population upset by the absorption of 1,500,000 refugees from Turkey and Bulgaria 25 years ago. (Before the recent war, according to statistics published by the League of Nations, the density of population per square mile of arable land was two or three times as high in Greece as in neighbouring Balkan countries, while the yield per acre was lower than in any other country in Europe.) It is time to put an end to the state of war which has existed between Albania and Greece since October 1940. In doing so it should be remembered that at the close of the first World War the right of Greece to Northern Epirus was recognized in the Venizelos-Tittoni Agreement of July 27, 1919, in a decision of the Supreme Allied Council of January 13, 1920 and in a resolution adopted by the United States Senate on May 17, 1920.

The Foreign Office has not been inclined in the past to admit Greek claims to the interior of Northern Epirus, but has considered giving Greece the port of Santi-Quaranta, the logical outlet for the produce of northwestern Greece, together with the coast opposite the northern end of Corfu. This would enable the Greeks to protect both Corfu and the channel by which Northern Greece is approached from the Adriatic. On March 27 1946 the Foreign Relations Committee of the United States Senate recommended by unanimous vote that the United States Government should take action to bring the whole of Northern Epirus within the Greek State.

It has already been agreed by the principal Powers that the island of Saseno, long used by the Italians as a naval base, shall be returned to Albania. The island has special strategic importance, since it guards the southern approaches to the Adriatic Sea and dominates the

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Albanian port of Valona. Saseno was retained by the Turks for forty-eight years after they agreed to cede it to Greece in 1864. Greece acquired it in 1912 but lost it soon afterward to Albania under the boundary settlement of 1913. Albania kept it only a few months. Italians occupied it in 1914, acquired it in full sovereignty by special agreement in 1920 and kept it until after Mussolini's fall in September 1943. Its retrocession to Albania is designed to remove a perpetual threat not only to the port of Valona but to the whole southern portion of Albania as well.

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NORTH AND CENTRAL AFRICA–ITALIAN, FRENCH AND BRITISH INTERESTS

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C. ITALY'S AFRICAN COLONIES

In September 1939 Italy held the following territory in Africa: Eritrea, acquired between 1882 and 1890; Somaliland, acquired between 1892 and 1905; Libya, occupied in 1911 but not pacified until 1930, and Ethiopia, occupied in 1935-36. Ethiopia's independence has already been recognized, but the disposition of the remaining territories, at present under British Civil Administration, proved to be one of the more difficult questions involved in the peace treaty with Italy.

(i) Ethiopia

In January 1942, although war conditions made withdrawal of British troops impossible at the time, the United Kingdom recognized Ethiopia's independence. In October of the same year Ethiopia joined the United Nations, and in 1943 Emperor Haile Selassie's Government was recognized by the United States, Soviet, Canadian and other Governments. In December 1944 British controls were substantially relaxed. Since that date British military occupation has been restricted to the Ogaden, lying in the angle between Italian and British Somaliland, and a small "reserved area" on the border of British Somaliland southeast of the Jibuti Railway.

It remains for Italy to acquiesce in the restoration of the Emperor's rule, to renounce claims growing out of the conquest of Ethiopia in 1935-36, including a share in the management of the Jibuti Railway, to relinquish extra-territorial privileges (now made unnecessary by reason of the employment of a number of foreign judges by the Ethiopian Government) and to restore art treasures removed since 1935.

The issues Ethiopia is expected to raise at the conference concern boundaries, reparations and the punishment of war criminals -- particularly of those responsible for the mass slaughter in 1937 of educated or influential Ethiopians in reprisal for the wounding of Graziani, then Viceroy of Ethiopia.

The determination of Ethiopia's boundaries will depend in part on decisions which still have to be made regarding the disposition of Eritrea and Italian Somaliland.

(ii) Eritrea, Somaliland and Libya

For Libya, whose coastal regions were administered by the Italians as part of their metropolitan territory, and for Italy's two other colonies, Eritrea and Somaliland, the arrangements suggested by various interested Governments have been (a) restoration of full Italian sovereignty or establishment of Italian trusteeships, (b) appointment of States other than Italy to administer individual trusteeships, (c) collective trusteeships, (d) granting of immediate independence. Italy, with the support of France, has proposed the first; the United Kingdom, until confronted by the Soviet demand for a trusteeship in Tripolitania, advocated the second alternative at the London meeting of the Council of Foreign Ministers; the third was put forward by the United States, and the fourth by the Arab League.

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(a) Italy as sovereign power or trustee

In August 1945 the Italian Foreign Minister suggested to Mr. Byrnes that direct Italian rule should be restored in Libya and Eritrea, still required as outlets for Italy's surplus population. This would not be incompatible with the establishment in Cyrenaica of strategic bases under United Nations control. Italy might cede the southeastern corner of Eritrea to Ethiopia so as to give the latter direct access to the Red Sea at Assab, in addition to a free zone in the port of Massawa. In Somaliland, Italy would be willing to accept a trusteeship in place of the direct control formerly exercised.

At the beginning of the September meetings M. Bidault advocated that Italy should continue to enjoy the status of a colonial Power, especially in Libya, bordering on French-held territory in North Africa, where he was averse to having political innovations introduced. Italy had aided the Allies, had suffered greatly and did not deserve the treatment meted out to Germany in 1919. He was perfectly willing that Italy should be appointed trustee for Eritrea and Somaliland. Later he advocated Italian trusteeships for all the territories concerned.

In April 1946, the Italian Government submitted a further statement of its colonial claims to the Council of Foreign Ministers. These were based on the requirements of the Italian people and the success of Italian colonial enterprise in the past. To ignore the density of the population of a country as poor as Italy was not the way to lay the foundation for an enduring peace. Italian colonies were used not for capitalistic exploitation but as homes for Italian settlers, who ought not to be subjected to foreign domination. Italy's pre-Fascist colonies had been acquired with the consent and encouragement of other interested European Powers. It would be unfair now to deny to Italians the enjoyment of agricultural and other facilities which they themselves had developed where there was only wilderness before. Italians were familiar with the territories concerned, where climate and conditions of life were unsuitable for peoples of other European stocks. Thousands were now living on charity in Italy awaiting an opportunity to return to their homes in Africa.

In the State Department the Office of European Affairs has also advocated retention by Italy of its dependencies, either as colonies or as trust territories. The Office of Near Eastern and African Affairs, by contrast, has regarded the restoration of Italian control in any form as being quite incompatible with Article 76 of the United Nations Charter, in which the objectives of the trusteeship system are stated.

The United Kingdom Government recalls that Italy's colonies were an economic burden and contributed only in small degree toward relieving Italy's problem of over-population, while for many of the settlers life in Africa was the equivalent of exile. In these circumstances, restoration of Italian prestige appears to be the only valid end to be gained by re-establishing an Italian administration in any part of Africa. The United Kingdom Government has been willing that this should be done, but not in the manner suggested by Italy and France. In the first place the United Kingdom is bound, in the case of

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Cyrenaica, by a specific undertaking reported to the House of Commons on January 8, 1942, not to permit the Senussi tribes to fall again under Italian control, because of the exceptional cruelty with which they were punished by the Italians for their efforts to remain independent. In the second place the costly campaigns in North and East Africa demonstrated to the British people the folly of permitting either an unfriendly power or a weak one to dominate territory flanking their communication lines with the East, on which the stability of the whole British system depends.

What the United Kingdom Government was at first willing to consider was the appointment of Italy as trustee for a demilitarized Tripolitania, provided the non-Italian inhabitants did not react to the proposal too violently. More than one consideration made Tripolitania a logical choice if Italy was to be given a trusteeship in Africa. This was the only portion of Libya from which the Italians were not driven by native uprisings in 1915. In Cyrenaica and the hinterland of Tripolitania the Italians had to restore control by force of arms between 1921 and 1930, during which period the native population declined, educated Arabs and the best known leaders were almost exterminated, and the best agricultural lands were taken for the use of Italian settlers. The coastal region of Tripolitania was less disturbed. It lies directly south of Italy and from a strategic point of view is the least important of the former Italian dependencies. During the recent war, although Italian colonists were evacuated from Cyrenaica, 40,000 remained in Tripolitania. The Foreign Office suggested that Italy might become reconciled to the loss of sovereignty over African territory if Italian settlements in Tripolitania were maintained, if Italian settlers were admitted to other regions in Africa under proper safeguards, and if the Italian Government were allowed to participate in any regional consultative commission or international trusteeship which might be established in North African territory.

(b) Individual trusteeships for Great Powers

The settlement preferred by the United Kingdom has been one which would make it difficult for Cyrenaica, Eritrea or Italian Somaliland to be used again as bases from which the security of British communications could be threatened, or Egypt, the Sudan, British Somaliland or Kenya attacked. Although an Italian trusteeship might be considered for Tripolitania, the Foreign Office has been inclined to believe that either United States or United Kingdom trusteeships would offer the best safeguards for Cyrenaica and Somaliland. The United Kingdom plan would involve, however, the following territorial adjustments:

(1) Somaliland

The artificial boundaries between British and Italian Somaliland and between both these territories and Ethiopia, which have cut across tribal grazing grounds and caused unending strife in the past, would be done away with. The Ogaden and the small "reserved area" southeast of the Jibuti Railway, which are inhabited by Somalis and belong economically to the Horn of Africa, would be transferred from Ethiopia to a Greater Somalia, Ethiopia being compensated by the acquisition of more valuable territory

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in the north. The Somali-inhabited northern frontier district of Kenya might also be attached to the new Somalia. Thus a viable Somali economic unit, inhabited by people of similar habits and racial characteristics and enjoying greatly improved internal security, could be administered as a whole under a consistent, unified policy. New Zealand suggested that France might be asked to cooperate in a regional council for this area so as to associate French Somaliland with developments in Greater Somalia.

(2) Eritrea

Eritrea, an artificial creation of Italian imperialism, would be divided under the United Kingdom plan, and its component parts restored to the territories from which they were detached. The southeastern portion, which is a continuation of the Danakil region, and the Asmara plateau and Massawa, which belong ethnically and geographically to Tigre Province, would be restored to the Ethiopian Empire - provision being made, perhaps, for a United Nations base at Massawa. The western lowlands, a relatively small area inhabited by Moslems, would be attached to the Sudan. In return for the greater part of Eritrea, Ethiopia would be asked (a) to renounce the Ogaden and the "reserved area", (b) to permit local boundary rectifications in the south and west in favour of tribes in Kenya and the Sudan, and (c) to guarantee United Nations communications, for which purpose foreign technical personnel would be employed by the Ethiopian Government. New Zealand suggested that any populations transferred to Ethiopia should be placed in some manner under United Nations supervision.

Ethiopia does not welcome the British plan. It wishes to recover both Eritrea and Italian Somaliland and is reluctant to see trusteeships of any sort established in East Africa.

(3) Libya

On February 28, 1945, France intimated to Italy that it would ask for Fezzan in south-western Tripolitania, which a Franco-Italian agreement of January 1935 placed on the Libyan side of the desert boundary. Since 1943 Fezzan has been under French occupation. Advisers of the United Kingdom Government appear to be willing that some rectification of the boundary should be made here in favour of France.

In Cyrenaica, although Egpyt would like to recover Jarabub, ceded to Italy in 1926, the main question would be one of agreement with leaders of the Senussi Federation, who expect independence, a British alliance and membership in the Arab League. The United Kingdom Government has hoped that they may be persuaded instead to accept autonomy under trusteeship in return for an annual British subsidy and the restoration of their lands. Meanwhile, since the United States does not ask for an individual trusteeship, Cyrenaica would afford valuable air, military and naval bases for United Kingdom forces and a convenient place in which to concentrate part of the British strategic reserves for the Middle Eastern area. This would ease problems connected with evacuation of British forces from Egypt, while increasing the security of communications in the Eastern Mediterranean on which the security of the southern Dominions partly depends.

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Soviet claim for trusteeship in Tripolitania

At the September meeting of the Council of Foreign Ministers, M. Molotov asked that the U.S.S.R. rather than Italy should be appointed administering authority for Tripolitania. He stated that the Soviet Union desired a southern port on which a Mediterranean merchant marine might be based. He offered to prepare Tripolitania for independence in ten years. M. Molotov recognized the prior security claims of the United Kingdom in the Mediterranean area but did not believe it should enjoy a monopoly simply because French and Italian influence had declined. The U.S.S.R. had a better claim to consideration than rank and file members of the United Nations because Italian divisions had inflicted damage in five of the Soviet Socialist Republics. The Soviet Union had had wide administrative experience and would be able to do more for the trust territory than could a weaker State. At San Francisco, moreover, Mr. Stettinius had given assurances that the Soviet Union would be eligible to administer trust territories for the United Nations. Tripolitania was the area where the Soviet Union wished to undertake this responsibility. M. Molotov did not put forward in London a further proposal, which had been mentioned in the Soviet and Western press, that the U.S.S.R. should be given a trusteeship in Eritrea as well.

Mr. Bevin refused to entertain the Soviet request. Public opinion in the United Kingdom would not tolerate a suggestion that a new power should establish itself across British lines of communication. He believed, furthermore, that ten years of Soviet propaganda emanating from Tripoli might do incalculable harm throughout Africa.

(c) Collective trusteeships

The United States Government, opposed to the extension of authority of individual European States in Africa, advocated at the London meeting of the Council of Foreign Ministers the creation of collective United Nations trusteeships for Libya, Eritrea and Italian Somaliland, the first two to be granted independence at the end of ten years. A single Administrator, responsible to the Trusteeship Council -- but not necessarily chosen from a State represented on that Council -- would be assisted in each territory by an Advisory Committee of seven members, including two residents of the territory concerned and one representative of each of the Four Powers and Italy. In the case of Libya, of the two locally chosen residents one would be a European. Strategic areas might be designated in any of the territories for separate administration under the direction of the Security Council. This plan, it was maintained, would prevent the treatment of former Italian colonies as pawns, or the development of territories by an individual trustee for military purposes, and it would eliminate rivalry among Great Powers aspiring to administer trust territories singly. At the Deputies' meetings in London the United States delegate subsequently made clear the intention that the Administrators for Libya, Eritrea and Somaliland should be appointed on the same terms as the Secretary-General of the United Nations Organization. They would take orders from no individual Government but be under the direct authority of the Trusteeship Council as international civil servants.

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Mr. Bevin and M. Molotov agreed to refer the United States plan to the Deputies as a basis of discussion, but M. Molotov did not recede from his position on the Tripolitanian issue, and Mr. Bevin expressed the gravest doubts concerning the wisdom of accepting Mr. Byrnes' proposal. Treaty negotiations with Egypt were expected to lead to an early withdrawal of British forces from that country. If at the same time a regime were introduced in Cyrenaica, Tripolitania and south of the Suez Canal which gave the Soviet Union a voice in the control of former Italian colonies, the balance of power in the Mediterranean would be affected to a degree which the United Kingdom could only contemplate with unconcern if it were sure of the perpetual friendship and cooperation of the Soviet Union.

The South African Government expressed categorical disapproal of the United States proposal, maintaining that it would be reckless folly to give the Soviet Union access to ports on the Somali coast or to put vital Commonwealth communications "virtually at the disposal of the Russians". Members of the Commonwealth should measure the proposal for collective trusteeships against considerations of their own vital interests, the realities of power politics, and the long-term requirements of world peace. This was what the United States was doing in the Pacific, and Americans should be made to understand that in Africa Commonwealth interests must similarly be taken into account. Spokesmen for the New Zealand and Australian Governments agreed with this view on the whole, although in the case of Tripolitania Mr. Fraser expressed a willingness to consider making the Trusteeship Council itself the administering authority.

The Italian Government also opposed the suggestion for collective trusteeships. The gradual achievement of independence or self-government involved a long process of cultural, political, social and educational development, requiring not only years of patient work but a guaranteed continuity of direction and method which could be expected under an administration directed by one person - whose work would necessarily be of limited duration. Neither could continuity be had on the basis of collective decisions taken by administrators of different nationalities, the degree of cohesion among whom would not be static. The Italian Government nevertheless preferred the principle of collective trusteeship to the proposal for a Soviet trusteeship in Tripolitania.

In recognition of the part played by Indian troops in the campaigns in all of Italy's African dependencies, and because the latter lie along trade routes in which India has a vital interest, the United Kingdom asked that India be associated with any trusteeships that may be established. It asked also that in the case of collective trusteeships Indian representatives should be appointed to the various Advisory Committees. Whatever the form of trusteeship, Indian personnel should be included on administrative staffs. Safeguards should be provided enabling Indians to settle and carry on business in any of the former Italian colonies without discrimination on grounds of race, language, colour or religion.

(d) Independence

The Arab League rejected, so far as Libya is concerned

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all proposals made in 1945 by the Four Powers and Italy. On September 29, 1945, it expressed the view that administrative, economic and social considerations make preservation of Libyan unity essential in the future as in the past. It holds that the purpose of the Charter can best be realized and rivalry among the Great Powers most effectively discouraged by granting Libya independence and allowing it to take its natural place as a member of the Arab League. Should foreign troops or technicians be required, their presence in Libya must be regulated by treaty. If a period of trusteeship is inescapable, however, the trustee should be Egypt or another Arab State, or the Arab League itself. A population as advanced as that of Libya, it is argued, should not be forced against its will to accept a solution incompatible with its legitimate aspirations.

Although Senussi leaders in Cyrenaica desire membership in the Arab League, they are opposed to the suggestion of an Egyptian trusteeship. If they cannot have independence, based on a special treaty relationship with the United Kingdom, they desire an individual United Kingdom trusteeship. They also ask for (a) a westward extension of the boundary of Cyrenaica so as to unite all Senussi settlements under one administration, (b) a guarantee that European colonization of Cyrenaica will be abandoned, and (c) a plebiscite to enable the United Nations to learn in advance the real wishes of the Cyrenaicans, for whose future the Organization may soon undertake responsibility.

(iii) Procedure for disposing of Italian colonies

Owing to the fact that it might be difficult to discuss the disposition of the Italian colonies at the Peace Conference, the Foreign Office suggested in the draft heads for the treaty circulated in June 1945 that Italy should be required to transfer sovereignty to the four principal Powers, who might postpone until later a decision as to final disposition of the colonies. Thus the signing of the Italian treaty itself would not have to be delayed. Mr. Bevin, however, inclined later to the belief that the colonies should be ceded to the States signatory to the Italian treaty, rather than to the principal Powers alone. Final disposition of the colonies might then be arranged at a conference in which Italy and Egypt would be represented, along with all other States having a direct interest in the settlement. (The Government of Egypt, in a note presented to the United Kingdom Government on February 9, 1946, urged its right to participate in discussions of all aspects of the peace settlement which directly affect its interests, and asserted that the United Kingdom Government formally recognized this right in 1942.) It seemed at first, however, that the United States Government would oppose postponement or any plan which would require Italy to sign a blank instrument leaving the fate of its colonies unsettled. Nor did it appear likely that the Russians would consent to leave the Italian colonies for an indefinite period under the present British Civil Administration.

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Discussions of the disposition of the Italian colonies at the Paris meeting of Foreign Ministers in Africa passed through three distinct phases. At the outset, on April 29th, Mr. Byrnes repeated his former suggestion for collective trusteeships for Libya, Eritrea and Somaliland, the first two to become independent within ten years. M. Bidault restated the French preference for individual trusteeship, with Italy as trustee for each of the territories. M. Molotov proposed dual trusteeships, to last no longer than ten years, as a compromise between the French and United States plans. The Administrator, accountable to the Trusteeship Council, would be appointed in each case by the government of one of the major Allied Powers and his Deputy by the Italian Government. In each territory there would also be an Advisory Council of five, consisting of representatives of three of the major Allied Powers and two spokesmen for the local inhabitants. Thus the U.S.S.R., relinquishing its claim for an individual trusteeship in Tripolitania, would accept a joint Soviet-Italian trusteeship instead, with British, American and French representatives on the Advisory Council. In Cyrenaica, either a United Kingdom or a United States Administrator would be assisted by an Italian Deputy. Mr. Bevin on the contrary, proposed the establishment of Libya as a unified, independent State. The inhabitants should be consulted on the constitution and on the aid they would need in setting up the administration. Ethiopia should also be consulted before the future of Eritrea was decided. The Deputies should study the possibility of creating a United Somalia to be placed under United Kingdom trusteeship. This would comprise Italian and British Somaliland, together with the Ogaden and Reserved Areas now under Ethiopian sovereignty.

A week later Mr. Byrnes proposed that if no agreement could be reached, sovereignty over the Italian colonies should be vested in the four principal Powers, on condition that within a year they should produce trusteeship agreements appointing Italy or one or more Members of the United Nations or the Organization itself to administer the territories. They should also indicate any necessary territorial adjustments. Failing agreement within a year, the colonies should be disposed of as the Trusteeship Council and the General Assembly might direct. Mr. Bevin, however, took the view that title to the colonies should be vested in the United Nations as a whole. Meanwhile, on May 10th, M. Molotov announced his support of the French proposal to appoint Italy as trustee for each of the former colonies, but under a ten-year time limit in Libya. Mr. Bevin thereupon offered to agree to an Italian trusteeship for Tripolitania provided the United Kingdom were made trustee for an enlarged Cyrenaica. During this phase of the discussions, Mr. Byrnes was prepared to accept an Italian trusteeship for the whole of Libya.

In the final discussion on May 14th M. Molotov failed to secure recognition of Italy as trustee for all the territories under discussion. He asked that if there was to be a delay of a year in deciding the exact form of trusteeships, Italy should be allowed to recover its colonies for that one-year period. There being no further change in the points of view expressed, all the proposals offered by the Foreign Ministers were referred to the Deputies.

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During the June meetings agreement was reached that Italy should be required in the treaty simply to renounce its African territories rather than to cede them to any designated group of Powers. Within a year the Four Powers would decide on the final disposition of the colonies or accept a recommendation on the subject by the General Assembly of the United Nations if they could not agree among themselves. Meanwhile the territories would continue to be administered as at present, without the aid of the Allied Advisory Councils whose creation M. Molotov advocated toward the close of the discussions.

The ultimate decision of the Four Powers might be based on any one of four alternatives, or a combination of these -- viz, independence, assimilation by a neighbouring country, individual trusteeships or United Nations trusteeships. The decision would take into account the wishes of the inhabitants and views of interested Powers. The former might be ascertained by commissions which the Deputies were authorized to send to any or all of the territories. British pledges to the Senussi were to be borne in mind. The United Kingdom proposal for a United Somalia was withdrawn.

The United Kingdom Government took the view that active belligerents should be consulted on the disposition of the Italian colonies before the General Assembly was asked to deal with the issue. The United Kingdom Government accordingly feels itself free to support any proposal which may be offered at the Peace Conference on this subject.

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3. ITALY : ECONOMIC PROVISIONS

(i) Introductory

The fundamental economic fact about Italy is that it is a poor country which from 1900 onwards has had an adverse balance of payments on merchandise account. Until the world depression of 1930 her adverse balance of payments was largely made good by income from a number of invisible items, particularly remittances from Italian emigrants abroad, tourist receipts and shipping services. During the depression, however, these important invisible sources of income dried up, and for the next three years there was a heavy drain on reserves of gold. As a result, in 1934, the Italian Government imposed severe import and exchange controls. Although other countries, notably Germany, had preceded Italy in these fields, no country went further than Italy or developed a more complete and rigorous system. It comprised import quotas and licences, Government import monopolies, and payment and clearing agreements with twenty-three countries. This complex of measures played a not inconsiderable part in the gradual strangulation of multilateral world trade in the later 1930's.

At bottom, the reason for the chronic adverse balance of visible trade is that Italy is very ill endowed with natural resources. She has no oil, no iron ore, and only a small amount of coal of inferior quality. Before 1925 she also had to import a large proportion of her supply of cereals. In that year Mussolini opened a drive to make Italy self-sufficient in wheat production, and by 1930, by dint of a programme of intensive cultivation and land reclamation and by a system of wheat bounties, the goal had been virtually achieved. But that was Mussolini's sole success in the field of autarky. Although he indulged in much talk about autarky, especially after the imposition of sanctions in 1935, the ideal proved chimerical for a country without coal, oil or iron. Increases in blast furnace and coke oven capacities, for example, were hailed as autarkic; but much of the iron for the furnaces and all of the coal for the ovens had still to be imported.

