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W.L.M. KING PAPERS

Memoranda and Notes

1940-1950

MG 26 J 4 Volume 334

Pages C230345-C230860

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OFFICE OF THE PRIME MINISTER

MEMORANDUM C230549

December 11, 1944
11.20 a.m.

THE PRIME MINISTER:

Mr. Telford's resignation has been received and sent to the Clerk of the House, who is immediately sending the Speaker's warrant to the Chief Electoral Officer.

I have spoken to Mr. Castonguay, who says that it would be desirable to have the order in council passed today, in order to fix the by-election for February 5th.

Mr. Beauchesne informed me that he had received the resignation of Mr. A. J. Lapointe, M.P. (Matapedia-Matane). I cautioned him against mentioning Mr. Lapointe's resignation to the press, as I thought it might not be desired to have any publicity for it immediately.

J.W.P.

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C230550

WJT/PM
10.3.42

file

N-305-8 (Confs) 1942 M-251 aug 42. P-652-a 1942 P-304 v-1 C-550 1942 J-153 1942

Memorandum for the Prime Minister

The Prime Minister may recall the dispute which Mr. Edward Lacroix had with Mr. Casgrain in the matter of taking a local option vote in Beauce County. The Prime Minister's intervention was required to prevent an open break. A new difficulty has now arisen. As a result of the vote authorized in Beauce the Canada Temperance Act was adopted by a large majority and came into force some months ago. The provincial authorities refuse, however, to enforce this Act, claiming that they have nothing to do with this purely federal law.

The federal police have, on the other hand, taken the attitude that the responsibility rests with the provincial police. Mr. Lacroix suggests that there appears to be a conspiracy between the two governments to thwart the wishes of the majority of the people of the country, and that his own position is being made ridiculous. He has seen Mr. St. Laurent, who points out that under the provisions of the Canada Temperance Act, the Collector of Customs is required to prosecute where he has reason to believe that an offence has been comitted, and that a conviction can be obtained. The suggestion is that the officers of the R.C.M.P., who are stationed in Beauce County, should act as prosecuting agents for the Collector of Customs, and thus meet Mr. Lacroix's desires for enforcement of the Act.

The Commissioner of Police has pointed out that his force have tried to keep out of enforcing the Temperance Act, except in Marquette and Lisgar, in Manitoba, in which province the R.C.M.P. act as provincial police. Mr. Lacroix contends, however, that the Act should be enforced by someone, and as the federal government is responsible and has the means to do so, it should take action. He expresses the view that one or two test cases would have a very salutary affect. Mr. St. Laurent has expressed his willingness to proceed in the matter, but suggests that as this is a matter of policy involving the possibility of political repercussions, he would like to have an expression of opinion from the Prime Minister.

W. J. T.

* Mr St Laurent now informs me that Commissioner Wood is prepared to act and the minister is ready to go ahead

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C230551

WE ARE AT WAR

by

GEORGE BARTON CUTTEN

President of Colgate University

Delivered at the Northern Baptist Convention, Cleveland, Ohio, May 27, 1942

WE ARE AT WAR. Alcohol and war do not mix any better than alcohol and gasoline. Perhaps a mere voter and a modest taxpayer should not be expected to bother his head about the conduct of the war, but the fundamental strategy seems to be for us to drink our way to victory. Is this to be any more successful than the strategy the Washington officials outlined for us in 1932 when we were supposed to drink our way to sobriety? Well, not so far, anyway. One naturally wonders whether seventy-seven days of prohibition at Pearl Harbor before December 7, instead of seventy-

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seven days afterward, might have saved us from the worst naval defeat this country has suffered in its one hundred and sixty-six years of history, and whether we might have been saved also the sorrow and loss caused by the deaths of nearly 3,000 who were killed there.