There are two conclusions which flow from the fact of Italian poverty in raw material. The first is that Italy is not and cannot be allowed the delusion of believing herself, a Great Power. This lesson has been written in fire and blood throughout the length of the peninsula, and presumably will be underlined in the peace treaty. The second conclusion is that if it is desired to retain Italy inside the western world and to prevent her from again becoming a junior partner in a career of aggression, care must be taken to alleviate the country's economic difficulties which have been aggravated by the war, but which have their roots much farther back and even antedate the whole period of the Fascist regime.

(ii) Commercial and Financial Clauses

The immediate purpose of the commercial and financial clauses of the peace treaty will, no doubt, be to

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deny to Italy the opportunity of re-introducing the discriminatory measures adopted after 1934, which resulted in a further deterioration of multilateral trade and which bound the Italian economy more and more closely to that of Germany. This end might be achieved by a number of means of varying effectiveness. One method which has been recommended by the Department of Trade and Commerce is a clause which would oblige Italy, on invitation, to join such organizations as the projected International Trade Organization, the International Monetary Fund and the International Bank, established by the Bretton Woods Agreement, and the Food and Agriculture Organization. This plan would have great advantages. It would bring Italy inside a multilateral system much more completely than would otherwise be possible, and it would provide much more detailed safeguards against the possibility of a relapse into bilateralism than could conveniently be included in the peace treaty. In addition, it would encourage the Italian Government in its efforts to revive Italian industry and trade, since Italy would not only be bound by the prohibitions which these international organizations impose but would also share in the benefits they confer. On the other hand, the proposal would be attended by some political difficulties. Some of the countries which will be signatories to the peace treaty with Italy are not themselves members of the international organizations referred to; the Soviet Union, for example, has not yet adhered either to the Bretton Woods institutions or to the Food and Agriculture Organization. For this reason, it is the view both of the United Kingdom and of the United States, that such a concrete insurance against a relapse into bilateralism as a clause of this kind would provide, would be impracticable.

An alternative method of securing the same ends has been informally proposed by United States officials. The Department of State favours inclusion in the peace treaty of a general clause requiring Italian co-operation in international action for the expansion of trade, reduction of trade barriers, elimination of restrictive business practices, and for the solution of international problems in the field of raw materials. Apparently what is contemplated by the State Department is a clause roughly parallel to Article 7 of the Lend-Lease Agreements. The obligations imposed on Italy by this proposal would be much less specific; but they might be equally effective, especially in view of the fact that the present Stalin Government has already made known its desire to participate in all the various international organizations which have been set up.

The United Kingdom has proposed that Italy should be obliged by the peace treaty to extend unilaterally to all the United Nations for a period of five years most favoured nation treatment, as far as duties alone are concerned. This is useful so far as it goes, but of recent years import and exchange controls have been much more potent means of discrimination than tariffs, and those weapons (which would be denied to Italy if she were obliged to ratify the Bretton Woods Agreement and the United States commercial proposals) would still be at her disposal if the only obligation imposed on her in the field of commercial and financial policy were to accord most favoured nation treatment to all the United Nations. The Department of Trade and

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Commerce has also suggested that it would be wise to include in the most favoured nation clause, if it is adopted, a provision to ensure that products of the United Nations imported into Italy should be exempt from all internal taxes, fees, charges or exactions, other than or higher than those payable on like articles of Italian origin and, more generally, to ensure that no domestic action is taken which would frustrate the objective of pledging Italy to adhere to international agreements on trade and exchange.

It should be noted that the Soviet Union may oppose inclusion of any commercial or financial clauses except those on reparations in the peace treaty with Italy. These are conspicuously absent in the Soviet draft of the treaty with Roumania. Presumably the Soviet motive in this case would be to keep the door open for the negotiation later of a bilateral treaty with Italy which would tie Italy more closely to the Soviet economic bloc. The Greek delegation, for its part, will probably oppose any suggestion of immediate membership for Italy in international organizations. At the inaugural meeting, e.g., of the Board of Governors of the International Bank held in Savannah last March, the Greek Government made it clear that in its opinion Italy, as an ex-enemy state, was not yet eligible for membership in the Bretton Woods institutions.

At the first Paris meeting of Foreign Ministers, the Economic Committee set up under the Deputies was unable to reach agreement on the financial and commercial terms for inclusion in the peace treaty with Italy, and the Foreign Ministers, therefore, decided that the Committee should continue to consider the points referred to it.

This problem was again discussed at the June meeting of Foreign Ministers. M. Molotov proposed that as no progress had been made in economic questions it might be well to obtain the views of the Italian Government. Mr. Bevin, however, took the view that the economic clauses concerned all twenty-one nations who would be invited to the peace conference and that many of the latter would object to the Italian Government being consulted before they were.

At the meeting of June 17th M. Molotov agreed in principle that an article on the renunciation of Italian claims on Allied countries proposed by the United Kingdom delegation should be inserted in the treaty subject to minor reservations.

(iii) Reparations

At the Potsdam Conference in July 1945 the Soviet Union presented a large claim for reparations from Italy on the basis of the damage done by the Italian divisions which fought under German command on the Russian front. This claim was resisted by both the United Kingdom and the United States; and at the last meeting at which the matter was discussed Marshal Stalin seemed more inclined to accept the thesis of the western allies. However, at the meeting of the Council of Foreign Ministers in September 1945 M. Molotov returned to the attack and vigorously pressed the Soviet claim. It now seems certain that this issue will be a serious bone of contention at the peace conference between the Soviet Union, on the one hand, and the United Kingdom and the United States on the other.

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There can be no doubt, in principle, that the allies are entitled to reparations from Italy. But it may be questioned how much reparation in fact can be obtained. Italy's productive plant, at least in the south and centre of the country, has been largely destroyed; her treasury is empty; her currency is inflated; her fields are still strewn with mines so that cultivation is difficult. The very existence of her people is at present dependent on supplies of wheat and coal furnished by UNRRA. If the Soviet Union were to be allowed to exact large reparations from Italy, these reparations would in fact be paid by the countries which are heavy contributors to UNRRA and, in particular, by the taxpayers of the United States, the United Kingdom and Canada. The principle which was advanced by the United Kingdom and the United States at Potsdam would seem incontestable, that if reparations are exacted from Italy the repayment of supplies furnished both as military relief and through UNRRA should be a prior charge against Italian exports. The same principle has been applied to Germany as a result of an agreement reached at Potsdam between the United States, the United Kingdom and the Soviet Union; and this should prove a useful precedent.

The problem of Italian reparations is perhaps most readily seen in its proper proportions if the negotiation of the peace treaty is regarded, on its economic side, as proceedings in bankruptcy. When the state of the Italian economy has been examined it will almost certainly be found that there is no possibility of meeting all the claims which could legitimately be presented unless the standard of living of the Italian people is to be reduced. If the principle is accepted that repayment of relief supplies is a first charge against Italian exports, no general reparations will probably be available at all. The only assets for distribution would be some capital goods made available as a result of industrial disarmament. The countries with the best claims to these assets would seem to be Greece, Yugoslavia, Ethiopia and Albania, which have suffered most from Italian aggression.

At the first Paris meeting of Foreign Ministers little or no progress was made on the question of Italian reparation. The Soviet claim that Italy should pay reparation in kind to a value of $300,000,000 was resisted by both the British and American delegations, who contended it was impossible to fix a specific sum without further enquiry. A Committee of Experts was, therefore, appointed to report on Italy's ability to pay. This Committee submitted four separate reports and no joint recommendations.

In the meantime M. Bidault had proposed a moratorium on the payment of Italian reparations for a two year period, and suggested that thereafter reparations might be made payable on a six year basis. M. Molotov indicated that if Trieste were awarded to Yugoslavia and the Dodecanese to Greece, there might be a substantial reduction in the claims of these countries to reparation from Italy. No agreement was reached on these proposals.

When reparation was again discussed, Mr. Byrnes indicated his willingness to consider the Soviet request

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for reparation to a value of $100,000,000. The Ministers were unable to agree upon what Italian assets should be employed to make up this sum, and it was finally decided to refer the whole question of Italian reparations to the Deputies, who were instructed to consider all proposals which had been made.

When the Foreign Ministers considered the question of Italian reparation at their June meetings, M. Molotov renewed the Soviet claim to reparation to the extent of $100,000,000. Mr. Byrnes said that he estimated that Italian assets in the Balkans which might be used to meet the Soviet claims were worth $60,000,000 to $75,000,000. Mr. Bevin again stated the United Kingdom position that reparations should not be taken out of current production. He was of the view that the larger Allies should waive their claims to reparation from Italy in order that such reparations might be available for payment to small countries, such as Yugoslavia or Greece, who suffered severely from Italian aggression. M. Molotov refused to agree to waive the Soviet claim but indicated that he would accept as part payment of the Russian claim the Italian assets in the Balkans and the two Italian passenger ships in New York harbour, and that the balance should be met out of Italian current production within a period of six years. The question of reparation for Greece, Yugoslavia, and Albania should be left to the Peace Conference. M. Molotov expressed the view that Italian assets in the Balkans plus the two ships would have a total value of only some $50,000,000 and that the balance should be met out of Italian current production at the rate of $10,000,000 to $15,000,000 annually. Mr. Byrnes suggested that the question of the Soviet claim be referred to the full Peace Conference. M. Molotov, however, rejected this proposal. Mr. Bevin then suggested that Italian assets in the Soviet zone of Germany might be employed to meet the balance of the $100,000,000 claim. M. Molotov maintained his original suggestion that the balance of the Soviet claim be met, not by the transfer of assets, but from Italian current production over a period of six years.

When the discussion returned to this claim it was agreed that the Soviet Government should be awarded their claim for $100,000,000 and that the details of how this payment should be worked out should be settled before the Ministers adjourned. Mr. Bevin, in discussing the payment of reparation out of Italian current production, suggested there should be a moratorium for at least two years in payments of this nature and that a Reparation Commission should be set up to determine the value of Italian assets. He also pointed out some arrangement would have to be made for securing for Italy raw materials with which to manufacture goods for current production.

It was finally agreed that

(1) Italy shall pay Soviet Union reparation in the amount of $100,000,000 over a period of seven

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years from the date of coming into force of Treaty. Deliveries from current industrial production shall not be made during first two years.

(2) Reparation shall be made from following sources:

(a) A share of Italian factory and tool equipment designed for manufacture of war implements which is not required by permitted military establishments and is not really susceptible of conversion to civilian purposes and which is removed from Italy pursuant to Article -- of this Treaty.

(b) Italian assets in Roumania, Bulgaria and Hungary, subject to the exceptions specified in paragraph 5 of Article 71 (Italian external assets).

(c) Italian current industrial production.

(3) Quantities and types of goods to be delivered shall be subject of agreements between the Italian Government and Government of the U.S.S.R. and shall be selected, and deliveries scheduled, in such a way as to avoid interference with economic reconstruction of Italy and imposition of additional liabilities on other Allied or Associated Power. Agreements concluded under this paragraph shall be communicated to four Ambassadors in Rome.

(4) U.S.S.R. shall furnish to Italy on commercial terms, materials which are normally imported into Italy and which are needed for production of these goods. Payments for these materials shall be made by deducting value of materials furnished from value of goods delivered to U.S.S.R.

(5) Four Ambassadors shall determine value of Italian assets to be transferred to U.S.S.R.

On the question of Italian property in the United Nations, M. Molotov argued that only a percentage should be taken by the United Nations Government concerned and that the remainder should be handed back to Italy. He, however, finally agreed to the principle that such property would be at the disposal of the United Nation in whose custody it now lay.

The United Kingdom proposal to cover compensation to United Nations nationals maltreated in Italy was opposed by the Soviet delegate on the ground that it should be widened to include compensation to United Nations nationals in territories invaded by the enemy. In view of this attitude and as the United States delegation had earlier suggested its deletion Mr. Bevin withdrew this proposal.

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On the question of compensation for damage to United Nations property in Italy M. Molotov suggested that Italy should pay only a certain percentage of the compensation in view of her inability to pay reparation in full.

M. Bidault and the United Kingdom and United States delegates adhered to the view that compensation should be in full. No agreement has been reached on this question.

(iv) Canadian Interests

(a) General

Canada has a number of specific interests in the economic clauses of the peace treaty and these have been outlined below. Far more important, however, is her general interest to see that the economic provisions of the peace treaty contribute to a set of economic arrangements which, while clipping the wings of Italian imperialism, still make possible a decent life for the Italian people in free association with the countries of the west. It follows that measures to prevent the readoption of discriminatory trade practices chime in with Canada's interest, and that, in so far as it is possible in the peace treaty to go beyond these negative provisions and take some positive steps to wed Italy to a multilateral system, this also would be desirable.

(b) Specific

(1) Relief. In addition to contributing fully and promptly to UNRRA, Canada has provided Italy with supplies worth more than $28,000,000 as part of a scheme of military relief. This scheme was financed jointly by the United States, the United Kingdom and Canada, and was in operation from the first allied landings in Sicily until July, 1945. In theory Canadian expenditures for this purpose are recoverable from the Italian Government; but it may be doubted whether repayment can in fact be made. Indeed, the United States Administration has recently come to the conclusion that it would be wise to drop entirely the claim for military relief against Italy and has been informally urging the United Kingdom and the Canadian Governments to adopt the same attitude. Apparently it is the United States view that it will be awkward for them at the peace conference to urge other countries to waive their claims for general reparations from Italy if the United States is maintaining its claim for repayment of relief. The complete abandonment of claims for repayment of military relief would raise difficult complications. In the first place, there is no intention of dropping similar claims against the allies in Western Europe which have received military relief. Indeed, demands for payment have recently been presented to France, Belgium, Holland, Luxembourg and Norway. Secondly, if the claim against Italy were dropped either before or during the peace conference, a valuable weapon would be sacrificed which otherwise might be used to combat the demand that general reparations should be exacted from Italy, a thesis which, in view of the present state of the Italian economy, seems both undesirable and impracticable.

(2) Private Claims. At present the private claims against Italy which have been registered with the Canadian Custodian amount to $5,630,720. This total, however, may have to be revised either up or down. On the one hand, it should be remembered that the Custodian has not advertised

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for claims, and if this is done the total may be considerably increased. On the other hand, some of the claims which have been submitted may prove, on examination, to be in excess of what is warranted by the facts; and in that case the total would be reduced.

The total of Italian assets held by the Canadian Custodian is a very similar figure. It now stands at $5,977,683. In one United Kingdom draft it has been proposed that a clause should be included in the peace treaty empowering those of the United Nations that wish to do so to utilize Italy's assets in their territories to meet pre-war Italian indebtedness to residents of the country concerned. There would appear to be no reason why this clause should not be broadened to allow each of the United Nations to use Italian assets in their possession to satisfy any private claims from their residents, whether these arose from transactions made before the war or from damage suffered during it. In this way Canada might be fortunate enough to discharge all the legitimate private claims which have been or may be registered out of the proceeds of the Italian external assets now held by the Canadian Custodian.

(3) Allied Military Lire Account. If the Italian assets now held in Canada do not prove adequate to satisfy all legitimate claims, the Custodian has suggested that the Allied Military Lire Account might be used for this purpose.

During the last stages of the campaign in Sicily and throughout the Italian campaign, Canadian troops were paid with Allied Military Lire issued on the authority of the United Kingdom and United States Governments. The equivalent in Canadian dollars of Allied Military Lire received by Canadian paymasters up to the 31st of December, 1945, was $11,469,216. In international law there is no obligation on the Canadian Government to consider this a debt owed to the Italian Government. The United Kingdom Government, whose account under this head is very large and now exceeds £32,000,000, has decided to maintain its rights and to refuse to make the equivalent foreign exchange available to the Italian Government. The United States had followed the opposite policy. Shortly before the last Presidential election, and perhaps with an eye to the votes of the large numbers of electors in the United States of Italian extraction, Mr. Roosevelt announced that it had been decided to reimburse the Italian Government with foreign exchange equivalent to the amount of Allied Military lire used by the American troops in Italy. The United Kingdom have indicated that they intend to press for inclusion in the peace treaty of a clause reaffirming the obligation imposed on Italy by Article 23 of the Armistice to furnish lire for the use of the Allied Forces in Italy. Even if this were done, of course, it would still be open to any of the United Nations to reimburse the Italian Government as a matter of grace if they wished to.

The Department of Trade and Commerce has suggested that part of the Allied Military Lire Account, say $3,000,000, might be used to finance Canadian exports to Italy, since it appears certain that by no means all of the funds now in this account will be needed to meet the private claims of Canadian nationals. By following this course, the Canadian Government would be assuming an obligation towards Italy which is not

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enjoined by international law. It has been argued, however, that such an act of grace would have great advantages for Canada as well as for Italy. The Italian Government would be enabled to obtain some of the goods which it urgently needs over and above the essential imports now being provided by UNRRA. Canada, for its part, would be given an opportunity to resume exporting to Italy even if only on a small scale. Since there is no immediate prospect of granting a credit to Italy, the use of the Allied Military Lire Account would seem to provide the only available method of reopening the Italian market to private Canadian exporters. It has also been pointed out that the Allied Military Lire Account is such a special case that using it to finance trade with Italy would not necessitate the immediate consideration of alternative methods of financing trade with Italy's neighbours. Moreover, there would seem to be no objection to the scheme in equity since the bulk of Allied Military Lire paid out to Canadian troops was issued after Italy had become a co-belligerent.

(4) Trade. Canadian trade with Italy is historically and potentially of far greater importance than Canadian trade with any other of the four countries with which peace treaties are to be negotiated at Paris. In 1930 Canada exported goods to Italy to the value of $15,360,000. During the succeeding years this figure dropped steadily. In 1939 the value of Canadian exports was only $2,231,000. The chief reason for this decline was the Italian policy of self-sufficiency and of import and exchange restrictions. It is the view, however, of the Department of Trade and Commerce that the immediate pre-war figures give no fair indication of the possibilities of permanent, long-term trade between the two countries.

The chief exports during the period 1930-1939 were wheat, nickel, wood pulp, fish and fish products, copper and copper products, lead pigs, asbestos and asbestos sand. The Department of Trade and Commerce believe that in future there should be a steady and expanding market for all these goods. In addition, Canadian agricultural implement manufacturers consider that they should have an excellent opportunity of obtaining for Canada a substantial volume of business.

Canadian imports from Italy amounted in 1930 to $5,463,000. This figure had dropped by 1939 to $2,354,000. The chief imports during that period were lemons, citron rinds in brine, olives in brine, nuts, canned vegetables, olive oil, wines, raw hides and skins, leather and its manufactures, cheese, dyed or printed cotton fabrics, silk fabrics and warps, mercury, and tobacco pipes.

The restrictions which had been imposed by the United States, the United Kingdom and Canada during the war on private trade with Italy were removed in September 1945. As a result, United States exporters have shipped large quantities of electrical equipment, oil, cotton, wool and cellulose. This trade has been financed by the dollars equivalent to the Italian Lire issued as pay to the United States troops in Italy, and out of the dollar proceeds of remittances by Italian emigrants to their families and friends at home. Owing to the difficulties of finance, there has been no parallel resumption of private trade between Canada and Italy. The Italian Government is anxious that means should be found to reopen this trade

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as quickly as possible. Recently the Italian Commercial Counsellor in Ottawa has indicated that Italy is now in a position to make a start in exporting to Canada; he has mentioned particularly raw silk and marble. In return, Italy would like a large range of Canadian food stuffs. A Canadian Trade Commissioner has now taken up his duties in Rome and is investigating the immediate possibilities for Canadian exports.

(5) Subsidiaries of Canadian Companies. Aluminium, Limited, of Montreal, fully owns the three following subsidiaries in Italy:

S.A. Mineraria Triestina (bauxite mining)
S.A. Prodotti Chimici Nazionali (alumina producing)
Societa dell' Alluminion Italiano (aluminium smelter).

The bauxite mines owned by the Italian Company first named above are chiefly situated in the disputed area of Istria which is now under the control of the Yugoslav Government.

(6) Military Surpluses. The United Kingdom has proposed that a clause should be included in the peace treaty whereby Italy would acknowledge her debt in respect of the value of surplus army stores left behind in Italy. This question is of negligible interest to Canada. The only Canadian military surpluses now left in Italy are approximately 700 vehicles. These have been turned over for disposal to the United Kingdom Ministry of Supply.

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SECRET

4. ITALY : MILITARY PROVISIONS

(i) Introduction

The anomalous position of Italy, which surrendered unconditionally in September 1943, was recognized as a co-belligerent the following month, and declared war on Germany (October 13, 1943) and on Japan (July 14, 1945), has resulted in a different situation for her armed forces than has been the case for the forces of other beaten powers such as Hungary, Roumania, Bulgaria and Finland. Because of her participation in the war against Germany, Italy was allowed to maintain two divisions in the line against that power in January 1945, and by her own estimates, suffered losses between September 8, 1943 and April 30, 1945, of: 17,494 killed; 8,353 wounded; and 17,644 missing. In the first six months of her participation in the war against Germany, the Italian Air Force was in the command of a senior officer of the R.A.F., flew almost 3,500 sorties, and was praised by him for the "wholehearted effort to contribute its share to the operations against the enemy". Although Italian battleships were on the care and maintenance basis, the remaining elements of the Navy were used as escorts and convoy duty in transferring displaced citizens and for minesweeping duties. For these reasons, the existing strength of the Italian Armed Forces is larger than might be expected for a beaten power. In August 1945 the Italian Army had a strength of 321,676 all ranks, including those serving in service units under United States or British command.

(ii) The Future Role of Italian Armed Forces

At the meeting of the Council of Foreign Ministers in September 1945, it was agreed that the estimates for the size of the Italian Armed Forces following the Peace Treaty should be based upon the following principles:

a. The power to maintain order within Italy.
b. The power to defend the local frontiers of Italy.

No exception can be taken to either premise, although it should be noticed that the size of the forces required under a. will necessarily bear some relation to the degree to which Italian economic life can be revived and some reasonable prospect afforded of bread and work for all. The second principle admits the need of Italy not being reduced to such a helpless condition that she might become the victim of a neighbour still eager to pay off old scores or acquire more territory at Italy's expense. In view of the nature of Italy's relations with such neighbours as France, Switzerland and Austria, the strength of the Armed Forces of Italy under b. may be assumed to be related only to the strength of the Armed Forces of her neighbour Yugoslavia. That country has ample reason to desire revenge and may well be dissatisfied with the territorial terms proposed at the Peace Conference. If the experience of the last post-war period is any criterion, a weak and defeated

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country can be exposed to further humiliation and loss of territory even after a peace treaty has been signed.

The United States has suggested a third criterion for the size of the Italian Armed Forces, namely that Italy should be in a position to meet such military needs as might be required of her by the Security Council. This suggestion is in accord with the general feeling that in a reasonable length of time Italy should become a member of the United Nations Organization and would then be called upon under Article XLIII of the Charter to "make available to the Security Council on its call and in accordance with a special agreement or agreements, Armed Forces, assistance, and facilities, including rights of passage necessary for the purpose of maintaining international peace and security". It is probable that no estimate will be made of Italian strength for such a purpose at the present time. At a later date, following the entrance of Italy into the United Nations Organization and the lifting of the controls of her Armed Forces, the effect of such requirements on her Armed Forces would then be estimated.

It is also possible that Italian Armed Forces might be required for the defence of any overseas territories that might be entrusted to Italy under the trusteeship provisions of the United Nations Charter. Here again no specifications can be made to cover such contingencies until agreement is reached as to the future of Italian colonies.

(iii) Principles likely to be followed in the Drafting of Military Provisions of the Peace Treaty

Based upon the United Kingdom Draft Treaty dated 29th May, 1946, it may be assumed that the following proposals or something closely approximating them will be presented for examination at the Peace Conference:

Military, Naval and Air Clauses

Italian Navy

Article 39. (of. Para. 35.)

(1) The present Italian Navy shall be reduced to the following number of units :

(a) Major War Vessels:

Battleships	two 12.6"
Cruisers	four 6"
Fleet Destroyers	four
Torpedo Boats	sixteen
Corvettes	twenty

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(b) Minor War and Auxiliary Vessels :

Such number as can be manned and maintained in full commission by a maximum of 2,500 officers and men.

(2) The names of the vessels to be retained by Italy under paragraph 1 are given in Annex -

Article 40. (of. Para. 37.)

(1) /Handing over of surplus vessels/.

(2) /Provision for disposal of incomplete and sunken vessels/.

Article 41. (of. para. 38.)

(1) No battleship shall be constructed or acquired.

(2) No aircraft carrier, submarine or other submersible craft, M.T.B. or specialised types of assault craft shall be constructed, acquired, employed or experimented with.

(3) The total standard displacement of the war vessels other than battleships of the Italian Navy, including ships under construction as from the date of the launching, shall not exceed /70,000/ tons.

(4) The replacement of war vessels is to be effected within the limit of tonnage given in paragraph 3. There shall be no restriction on the replacement of auxiliary vessels.

(5) /Italy undertakes not to acquire or lay down any war vessel before January 1st, 1952 except as necessary to replace any ship accidentally lost, in which case the displacement of the new ship is not to exceed by more than 10% the displacement of the ship lost/.

Article 42. (of. paras.36 and 39)

(1) The total personnel of the Italian Navy shall not exceed 22,500 officers and men.

(2) During the necessary period of minesweeping due to the war, Italy shall be authorised to employ for this purpose an additional number of officers and ratings not to exceed 2,000, such period to be determined by the International central Board for Mine Clearance of European waters.

(3) /Naval personnel in excess of that permitted under paragraphs (1) and (2) shall be disbanded within nine months of the entry into force of the present Treaty/.

(4) No personnel in excess of the figures mentioned in paragraphs (1) and (2) shall receive any form of naval training.

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Section II: Italian Army.

Article 43. (of. Para. 41.)

(1) The Italian Army, including the Frontier Guards, to be limited to a force of 185,000 combat, service and overhead personnel and 65,000 carabinieri, though either of the above elements may be varied by 10,000 as long as the total ceiling does not exceed 250,000. The organisation and armament of the Italian ground forces, as well as their deployment throughout Italy will be designed to meet only tasks of internal character, local defence of Italian frontiers and anti-aircraft defence.

(2) The armament of the Italian Army will not include more than 200 medium and heavy tanks.

Article 44 (of. para. 42)

The Italian Army, in excess of that permitted under Article , will be disbanded within six months of the entry into force of the present treaty.

Article 45. (of. para. 43.)

Personnel other than those forming part of the Italian Army or carabinieri shall not receive any form of military training.

Section III: Italian Air Force

Article 46. (of. para. 46.)

(1) The Italian Air Force, including any Naval Air Arm, will be limited to a force of 200 fighter and reconnaissance types and a 150 transport, air-sea rescue, training (school type) and liaison types of aircraft. These totals include reserve aircraft. All aircraft except for fighter and reconnaissance aircraft will be unarmed. The organisation and armament of the Italian Air Force as well as their deployment throughout Italy will be designed to meet only the needs of internal security, local defence of Italian frontiers and defence against enemy air attack.

(2) Aircraft designed primarily as bombers with internal bomb-carrying facilities will be prohibited.

Article 47. (of. paras. 47 and 49)

(i) The personnel of the Italian Air Force will be limited to a total of 25,000 effectives, which will include combat, service and overhead personnel.

(ii) Personnel other than those forming part of the Italian Air Force shall not receive any form of military air training.

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Article 48. (of. para. 48.)

The Italian Air Force, in excess of that permitted under Article I above will be disbanded within six months of the entry into force of the present Treaty.

Section IV: Demilitarisation.

Article 49 (of para. 12.)

(1) Pantellaria, the Pelagian Islands (Lampedusa, Lampione and Linosa) and Pinnosa shall be and shall remain completely demilitarised.

(2) Such demilitarisation shall be completed within one year of the entry into force of the present Treaty.

Article 50. (of. para. 31.)

In Sicily and Sardinia, Italy shall not construct any Naval, Military or Air Force installations or fortifications except for such accommodation as may be required for the purpose of internal security forces or to provide such facilities as may be required by the United Nations. In Sardinia, all permanent coast defence artillery emplacements and their armaments, and all Naval installations which are located within a distance of 30 kilometers from French territorial waters, shall be removed to the mainland of Italy, or demolished within one year from the entry into force of the Treaty. No improvements to, reconstruction or extensions of, existing installations or permanent fortifications in Sicily or Sardinia shall be effected. However, with the exception of the northern Sardinian area described in the preceding sentence, normal maintenance of such installations or permanent fortifications and weapons already installed in them may be carried out.

Article 51.

/Text of any further demilitarisation provisions/.

Section V: War Material.

Article 52. (of. para. 32.)

Italy shall not possess, construct or experiment with (i) any self-propelled or guided missiles or apparatus connected with their discharge, (ii) any guns with a range of over 30 kilometers, (iii) sea-mines of non-contact types actuated by influence mechanisms, (iv) any torpedoes capable of being manned.

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Article 53. (of. para. 33.)

The acquisition of war material of German or Japanese origin or design either from inside or outside Italy or its manufacture is prohibited.

Article 54. (of. para. 52 (a)).

Italy shall not manufacture or possess, either publicly or privately, any war material in excess (both in type and quantity) of that required for the forces permitted in Sections I, II and III.

Article 55. (of. paras. 33 and 54.)

(1) All Italian war material in excess of that permitted for the armed forces specified in Sections I, II and III shall be placed at the disposal of the Governments of the U.K., U.S.A., U.S.S.R. and France according to the instructions to be given to Italy by them, and Italy shall renounce all rights to the same.

(2) All Allied war material in excess of that permitted for the armed forces specified in Sections I, II and III shall be placed at the disposal of the Allied Power concerned according to the instructions to be given to Italy by the Allied Power concerned, and Italy shall renounce all rights to the same.

(3) All German and Japanese war material in excess of that permitted for the armed forces specified in Sections I, II and III and all German or Japanese drawings, including existing blueprints, prototypes, experimental models and plans, shall be placed at the disposal of the Governments of the U.K., U.S.A., U.S.S.R. and France in accordance with instructions to be given to Italy by them and Italy shall renounce all rights to the same.

(4) Italy shall comply with the provisions of this Article within one year of the entry into force of the present Treaty.

Section VI: Prevention of German and Japanese Rearmament.

Article 56. (of. para. 52 (d)).

Italy undertakes to co-operate fully with the Allied and Associated Powers with a view to ensuring that Germany and Japan are unable to take steps outside German and Japanese territory towards rearmament.

Article 57. (of. para. 55.)

Italy undertakes not to permit the employment or training in Italy of any technicians (including

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military or civil aviation personnel) who are or have been nationals of Germany or Japan.

Section VII: Duration.

Article 58.

Each of the military, naval and air clauses of the present Treaty will remain in force until they are modified in whole or in part by agreement between the Allied and Associated Powers and Italy or, after Italy becomes a member of the United Nations, by agreement between the Security Council and Italy.

Section VIII: Allied Inspectorate. (or whatever name is given to the Allied body charged with the supervision of the military, naval and air clauses of the Treaty) (of. paras. 56 - 58)

Article 59.

(1) An "Allied Inspectorate" composed of representatives of the U.K., U.S.A., U.S.S.R. and France will be established to verify the execution of the naval, military and air clauses of the present Treaty.

(2) The Italian Authorities will provide the "Inspectorate" with all necessary information and facilities required for the execution of its mission including access to establishments and to any necessary documents, freedom of movement throughout Italy, the grant of diplomatic immunity and provision of suitable accommodation and of such Italian currency as may be required.

(3) The "Allied Inspectorate" will represent the Allied and Associated Powers in dealing with the Italian Government in all matters concerning the execution of the military, naval and air clauses and will be the sole authority to which the Italian Government will refer questions regarding the interpretation and fulfillment of those clauses.

(4) The "Allied Inspectorate" will render to the Italian Government such guidance, technical advice and clarification on the military, naval and air clauses as may be necessary to permit rapid and efficient compliance with the spirit and terms of the Treaty.

Annex to Part V.

DEFINITIONS

For the purposes of the present Treaty the terms "war material", "naval training", "military training" and "military air training" shall be defined as follows:-

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(1) The term "war material" shall include all arms, ammunition and implements specially designed or adapted for use in war as listed in Annex II of the Treaty. The Allied and Associated Powers reserve the right to amend the list from time to time by modification or addition in the light of subsequent scientific developments.

(2) The term "naval training" denotes the study, administration or practice in the use of warships or naval establishments as well as the study or employment of all apparatus and training devices relative thereto, which are used in the prosecution of naval warfare except for those which are also normally used for civilian purposes; also the trading, practice or organised study of naval tactics, strategy and staff work including the execution of all operations and manoeuvres not required in the peaceful employment of ships.

(3) The term "military training" denotes the study and practice in the use of war material specially designed or adapted for army purposes, and training devices relative thereto; the study and carrying out of all drill or movements which teach or practice evolutions performed by fighting forces in battle; and the organised study of tactics, strategy and staff work.

(4) The term "military air training" denotes the study and practice in the use of war material specially designed or adapted for air force purposes, and training devices relative thereto; the study and practice of all specialised evolutions, including formation flying, performed by aircraft in the accomplishment of an air force mission; and the organised study of air tactics, strategy and staff work.

(iv) <u>Acceptance of Allied Inspectorate</u>

At the April meeting of the Foreign Ministers there was disagreement on the proposal put forward by Mr. Bevin for an Allied inspectorate which it had been agreed in principle in September last would remain in Italy for eighteen months after the conclusion of the treaty to ensure that Italy disarmed to the required level. Mr. Byrnes took it for granted that this would be approved but suggested that such an inspectorate might also be required to make sure that Italy was loyally fulfilling her other obligations such as the payment of reparations, restitution of Allied property and the handling of war claims. M. Molotov joined issue on this point arguing that any such measure would be a serious infringement of Italian sovereignty, especially if Italy were admitted to the United Nations. He objected to the idea also on the ground that it would offer an excuse for prolonging the stay of Allied troops in Italy. The Ministers agreed to the principle that troops should be withdrawn, with the exception of those required to remain to protect lines of communication with Austria until the completion of peace with that country.

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At the June meeting of the Foreign Ministers M. Molotov, after repeating his arguments about the undesirability of infringing Italian soverignty and independence, suggested that there might be general agreement on an article providing for the necessary control over the treaty to be exercised for 12 months by the Ambassadors in Rome of the United Kingdom, France and the U.S.S.R. These four powers would act together and would settle any matter arising out of the treaty which might be in dispute. This suggestion was adopted by the Foreign Ministers subject to settlement of the wording.

(v) Grant of Allied Bases.

It has been suggested by United Kingdom officers that the peace treaty should contain a section affording the Allies, during the period of control, such bases as they deem necessary for their retention either as a means of safeguarding their position against Italy or as providing facilities to the United Nations Organization for safeguarding world peace. Presumably in this section of the treaty provision will be made for the transfer of such bases by the Allies to the Security Council when the period of Allied control terminates.

(vi) War Graves

The Allied Governments may use as a model the clauses of the Treaty of Lausanne dealing with War Graves as a Section of the peace treaty.

Before 1940 a joint Anglo-Italian Committee supervised the care and maintenance of the 11 British Commonwealth cemeteries in Italy. When Italy entered the war as an ally of Germany, the Area Superintendent, Count Guido Memmo, M.C., continued to supervise the maintenance of these cemeteries. Funds for that purpose were made available by the Imperial War Graves Commission at first through the United States Ambassador and subsequently through the Swiss Government.

The Imperial War Graves Commission has been empowered to take charge of cemeteries for this war for the dead of the Commonwealth Services. It has already sent an architect to Italy to draw plans for new cemeteries to contain the bodies of those killed in the Second World War. Canada is represented on the Commission and contributes to its maintenance.

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CHAPTER III

PEACE SETTLEMENT WITH ROUMANIA

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CHAPTER III

PEACE SETTLEMENT WITH ROUMANIA

1. Political Questions

(i) Recognition of the Roumanian Government

As a result of the Churchill-Stalin Conference of October 1944, the Soviet Union agreed that Greece was not in their sphere of influence. In return the United Kingdom guaranteed non-intervention in Roumanian affairs except where its direct interests were involved, in which case any problems would be settled on a bilateral basis. The situation did not appear to be complicated by the Big Three pledging themselves at Yalta to assist liberated countries in the formation of governments broadly representative of all democratic elements in the population and to ensure early and free elections.

Nevertheless, by the time Marshal Stalin pressed for recognition of the Roumanian Government in June 1945, a wide divergence between the U.S.S.R. on the one hand and the United States and the United Kingdom on the other was evident in the interpretation of the word "democratic". Whereas Roosevelt regarded democracy as the antithesis of totalitarianism, the Soviet version, with its leanings to one-Party Governments, does not seem to preclude a totalitarianism of the Left. This difference of opinion, combined with the exercise of a virtual monopoly by the U.S.S.R. in the Allied Control Commission, induced the United States to insist on joint consultation among the three powers on all major political matters affecting their interests and responsibilities in Roumania. The United Kingdom, compelled by the understanding between Mr. Churchill and Marshal Stalin to let the United States take the initiative, supported this demand. On the one hand, recognition of the Roumanian Government was regarded by the U.S.S.R. as vital to its prestige in the Balkans. On the other hand, United States and United Kingdom policy demanded the establishment of a truly representative government and the assurance of free elections, supervised if necessary by the three powers.

At Potsdam Marshal Stalin asserted that Roumania had done more to help in the war than Italy and that its Government which had secured "due order" in the country was trusted by the population. There was, then, no reason for interference in the domestic affairs of Roumania, and he therefore urged recognition of the Roumanian Government by the United States and the United Kingdom, a step which the Soviet Union had already taken. The other two powers demurred, insisting on a stronger voice in the Allied Control Commission, to which the Russians agreed, and on clarification of the political situation. As a compromise, however, they agreed to examine the possibility in the existing circumstances of establishing diplomatic relations. It was also decided that the anomalous position of Roumania should be terminated by the conclusion of a peace treaty, although the Potsdam Declaration carefully stipulated that only a recognized democratic government could be signatory to such a treaty. Moreover, the United Kingdom and United States reserved the right to decide whether the Government was democratic or not, both before and after

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elections, depending on how such elections were conducted.

The proposed adjustments in the Allied Control Commission had not improved the situation by the time the Council of Foreign Ministers met in September. M. Molotov reaffirmed the Soviet attitude, claiming that the Groza Government enjoyed overwhelming popular support and that its friendliness towards the Soviet Union explained the refusal of the United States to accord recognition. Democratic institutions of the people's choice, required by the Yalta Declaration, had replaced Naziism and Fascism. In addition, the armistice terms had been faithfully executed. On the other hand, the United States maintained that whereas Yalta gave liberated peoples the right to choose their own governments representative of all democratic elements, the Groza Government was imposed on the country. The United Kingdom agreed that a minority government which had been forced on the people could not possibly be signatory to a peace treaty. Moreover, in these circumstances it was considered impossible to hold free elections. M. Molotov considered superfluous the appointment of a commission to supervise the elections and insisted that the Allied Control Commission provided adequate facilities for supervision, a view which was not shared by Mr. Bevin and Mr. Byrnes. The deadlock remained unbroken. On October 31st the United Kingdom Foreign Minister stated in the House of Commons that no steps had been taken which might encourage the United Kingdom to accord recognition to the Roumanian Government. This opinion was subsequently confirmed by the Ethridge report presented to President Truman, which claimed that there had been no constitutional government in Roumania since the installation of Groza by the U.S.S.R. and that free elections would be impossible without radical changes.

At Moscow in December the United States accordingly suggested reorganization of the Roumanian Government. Such a government would include representatives of the National Peasant and National Liberal Parties and would pledge itself to hold free elections within six months. Eventually a proposal by Marshal Stalin was accepted whereby a Commission consisting of the Soviet Vice-Commissar for Foreign Affairs and the United States and United Kingdom Ambassadors to the U.S.S.R. should advise the King of Roumania to include in the government one representative from each of the previously mentioned Parties. The Commission should satisfy itself that they were truly representative of the Parties not represented in the government and would work loyally with the government. In addition, free elections by universal and secret ballot must be guaranteed, and all democratic and anti-fascist Parties permitted to participate. When these conditions had been satisfied, the United Kingdom and United States Governments would then re-establish diplomatic relations with Roumania.

Notwithstanding this agreement, Mr. Truman made it quite clear that he reserved the right to withdraw even conditional recognition if the Roumanian Government fell short of the democratic processes specified at Yalta, and the United States and the United Kingdom were extremely sceptical of the possibility of holding free elections, in view of the political situation in Roumania. However, two representatives from the opposition parties were included in the Groza Government, which guaranteed free elections and gave assurances in regard to the four freedoms. Therefore, on February 5th, the United States and the United Kingdom announced that they

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were prepared to recognize the Roumanian Government on the understanding that free elections would be held at the end of April, or at latest by May. Mr. Groza accepted this understanding "with the deepest satisfaction", and full recognition was accorded.

Although a draft electoral law was published in May, no further progress was made in the spring toward the holding of elections. The United Kingdom and United States Governments protested formally in notes delivered during the last week of May against the failure of the Roumanian Government to keep its word in this regard and against the suppression of free speech, of free association and of the press, and the non-consultation of opposition Members of the Cabinet even in connection with the business of their own departments. In the first week of June the Roumanian Government replied, dismissing these charges and asserting that elections would be held as soon as possible. Informed by the United Kingdom Government that this reply was unsatisfactory, the Roumanian Government responded on June 18th that observations concerning non-fulfilment of the Moscow decisions ought to be made jointly by the Three Powers. So far the U.S.S.R. had not offered any criticism. It was expected that elections would be held not later than September. A note from the Soviet Government about the same time defended the Roumanian Government against the charges made in the United Kingdom note of May 27th, some of which were said to have been based on "biased information".

(ii) <u>Membership in the United Nations Organization and Specialized Agencies</u>

Article 4 of the United Nations Charter states that "membership in the United Nations is open to all other peace-loving states who accept the obligations contained in the present Charter, and, in the judgment of the Organization, are able and willing to carry out these obligations". Paragraph 2 of the Article stipulates that admission to membership will be effected by a decision of the General Assembly upon the recommendation of the Security Council. It may be assumed, then, that ex-enemy states can ultimately be admitted to membership and that the Big Three on the Security Council will be mainly instrumental in recommending such admissions.

At Potsdam it was agreed that the establishment of a recognized democratic government was an essential to the conclusion of a peace treaty with Roumania, and that the conclusion of a peace treaty was a prerequisite to membership in the United Nations. The fulfilment of these requirements would then enable the three powers to support an application for membership.

Originally the United Kingdom saw no particular reason to encourage the admission of Roumania to the United Nations or to any other international organization except where participation would be to the advantage of the United Kingdom. On the other hand, it conceded that admission to the comity of nations need not be opposed if urged by the Soviet Government or by the United States. It was realized that the U.S.S.R. with its predominant influence in the Balkans considered Roumania's entry into the United Nations a matter of considerable importance, while the United States, as a strong defender of democratic principles, favoured such

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a move only after the conclusion of a peace treaty. In a draft for the peace treaty with Roumania submitted at the Council of Foreign Ministers, the United Kingdom proposed that Roumania should accept the arrangements made by the United Nations for the liquidation of the League of Nations and the Permanent Court of International Justice, should recognize the authority of all United Nations organizations already established or in contemplation, and should accept such obligations in connection with such organizations and any conventions concluded under their auspices as might be specified. These conditions, which seemed satisfactory to the other two powers, would pave the way for Roumania's entry into the United Nations Organization.

(iii) International Danube Commission

The traditional policy of the greatest European powers of not allowing a single nation to dominate the mouths of the Danube led to the device of the neutralization of the river mouths under international supervision. The fact that virtually all the outlets of the Danube to the Black Sea are in Roumanian territory makes Roumanian interest in international control greater than that of any other small power. Both the United Kingdom and the United States realize the importance of the control of the Danube in furthering peace in Europe, and favour a clause in the peace treaty stipulating that Roumania should accept any arrangements made by the Allied powers concerned for the international regime of the Danube. After the last war the Soviet Union was excluded from participation in the Danube Commission. The Soviet possession of the northern shore of the river mouths, through annexation of Bessarabia, makes its participation a matter of importance to the U.S.S.R. Although its own economic interests and those of Roumania would presumably encourage a scheme of internationalization, each country for nationalist reasons would prefer that other countries or international organizations have as little power as possible in that region. If its attitude after the acquisition of Bessarabia can serve as a precedent, the Soviet Union may even desire to control the Maritime Danube, either exclusively or with the sole assistance of Roumania, in order to ensure that it does not become a potential base of military operations for an enemy state. Accordingly, the Soviet Union argues that the problem is of such magnitude as to require consideration separately from the peace treaty with Roumania. For the course followed in negotiations on the subject, see under "Hungary".

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ROUMANIA

2. FRONTIER PROVISIONS

(i) Transylvania

(a) Definition and Area

The territory in dispute between Hungary and Roumania consists of Transylvania proper, or "historic" Transylvania, and certain adjuncts west of it, i.e., the Valley of the Maramures, in the north, the strip of plain known as the "Crisana", and finally, the Roumanian Banat. In the following paragraphs the term "Transylvania" will normally be used for the whole area. Where disputed areas, other than Transylvania proper, are referred to collectively, the old term "the Partium" will be employed.

Transylvania proper has an area of 57,819 square km. lying within the eastern curve of the Carpathians which separate it from Old Roumania; in the west a lower and more broken mountain chain separates it from historic Hungary. The Maramures lie to the north of Transylvania proper -- a system of narrow forested valleys running down towards the Hungarian plains. The Crisana and the western Banat lie west of the mountains and form the eastern end of the great central Hungarian plain. The area of the Partium totals 45,234 sq. km. (the Maramures, 7,623 sq. km.; the Crisana, 18,896 sq. km. and the Roumanian Banat, 18,716 sq. km.).

(b) Nature of the Frontier Problem

The Transylvanian dispute is notable both for the magnitude of the problem and for the passion with which Roumania and Hungary have pressed their respective cases. The opposing claims are irreconcilable, so that satisfaction of the strong historic and sentimental feelings of either party must involve sacrificing the corresponding feelings of the other.

Although both the Roumanians and the Hungarians claim historic priority in these regions and attach great importance to it, neither case can be proved or disproved by the available data. Up until 1916 the history of Transylvania had assumed the familiar pattern of Balkan areas under Austria-Hungary; with the main ethnic groups, the Magyars and the Roumanians, both fiercely determined to assert their identity as organized communities. In 1910 the Roumanian population of this whole area was 2,821,733, while there were 1,658,736 Magyars.

In 1916 Roumania agreed to enter the war on the Allied side in return for promises of territory which included a frontier far out in the Hungarian plain. By the Treaty of Trianon of 1920 Roumania received the whole of historic Transylvania and the belt to the west of it, which included practically every Roumanian-inhabited locality. In this whole area the Roumanians were clearly in the majority, but because of the general acceptance of Roumanian claims, some 1,800,000 Magyars became subjects of Roumania while only 25,000 Roumanians were left in Hungary.

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MAP "A"

LEGEND

- Rumanian boundary as of 1939
- Ceded to Hungary, Aug. 1940
- Ceded to Russia, June, 1940
- Ceded to Bulgaria, Sept. 1940
- From Hungary to Rumania by Treaty of Trianon
- Transylvanian territory recovered by Hungary, by 2nd. Vienna Award
- Yugoslavian Banat
- Railroad

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In the next twenty years a one-sided Roumanian rule, exercised to the detriment of the Magyars, replaced the former one-sided Magyar rule. In August, 1940, by the Second Vienna Award, under Axis auspices, Transylvania was again partitioned to the benefit of Hungary. Hungary secured the return of the Szekel districts, about 1,000,000 Magyars and as many Roumanians. Roumania still governed about 500,000 Magyars. Territorially, Roumania retained about three-fifths of the whole disputed area, two-fifths going to Hungary.