The experiment continued. According to press dispatches, during the seventy-seven days of prohibition in Oahu, there were 268 arrests, an average of 3.3 daily. When prohibition was discontinued by military order, the first day there were seventeen men and five women convicted of drunkenness, and during the next thirty days the average number of arrests was over twenty-one—more than six times the average during the seventy-seven days of prohibition. Barrooms, taverns, beerhalls, and cocktail lounges are not fitting schools for soldiers who have a world war on their hands, and Army officials who think otherwise should reassign the thinking to competent heads. Van Loon told us that Singapore "maintains a set of barrooms the splendor of which is famous all over the Orient." How much this had to do with the collapse of the Gibraltar of the East has not yet been evaluated.

The American Business Men's Research Foundation not long ago issued a statement in which were these words, "beverage alcohol has played an amazing part in undermining and ultimately bringing about the defeat of practically every nation that has lost the crucial decision on the field of battle or in conflict with other people. Liquor has defeated more men, more armies, more nations than any other cause." In 1925, the famous French editor, Payot, wrote, "Alcoholism, under the indifferent eye of the authorities, is, indeed, destroying the nation." As recently as the French debacle, the verdict of the government was, "Alcohol was the chief cause of the French armies' collapse, and the worst of France's four greatest problems." General Petain, with tears in his voice if not in his eyes, said, "Our soldiers were drunk and could not fight. Since the victory of the World War, the spirit of pleasure, of riotous living and drinking has prevailed over the spirit of sacrifice." France was at that time consuming on an average of two and a half quarts of alcoholic beverage a week per person, the largest amount of any nation in the world. That is the way France drank her way to victory. All the great nations now at war, with the single exception of our own, have made somewhat drastic regulations for the curtailment of the use of beverage alcohol.

The day after the election in 1932, the Brewery News said, "Not one-tenth of one per cent of the youth of America know the taste of real beer—we must educate them." The Brewers' Digest for May, 1941, enthused in the following words:

> "One of the finest things that could have happened to the brewery industry was the insistence by high ranking officers to make beer available at army camps.
>
> "The opportunity presented to the brewing industry by this measure is so obvious that it is superfluous to go into detail.
>
> "Here is the chance for brewers to cultivate a taste for beer in

> millions of young men who will eventually constitute the largest beer-consuming section of our population."

And they were right! Nothing seems to be plainer than that we are all out for the brewers and distillers. Every large industry in this country has been curtailed except the liquor industry. Cameras, radio sets, and firearms in the possession of aliens, about which we have been making such a fuss, might do some harm to our war effort, but how insignificant compared with the liquor interest which is not only not hindered but actually encouraged! Housewives are being rationed in sugar, but alcohol is still being made from sugar or molasses. The beer and whisky trucks have tire priority, the milk delivery trucks have not. Babies in the home can be deprived of milk and sugar, but the distillers go blithely on their way, the favored children of Washington. Nothing shows more clearly liquor's favored position than its exemption from the provisions of the Federal Food, Drug and Cosmetic Act.

On December 31, 1941, there were over 511,000,000 gallons of whisky stocked in warehouses in this country, a five years' supply. This could readily be redistilled to produce alcohol for the manufacture of munitions, but so far not one gallon has been touched for this purpose. We are sacrificing our energy and resources to build ships, for this is now our greatest need. Why ships? Well, for one thing, to send grain to Great Britain to be returned to us as Scotch whisky. Are we insane?

Isn't it about time we became serious about this war? Do we want to win it, or do we want to forget about it in a national drunken debauch? Three things have been designated time and again as absolutely essential to winning the war. What are they? First, the health of the people; second, the wealth of the people, and third, the morale of the people. Let us look at them.

Health. One medical authority in this country lists our five most serious health problems as: alcohol, tuberculosis, venereal disease, cancer, and heart troubles—and he places alcohol first. Isn't that somewhat extreme? Not at all! One of our large insurance companies reports that during the last decade rejections for heavy alcoholic indulgence have increased from 12 per cent to 34 per cent. One-third of insurable men and women who are condemned as unsafe risks for insurance, are rejected because of drink. From 1932 to 1936, the first four years of Repeal, rejections by one company on account of drinking increased 35 per cent. Insurance companies are hard-boiled business institutions, and can't afford to make mistakes.