Under Article 19 of the Armistice with Hungary of January 20th, 1945, the Second Vienna Award was declared null and void. At the Paris meeting of the Council of Foreign Ministers in May it was agreed to include a similar article in the peace treaty with Roumania. The frontier of January 1, 1938, was to be restored, thereby placing the whole of Transylvania under Roumanian sovereignty. Hungarian leaders protested this decision and in June asked for the restoration of frontier regions inhabited by Hungarians and a guarantee of autonomy for Magyars left under Rumanian sovereignty. The likelihood that Roumanian nationality and full civic rights would be denied to Magyars living in Transylvania led the United Kingdom Government to think of suggesting a clause requiring the Roumanian Government to grant or confirm Roumanian nationality and full civic rights to inhabitants of the area who might still be there after the treaty came into force. This proposal was not offered formally during the June meetings at Paris although the State Department had given it a guarded approval. United Kingdom authorities urged Hungarian leaders instead to negotiate a direct settlement with Roumania and promised to support any agreement they might succeed in reaching. The same advice was given Hungarian visitors in Moscow. The draft treaty with Roumania, meanwhile, includes an article binding the Government to secure for all inhabitants the enjoyment of human rights and fundamental freedoms.

(ii) Bessarabia and Northern Bukovina

(a) Bessarabia

Bessarabia is a district lying between the Prut and Dniester Rivers, extending north to the old boundary of Poland at about latitude 48.3° North. Its southern boundary includes the northern delta of the Danube where that river flows into the Black Sea.

Bessarabia is an impoverished district, predominantly agricultural. The area is approximately 44,000 sq. km. and the population in 1930 was 2,850,506. Of these about 56% were Moldavian (Roumanians), 23% were Ukrainians and the rest minority groups.

After several centuries as part of the Principality of Moldavia under Turkish rule, Bessarabia was ceded to Russia by the Russo-Turkish Treaty of 1812. By the Treaty of Paris of 1856, the south-eastern districts of Bessarabia were returned to Moldavia and thus came to form a part of the then Principality of Roumania. In 1878 the Congress of Berlin handed these areas back to Russia over the

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protest of Roumania which was forced to accept Northern Dobruja in compensation.

During the confusion following the Russian revolution, on March 27th, 1918, Bessarabia voted for union with Roumania. Moscow continued to regard Bessarabia as Russian territory.

At the end of April, 1940, Bucharest had concluded a military agreement with Germany. By the end of June the Germans were complete masters of Roumania and all internal power had been transferred to the pro-Nazi Iron Guard. Moscow apparently decided that prompt action in the Bessarabian problem must be taken if war with Germany was to be avoided (or postponed). On June 24th M. Molotov therefore informed the German Government that the U.S.S.R. had decided on the immediate annexation not only of Bessarabia but also of Northern Bukovina. The Roumanians again had to accede. On June 28th Soviet troops crossed the border and within two days the occupation of these two areas was a fait accompli.

The deportation of part of the native Moldavian population to Roumania immediately began. The Moldavian districts were incorporated into the Moldavian Soviet Socialist Republic, while the chiefly Ukrainian areas, plus Northern Bukovina, were included in the Ukrainian Republic.

(b) Northern Bukovina

Bukovina is a district situated northwest of Bessarabia, which it adjoins. It is inhabited principally by Roumanians and by minorities of Germans and Poles. The capital amd most important town is Czernowitz (Cernauti). On the collapse of the Austro-Hungarian Empire the province was handed over to the Ruthenes on October 23, 1918. Four days later representatives of the Roumanians met at Cernauti and proclaimed a Constituent Assembly which voted the union of the province with Roumania.

Soviet troops crossed the frontier and occupied Northern Bukovina which was speedily incorporated into the Ukraine S.S.R. Northern Bukovina, a territory of 2,300 sq. miles, with a population of about 500,000, had never belonged to the old Russian Empire. The value of the district is almost entirely strategic.

The United Kingdom and the United States agree that the cession of Bessarabia and Northern Bukovina to the U.S.S.R. should be confirmed by the Peace Conference.

(iii) Dobruja

Dobruja is a region bounded north and west by the Danube and east by the Black Sea. Its most important centre is Constanta in Northern Dobruja, which is Roumania's chief port. The population is very mixed, but consists mainly of Roumanians, Bulgarians and Tartars.

The stretch of boundary between Bulgaria and Roumania formed by the Danube has been a traditional and historic frontier which has never seriously been questioned

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by either party. The frontier in the Dobruja, however, has been considerably disputed and altered several times. Northern Dobruja was given to Roumania by the Berlin Congress of 1878, while Southern Dobruja became part of Bulgaria. After the Second Balkan War, in which Bulgaria was defeated, Roumania also acquired the southern part of Dobruja. In September, 1940, shortly after the cession to the U.S.S.R. of Bessarabia and Northern Bukovina, Roumania agreed to cede Southern Dobruja to Bulgaria, thereby restoring with small modifications the line which existed from 1878 to 1913. A subsequent exchange of minorities appears to have given some finality to this arrangement which accords with economic, strategic, and ethnic considerations.

All three of the powers signing the Armistice agree that the cession of Southern Dobruja to Bulgaria should be confirmed by the Peace Conference.

(iv) Yugoslav-Roumanian Frontier

The Banat was Hungarian in the Middle Ages, then under Turkish rule for about 170 years, then Hungarian again until 1920. By the 19th century it had become a mosaic of many nationalities -- Roumanians, Serbs, Magyars and Germans.

At the Peace Conference of 1919 Roumanian and Yugoslav claims in the Banat conflicted. Under the secret Treaty of Bucharest of 1916 Roumania had extracted from the Allies, as part of its price for entering the war, the promise of the whole Banat, on the argument that in the area as a whole Roumanians formed the largest single nationality. In 1919, however, the Treaty of Bucharest was pronounced invalid and the whole question of the Banat was threshed out anew. The Peace Conference decided without much hesitation against Roumania's claim for the whole Banat and, while leaving a small portion in the north-east corner with Hungary, divided the rest on a roughly ethnic basis between Yugoslavia and Roumania -- Roumania receiving the mountains and a part of the plain, including Timisoara. The frontier also met Yugoslavia's strategic arguments in that it was drawn at a considerable distance from Belgrade. Small modifications of the frontier were made by Yugoslav-Roumanian agreements in 1923-1924.

Following the partition, the two halves of the Banat went their separate ways. During this period the Yugoslavian Banat, although retaining a fairly strong local feeling, was to a considerable extent integrated into the rest of Yugoslavia, the Serb element being strengthened by the influx of officials and colonists, and the Magyar element being correspondingly weakened.

There appears to be little need for revision of the 1919-1924 frontier between Yugoslavia and Roumania at the Peace Conference. The present frontier seems to have satisfied the main ethnic requirements of both states, and the three major powers do not recommend any change.

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3. ROUMANIA : ECONOMIC PROVISIONS

(i) Introductory

The proportion of the population in Roumania which is engaged in agriculture is almost as high as in Hungary and Bulgaria; but the country's position in international trade and finance is much more important and complex because of its large petroleum deposits. Not only is approximately 70% of Roumania's petroleum production exported, but the capital invested in the industry is chiefly foreign; before the war over 80% of the petroleum production in Roumania was accounted for by companies controlled abroad, chiefly in the United States, Belgium, France, the United Kingdom and the Netherlands. What happens to the Roumanian oil wells is, therefore of wide international concern, and it may be expected that this question will be a powerful, if unacknowledged, influence on the discussions during the peace conference of the economic provisions of the Roumanian treaty.

The production of petroleum has been very largely expanded between the two wars, and by 1939 Roumania was the second largest producer in Europe after the Soviet Union, and the seventh largest producer in the world. Between 1935 and 1941 its proportion of the total world production varied from 1.5% to 4%. Under Article 11 of the Armistice with Roumania, signed in Moscow on the 12th September, 1944, Roumania has already delivered large quantities of petroleum to the Soviet Union as reparations; but the fact that most of the companies producing petroleum in Roumania are foreign controlled, if not entirely foreign owned, has made it difficult to carry out this part of the Armistice Agreement without international friction. In June 1945, the United Kingdom Government protested to the Roumanian Government that the prices fixed by the Government for oil shipped as reparations to the Soviet Union were insufficient to cover the cost of production, so that in many cases United Kingdom shareholders were paying a considerable part of the cost of Roumanian reparations. The United Kingdom and United States Governments have also lodged protest with the Soviet Government over the fact that the Red Army has requisitioned equipment from British and American owned oil companies as booty. As a result of these protests the Soviet Government agreed at Potsdam to the establishment of two bilateral committees of experts, one to be composed of United Kingdom and Soviet experts, and the other to be composed of United States and Soviet experts. The two committees were charged with the responsibility of investigating the facts as a basis for the settlement of questions arising from the removal of oil equipment from Roumania. No information has been received as to what progress, if any, has been made by these committees.

The long term prospects of foreign oil companies have been seriously overclouded by the Agreement for Economic Collaboration between the Soviet Union and Roumania which was signed in Moscow on the 8th May, 1945. It is believed that the Agreement was ratified by the Roumanian Government some two months later. Under the provisions of this Agreement a joint Soviet-Roumanian company has been formed for

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the production and distribution of oil products; and the joint company is to have preferential treatment in the allocation of all new oil concessions. It is not yet known how far the Agreement will affect existing concessions, but foreign interests are not unnaturally apprehensive.

The Agreement also contains the following provisions:

(a) The bulk of agricultural production not required in Roumania is to be reserved for Soviet use;

(b) The control of the mouths of the Danube is to be entirely in the hands of the Soviet and Roumanian Governments;

(c) All airlines other than those operated by the Soviet and Roumanian Governments are to be excluded from Roumania.

The United Kingdom and the United States Ambassadors in Moscow have both presented vigorous notes to the Soviet Government protesting against the conclusion of the Agreement and pointing out the impropriety of concluding a long term agreement with a provisional government with which a peace treaty has not yet been signed. No satisfaction has yet been received from the Soviet Government in reply to these protests.

After petroleum, which in an average pre-war year accounted for more than 50% of Roumania's total exports, the next most important commodity in Roumania's foreign trade is wheat. Ordinarily there is an export surplus which provides approximately 30% of the total exports. The inevitable dislocations of defeat and the necessity of furnishing supplies for the formations of the Red Army still in Roumania have reduced stocks disastrously. By September 1945, the situation had become so serious that Mr. Groza, the Roumanian Prime Minister, was summoned to Moscow and granted concessions which substantially reduced the amounts demanded by the Soviet Union for its troops in Roumania and also postponed reparations deliveries to the Soviet Union itself until the next harvest in Roumania had been gathered. Mr. Groza, who is a Communist puppet, had been invited by King Michael only a few weeks previously to resign in order to make way for a more broadly based Govwrnment which could be recognized by the United Kingdom and the United States. The concessions granted to him by the Soviet Union were very helpful in consolidating his position and may be considered as an instructive example of the important part which wheat is now playing in European political manoeuvres.

(ii) Commercial and Financial Clauses

The Soviet draft submitted to the Deputies of the Council of Foreign Ministers contains no reference to any commercial or financial matters other than reparations. It is reasonable to assume that the Soviet Union intends to monopolize as much as possible of Roumania's trade by means of bilateral arrangements, and to oppose the inclusion of any clauses in the peace treaty which would protect the trading interests of other United Nations. The United Kingdom and the United States, on the other hand, are still endeavouring to establish the open door in Roumania as in the

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other former enemy countries. The United Kingdom has proposed that Roumania should be obliged by the peace treaty unilaterally to extend for a period of five years to all the United Nations most favoured nation treatment so far as duties are concerned. The United States has proposed a more general clause to guarantee to Allied nationals access on equal terms to the trade, raw materials and industry of Roumania. This proposal was accepted in principle in Article 20 of the Potsdam Protocol.

(iii) Reparations

In the Soviet draft it is suggested that the reparations settlement embodied in Article 11 of the Armistice signed with Roumania on the 12th September, 1945, should be taken as a basis for the reparations clauses in the peace treaty. According to that settlement Roumania undertook to pay the Soviet Union $300,000,000 over a period of six years from the date of the signing of the Armistice. All payment was to be in goods. No objection has been raised by the United Kingdom or the United States to this Soviet proposal.

In order, however, to safeguard the interests of Allied nationals who have legitimate claims against Roumania, the United States Government has proposed:

(a) That satisfaction of reparations claims against Roumania on the part of nations other than the Soviet Union should be made primarily from Roumania's assets abroad,

(b) That Roumania should authorize the United Nations to take over and apply to their reparations assets of the Roumanian Government (excluding diplomatic and consular premises) and of Roumanian nationals within their respective jurisdictions,

(c) That Roumania should transfer to the United Nations, other than the Soviet Union, Roumanian Government and private property in neutral countries,

(d) That the Roumanian Government should indemnify Roumanian nationals whose property is thus requisitioned.

The United Kingdom Government, in general, supports these proposals, except that it is reluctant to agree that Roumania should be required to transfer Roumania's assets in neutral countries to the United Nations by way of reparations.

(iv) Canadian Interest

(a) General

Canada's general interest in the creation of a multilateral system of world trade would seem to indicate the desirability of any provisions in the peace treaty designed to establish the open door in Roumania and to prevent the Soviet Union from monopolizing the trade of the country. On the other hand, Canada's immediate interest in this question is slight since in the past its

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trade with Roumania has been negligible. For example, in 1938 imports from Roumania amounted to $87,000, while the value of Canadian exports was $59,000.

It may also be doubted whether any commercial clauses, however comprehensive and rigid, would be effective in practice in view of the obvious intention of the Soviet Union to treat Roumania as a client state, economically.

(b) Private Claims

At present the private claims which have been registered by Canadian nationals with the Canadian Custodian amount of $509,000. In addition, claims have been registered by refugees now resident in Canada to the value of $301,000. It should be remembered, however, on the one hand, that the Custodian has not advertised for claims and, on the other, that some of the claims which have already been registered may not be warranted. The total of Roumania's assets held by the Custodian is $521,000.

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4. ROUMANIA : MILITARY PROVISIONS

(i) Introduction

Before her entry in the Second World War as an ally of the Axis powers, Roumania had been forced to accept transfers of territory in 1940 to Bulgaria, Hungary and the U.S.S.R. By joining the Axis and playing an active part on the Soviet front (as late as April, 1944, thirteen Roumanian divisions were on Russian soil), Roumania gambled on a German victory and the restoration at least of those provinces taken from her by the Soviet Union. By the Spring of 1943 Roumania was reported by a Swiss observer as "heartily sick of war", and peace feelers began that summer. The United Kingdom, which was their recipient, insisted that such overtures were the most immediate concern of the Soviet Union and, on informing that country of these overtures, received the comment from Moscow that the U.S.S.R. attached no importance to them and would accept nothing less than unconditional surrender. Continued efforts to deal with the United Kingdom or the United States separately from the U.S.S.R. proved unsuccessful, and the Roumanian Government was eventually forced to send envoys to Moscow where an Armistice was signed on September 13th, 1944. By that Armistice Roumania was required to assist the Soviet Forces in fighting the Germans and Hungarians, and had fourteen divisions in action against those countries by the end of the year. The Soviet Government was asking for ten more divisions in January, 1945. In spite of this contribution to the Allied strength, Roumanian efforts to secure recognition as a co-belligerent in the same fashion as Italy proved unsuccessful. Because of her part in the war on the Eastern Front, Roumanian Forces remained at a high level. The total strength of the Roumanian Armed Forces today is approximately 275,000. The Army numbers between 200,000 and 215,000 men in seventeen divisions, while the frontier guards and the gendarmerie number 12,000 each. Naval strength is placed at 3,500 to 4,400 to man 2 destroyers, 2 gunboats, 1 submarine, 2 torpedo boats, 6 patrol launches, 2 A/S launches and 3 miscellaneous craft. In 1940 Roumania possessed 436 aircraft, and the present strength of her Air Force is approximately 25,000 men.

(ii) The Future Role of Roumanian Armed Forces

At the Meeting of the Council of Foreign Ministers in September, 1945, it was agreed that the strength of the Roumanian Armed Forces following the peace treaty should be based upon the following principles:-

a. Maintenance of order in Roumanian territory;
b. Local frontier defence;
c. Such military contingents, if any, in addition to the foregoing, as may be required by the Security Council.

The opinion in some United Kingdom circles is that Roumania should possess sufficient troops to maintain order within her own frontiers and to defend her local frontiers against aggression, in order that no excuse might be given for the entry of Soviet troops into Roumania for these purposes. These authorities would also prefer that the

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Roumanian Forces should not be large enough to form a military potential for the U.S.S.R. Consequently the United Kingdom experts would have Roumanian armed strength in direct relationship to that of such neighbours as Greece and Yugoslavia. The armed strength of Greece has been taken as the base for comparison, and the United Kingdom estimates of the force which Greece could afford tomaintain place the number at 80,000 men, including the gendarmerie. It is most likely that such a limitation of Roumanian strength will be opposed by the U.S.S.R. In July 1945 the Roumanian Minister of War claimed that Marshal Stalin had promised him that the post-war strength of the Roumanian Army would be placed at sixteen divisions and one mechanized brigade. At the Council of Foreign Ministers Meeting two months later, Mr. Molotov objected to restrictions on Roumania's forces and armaments, and argued that Roumania was, like Finland, "incapable of maintaining Armed Forces capable of threatening Allied nations". For that reason, in his opinion, "there is no need to impose a restriction on her armed forces which would merely hurt Roumanian amour propre".

The suggestion that Roumanian Forces might also be related to Security Council needs is in accordance with the expectation that Roumania within a reasonable time will become a member of the United Nations and will then be called upon "to make available to the Security Council on its call and in accordance with the special agreement or agreements, Armed Forces, assistance and facilities, including rights of passage necessary for the purpose of maintaining international peace and security". It is probable that no estimate will be made of Roumanian requirements for this purpose at the present time, but will be deferred until her actual entrance into the United Nations Organization.

(iii) Principles likely to be followed in the Drafting of the Military Provisions of the Peace Treaty

Based upon a United Kingdom Draft Treaty, dated 31 May, 1946, it may be assumed that proposals on the following lines will be presented for examination at the Peace Conference:-

Naval, Military And Air Clauses

Article 12.

The maintenance of land, sea and air armaments and fortifications will be closely restricted to the necessities of:

a) meeting tasks of an internal character;

b) local defence of frontiers.

Article 13.

In accordance with the foregoing, Roumania is authorised to have armed forces consisting of not more than:

(i) A land army, including frontier troops, with a total strength of 120,000 personnel.

(ii) Anti-aircraft artillery with a strength of 5,000 personnel.

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(iii) A navy with a personnel strength of 5,000 and a total tonnage of 15,000 tons standard displacement for war vessels.

(iv) An airforce, including any naval air arm, of 150 aircraft, including reserves, of which not more than 100 may be combat types of aircraft, with a total personnel strength of 8,000.

Aircraft designed primarily as bombers with internal bomb-carrying facilities shall be prohibited.

These strengths will in each case include combat, service and overhead personnel.

Article 14.

The Roumanian army, air force and navy in excess of the above strength will be disbanded within six months from the entry into force of the present treaty.

Article 15.

Personnel not included in the Roumanian army, air force and navy respectively, will not receive any form of military training, military air training or naval training.

Article 16.

Roumania shall not possess, construct or experiment with

(i) any self-propelled or guided missiles or apparatus connected with their discharge

(ii) sea mines of non-contact types actuated by influence mechanisms

(iii) torpedoes capable of being manned

(iv) submarines or other submersible craft or specialisted types of assault craft.

Article 17.

(1) Roumania shall not retain, produce, otherwise acquire, or maintain facilities for the manufacture of, war material in excess of that required for the maintenance of the armed forces permitted under Article 13.

(2) Excess war materials of Allied origin will be surrendered and placed at the disposal of the Allied Power concerned according to the instructions given by that Allied Power and excess Roumanian war material will be placed at the disposal of the U.S.S.R., U.S.A., and U.K. jointly, and Roumania will renounce all rights to the same.

(3) War material of German origin or design in excess of that required for the armed forces permitted under the Treaty will be placed at the disposal of the U.S.S.R., U.S.A., and U.K. jointly. Roumania will not acquire or manufacture any war material of German origin or design, or employ or train any technicians, including military and civil aviation personnel, who are or have been nationals of Germany.

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(4) Roumania shall comply with the provisions regarding the disposal of excess war material within one year of the entry into force of this Treaty.

Article 18.

Roumania undertakes to co-operate fully with the United Nations in order to ensure that Germany may not be able to take any action outside German territory in the direction of rearmament.

Article 19.

Each of the military, naval and air clauses of the present treaty will remain in force until modified in whole or in part by agreement between the Allied and Associated Powers and Roumania or after Roumania becomes a member of the United Nations, by agreement between the Security Council and Roumania.

Article 20.

(1) An allied Inspectorate composed of representatives of the U.K., U.S.A., and U.S.S.R. will be established to verify the execution of the naval, military and air clauses contained in the present Treaty.

(2) The Roumanian Authorities will provide the Commission with all necessary information and facilities required for the execution of its mission including access to establishments and to any necessary documents, freedom of movement throughout Roumania, the grant of diplomatic immunity and provision of suitable accommodation and of such Roumanian currency as may be required.

(3) The Allied Inspectorate will represent the Associated Powers in dealing with the Roumanian Government in all matters concerning the execution of the military, naval and air clauses and will be the sole authority to which the Roumanian Government will refer questions regarding the interpretation and fulfilment of those clauses.

(4) The Allied Inspectorate will render to the Roumanian Government such guidance, technical advice and clarification on the military, naval and air clauses as may be necessary to permit rapid and efficient compliance with the spirit and terms of the Treaty.

Annex to PartIII.

Definitions

For the purpose of Part III of the present Treaty the terms "war material", "military training" and "military air training" and "naval training" shall be defined as follows:-

(1) The term "war materials" shall include all arms, ammunition and implements specially designed or adapted for use in war as listed in Annex I to this Treaty. The Associated Powers reserve the right to amend the list from time to time by modification or addition in the light of subsequent scientific developments.

(2) The term "military training" is defined as: the study and practice in the use of war material specially

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designed or adapted for army purposes, and training devices relative thereto; the study and carrying out of all drill or movements which teach or practice evolutions performed by fighting forces in battle; and the organised study of tactics, strategy and staff work.

(3) "military air training" is defined as: the study and practice in the use of war material specially designed or adapted for air force purposes, and training devices relative thereto; the study and practice of all specialised evolutions, including formation flying, performed by aircraft in the accomplishment of an air force mission; and the organised study of air tactics, strategy and staff work.

(4) The term "naval training" denotes the study, administration or practice in the use of warships or naval establishments as well as the study or employment of all apparatus and training devices relative thereto, which are used in the prosecution of naval warfare except for those which are also normally used for civilian purposes; also the training, practice or organized study of naval tactics, strategy and staff work including the execution of all operations and manoeuvres not required in the peaceful employment of ships.

(iv) Grant of Allied Bases

Until the conclusion of hostilities with Germany the U.S.S.R. regarded Roumania as a strategic area behind its front with Germany. No information is available as to what bases might be required in the period following the peace treaty, although the Soviet Union in October 1943 expressed the desire for bases on Roumanian soil. Presumably when the period of Allied control terminates, provision should be made for the grant by Roumania to the Security Council of such bases as that organization may think necessary.

(v) War Graves

Allied Governments may ask for the adoption of the clauses resembling those of the Treaty of Lausanne dealing with war graves as a section of the peace treaty. Alternatively, Roumania will probably be asked to reaffirm existing agreements with any desired additions to cover the present war.

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CHAPTER IV

PEACE SETTLEMENT WITH HUNGARY

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CHAPTER IV

PEACE SETTLEMENT WITH HUNGARY

1. Political Questions

(i) Recognition of the Hungarian Government

The Provisional Government of Hungary, which declared war on Germany in December 1944 and signed the armistice with the Allies on January 20th, 1945, was based on a coalition known as the Hungarian National Independence Front. The nucleus of this coalition had been formed during the Kallay administration of 1942 - 1944 when the Small holders Party, the Social Democrats and National Peasant Party effected an alliance in the hope of establishing, after Germany should be defeated, a democratic government friendly to western powers. The fact that liberation came from the east made it inevitable that they should be joined in due course by the Communist Party, formerly banned in Hungary, which revived under the leadership of Hungarian Communists newly returned from a twenty-five year exile in the U.S.S.R. These, together with representatives of Hungarian Trade Unions and a new political group known as the Bourgeois Democrats (made up chiefly of pre-war liberals), formed the National Independence Front.

Owing to the almost complete breakdown of communications, the hold of the Provisional Government on the country was attenuated. A more effective authority was wielded by locally elected inter-party "national committees" in each community. While hostilities with Germany continued, however, and for some time thereafter, the requirements of Soviet military authorities took precedence over all else. Communists in national and local administrations enjoyed a disproportionate authority. A political police functioned actively. It was not clear whether or not the Soviet Union intended that the Communist Party should eventually take charge of the Budapest Government.

In these circumstances the United States and United Kingdom Governments were reluctant to grant recognition to Hungary. At Yalta it had been agreed that the Three Powers should concert their policies in assisting peoples of the former Axis satellite states to solve their pressing political and economic problems by democratic means. They would give joint aid to form broadly representative interim governments pledged to hold free elections as soon as possible, and where necessary would facilitate the holding of such elections. In the case of Hungary, however, United States and United Kingdom representatives were unable to give effective aid toward the establishment of a democratic government because the statutes of the Allied Control Commission during the period of hostilities with Germany assigned a subordinate role to them. They were merely informed of directives to be issued in the name of the Commission. Their agreement to such directives was not required and they were not expected to initiate policies.

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At the Potsdam Conference in July 1945 President Truman raised the question of effective implementation of the Yalta agreement in regard to satellite states, including supervision of elections. M. Molotov maintained that a more liberal policy just announced for the Allied Control Commissions in Bulgaria, Roumania and Hungary would enable western representatives to keep themselves fully informed of what was going on. Meetings of the Commissions were to be more frequent, consultations would be on a broader basis, and American and British representatives would enjoy greater freedom of movement. In the case of Hungary, although not in Bulgaria and Roumania, the agreement of western representatives would now be required before directives could be issued to the National Government in the name of the Allied Control Commission.

Marshal Stalin proposed at Potsdam that in view of the aid given by satellite states toward winning the war, their fidelity to the armistice agreements, and the existence in each of a government trusted by the people and able to preserve public order, diplomatic relations should be established with each. President Truman and Mr. Churchill refused, however, on the ground that not even in Hungary was the existing government democratic, much less so in Roumania or Bulgaria. They went no further than to agree that the Three Powers should examine, each separately, in the near future and in the light of conditions then prevailing, the establishment of such relations as were possible prior to the formal termination of a state of war. Peace treaties would be concluded after recognition had been accorded. The United Kingdom Government interpreted the term "recognition" to mean acceptance of governments of satellite states as democratic, while such recognition in turn would depend on genuine freedom of elections in each case.

To counteract Soviet pressure for early elections in Hungary on a basis favourable to the Communist Party, the United States Government offered on September 22nd, 1945, to re-establish full diplomatic relations, provided the Hungarian Government would guarantee rights of free assembly and free expression of political opinion for all democratic parties, and would give assurances that the elections also would be free. The Hungarian Government did so, and on September 30th received United States recognition. In mid-October an exchange of diplomatic Missions was arranged.

The Soviet Union announced unconditionally on September 25th that it would exchange diplomatic representatives with Hungary, in consideration of the fidelity with which the latter had observed the armistice terms.

Although there was considerable satisfaction

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in the United Kingdom over the measures taken by the Provisional Hungarian Government to break the monopolistic power of the small class of magnates and landowners which had controlled Hungarian life for centuries, the Foreign Office was reluctant to follow the example of the State Department in the matter of recognition so long as the Hungarian political police continued to be active and so long as the Communist Party played a dominant role in shaping government policy.

Soviet authorities in Hungary demanded on October 16th that Hungarian parties should draw up a single slate for the national elections. The Hungarian Government, after having appeared to yield, contrived to hold free elections on November 4th on the basis of separate Party slates and without predetermining the ratio of Party representation in the Cabinet, although all Parties were pledged to continue to collaborate in dealing with Hungary's immediate problems. The Communists suffered a notable defeat, the Smallholders Party receiving 57% of the popular vote. After three-party representation in the Ministry of the Interior was arranged so as to prevent complete domination of the police by the Communists, the United Kingdom Government on November 17th accorded Hungary the recognition which had been withheld up to this point.

Canada, which has been at war with Hungary since December 7th, 1941, has taken no steps to renew political, economic or cultural relations with that country or to recognize the new Hungarian Government.

(ii) Membership in the United Nations and Specialized Agencies

At Potsdam it was agreed that the conclusion of peace treaties with recognized democratic governments in the satellite states would enable the Three Powers to support applications from the latter for membership in the United Nations. This would imply, under Article 4 of the Charter, (a) acceptance by the satellite states of obligations set forth in the Charter, and (b) confidence on the part of other Members of the United Nations that the applicants were both willing and able to carry out such obligations, as well as (c) an admission of the claim of the applicants to be peace-loving states.

M. Molotov subsequently brought to the London meeting of the Council of Foreign Ministers in September, 1945, a specific proposal that the Allies should support an application for membership to be put forward on behalf of Hungary in return for suitable guarantees of co-operation. It was the United Kingdom view that the first step was the re-establishment of diplomatic relations with Hungary and that thereafter Hungary should be asked to:

(a) accept arrangements for winding up the work of the League of Nations and World Court;

(b) accept the authority of all United Nations agencies as well as the terms of specified conventions concluded under their auspices;

(c) retain, modify or terminate existing treaties as directed by the Allied powers.

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MAP "C."

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MAP "C."

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The proposals of the United States Government paralleled those of the United Kingdom Government, while laying special stress on guarantees of human rights and limitation of armaments.

(iii) Navigation of the Danube

Hungary, which is a landlocked country dependent for its outside communications on highway and railroad systems of neighbouring countries, except in the case of such traffic as is river-borne, will necessarily take a special interest in the work of the European Central Inland Transport Organization. Established under an agreement of September 27th, 1945, the purpose of this organization is to co-ordinate road, rail and river traffic with a view to ensuring the best possible distribution of military and civilian supplies, repatriation of displaced persons and restoration of normal conditions of economic life. Under Article 6 of the agreement the organization is to exercise its functions in any territory in Continental Europe as soon as the member government concerned becomes the effective authority for transport in that territory. Where occupying authorities appointed by United Nations are functioning, the organization will deal with these authorities. Thus, either as a country under occupation by forces of the Soviet Union or later, possibly, as a member of the E.C.I.T.O. on its own account, Hungary will be affected by the decisions taken by that organization. The U.S.S.R. and Hungary's south-western neighbour, Yugoslavia, were signatories both of the main agreement setting up the E.C.I.T.O. and of the protocol on inland waterways, while Hungary's northern neighbour, Czechoslovakia, signed the main agreement without the protocol. Whether or not Hungary is to be invited to adhere to the agreement and thus be accepted as a member of the transport organization is a question which the United Kingdom Government has been inclined to leave to the Soviet Union to decide. As in the case of other international bodies, it will not oppose the suggestion if the latter is forward by the U.S.S.R.

The United Kingdom and United States Governments are in agreement that Hungary should be required in the peace treaty to accept special Allied plans for a permanent International Danube Commission to control navigation of the river and to perform functions filled before the war by three international commissions concerned with Danubian affairs. President Truman at Potsdam and Mr. Byrnes at the meeting of the Council of Foreign Ministers in London took the lead in pressing for adoption of interim plans for control of navigation on certain international waterways, including the Danube. President Truman asked, with United Kingdom support, for recognition of the principle of free navigation irrespective of origin of shipping; Mr. Byrnes proposed the creation of an interim commission for the Danube, with headquarters at Vienna, to be made up of representatives of the Four Powers and of any riparian states whose governments were recognized by them. M. Molotov insisted, however, that for the duration of the regime of occupation Danube river traffic should be controlled by the responsible Commanders-in-Chief, while navigation rights should be allowed only to merchant ships of the Four Powers and of riparian states. Mr. Bevin would not agree to an arrangement which in effect would permit a single power for an indefinite period to dominate the region. Mr. Byrnes also refused and negotiations were accordingly halted. At the Moscow Conference, however, when Mr. Bevin asked for

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HUNGARY : BOUNDARIES

LEGEND

- International boundary (Trianon Treaty 1920-38)
- Hungarian boundary before 1920
- Territory acquired by Hungary since 1938
- From Hungary to Rumania by Trianon
- Yugoslavian Banat
- Yugoslav territory occupied by Hungary in April, 1941
- From Czechoslovakia to Hungary by 1st Vienna award November, 1938
- Sub - Carpathia - occupied by Hungary, March, 1939
- Transylvanian territory recovered by Hungary by 2nd Vienna award, August, 1940

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MAP "B"

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the establishment of an international Danube Commission, Marshal Stalin undertook to look into the matter.

At Paris in May a deadlock developed over the United States suggestion that clauses should be introduced into the Balkan treaties guaranteeing the right of all nations to traffic and trade along the Danube under international control. Mr. Molotov took the view that the establishment of such a regime should be dealt with after the conclusion of all the Balkan Peace Treaties and should provide for the participation of all the riparian states concerned. Not only Allied countries such as Yugoslavia and Czechoslovakia were interested, but also ex-enemy states, since after the conclusion of the treaties they would become fully sovereign states. M. Molotov insisted that the subject should be studied through diplomatic channels and that no decision should be taken at the moment.

In June M. Molotov raised the question again, proposing that a draft resolution of the Council of Foreign Ministers should call on riparian states to maintain free navigation on the Danube, subject to compliance with regulations issued by officers commanding Allied forces stationed on the river. Mr. Bevin offered an alternative resolution, the purpose of which was to prevent officers of Allied troops from issuing instructions contrary to the principle of equality of navigation rights, and to limit their power of intervention to the period during which military communication lines to Austria required protection. No agreement has been reached by the Foreign Ministers on this question.

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2. HUNGARY : FRONTIER PROVISIONS

(i) Transylvania

For a discussion of the Transylvania problem, see under Roumanian Frontiers (Chapter III).

(ii) Hungarian-Czechoslovakian Frontier

(a) Slovakia

The frontier between Hungary and Slovakia, laid down by the Treaty of Trianon in 1920, runs eastward along the Danube from its junction with the Morava to the mouth of the Ipel; thence through hilly country to the upper plain of the Tisza, which it crosses, until reaching the Ruthene-Slovak border.

At the Peace Conference of 1919 the Czechoslovak spokesmen asked for a frontier running along the Danube from the Morava to the Vah River, and thence almost due east to the Tisza; also for a corridor to Yugoslavia. They admitted that such a frontier would include a large number of Magyars in Czechoslovakia, but argued that it was necessary for economic and strategic reasons. The Allies did not admit this full claim, but made substantial concessions in accepting a frontier which left about 1,000,000 Magyars in Slovakia.

The Czechoslovak census in 1930 showed a reduction in the number of Magyars in Slovakia to 570,000. When the Munich crisis arose in 1938, Hungary asked Germany for a revision of the frontier and eventually obtained it through an arbitral award (the First Vienna Award) given by Germany and Italy on the 2nd November, 1938.

The line laid down by the First Vienna Award coincided fairly closely (with a slight bias in favour of Hungary) with the main ethnic line of division between Slovaks and Magyars -- a line which for the most part is clearly demarcated, but which did not take into account Czechoslovakia's urgent strategic and economic requirements to the south. From the economic standpoint the Czechoslovaks emphasized that their mountain and plain regions were interdependent, and as the main ethnic line runs roughly where the mountains meet the plain, it follows that the nearer the frontier approached "ethnic justice", the worse it was economically. Moreover, Slovakia's easiest east-west rail communications run through the plain, but no completely satisfactory east-west communications exist within reasonable distance of the ethnic line. The strategic considerations are somewhat similar.

Czechoslovakia's case for the return of her Slovakian territories from Hungary therefore rests almost entirely on economic and strategic grounds. By Article 2 of the Armistice, Hungary agreed to vacate all Czechoslovak territory and the First Vienna Award was declared invalid. It appears definite that the three major powers are in agreement that the 1937 Slovak-Hungarian frontier must be restored.

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The Hungarian Prime Minister has asked that Czechoslovakia should be required to grant full minority rights to Hungarians remaining north of the border, arguing that the latter ought not to be expelled from Slovakia since there is no land for them in Hungary. The United Kingdom Government, however, is not inclined to ask Czechoslovakia to incur again the risk of a strong irredentist movement along any of its frontiers and has given Hungarian leaders no encouragement. As a member of the United Nations, Czechoslovakia is bound to safeguard the human rights of all inhabitants, regardless of race or language, who may remain after the transfers are completed.

During the May session of the Council of Foreign Ministers in Paris Mr. Byrnes suggested that the common boundary of Czechoslovakia and Hungary should not be fixed until representatives of both governments had had a chance to appear either before the Council of Foreign Ministers or at the Peace Conference.

(b) Sub-Carpathian Ruthenia

Shortly after the First Vienna Award and Hungary's occupation of the southern strip of Czechoslovakia, unrest developed in the district known as Sub-Carpathian Ruthenia and the eastern end of Czechoslovakia. This is a very mountainous district largely inhabited by Ruthenians, with a comparatively small Magyar minority. In 1919 Ruthenia was created an autonomous area and was included in the Czecho-slovak state. For over ten centuries prior to this, Ruthenia had belonged to Hungary. In November 1938, after the Munich Pact, Hungary occupied the southern strip of Ruthenia as well as the southern areas of Slovakia. In March 1939 Hungary occupied the remaining portion of Ruthenia.

(iii) Hungarian-Yugoslav Frontier

By the Treaty of Trianon of 1920 Yugoslavia secured from Hungary certain districts which contained large Magyar minorities. The most important of these areas were the Backa and the small adjacent district of the Baranja. At the same time certain areas in north-west Croatia-Slavonia were given to Yugoslavia which, while not so highly popu-lated with Magyars as were the districts in the Vojvodina, had had long historic connections with Hungary. These two districts were the Medjumurje and the Prekomurje. At the Paris Peace Conference the Yugoslav delegates asked for all territory in which any perceptible Yugoslav population could be found. They demanded a line running westward from just southwest of Arad to the Danube, leaving Szeged with Hungary, ultimately reaching the Drava River and from there to its junction with the Mura.

The Peace Conference came near to accepting the Yugoslav maximum claim. A line was drawn which, while in-cluding many Magyars in Yugoslavia, left very few Yugoslavs in Hungary. It also met some of the strategic considerations urged by Yugoslavia (for example, by putting the border well north of Belgrade).

After 1920 Hungary showed little interest in the Magyar elements remaining in Croatia-Slavonia, but worked to keep the Magyar nationalism in the Vojvodina in being with a

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view to future frontier revision. Even so, she negotiated a rapprochement with Yugoslavia in 1935 and five years later signed a "Treaty of Eternal Friendship".

On the 11th April, 1941, Hungary invaded Yugoslavia (a few days after her Prime Minister, Count Paul Teleki, had committed suicide in order to avoid violating the treaty mentioned above), and re-annexed the Backa, Baranja and the Prekomurje on the pretext that, with the cession of Croatia to the Axis, Yugoslavia no longer existed. Although the puppet state of Croatia was an Axis creation, Hungarian troops in July 1941 suddenly occupied the Medjumurje, which was also re-annexed. From the re-annexed areas Yugoslavian officials and recent settlers were expelled, while there was a corresponding influx of Magyar officials and colonists. This was particularly true in the Backa,which is much the largest of these four areas.

Under Article 2 of the Armistice of January 20th, 1945, Hungary agreed to vacate all Yugoslavian territory occupied during the war, and to repeal any administrative and legal provisions relating to the incorporation into Hungary of Yugoslavian territory. The three powers signing the Armistice appear to be unanimous that the boundary between Hungary and Yugoslavia should remain as it was from 1920 to 1941.

The Magyar element in the Backa, however, may be a future source of disturbance unless some steps are taken to transfer a proportion of them, at least, across the frontier to Hungary.

At Paris in May Mr. Byrnes proposed that the Hungarian frontiers of January 1st, 1938, should be restored. The only decision reached, however, was that concerning restoration of the 1938 boundary between Hungary and Roumania.

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SECRET

3. HUNGARY : ECONOMIC PROVISIONS

(i) Introductory

Hungary is a predominantly agricultural country which has never entered significantly into international trade. Before the Treaty of the Trianon of 1920, its trade was almost exclusively with other parts of the Austro-Hungarian Empire, and consisted of the export of food stuffs and food products and the import of manufactured articles. This trade was disrupted by the dissolution of the Empire. There was no longer a market in Central Europe for Hungary's food stuffs and no way of acquiring the exchange necessary to pay for manufactured goods. A period of great economic dislocation followed the Treaty, but gradually adjustments in industry and agriculture took place. The Government facilitated the development of industry behind high tariff walls, and at the end of the inter-war period, although Hungary had still to import much of the manufactured goods she needed, there had been a notable increase in production in the textile, leather, chemical and heavy industries. However, by 1938, more than 50% of the population still derived their livelihood from agriculture. Agriculture still contributed approximately 60% to the value of total exports, and among Hungary's industries food processing was still the most important.

In order to provide raw materials for the new manufactures, there was an intensive search for new mineral deposits, as well as more energetic development of those deposits already being worked. By 1938 Hungary was producing 25% by bulk of the total European production of bauxite. Oil had been commercially produced only since 1937, but by 1940 production had risen sufficiently to satisfy Hungary's own requirements.

Already before the war Germany had established herself as the chief market and the chief supplier of Hungary; and this relation was drawn much tighter in the course of the war. Germany obtained from Hungary not only large shipments of grain but also valuable quantities of oil and bauxite. It is estimated that in 1943 exports of bauxite to Germany were as much as 700,000 tons, and export of oil as much as 750,000 metric tons.

Germany's special position in Hungary's foreign trade has now been taken by the Soviet Union. Under the reparation settlement embodied in the Armistice, Hungary is at present shipping to the Soviet Union grain, livestock, machine equipment and river transport. In addition, on the 22nd August, 1945, the Hungarian Minister of Commerce signed in Moscow an Agreement for Economic Collaboration between the two countries. This Agreement was finally ratified on the 20th December. The provisions of the Agreement have not been published, nor even communicated to the Allied Governments. It is believed, however, that the agreement not only provides for the exchange of goods between the two countries during the armistice period, but also virtually binds the Hungarian economy to that of the Soviet Union for an indefinite future. This close nexus is to be fashioned apparently by the favourite

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Soviet device of mixed companies on a 50-50 basis both for trade between the two countries and for exploitation of the chief Hungarian industrial resources including oil. The United Kingdom and the United States Ambassadors in Moscow have both presented vigorous notes to the Soviet Government protesting against the conclusion of the Agreement and pointing out the impropriety of concluding a long term agreement with a provisional government with which a peace treaty has not yet been signed. No satisfaction has yet been received from the Soviet Government in reply to these protests.

(ii) Commercial and Financial Clauses

The Soviet draft submitted to the Deputies of the Council of Foreign Ministers contains no reference to any commercial or financial matters other than reparations. It is reasonable to assume that the Soviet Union intends to monopolize as much as possible of Hungary's trade by means of bilateral arrangements, and to oppose the inclusion of any clauses in the peace treaty which would protect the trading interests of other United Nations. The United Kingdom and the United States, on the other hand, are still endeavouring to establish the open door in Hungary as in the other former enemy countries. The United Kingdom proposed in 1945 that Hungary should be obliged by the peace treaty unilaterally to extend for a period of five years to all the United Nations most favoured nation treatment so far as duties are concerned. The United States proposed a more general clause to guarantee to Allied nationals access on equal terms to the trade, raw materials and industry of Hungary. This proposal was accepted in principle in Article 20 of the Potsdam Protocol.

At Paris, in May, however, a deadlock arose over the method by which this article should be put into effect. It read, in part, "We deem it essential that the satellites do not conclude treaties, agreements, or arrangements which deny to the Allied nationals access, on equal terms, to their trade, raw materials, and industries; and appropriately modify any existing arrangements which may have that effect". Mr. Byrnes suggested that all that remained was to put the substance of this proposal into the Balkan peace treaties. M. Molotov acknowledged that the United States proposal had been accepted in principle, but pointed out that it had been agreed that the drafting of an agreement along these lines should be worked out through diplomatic channels.

(iii) Reparations

In the Soviet draft it is suggested that the reparations settlement embodied in Article 12 of the Armistice signed with Hungary on the 20th January, 1945 should be taken as the basis for the reparations clauses in the peace treaty. According to that settlement Hungary undertook to pay the Soviet Union, Czechoslovakia and Yugoslavia a total amount of $300,000,000 over a period of six years from the date of the signing of the Armistice. Of that total, $200,000,000 was to be paid to the Soviet Union, and the remainder was to be divided between Czechoslovakia and Yugoslavia. All payment was to be in goods. An Annex to the Armistice further stipulated that goods shipped as reparations should be valued at 1938 prices, with additions of 10% for raw materials and 15% for manufactured goods; and the Soviet Union has proposed that these stipulations should

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be included in the peace treaty. No objection to any of these proposals has been raised by the United Kingdom or the United States.

In order, however, to safeguard the interests of Allied nationals who have legitimate claims against Hungary, the United States Government has proposed:

(a) That satisfaction of reparation claims against Hungary on the part of nations other than the Soviet Union, Czechoslovakia and Yugoslavia should be made primarily from Hungarian assets abroad;

(b) That Hungary should authorize the United Nations to take over and apply to their reparations claim assets of the Hungarian Government (excluding diplomatic and consular premises) and of Hungarian nationals within their respective jurisdictions;

(c) That Hungary should transfer to the United Nations, other than the Soviet Union, Czechoslovakia and Yugoslavia, Hungarian Government and private property in neutral countries;

(d) That the Hungarian Government should indemnify Hungarian nationals whose property is thus requisitioned.

The United Kingdom Government, in general, supports these proposals, except that it is reluctant to agree that Hungary should be required to transfer Hungarian assets in neutral countries to the United Nations by way of reparations.

At the May meetings of the Council of Foreign Ministers M. Molotov mentioned a Hungarian report that there was a large quantity of Hungarian goods in the United States and British zones of Germany and Austria which had been despatched there by the Szalasi Government before the surrender of Hungary. Mr. Byrnes and Mr. Bevin questioned the amount but offered to have investigations made in their respective zones.

(iv) Canadian Interest

(a) General

Canada's general interest in the creation of a multilateral system of world trade would seem to indicate the desirability of any provisions in the peace treaty designed to establish the open door in Hungary and to prevent the Soviet Union from monopolizing the trade of the country. On the other hand, Canada's immediate interest in this question is slight since in the past its trade with Hungary has been negligible. In 1938, for example, imports from Hungary amounted to $162,000, while the value of Canadian exports was only $7,000.

It may also be doubted whether any commercial clauses, however comprehensive and rigid, would be effective in practice in view of the obvious intention of the Soviet Union to treat Hungary as a client state, economically.

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(b) Private Claims

At present the private claims which have been registered by Canadian nationals with the Canadian Custodian amount to $332,000. In addition, claims have been registered by refugees now resident in Canada to the value of $679,000. It should be remembered, however, on the one hand, that the Custodian has not advertised for claims and, on the other, that some of the claims which have already been registered may not be warranted. The total of Hungary's assets held by the Custodian is $1,053,000.

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SECRET

4. HUNGARY : MILITARY PROVISIONS

(i) Introduction

Of all the Axis satellites Hungary had the least provocation for entering war with Soviet Russia at the side of the Axis powers on June 27th, 1941. Its chief grievances in the past had been against its neighbours Czechoslovakia, Roumania and Yugoslavia which had profited territorially at Hungary's expense in the Treaty of Trianon in 1920. By the terms of that treaty Hungary had lost about 3/5 of her territory and 2/5 of her population. These losses had been reduced by Hungarian acquisitions at the expense of Czechoslovakia in 1938 and 1939 following the Munich agreement, by her recovery of over 2/5 of Transylvania from Roumania and by adjustments of her frontier with Yugoslavia in 1941. The fact that one Hungarian Prime Minister, Count Teleki, committed suicide in 1941 rather than succumb to Nazi pressure to enter the war, is an index of the difficult position of Hungary. On the other hand, it was ruled by a clique of landlords and officers whose views on many questions paralleled those of the governing class in Germany. At one time no less than seventeen Hungarian divisions were sent to the Russian front, although the Hungarian Government hoped that they would not all be required for front line service and its Chief of Staff resigned in protest in September, 1941, at the continued despatch of troops to Russia. These hopes proved futile. Over 100,000 men were lost in combat in January and February 1943 alone, while Hitler complained to the Hungarian Regent, Admiral Horthy, that Hungary's military contribution was unsatisfactory and that still more troops were needed. About this time peace feelers were directed to the United Kingdom by the Hungarian Government, which the British authorities ignored although they "had no desire to see Hungary torn to pieces or to penalize the people for the follies of their Government". They informed Soviet Russia of what had taken place and it was the Soviet view that nothing less than unconditional surrender would suffice. As these feelers increased in number, the Nazi Government became suspicious and in March of 1944 occupied Hungary and succeeded in installing a "Quisling" government. Such a move only intensified the desire for peace, but the Hungarians were unable to escape from the pressure of their masters. By September 1944, as Soviet troops entered Hungarian territory, further efforts for an armistice had gained momentum and its terms were discussed by the European Advisory Commission where the Soviet draft was approved by the other powers. After further overtures by a new Government operating on Soviet-occupied soil and the enforced weakening of Nazi strength in Hungary, it was possible for a delegation to arrive in Moscow in December 1944 to sue for an armistice. On January 20th an armistice was signed with the emissaries pledging Hungary to put at least eight divisions in the line under Allied (Soviet) High Command against Germany. It is indicative of the suspicion with which Hungary was regarded by her neighbours that the armistice specifically required that these troops should not be used on Allied territory except with the prior consent of the Allied Governments concerned. The speedy defeat of Germany following this armistice prevented Hungary from retaining a large army in the field, as was the case with Roumania and Bulgaria. As a consequence the present strength

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of the Hungarian Army is placed at about 30,000. There is no Hungarian Navy, but simply 4 vessels for patrol purposes on the Danube. The Hungarian Air Force had in 1940 a strength of 400 planes.

(ii) The Future Role of Hungarian Armed Forces

At the Meeting of the Council of Foreign Ministers in September 1945 the same proposals were advanced as a basis for the Hungarian armed forces that were discussed in the cases of Roumania and Bulgaria, i.e.-

a. Maintenance of order in Hungarian territory;
b. Local frontier defence;
c. Such military contingents, if any, in addition to the foregoing, as may be required by the Security Council.

It is the view in some United Kingdom quarters that Hungary should possess sufficient troops to maintain order within her frontiers and to defend her local frontiers against aggression, so that no excuse might be given for the entry of Soviet troops into Hungary for this purpose. These authorities would also prefer that the Hungarian forces should not become large enough to form a military potential for the U.S.S.R. Their suggestion is that Hungarian armed strength should parallel that of such countries as Greece and Yugoslavia. The armed strength of Greece has been taken as the base for comparison, and it is estimated that Greece can afford to maintain a total of 80,000 men, including gendarmerie. In contrast to its views on Roumania and Bulgaria, it is unlikely that the U.S.S.R. will oppose such a limitation on Hungarian armed strength. There is no record of protest against restriction on Hungarian armed forces such as existed in other instances.

The suggestion that Hungarian Forces might also be related to Security Council needs is in accordance with the belief that Hungary should at a reasonable time become a Member of the United Nations Organization and would then be called upon "to make available to the Security Council on its call and in accordance with the special agreement or agreements, armed forces, assistance and facilities, including rights of passage necessary for the purpose of maintaining international peace and security". It is probable that no estimate will be made of Hungarian requirements for such a purpose at the present time, but will be deferred until her actual entrance into the United Nations Organization.

(iii) Principles likely to be followed in the Drafting of the Military Provisions of the Peace Treaty

On the basis of the United Kingdom Draft Treaty with Hungary, dated 10th June 1946, it may be assumed that proposals on the following lines will be presented for examination at the Peace Conference:-

Naval, Military and Air Clauses

Article 13

The maintenance of land and air armaments and fortifications will be closely restricted to the necessities of:

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a) meeting tasks of an internal character;

b) local defence of frontiers.

Article 14

In accordance with the foregoing, Hungary is authorised to have armed forces consisting of not more than:

(i) A land army, including anti-aircraft artillery, frontier troops and river flotilla, with a total strength of 65,000 personnel.

(ii) An airforce, of 90 aircraft, including reserves, /of which not more than may be combat types of aircraft/ with a total personnel strength of 5,000.

Aircraft designed primarily as bombers with internal bomb-carrying facilities shall be prohibited.

These strengths will in each case include combat, service and overhead personnel.

Article 15

The Hungarian army and air force in excess of the above strength will be disbanded within six months from the entry into force of the present treaty.

Article 16

Personnel not included in the Hungarian army and air force respectively, will not receive any form of military training or military air training.

Article 17

Hungary shall not possess, construct or experiment with

(i) any self-propelled or guided missiles or apparatus connected with their discharge,

(ii) sea mines of non-contact types actuated by influence mechanisms,

(iii) torpedoes capable of being manned,

(iv) submarines or other submersible craft or specialised types of assault craft.

Article 18

(i) Hungary shall not retain, produce, otherwise acquire, or maintain facilities for the manufacture of, war material in excess of that required for the maintenance of the armed forces permitted under Article 13.

(ii) Excess war material of Allied origin will be surrendered and placed at the disposal of the Allied Power concerned according to the instructions given by that Allied Power and excess Hungarian war material will be placed at the disposal of the U.S.S.R., U.S.A., and U.K. jointly, and Hungary will renounce all rights to the same.

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(iii) War material of German origin or design in excess of that required for the armed forces permitted under the Treaty will be placed at the disposal of the U.S.S.R., U.S.A., and U.K. jointly. Hungary will not acquire or manufacture any war material of German origin or design, or employ or train any technicians, including military and civil aviation personnel, who are or have been nationals of Germany.

[(iv) Hungary shall comply with the provisions regarding the disposal of excess war material within one year of the entry into force of this Treaty.]

Article 19

Hungary undertakes to co-operate fully with the United Nations in order to ensure that Germany may not be able to take any action outside German territory in the direction of rearmament.

Article 20

Each of the military, naval and air clauses of the present treaty will remain in force until modified in whole or in part by agreement between the Allied and Associated Powers and Hungary or, after Hungary becomes a member of the United Nations, by agreement between the Security Council and Hungary.

Article 21

[(a) An Allied Inspectorate composed of representatives of the U.K., U.S.A., and U.S.S.R., will be established to verify the execution of the naval, military and air clauses contained in the present Treaty.

(b) The Hungarian authorities will provide the Commission with all necessary information and facilities required for the execution of its mission including access to establishments and to any necessary documents, freedom of movement throughout Hungary, the grant of diplomatic immunity and provision of suitable accommodation and of such Hungarian currency as may be required.

(c) The Allied Inspectorate will represent the Associated Powers in dealing with the Hungarian Government in all matters concerning the execution of the military, naval and air clauses and will be the sole authority to which the Hungarian Government will refer questions regarding the interpretation and fulfilment of those clauses.

(d) The Allied Inspectorate will render to the Hungarian Government such guidance, technical advice and clarification on the military, Naval and air clauses as may be necessary to permit rapid and efficient compliance with the spirit and terms of the Treaty].

Annex to Part III

Definitions

For the purpose of Part III of the present Treaty the terms "war material", "military training" and "military air training" and "naval training" shall be defined as follows:-

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(i) The term "war material" shall include all arms, ammunition and implements specially designed or adapted for use in war as listed in Annex I to the Treaty. The Associated Powers reserve the right to amend the list from time to time by modification or addition in the light of subsequent scientific developments.

(ii) The term "Military training" is defined as: the study and practice in the use of war material specially designed or adapted for army purposes, and training devices relative thereto; the study and carrying out of all drill or movements which teach or practice evolutions performed by fighting forces in battle; and the organised study of tactics, strategy and staff work.

(iii) "Military air training" is defined as: the study and practice in the use of war material specially designed or adapted for air force purposes, and training devices relative thereto; the study and practice of all specialised evolutions, including formation flying, performed by aircraft in the accomplishment of an air force mission; and the organised study of air tactics, strategy and staff work.

(iv) The term "naval training" denotes the study, administration or practice in the use of warships or naval establishments as well as the study or employment of all apparatus and training devices relative thereto, which are used in the prosecution of naval warfare except for those which are also normally used for civilian purposes; also the trading, practice or organized study of naval tactics, strategy and staff work including the execution of all operations and manoeuvres not required in the peaceful employment of ships.

(iv) War Graves

The Allied Governments may ask for the adoption of clauses resembling those of the Treaty of Lausanne dealing with war graves as a section of the peace treaty. Alternatively, Hungary might be asked to reaffirm existing agreements with any desired additions to cover the present war.

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CHAPTER V

PEACE SETTLEMENT WITH BULGARIA

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CHAPTER V. PEACE SETTLEMENT WITH BULGARIA

1. POLITICAL QUESTIONS

(i) Recognition of Bulgarian Government

Any consideration of the situation in Bulgaria must take into account the exceedingly strong national attachment of the people to Russia, based partly on affinity of ethnic stock and language and partly on religion. The Russian Revolution altered political relations but did not change national sentiment, as was illustrated by the fact that Bulgaria, unlike other Axis satellites, did not declare was on the U.S.S.R.

Accordingly, the U.S.S.R. established diplomatic relations with the new Bulgarian Government after the armistice. In June 1945 Marshal Stalin urged the United Kingdom and the United States to take the same step. The Soviet Union has stressed Bulgaria's contribution to the Allied war effort and the faithful execution of the armistice terms by a government which was favoured by a large majority of the people. The United States and the United Kingdom did not consider the Bulgarian Government to be at all representative of the people of Bulgaria and insisted on clarification of the political situation in view of the Yalta Agreement that democratic conditions should be established in liberated countries. Both the United States and the United Kingdom expressed further concern about elections which they claimed must be supervised to ensure that they would reflect the free will of the people. The Soviet Union countered that supervision was quite unnecessary in the existing circumstances and guaranteed adjustments in the Allied Control Commission whose function it considered was to solve any problems that might arise. Eventually the three powers agreed that each country should investigate the possibility of establishing diplomatic relations with Bulgaria. The western powers were anxious to terminate the Russian-dominated armistice regime and the occupation of Bulgaria by the Red Army which was regarded as a potential instrument of political persuasion. Both objectives could be achieved by the conclusion of a peace treaty, but it was nevertheless carefully stipulated that only a recognized democratic government could be signatory to such a treaty. In interpreting this section, the United States and the United Kingdom reserved the right to adjudicate on the democratic nature of the government in Bulgaria notwithstanding any elections which might take place.

After Potsdam it became apparent that the situation in regard to the Allied Control Commission had not improved. At the September meeting of the Council of Foreign Ministers no agreement could be reached and subsequently the Ethridge Report submitted to President Truman confirmed the view that free elections could not be held under the auspices of such an unrepresentative government.

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Finally in Moscow the United States proposed that a reorganization of the Bulgarian Government should be worked out in consultation with Bulgarian democratic opposition leaders and with the political and military representatives of the three powers in Bulgaria. Such a reorganization would include representatives of the opposition Agrarian, Social Democratic, Independent and Democratic Parties. Furthermore, a pledge must be given to hold free elections by secret ballot within six months. Mr. Molotov strongly objected and justified his position by praising the November elections in Bulgaria in which the existing government had won an overwhelming victory. The conduct of these elections had been quite unsatisfactory in the opinion of the United States and of the United Kingdom.

In order to break the deadlock Marshal Stalin proposed a compromise which was later adopted, whereby the Soviet Government undertook to give friendly advice to Bulgaria to include two additional representatives of other democratic groups who would be truly representative of the Parties not participating in the Government and who at the same time would be suitable and willing to work loyally with the Government. When this had been done, the United Kingdom and the United States would undertake to recognize the Bulgarian Government. This last condition led to further argument, Mr. Molotov insisting that recognition should be automatic, while Mr. Byrnes and Mr. Bevin maintained that they would establish diplomatic relations only if satisfied as to the truly representative nature of the enlarged Bulgarian Government. This sentiment was clearly stated by President Truman in a press conference on the Moscow meeting when he announced that he definitely reserved the right to decide whether the Bulgarian Government could ensure the democratic conditions specified in the Yalta Declaration. The new Bulgarian Government, formed on March 31, 1946, did not, in the opinion of either the United Kingdom or the United States Governments, fulfil the terms of the Moscow Agreement.

(ii) <u>Membership in the United Nations and Specialized Agencies</u>

Article 4 of the United Nations Charter states that "membership in the United Nations is open to all other peace-loving states who accept the obligations contained in the present Charter, and, in the judgment of the Organization, are able and willing to carry out these obligations". Paragraph 2 of the Article stipulates that admission to membership is effected by a decision of the General Assembly upon the recommendation of the Security Council. It may be assumed, then, that ex-enemy states can ultimately be admitted to membership and that the Big Three on the Security Council will be mainly instrumental in recommending such admission.

At Potsdam it was agreed that the establishment of a recognized democratic government was an essential to the conclusion of a peace treaty with Bulgaria, and that the conclusion of a peace treaty was a prerequisite to membership in the United Nations. The fulfilment of these requirements would then enable the three powers to support an application for membership.

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Originally the United Kingdom saw no particular reason to encourage the admission of Bulgaria to the United Nations or to any other international organization, except where participation would be to the advantage of the United Kingdom, but conceded that admission to the comity of nations need not be opposed if urged by the Soviet Government or by the United States. It was realized that the U.S.S.R. with its predominant influence in the Balkans considers Bulgaria's entry into the United Nations a matter of considerable inportance and also that the United States favours such a move after the conclusion of a peace treaty. At the Council of Foreign Ministers meeting in September 1945, the United Kingdom proposed that Bulgaria should accept the arrangements made by the United Nations for the liquidation of the League of Nations and the Permanent Court of International Justice, should recognize the authority of all United Nations organizations already established or in contemplation, and should accept such obligations in connection with such organizations and any conventions concluded under their auspices as might be specified. These conditions, which seemed satisfactory to the other two powers, would pave the way for Bulgaria's entry into the United Nations. Presumably Bulgaria would also be encouraged to apply for membership in such specialized agencies as the Food and Agricultural Organization and the International Health Organization.

(iii) International Danube Commission

In the past the interest of Bulgaria in the Danube has been the smallest of all the riparian countries. At Moscow Mr. Bevin stated that if, as he hoped, the powers consented to an international regime for inland waterways, the United Kingdom Government could not agree to a small power being left in a position to impede the operation of the regime. Consequently the United Kingdom and the United States argued that a clause should be inserted in the peace treaty for Bulgaria whereby the latter undertakes to accept any arrangements made by the Allied powers concerned for the international regime of the Danube. As in the case of Roumania, M. Molotov argued that the question is wider than the peace treaty and must be considered separately.

In the absence of an outlet to the Aegean, the Danube may assume much greater importance in the Bulgarian economy, and some degree of international control on the upper Danube might not be unwelcome.

At the first Paris meeting of Foreign Ministers, a deadlock developed over the United States suggestion that clauses should be intorduced into the Balkan treaties guaranteeing the right of all nations to traffic and trade along the Danube under international control. M. Molotov took the view that the establishment of such a regime should be dealt with after the conclusion of all the Balkan Peace Treaties and should provide for the participation of all the riparian states concerned. Not only Allied countries such as Yugoslavia and Czechoslovakia were interested, but also ex-enemy states, since, after the conclusion of the treaties they would become fully sovereign states. M. Molotov insisted that the subject should be studied through diplomatic channels and that no decision should be taken at the moment.

In June M. Molotov raised the question again proposing that a draft resolution of the Council of Foreign Ministers should call on riparian states to maintain free navigation on the Danube, subject to compliance with regul-

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ations issued by officers commanding Allied forces stationed on the river. Mr. Bevin offered an alternative resolution, the purpose of which was to prevent officers of Allied troops from issuing instructions contrary to the principle of equality of navigation rights and to limit their power of intervention to the period during which military communication lines to Austria require protection. No agreement has been reached by the Foreign Ministers on this question.

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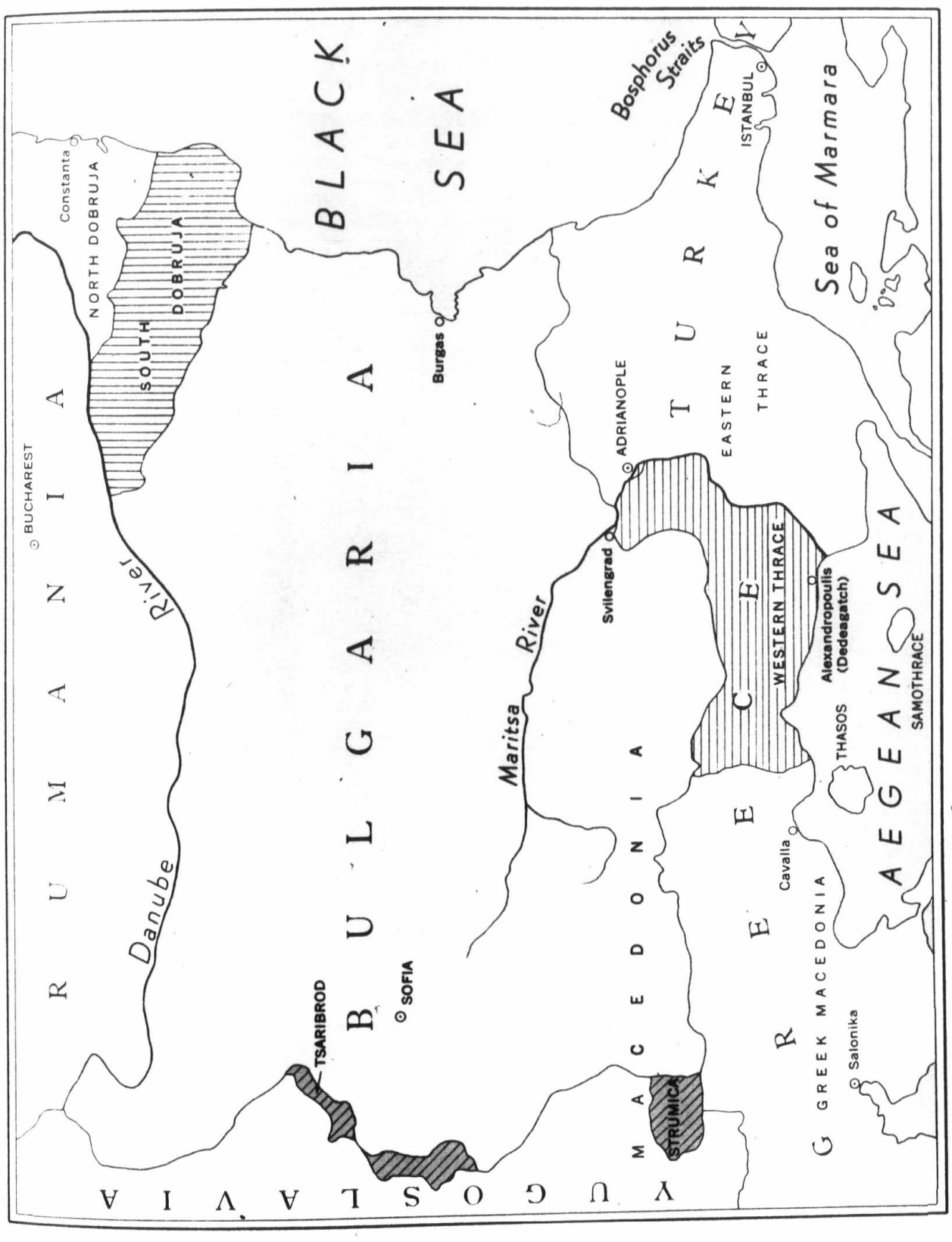

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2. BULGARIA : FRONTIER PROVISIONS

(i) Dobruja

Since the Treaty of Berlin in 1878, which gave Southern Dobruja to Bulgaria, this section has changed hand five times with corresponding friction between Roumania and Bulgaria. By the Treaty of Craiova in September, 1940, Roumania agreed to return Southern Dobruja to Bulgaria, thereby restoring with small modifications the line which had existed since 1878 until 1913. A subsequent exchange of minorities appears to have given some finality to this arrangement which accords with economic strategic and ethnic considerations.

This settlement is favoured by the Big Three. Difference of opinion has arisen, however, as to the advisability of confirming the boundary by a specific provision in the peace treaty for Bulgaria. The United States and the United Kingdom drew attention to the agreement at Potsdam which stipulated that no territorial settlements should be made until the peace treaties. The Soviet Union, on the other hand, has taken the stand that it is a fait accompli and that, therefore, no useful purpose is served by inserting an extra clause in the treaty. Discussion has so far proved inconclusive.

(ii) Greek-Bulgarian Frontier

The area in dispute between Bulgaria and Greece is western Thrace and south-east Macedonia, which were assigned to Bulgaria in 1878 by the Treaty of San Stefano. On this settlement Bulgaria has persistently based its claims, despite the fact that in the same year the Treaty of Berlin restored to Turkish rule the whole of Macedonia and western Thrace.

Bulgaria acquired possession of western Thrace after the Second Balkan War in 1913, and retained it until the Treaty of Neuilly in 1919 when it was ceded to the Allied powers and ultimately to Greece. This settlement once again removed Bulgaria's access to the Aegean which is a primary factor in Bulgarian policy. The Allies, however, undertook to ensure economic outlets to the Aegean and a succession of offers was made to Bulgaria, the rejection of which indicated that the latter would consider only full sovereignty over western Thrace as a satisfactory solution. In the meantime exchanges of population between Greece and Turkey and between Bulgaria and Greece increased the number of Greeks in Thrace and Macedonia and left practically no Bulgars in western Thrace and Greek eastern Macedonia. In 1941 Bulgaria took advantage of the war to occupy western Thrace, most of Macedonia and the islands of Thasos and Samothrace. A ruthless policy of Bulgarisation and of massacre and expatriation of Greeks probably produced a Bulgar majority, but the armistice terms specified the repatriation of all Bulgarian nationals who were citizens of Bulgaria prior to the occupation.

The Bulgarian case for an economic outlet on the Aegean is different. The roadstead of Alexandropoulis is

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the natural outlet from the Maritsa basin to the Mediterranean. Land routes are extremely difficult and Bulgaria must otherwise inevitably be thrown back on its Danube ports. The only escape from this dilemna appears to lie in the exercise of external pressure on both Greece and Bulgaria to appreciate the need for mutual accommodation in the interest of Balkan and world peace. In recognizing the problem, the United States has proposed a special free port and transit facilities for Bulgarian trade to flow through Salonika, Cavalla and Alexandropoulis, an arrangement which is regarded with favour by the United Kingdom.

Any Soviet influence will naturally be exerted on behalf of Bulgaria. The United States and the United Kingdom are known to favour the pre-war Bulgarian border, except for southern Dobruja and possibly slight adjustments with Yugoslavia, while the United Kingdom is pledged to maintain the territorial integrity of Greece.

M. Molotov took the line that neither the United States nor the Soviet Union had been responsible for Bulgaria's present frontiers and it might not be possible to fix them now seeing that the frontier between Greece and Bulgaria was still in dispute. Mr. Bevin took the line that all frontiers should be defined as in the Roumanian treaty. It would be better to indicate what the Council of Foreign Ministers thought the frontiers should be and then let the Greco-Bulgarian question be discussed at the Conference. Mr. Byrnes agreed with Mr. Bevin that the draft should provide that the frontiers of Bulgaria should be those of 1941, but suggested the addition of a note that this proposal be regarded as tentative until the question of Greece and Bulgaria had had an opportunity to present their views to the Council of Foreign Ministers or to the Peace Conference. This was agreed.

(iii) Turkish-Bulgarian Frontier

Since its creation in 1878 Bulgaria has coveted Adrianople and even Istanbul. The maximum line was reached after the First Balkan War in 1913 when a considerable amount of Turkish territory, including Adrianople, was ceded to Bulgaria. Six months later, after its defeat in the Second Balkan War, Bulgaria had to receded to the former line. The Treaty of Lausanne of 1923 fixed the Turkish-Bulgarian border as it is today.

Bulgarian claims to Turkish Thrace were based with some justification mainly on ethnic grounds, despite the large indigenous Turkish element in Southern Bulgaria. Subsequent migration and exchanges of population have largely solved these problems and Turkish authorities claim that there are now very few Bulgars in Eastern Thrace. The number of Turks in Bulgaria has been similarly reduced by emigration which continued until 1939.

Turkey, which is anxious to maintain the status quo as far as possible, has officially stated that it is opposed to any territorial change at Bulgaria's expense. On the other hand, it would strongly resist any alterations of the frontier which would bring Bulgaria nearer the Straits. Such a revision is improbable because of the serious repercussions that might follow.

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(iv) Yugoslav-Bulgarian Frontier

Acquisition of most of Macedonia has been a traditional aspiration of the Bulgarian people. The Strumica salient, and unsatisfactorily small portion acquired after the Balkan wars in 1913, was lost again by the Treaty of Neuilly, in 1919, together with territory in the Tsaribrod region.

During the period of nationalist agitation, until 1919, Bulgaria could count on the sympathy of the majority of the Macedonian Slavs. Recently they appear to have exchanged hope of annexation to Bulgaria for that of autonomy in a Yugoslav or Balkan federation. After occupying almost all of Macedonia in 1941, Bulgaria is now making overtures to cede even its pre-war portion of this territory to Yugoslavia, but Marshal Tito has stated that no claims for territory would be made until the Peace Conference, at which time they would be pressed through the proper channels. Recently Macedonia has been granted autonomy within the Yugoslav Federation, a move which is not regarded with disfavour by the United Kingdom and the United States. On the other hand, the former has made it quite clear that it does not recognize the right of Bulgaria to transfer without the consent of the United Nations any part of Bulgarian territory to the Yugoslav Federal State of Macedonia.

Both the United States and the United Kingdom would prefer that the pre-war frontiers between Yugoslavia and Bulgaria should remain unaltered. The United States have specified that any revision should only be allowed in accordance with the freely expressed wish of the populations concerned and as part of the general peace settlement. The United Kingdom also insists that the Macedonian Federal State, or the Yugoslav Federal Government speaking on its behalf, shall not annex nor lay claim to any territories belonging to Bulgaria on the ground that such territories are Macedonian, a view which is shared by the United States.

It is recognized that some adjustment may become necessary in the Tsaribrod area which was given to Yugoslavia after the last war, but the Soviet Union has refused to discuss revision without consulting Yugoslavia at the peace table.

Finally, in connection with the overall settlement of Bulgarian boundaries, the United Kingdom realizes the extent of Russian influence. It wishes to discourage forcible Russian interference in domestic affairs as much as possible, and it therefore does not wish Bulgaria to be dependent on the Red Army for internal security and frontier defence.

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3. BULGARIA : ECONOMIC PROVISIONS

(i) Introductory

Bulgaria is a peasant state where nearly 80% of the population are engaged in farming, chiefly for subsistence. The land is farmed in small units with an average area of about twelve acres, usually divided into small strips and often widely separated. Owing partly to this uneconomic system and partly to the poor standard of farming, the agricultural output is low, and although there are export surpluses of wheat and maize these do not reach significant figures. In an average pre-war year exports of wheat and maize combined amounted to approximately 200,000 tons. After cereals, the next most important commodity for export is tobacco, which in 1938 contributed more than a third of Bulgaria's exports by value. In the years immediately before the war efforts were being made to shift agricultural production from cereals to higher-value crops, and this programme had met with considerable success. Not only tobacco but grapes, nuts, plums and other fruits and vegetables were being exported in increasing volume.

Industry has never developed beyond the embryonic stage; it is very largely dependent on imported raw materials and supplies only a small proportion of the country's needs. Heavy industry is almost non-existent, and of such other industries as Bulgaria possesses, those dealing with some kind of agricultural produce are generally the oldest established and most important since they do not rely on imported materials. There are no mineral resources of any importance except lignite.

Bulgaria's trade with countries outside Europe has always been negligible, covering less than 5% of its imports and 7% of its exports in an average pre-war year. Inside Europe, Bulgaria's trade has been more and more concentrated on Germany since the conclusion of a clearing agreement in 1932. By 1939 Germany was supplying 66% of Bulgaria's imports and taking 68% of its exports.

The Soviet Union has now assumed the special position in Bulgaria's external trade formerly occupied by Germany. No Agreement for Economic Collaboration has yet been concluded similar to those already negotiated with Hungary and Roumania, partly perhaps because the goods which Bulgaria has to offer for export are much less valuable than those available from the other two countries. Even without such an agreement, however, the Soviet Union enjoys the same exclusive trading relations with Bulgaria as it does elsewhere in areas occupied by the Red Army.

(ii) Commercial and Financial Clauses

The Soviet draft submitted to the Deputies of the Council of Foreign Ministers contains no reference to any commercial or financial matters other than reparations. It is reasonable to assume that the Soviet Union intends to monopolize as much as possible of Bulgaria's trade by means of bilateral arrangements and to oppose the inclusion of any clauses in the peace treaty which would protect the trading interests of other United Nations. The United Kingdom and

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the United States, on the other hand, are still endeavouring to maintain the open door in Bulgaria as in the other former enemy countries. The United Kingdom has proposed that Bulgaria should be obliged by the peace treaty unilaterally to extend for a period of five years to all the United Nations most favoured nation treatment so far as duties are concerned. The United States has proposed a more general clause to guarantee to Allied nationals access on equal terms to the trade, raw materials and industry of Bulgaria. This proposal was accepted in principle in Article 20 of the Potsdam Protocol.

At the Paris Meeting of Foreign Ministers a deadlock arose over the question of freedom of trade, etc., in the Balkan treaties. Mr. Byrnes referred to Article XX of the Potsdam Protocol in which a United States proposal had been accepted in principle. This proposal stated, in part, that "we deem it essential that the satellites do not conclude treaties, agreements, or arrangements which deny to the Allied nationals access, on equal terms, to their trade, raw materials, and industries; and appropriately modify any existing arrangements which may have that effect". Mr. Byrnes suggested that all that remained was to put the substance of this proposal into the Balkan peace treaties. M. Molotov acknowledged that the United States proposal had been accepted in principle, but pointed out that it had been agreed that the drafting of an agreement along these lines should be worked out through diplomatic channels.

(iii) Reparations

In the Soviet draft it is suggested that Bulgaria should pay reparations to Greece and Yugoslavia only and that all payments should be made in goods. These proposals have been accepted by the United Kingdom and by the United States. No figure has been set by the Soviet Union for the total of reparations to be exacted from Bulgaria, but the United Kingdom has tentatively suggested that $100,000,000 might be proper. The United Kingdom has not suggested how this amount should be divided between Greece and Yugoslavia.

In order to safeguard the interests of Allied nationals who have legitimate claims against Bulgaria, the United States Government has further proposed:

(a) That satisfaction of reparations claims against Bulgaria on the part of nations other than Greece and Yugoslavia should be made primarily fror Bulgarian assets abroad,

(b) That Bulgaria should authorize the United Nations to take over and apply to their reparations claim assets of the Bulgarian Government (excluding diplomatic and consular premises) and of Bulgarian nationals within their respective jurisdictions,

(c) That Bulgaria should transfer to the United Nations, for appropriate distribution, Bulgarian Government and private property in neutral countries,

(d) That the Bulgarian Government should indemnify Bulgarian nationals whose property is thus requisitioned.

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The United Kingdom Government, in general, supports these proposals, except that it is reluctant to agree that Bulgaria should be required to transfer Bulgaria's assets in neutral countries to the United Nations by way of reparations.

(iv) Canadian Interest

(a) General

Canada's general interest in the creation of a multilateral system of world trade would seem to indicate the desirability of any provisions in the peace treaty designed to establish the open door in Bulgaria and to prevent the Soviet Union from monopolizing the trade of the country. On the other hand, Canada's immediate interest in this question is slight since in the past its trade with Bulgaria amounted to $15,000 while the value of Canadian exports was $33,000.

It may also be doubted whether any commercial clauses, however comprehensive and rigid, would be effective in practice in view of the obvious intention of the Soviet Union to treat Bulgaria as a client state, economically.

(b) Private Claims

At present the private claims, which have been registered by Canadian nationals with the Canadian Custodian amount to $192,000. It should be remembered, however, on the one hand, that the Custodian has not advertised for claims and, on the other, that some of the claims which have already been registered may not be warranted. The total of Bulgaria's assets held by the Custodian is $67,000.

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4. BULGARIA : MILITARY PROVISIONS

(i) Introduction

When Bulgaria joined the Axis powers in the Spring of 1941, she did so from the conviction that Germany was bound to win and the time had come for her to acquire territory from Yugoslavia and Greece of which she had either been deprived after previous defeats or had coveted for a long time. Following Bulgaria's entry into the war, Canada broke off diplomatic relations but did not declare war upon Bulgaria. Because of the close ties of friendship between Bulgarians and Russians, Bulgaria did not engage in war on the U.S.S.R. as Finland and Italy did. The unexpected declaration of war by the U.S.S.R. on Bulgaria on September 5th, 1944, came as a severe blow and helped to facilitate the change in Government. At that time Bulgaria was already engaged in Armistice negotiations and before these were concluded, declared war on Germany. This gesture was looked upon with disfavour by the United Kingdom and United States who refused to recognize Bulgaria as a co-belligerent even after the Armistice of October 28th. In that respect Bulgaria's position differs from Italy's. After the Bulgarian Armistice, Soviet troops and Bulgarian troops worked closely together and with the Yugoslav Forces in expelling the Germans from Yugoslavia and Hungary. As a consequence Bulgaria was reported to be sending five divisions to fight against Germany in December 1944, and her Armed Forces remained at a high level until some time after V-E Day. In the Autumn of 1945 they still remained at a figure of 300,000, but by December a reliable Bulgarian observer reported that the Army had been demobilized to its pre-war strength and estimated that its numbers were "not much over 75,000". The Bulgarian Navy was of very small proportions, being composed of 4 old patrol vessels and 6 smaller vessels of the motor torpedo boat and mine-layer type. No accurate figures are available on the Air Force which was thought to have a strength of 270 aircraft of all types in 1939.

(ii) The Future Role of Bulgarian Armed Forces

At the Meeting of the Council of Foreign Ministers in September 1945, it was agreed that the strength of the Bulgarian Armed Forces following the peace treaty should be based upon the following principles:-

a. Maintenance of order in Bulgarian territory;
b. Local frontier defence;
c. Such military contingents, if any, in addition to the foregoing, as may be required by the Security Council.

The feeling in some United Kingdom circles is that Bulgaria should be able to maintain order within her own frontiers and defend her local frontiers against aggression in order that no excuse might be given for the entry of Soviet troops for these purposes. These authorities would also prefer that the Bulgarian Forces should not be large enough to form a military potential for the U.S.S.R. For these reasons the United Kingdom experts would have Bulgaria's armed strength in direct relationship to the

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armed strength of her neighbours Greece and Yugoslavia. As Greece in particular had suffered severely from Bulgarian aggression, it was thought desirable that the Forces of the two countries should be as closely parallel in strength and equipment as possible. A United Kingdom estimate of the armed strength which Greece could afford to maintain placed the number at 80,000 including the gendarmerie.

The suggestion that Bulgarian Forces might also be related to Security Council needs is in accordance with the belief that Bulgaria should at a reasonable time become a Member of the United Nations Organization and would then be called upon "to make available to the Security Council on its call and in accordance with the special agreement or agreements, Armed Forces, assistance and facilities, including rights of passage necessary for the purpose of maintaining international peace and security". It is probable that no estimate will be made of Bulgarian requirements for such a purpose at the present time, but will be deferred until her actual entrance into the United Nations Organization.

(iii) Principles likely to be followed in the Drafting of the Military Provisions of the Peace Treaty

Based upon the United Kingdom Draft Treaty with Bulgaria dated 1st June 1946, it may be assumed that proposals on the following lines will be presented for examination at the Peace Conference:-

Naval, Military and Air Clauses

Article 9

The maintenance of land, sea and air armaments and fortifications will be closely restricted to the necessities of

a) meeting tasks of an internal character;

b) local defence of frontiers.

Article 10

In accordance with the foregoing, Bulgaria is authorised to have armed forces consisting of not more than :

(i) A land army, including frontier troops, with a total strength of 55,000 personnel.

(ii) Anti-aircraft artillery with a strength of 1800 personnel.

(iii) A navy with a personnel strength of [ ] and a total tonnage of [ ] tons standard displacement for war vessels. At the June meeting of Foreign Ministers the future size of the Bulgarian navy was agreed upon.

(iv) An airforce, including any naval air arm, of 90 aircraft, including reserves, [of which not more may be combat types of aircraft,] with a total personnel strength of 5200.

Aircraft designed primarily as bombers with internal bomb-carrying facilities shall be prohibited.

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These strengths will in each case include combat, service and overhead personnel.

Article 11

The Bulgarian Army, air force and navy in excess of the above strength will be disbanded within six months from the entry into force of the present treaty.

Article 12

Personnel not included in the Bulgarian army, air force and navy respectively, will not receive any form of military training, military air training or naval training.

Article 13

Bulgaria shall not possess, construct or experiment with

(i) any self-propelled or guided missiles or apparatus connected with their discharge,

(ii) sea mines of non-contact types actuated by influence mechanisms,

(iii) torpedoes capable of being manned,

(iv) submarines or other submersible craft or specialised types of assault craft.

Article 14

(1) Bulgaria shall not retain, produce, otherwise acquire or maintain facilities for the manufacture of war material in excess of that required for the maintenance of the armed forces permitted under Article 10.

(2) Excess war material of Allied origin will be surrendered and placed at the disposal of the Allied Power concerned according to the instructions given by that Allied Power; and excess Bulgarian war material will be placed at the disposal of the U.S., U.S.S.R., U.S.A., and U.K. jointly, and Bulgaria will renounce all rights to the same.

(3) War material of German origin or design in excess of that required for the armed forces permitted under the Treaty will be placed at the disposal of the U.S.S.R., U.S.A., and U.K. jointly. Bulgaria will not acquire or manufacture any war material of German origin or design, or employ or train any technicians, including military and civil aviation personnel, who are or have been nationals of Germany.

/Bulgaria shall comply with the provisions regarding the disposal of excess war material within one year of the entry into force of this Treaty./

Article 15

Bulgaria undertakes to co-operate fully with the United Nations in order to ensure that Germany may not be able to take any action outside German territory in the direction of rearmament.

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Article 16

Each of the military, naval and air clauses of the present treaty will remain in force until modified in whole or in part by agreement between the Allied and Associated Powers and or after Bulgaria becomes a member of the United Nations, by agreement between the Security Council and Bulgaria.

Article 17

(1) An Allied Inspectorate composed of representatives of the U.K., U.S.A., and U.S.S.R. will be established to verify the execution of the naval, military and air clauses contained in the present Treaty.

(2) The Bulgarian Authorities will provide the Commission with all necessary information and facilities required for the execution of its mission including access to establishments and to any necessary documents, freedom of movement throughout Bulgaria, the grant of diplomatic immunity and provision of suitable accommodation and of such Bulgarian currency as may be required.

(3) The Allied Inspectorate will represent the Associated Powers in dealing with the Bulgarian Government in all matters concerning the execution of the military, naval and air clauses and will be the sole authority to which the Bulgarian Government will refer questions regarding the interpretation and fulfilment of those clauses.

(4) The Allied Inspectorate will render to the Bulgarian Government such guidance, technical advice and clarification on the military, naval and air clauses as may be necessary to permit rapid and efficient compliance with the spirit and terms of the Treaty.

ANNEX TO PART III: DEFINITIONS

For the purpose of part III of the present Treaty the terms "war material", "military training" and "military air training" and "naval training" shall be defined as follows:-

(1) The term "war material" shall include all arms, ammunition and implements specially designed or adapted for use in war as listed in Annex I to this Treaty. The Allied and Associated Powers reserve the right to amend the list from time to time by modification or addition in the light of subsequent scientific developments.

(2) The term "military training" is defined as : the study and practice in the use of war material specially designed or adapted for army purposes, and training devices relative thereto, the study and carrying out of all drill or movements which teach or practice evolutions performed by fighting forces in battle; and the organised study of tactics, strategy and staff work.

(3) The term "Military air training" is defined as : the study and practice in the use of war material specially designed or adapted for air force purposes, and training devices relative thereto; the study and practice of all

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specialized evolutions, including formation flying, performed by aircraft in the accomplishment of an air force mission; and the organised study of air tactics, strategy and staff work.

(4) The term "naval training" denotes the study, administration or practice in the use of warships or naval establishments as well as the study or employment of all apparatus and training devices relative thereto, which are used in the prosecution of naval warfare, except for those which are also normally used for civilian purposes; also the training, practice or organised study of naval tactics, strategy and staff work including the execution of all operations and manoeuvres not required in the peaceful employment of ships.

(iv) War Graves

The Allied Governments may ask for the adoption of clauses resembling those of the Treaty of Lausanne dealing with war graves as a section of the peace treaty. Alternatively, Bulgaria might also be asked to reaffirm existing agreements with any desired additions to cover the present war.

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CHAPTER VI

PEACE SETTLEMENT WITH FINLAND

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CHAPTER VI. PEACE SETTLEMENT WITH FINLAND

1. POLITICAL QUESTIONS

(i) Political Institutions

The political settlement with Finland will be influenced by the stability which Finnish political institutions have shown during the crisis in her relations with the U.S.S.R. No political group of importance in Finland was opposed to the Finnish parliamentary system itself, although there was, of course, some opposition to the reactionary interests under whose control it had fallen. As a consequence of this stability, the Finnish political system has been able to withstand the shock of two unsuccessful foreign wars within half a decade and to emerge unchanged in form. Even the changes in personnel have been less drastic than in countries with less moderate and stable political traditions. The men who made peace with the Soviet Union had not on either occasion to emerge from prison or return from exile to do so, and in both 1940 and 1941 the necessary changes for the acceptance of peace were brought about by orderly and constitutional means. The fact that Baron Mannerheim, the military commander who had, in both wars, directed operations against the Russians, became the provisional president under whom the second armistice was signed is an evidence of the degree to which continuity was maintained in Finnish political affairs.

The element of stability in the Finnish political system was, however, greatly endangered by the high degree of inflexibility in the policies of the political leaders who carried Finland into the second war against the U.S.S.R. Strong representations were made in Helsinki by both the United Kingdom and the United States in the spring of 1941 to prevent the Finns from committing themselves to the Germans in the attack against the Soviet Union which then seemed imminent. After Germany had invaded the U.S.S.R., efforts were made to restrain Finland from joining in the war. When this endeavour failed, the United Kingdom and the United States urged the Finns to limit their operations to former Finnish territory, and to refrain from crossing the 1939 boundary line of the Soviet Union. Not even these warnings were heeded, and the Finns gradually became fully committed on the side of Germany in the war against the U.S.S.R. Finland refrained, however, from following in the latter's declaration of War against the United States. In this way, she was able to maintain contact with one of the major allies, for the United States did not add Finland to her list of enemies, and even kept her diplomatic mission open in Helsinki throughout the war.

(ii) Armistice Negotiations

The Finns were equally inflexible in regard to Soviet peace terms. Very soon after the opening of the eastern front, efforts were made to arrange for conversations between the Finnish and Soviet Governments, and the U.S.S.R. made clear its willingness to settle

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for a restoration of the 1940 boundary. The question of peace with Finland was raised in Moscow on a number of occasions thereafter by one or other of the western allies, and the Soviet Government regularly returned approximately the same answer in regard to a territorial settlement. The Finnish Government, however, held out for a restoration of the 1939 boundaries, and even after the tide had turned against Germany, seemed convinced either that Germany would win or that the fate of Finland was inextricably bound up with that of her fascist ally. This intransigence lasted on into the period of German collapse, and led the Finns to abandon one set of negotiations which were under way in the spring of 1944. The reason given by Finland for breaking off the conversations at that time was the amount of indemnity demanded by the Soviet Government, that is, 600 million dollars. It is probable, however, that the Finns were still hopeful that by some means the U.S.S.R. would be persuaded to reduce its demands for territory in the Karelian isthmus. They were hopeful also that the passage of time would reduce the size of the German force in Finland which would have to be subdued.

In August 1944 negotiations were resumed. On September 19, 1944, the armistice was signed in Moscow by representatives of Finland and of the Soviet Union and the United Kingdom acting on behalf of the United Nations at war with Finland. The armistice was based on a Soviet draft amended as a result of suggestions advanced by the United Kingdom. The execution of the armistice was to be controlled by the Soviet High Command acting on behalf of the United Nations at war with Finland.

The political provisions of the Armistice covered the disarming and internment of German forces in Finland, the transfer of the Finnish Army to a peacetime footing within two and a half months of the signing of the armistice, the breaking off of relations with satellite states of Germany, the handing over of Allied prisoners of war, co-operation with the United Nations in the apprehension and punishment of war criminals, and the dissolution of all pro-Hitlerite and other organizations engaged in hostile propaganda against the United Nations.

(iii) Control Commission

An Allied Control Commission composed of United Kingdom and Soviet representatives under the chairmanship of A.H. Zhdanoff, was established to supervise the carrying out of the terms of Armistice.

On the whole the Control Commission appears to have been satisfied with the manner in which the Finns have complied with their obligations. There was some Soviet press criticism of Finland in connection with the apparent slowness of the Finns in disarming German forces, but when the Finns pointed out that they could not carry out this task effectively if their own forces were to be reduced to a peacetime footing, they were allowed an extension of time to do so. There was also the usual criticism in the Soviet press at the alleged laxity of the Finns in dealing with their own war criminals. But Soviet dissatisfaction appears to have been allayed by the trials held in 1945 of Tanner and some other political leaders who were accused of bringing Finland into the war.

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The work of the Control Commission in Finland has proceeded incomparably more smoothly than in the Balkan states. There appear to be three reasons for this: the reasonable attitude of Zhdanoff, who is a sufficiently influential personage in the U.S.S.R. to possess some personal initiative, the stability of the Finnish political system and the good faith of the Finnish Government in complying with the Armistice terms. As was demonstrated by the failure of the attempt to foist a Communist regime on Finland in 1939-40, there appeared to exist no disagreement among the Finnish people regarding their fundamental institutions. The good faith of the Finnish Government was shown by the initiative of responsible political leaders in seeking to establish friendly relations with the U.S.S.R. and by the scrupulous avoidance of appeals to the United States and the United Kingdom for support against Russia.

(iv) Recognition of Finnish Government

In June 1945 Mr. Stalin sent messages to Mr. Churchill and Mr. Truman urging renewal of diplomatic relations with Finland. In view of the fact that the United States had never been in a state of war with Finland, Mr. Truman agreed that normal relations should be established as soon as possible and indicated his readiness to exchange diplomatic representatives without delay. Mr. Churchill replied on the other hand that the United Kingdom had been considering the question of future relations with Finland and that he hoped to submit comprehensive proposals for discussion at the next meeting of the Big Three.

At Potsdam the Soviet Government expressed the view that the Government of Finland had faithfully carried out the obligations assumed under the armistice terms and it urged recognition of the Finnish Government in the immediate future. A compromise was reached on the whole problem of recognition in respect to the former Axis allies whereby each Government agreed to examine separately in the near future the possibility of establishing diplomatic relations with Finland and the other former satellites to the extent possible prior to the conclusion of peace treaties with these countries. It was also decided that the anomalous position of Finland should be terminated by the conclusion of a peace treaty although it was carefully stipulated that only a recognized democratic government could be signatory to such a treaty.

United Kingdom policy demanded that Finland have as independent a government as possible and it is a tribute to the stability of the Finnish political system after two wars that the government achieved virtual de facto recognition in August 1945. Constitutional considerations precluded the establishment by the United Kingdom of diplomatic relations with a country with which it was still technically at war. This was not applicable, however, to quasi-diplomatic relations. Moreover, the United Kingdom Government could see no political objections to establishing such relations with a Finnish Government which it considered to be truly democratic and to have the support of a majority in a freely elected Diet. Accordingly it invited the Finnish Government to appoint a political representative in the United Kingdom with the personal rank of Minister, not

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accredited to the King but with direct access to the Government, and a reciprocal arrangement was made for the British political representative at Helsingsfors.

De jure recognition of the Finnish Government, at the moment withheld on this technicality, will consequently follow after the conclusion of the peace treaty.

The Canadian Government declared war on the Government of Finland on December 7, 1941. While Canada was among the United Nations on whose behalf an armistice agreement with Finland was signed on September 19, 1944, by the representatives of the Governments of the Soviet Union and the United Kingdom, the Canadian Government is still formally at war with Finland pending the signing of a peace treaty. As there has been continuity in the governmental system of Finland, the question of recognizing the present Finnish Government does not arise. Although Canada is still at war with Finland, there has never been an interruption of recognition.

(v) Finnish Membership in the United Nations and Specialized Agencies

It was agreed at Potsdam that the establishment of a recognized democratic Government in Finland was essential to the conclusion of the peace treaty and that the conclusion of such a treaty was a prerequisite to membership in the United Nations. Fulfilment of these requirements would then enable the Big Three to support an application for membership.

M. Molotov submitted at the Council of Foreign Ministers that the peace treaty for Finland should include a guarantee on the part of the Allied powers to support Finland's candidature for membership in the United Nations. Finland in return would undertake to co-operate with the Allied powers and to execute such measures as they might adopt for the maintenance of world peace. In its draft the United Kingdom Government proposed that Finland should accept the arrangements made by the United Nations for the liquidation of the League of Nations and the Permanent Court of International Justice, that it should recognize the authority of all United Nations organizations already established or in contemplation, and should accept the required obligations in connection with such organizations and any conventions concluded under their auspices as might be specified. These proposals M. Molotov considered to be unnecessarily detailed and it was his view that the Soviet suggestion was quite sufficient. Mr. Bevin on the other hand declared that the United Kingdom could not at the time accept the absolute obligation postulated by the wording of the Soviet proposals to support the candidature of Finland for the United Nations but that it was prepared only to consider it.

The United States has adhered to the principle of disassociation from questions regarding countries with which the United States was not at war but it is intimately involved in the Potsdam formula that the conclusion of a peace treaty with a recognized democratic government in Finland would enable the three governments to support an application for United Nations membership.

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Ultimate support of such an application is, therefore, a virtual certainty.

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1939 - 1944

Finnish Border - 1939 .....
Finnish - Soviet Border, 1944 .....
Areas ceded by Finland to U.S.S.R. in March, 1940 .....
Additional Areas Ceded by Finland to U.S.S.R., 1944 .....
Naval Base at Porkala Ud leased to U.S.S.R. for 50 years .....
Principal Railways .....

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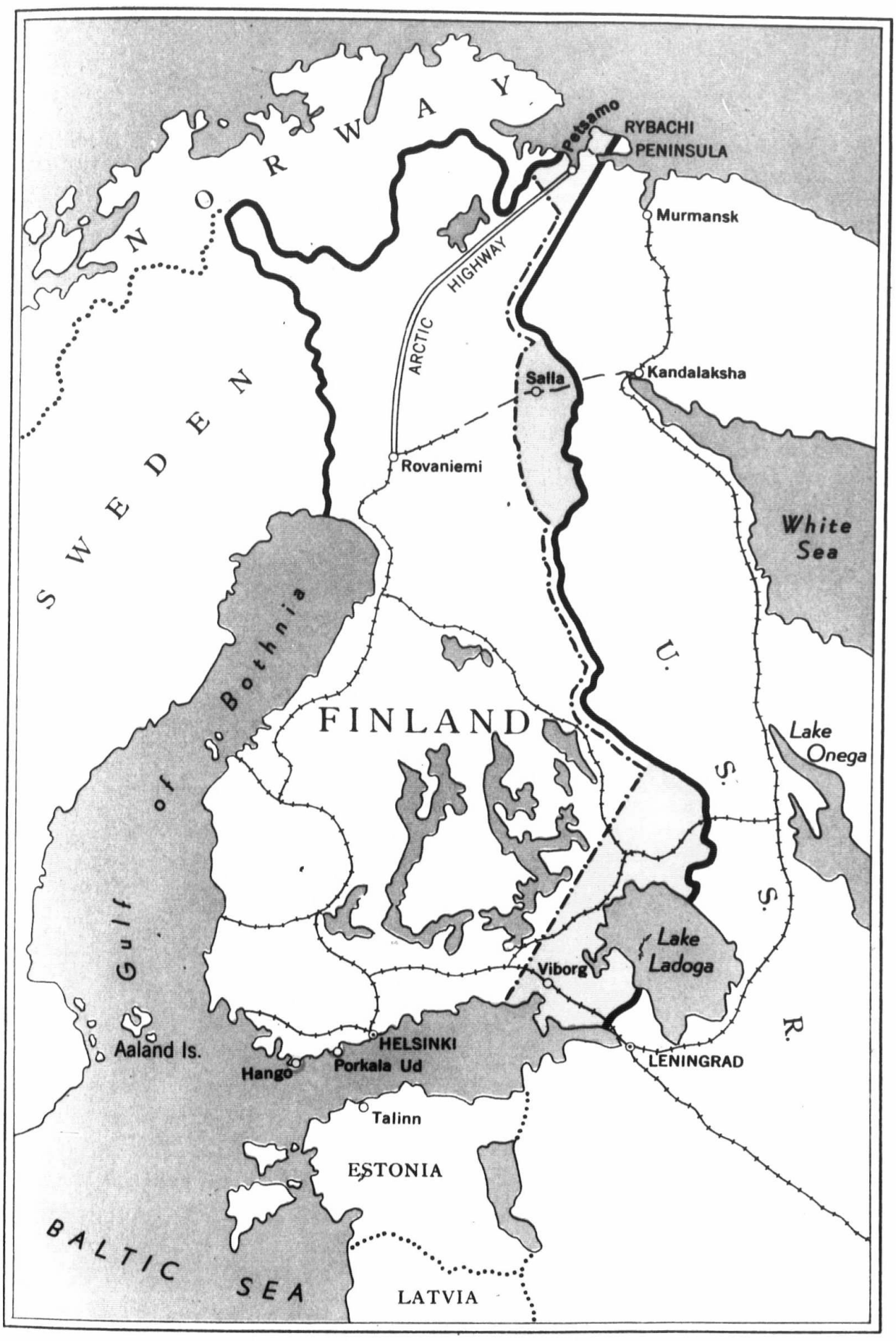

FINNISH BORDERS
1939 - 1944

Finnish Border - 1939 .....
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SECRET

2. FINLAND : FRONTIER PROVISIONS

(i) Russo-Finnish Frontier after the first Russian war, 1940.

By the settlement which followed the winter war of 1939-40 the Soviet Union annexed territory which it considered important to the defence of its western sea outlets. The acquisition of the Finnish sector of the Rybachi Peninsula which safeguards the approaches to Murmansk, and the widening of the corridor in the Salla region through which the Murmansk railway passes added further protection to the northern sea route. In addition, a thirty-year lease on the Hango Peninsula and the surrounding waters gave the Soviet Union a naval base capable of defending from aggression the entrance to the Gulf of Finland and at the same time an area strategically situated with reference to the Gulf of Bothnia. The greatest loss for the Finns, however, was in Karelia, which contained the main industrial region of Finland and also the Saima Canal which was vital to the transport of timber.

(ii) Russo-Finnish Frontier after the second Russian war, 1944.

As early as December 1941 M. Stalin expressed the desire, which was reiterated five months later by M. Molotov, for a restoration of the border with Finland as settled after the first Russo-Finnish war. It was noted by the United Kingdom that the Soviet Union's accession to the principles of the Atlantic Charter had been based upon these frontiers. Therefore, although it did not propose to reverse its previous decision not to recognize any territorial changes made during the war, the United Kingdom decided that when the appropriate moment came it would raise no objection to Soviet claims for restoration of the 1941 boundaries. It was realized that Finland was within the Soviet orbit and any comments on Soviet suggestions were confined to matters in which substantial United Kingdom interests were directly involved.

The territorial terms of the armistice provided by the Soviet Government and accepted by the Finns, re-established the 1941 frontier except for the oblast of Petsamo which was ceded to the Soviet Union. In addition, the Porkala-Ud area was made available for a Soviet naval base on a fifty-year lease in exchange for renunciation of rights of lease on the Hango Peninsula. This arrangement was bitterly resented by the Finns because of the proximity of Porkala-Ud to Helsinki and the stranglehold on central Finland which the Soviet Union thus acquired. However, the Soviet Government was adamant in its view that the war had proved the vital necessity of holding the entrance to the Gulf of Finland as security for Leningrad.

Finland still expresses hope for rectification in the peace treaty of the Karelian frontier. It is almost certain, however, that Finland will have to resign itself to the frontiers settled by the armistice terms, unless the Soviet Government shows itself willing to have the question reopened.

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(iii) Petsamo Area

The original Soviet demands for possession of the Petsamo area were made in December 1941 and were renewed at the Teheran Conference, although it was stipulated that either Hango or Petsamo would be staisfactory. The United Kingdom did not oppose Soviet claims to the 1941 Russo-Finnish frontier, but the claim to Petsamo was considered as falling into a different category from other boundary questions. Nevertheless, the United Kingdom was prepared to examine the proposal if it should be put forward as part of the general peace settlement. This policy was reaffirmed in March 1944, and it was specified that there would be no objection to the Soviet Union acquiring Petsamo instead of, or even in addition to, Hango, provided the question of compensation for Canadian interests in the nickel mines were taken into consideration.

The Finns maintained that the Soviet Government had, in 1940, declared a northern sea exit essential to Finland, but M. Molotov reminded them that their subsequent actions and three years of war on the side of Germany had changed the situation. Consequently, although the original Soviet armistice terms, which were refused by Finland, left the question of Petsamo for subsequent settlement by negotiation, the final terms gave this area to the Soviet Union.

At the Council of Foreign Ministers London Mr. Byrnes declared that the United States would neither agree nor disagree with the point of view of the other two powers as regards Finland, and the United Kingdom and the Soviet Union accordingly decided that the territorial arrangements made under the terms of the armistice would remain unchanged in the final peace treaty.

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3. FINLAND : ECONOMIC PROVISIONS

(i) Commercial and Financial Clauses

The Soviet draft submitted to the Deputies of the Council of Foreign Ministers contains no reference to any commercial and financial matters other than reparations. It is reasonable to assume that the Soviet Union intends to monopolize as much as possible of Finland's trade by means of bilateral arrangements and to oppose the inclusion of any clauses in the peace treaty which would protect the trading interest of other United Nations. The United Kingdom, on the other hand, is still endeavouring to establish the open door in Finland as in the other former enemy countries. It has proposed that Finland should be obliged by the peace treaty to extend unilaterally for a period of five years to all the United Nations most favoured nation treatment so far as duties are concerned. The United States, since it will not be a signatory to the peace treaty with Finland, has not made any comments on this proposal.

(ii) Reparations

In the Soviet draft it is suggested that the reparations settlement embodied in Article 11 of the Armistice signed with Finland on the 19th September, 1944, should be taken as a basis for the reparations clauses in the peace treaty. According to that settlement Finland undertook to pay the Soviet Union a total amount of $300,000,000 over a period of six years from the date of the signing of the Armistice. All payment was to be in goods and was to consist of shipments of timber products, paper, cellulose, seagoing and river craft, and some machinery. In the United Kingdom Draft Treaty dated 13 June 1946, it is stated that payment shall be made over a period of eight years. The Armistice Agreement contained no provision which would regulate the prices to be attached to reparations deliveries from Finland. The Finnish Government contended that current local Finnish prices should apply; the Soviet Government, on the other hand, insisted that reparation deliveries should be valued at 1938 prices with some small upward adjustments (10% for raw materials and 15% for manufactured goods). The United Kingdom Government, in December 1944, lodged a protest in Moscow against this system of pricing on the grounds that it was unfair and would result in stripping Finland of a larger volume of goods than was properly due to the Soviet Union under the Armistice Agreement and would, in consequence, prevent the United Kingdom from obtaining as large an amount of badly needed raw materials from Finland as would otherwise be the case. This protest, however, had no effect, and the United Kingdom Government has now reluctantly accepted the system of pricing advocated by the Soviet Union.

In order to safeguard the interests of Allied nationals who have legitimate claims against Finland, the United Kingdom Government has proposed that Finland should furnish compensation to United Nations nationals (or their dependents in case of death) who have suffered inhuman treatment, disability, injury, or death from operations in

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Finland arising out of the war; this compensation should be paid, in the case of residents in Finland, in local currency, or in other cases, in the currency of the state to which the claimant belongs. The United Kingdom has also proposed that Finnish assets within the jurisdiction of any of the United Nations should be released by that nation for application to its reparations claims as well as to the satisfaction of pre-war debts.

(iii) Canadian Interest

(a) General

Canada's general interest in the creation of a multilateral system of world trade would seem to indicate the desirability of any provisions in the peace treaty designed to establish the open door in Finland and to prevent the Soviet Union from monopolizing its trade.

(b) Specific

(1) Trade

Canada's trade with Finland has always been restricted because many of the goods which Finland has for export compete with Canadian export surpluses. For example, Finland has considerable export surpluses of timber, wood pulp, cellulose and paper. In 1938 Canadian imports from Finland amounted to $98,000; the chief items which contributed to this total were cheese, wooden furniture, paper, engines and boilers, and farm implements. Exports from Canada to Finland in the same year amounted to $578,000; they consisted chiefly of wheat and flour, rubber tires and tubes, leather, and farm implements and machinery.

(2) Canadian Plants

In 1934 the International Nickel Company of Canada, Limited, through its United Kingdom subsidiary, the Mond Nickel Company, Limited, entered into a long term concession agreement with the Government of Finland, as a result of which it secured the right to mine nickel-bearing ore in the Petsamo district of northern Finland. By 1939 Petsamon Nikkeli O/Y, a Finnish company wholly owned by the International Nickel Company of Canada, Limited, through the Mond Nickel Company, Limited, had almost completed the building of a smelter for the production of nickel-copper matte. With the outbreak of war between Russia and Finland in that year, the project was suspended and all Canadian and British personnel were recalled. The Finnish Government then took steps to bring the project into production.

Since the mines and installations lie in that area of Finland ceded to the Soviet Union by the Armistice, they have now passed into the possession of the Soviet Government. A Protocol to the Armistice, however, was signed in Moscow on the 8th October, 1944, by the Canadian and United Kingdom Ambassadors and a representative of the Soviet Government whereby the Soviet Government undertook to pay $20,000,000 (United States currency) to the Canadian Government as full and final compensation to the International Nickel Company of Canada and its subsidiary, the Mond Nickel Company, Limited. The payments were to be made in twelve semi-annual instalments during the ensuing six years. The first three payments have already been received by the Canadian Government from the Soviet Government and have been

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transferred to the International Nickel Company of Canada. The assets of Petsamon Nikkeli O/Y in southern Finland are now being liquidated according to Finnish law.

(3) Private Claims

At present the private claims which have been registered by Canadian nationals with the Canadian Custodian amount to $7,782,000. It should be remembered, however, on the one hand, that the Custodian has not advertised for claims and, on the other, that some of the claims which have already been registered may not be warranted. The total of Finland's assets held by the Custodian is $287,000.

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4. FINLAND : MILITARY PROVISIONS

(i) Introduction

In revenge for her treatment by the U.S.S.R. in the War of 1939-40, Finland entered the Second World War on June 9th, 1941, as a co-belligerent of Germany. Participation was carefully limited, with the Finnish Government refusing to enter into a closer alliance with Germany in 1942. In that same year a United States observer in Finland described the attitude of the Finnish people as "resignation through necessity to plodding wearily along at the side of Germany". Almost a year later another United States observer described a high Soviet official as saying. "As the Finnish Forces gave the Red Army little trouble, it did not matter whether the Finns went on fighting or not." Subsequently Soviet leaders were incensed at the Finnish stubbornness in concluding an Armistice over which negotiations dragged on over a period of seven months. Previous to the actual signature of the Armistice on September 19th, 1944, the U.S.S.R. were willing to conclude a peace treaty, but on further consideration with the United Kingdom, agreed to the Armistice mentioned above. On the whole, terms of the Armistice can be said to be consistent with Stalin's dictum as reported in a conversation of the Big Three, that in making peace with satellites of Germany, "the spirit of revenge or redress for injuries was a bad adviser in politics". It should be noted that at no time were the United States, France or China at war with Finland and that the peace terms with Finland are, therefore, a question of primary consideration for the U.S.S.R. and the British Commonwealth. By the terms of the Armistice, Finland undertook to disarm German troops within her borders, a task which subsequently led her to declare herself at war with Germany on September 15th, 1944. Finland also agreed to place her Army on a peace-time footing within 2½ months of the date of signature of the Armistice. A Russian news agency report of January 16th, 1945, stated that Finland had fulfilled this obligation. The present strength of the Finnish Army is 26,000, while the Navy which consists of 3 gun boats, 7 motor torpedo boats, 3 mine-layers and 5 submarines, has about 4,000 personnel. The Finnish Air Force consists of 6 Fighter Squadrons (180 aircraft) and 3 Bomber Squadrons (54 aircraft). Its personnel is approximately 7,000.

(ii) The Future Role of the Finnish Armed Forces

Since Finland has no frontier difficulties with her neighbours other than the U.S.S.R., it is not necessary to measure the strength of her Armed Forces against those of a neighbour such as Sweden or Norway, as was thought advisable in the case of Italy. Consequently, the strength of her Armed Forces need only bear some relation to their role in maintaining internal tranquillity, although it might be in the interest of the United Kingdom that they should not be of sufficient strength so as to be a source of military potential for Russia. When Finland is admitted to the United Nations her Government will then be called upon "to make available to the Security Council on

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its call and in accord with the special agreement or agreements, Armed Forces, assistance and facilities, including rights of passage necessary for the purpose of maintaining international peace and security". Presumably, these requirements will be estimated following Finland's entry into the United Nations and need not be taken into account in the drafting of the peace treaty.

(iii) Principles likely to be followed in the Drafting of the Military Provisions of the Peace Treaty

The Soviet Union is not likely to be harsh with Finland in the military clauses of the peace treaty. At the Meeting of the Council of Foreign Ministers in September 1945 Mr. Molotov drew a distinction between major aggressors like Germany or even Italy and "a small state like Finland which was unlikely to threaten the peace of Europe". Mr. Molotov also stated that the Soviet Union, having no fear of Finland, could see no justification for restricting Finnish Forces in the peace treaty. This point of view is not entirely acceptable to the United Kingdom which would wish the military position in Europe to be considered as a whole. On the other hand, the United Kingdom will not press its case too far since the Chiefs of Staff Organization have stated in a preliminary memorandum that "we have no strategic interest in Finland, and the size and composition of her Armed Forces do not directly affect us". The following principles based on a United Kingdom draft treaty dated 13 June may, however, be applied in whole or in part in the peace treaty:-

Article 12.

Each of the military, naval and air clauses of the present treaty will remain in force until modified in whole or in part by agreement between the Allied and Associated Powers and Finland, or, after Finland becomes a member of the United Nations, by agreement between the Security Council and Finland.

Article 13.

The Aaland islands shall remain demilitarized in accordance with the existing status quo.

Article 14.

(1) The maintenance of land, sea and air armaments and fortifications shall be closely restricted to those required for meeting tasks of an internal character and local defence of frontiers. In accordance with this principle, Finland is authorised to have armed forces consisting of not more than:

(a) A land army, including frontier troops and anti-aircraft artillery, with a total strength of 34,400 personnel.

(b) A navy with a personnel strength of 4,500 and a total tonnage of 10,000 tons.

(c) An airforce, including any naval air arm, of 60 aircraft, including reserves, with a total personnel strength of 3,000.

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(2) These strengths will in each case include combat, service and overhead personnel. The possession, maintenance and use by Finland of aircraft designed primarily as bombers with internal bomb-carrying facilities is prohibited.

Article 15.

Such part of the Finnish army, air force and navy as exceeds the above strengths will be disbanded within six months from the date of the coming into force of the present treaty.

Article 16.

No personnel other than that included in the above specified strengths of the Finnish army, air force and navy respectively, shall receive any form of military training, military air training or naval training.

Article 17.

Finland shall not possess, construct or experiment with (i) any self-propelled or guided missiles or apparatus connected with their discharge, (ii) sea-mines or non-contact types actuated by influence mechanisms, (iii) torpedoes capable of being manned, (iv) submarines or other submersible craft of specialised types of assault craft.

Article 18.

Finland shall not retain, produce, otherwise acquire, or maintain facilities for the manufacture of war material in excess of that required for the maintenance of the armed forces permitted under Article 14.

Article 19.

(1) Excess war material of Allied origin shall be placed at the disposal of the Allied Power concerned, according to the instructions given by that Allied Power, and excess Finnish war material shall be placed at the disposal of the Governments of the Union of Soviet Socialist Republics and the United Kingdom and Finland will renounce all rights to this material.

(2) War material of German origin or design in excess of that required for the armed forces permitted under this Treaty will be placed at the disposal of the Governments of the Union of Soviet Socialist Republics and the United Kingdom. Finland will not acquire or manufacture any war material of German origin or design, or employ or train any technicians, including military and civil aviation personnel who are or have been nationals of Germany.

(3) Excess war material mentioned in paragraphs (1) and (2) will be handed over or destroyed within one year from the date of the coming into force of this treaty.

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Article 20.

(1) Finland undertakes to co-operate fully with the United Nations in order to ensure that Germany may not be able to take any action outside German territory tending towards or facilitating her rearmament.

(2) Finland undertakes not to acquire or manufacture civil aircraft which are of German or Japanese design or which embody major assemblies of German or Japanese manufacture or design.

(iv) Acceptance of Allied Inspectorate

By the terms of the Armistice, Finland accepted an Allied Control Commission whose task was to see that the terms of the Armistice were punctually and accurately fulfilled. The powers of the Commission were as follows:

> The Control Commission shall have the right to receive from the Finnish authorities all information it requires for the fulfillment of the above-mentioned task.
> In the event of discovery of any violation of the above-mentioned articles of the Armistice agreement the Control Commission shall make appropriate representations to the Finnish authorities in order that proper steps may be taken.
> The Control Commission may, through its officers, make the necessary investigations and the collection of information it requires.
> The Control Commission shall be established in Helsinki.
> Members of the Control Commission, and equally its officers, shall have the right to visit without let or hindrance any institution, enterprise or port, and to receive there all information necessary for their functions.
> The Control Commission shall enjoy all diplomatic privileges, including the inviolability of person, property and archives, and it shall have the right of communication by means of cipher and diplomatic courier.
> The Control Commission shall have at its disposal a number of aircraft, for use of which the Finnish authorities shall grant all necessary facilities.

When the peace treaty has been signed, the Control Commission will probably be superseded by a small Inter-Allied Military Inspectorate which presumably will possess the same powers as the Control Commission.

(v) War Graves

The Allied Governments may require Finland to reaffirm existing agreements regarding war graves of Allied nationals in Finland and accept clauses providing for Allied war cemeteries in Finland on the lines of those imposed on Turkey in the Treaty of Lausanne. This question will be largely a question of interest to the Soviet Union in view of the nature of the war.

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