But this is not all; alcohol is not only a serious problem in its own right, but two of the other problems are aggravated by it. For years we have known that tuberculosis is made more dangerous by the use of alcohol, and some physicians say that as many as 90 per cent of venereal infections are contracted when under the influence of alcohol. The New York State Liquor Authority has said, "The more alcohol, the more syphilis."

Alcohol is a serious contributing factor to two other major health problems: insanity and accidents. Psychiatrists are much concerned about the

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increasing burden which insanity is placing upon the personnel and finances of this country. More beds are occupied for insane patients than for all others combined. Dr. Dayton, working for the Rockefeller Foundation, reported that 20 per cent of the mental patients of the United States are alcoholics. In some cities and some states the percentage is much higher. Forty per cent of the admissions to Bellevue are alcoholics; 32 per cent of the male admissions in Massachusetts are connected with alcoholism and the percentage of such female cases is rapidly increasing. In California, 33 per cent of admissions to their seven mental institutions are alcoholic cases. Mental diseases, due to alcoholism, are steadily increasing to the highest peak in the history of this country.

One need scarcely mention the matter of alcohol and accidents, especially automobile accidents. The matter has become so serious, that even the distillers and brewers, afraid it may interfere with their business, are advertising and advising against driving after drinking. Forty thousand persons are killed and a million and one-half injured every year in the United States by automobile accidents, and the percentage caused by drinking is estimated anywhere from 40 per cent of these down. We do know that the number of deaths and accidents varies from year to year with the amount of alcoholic beverages consumed. In this situation it is not a matter of a single individual's being drunk and unfit for duty; this is a mechanized war and men must handle airplanes, ships, tanks, trucks, and jeeps. It is not only the life of one man that is in jeopardy, but the lives of hundreds of others depend upon his clear head and unclouded judgment.

No other poison causes so many deaths as ethyl alcohol. It is more deadly than morphine, cocaine, or heroin, or all combined. Alcohol causes more deaths than any one of the thirty-one infectious diseases, some of which in the past have assumed the proportions of plagues. How inhuman and barbarous we should consider the Japs if they distributed typhoid or tuberculosis germs among our armies, yet we license men to distribute alcoholic beverages to our soldiers, and even to distribute them in their camps.

Resistance to any disease is dependent upon good nutrition, and no sane physician would train a man on alcohol. Since the repeal of the Eighteenth Amendment, beer for the parents has been substituted for milk for the children. The first year of Repeal, milk consumption in the United States dropped 37,000,000 quarts, the second year 59,000,000 quarts, and the third year 69,000,000.

The case against alcohol medically and socially is just as strong and just as clear as the case against opium. The discontinuance of alcohol as a beverage would be the greatest advance in public health since the application of the bacteriological origin of disease. The insidiousness of its attack makes alcohol the more dangerous, and when 30 per cent of the drinkers become addicts we cannot afford to trifle with it. Nature unrelentingly presents her bill.

If the nation is to specialize in public health, and we really mean it, the first step is clearly indicated. If our soldiers are to be physically fit that step

becomes not only advisable but imperative, for all through historical time alcohol and venereal disease have been the twin detriments to fitness in the armies of the world. You can repeal the Eighteenth Amendment, but you cannot repeal the effect that alcohol and venereal disease have upon the human body. Further, nature impolitely disregards the authority of Congress when the latter declares that 3.2 beer is not intoxicating.

Money. Macauley said at one time: "Even the law of gravitation would be brought into dispute were there a pecuniary interest involved." Nothing shows the truth of this statement more clearly than the liquor traffic. This traffic is concerned with money on one side and on the other with the health and lives of men, their moral and their social standing, the food and clothing of their children, the happiness of their family life, their intellectual integrity, and their contribution to their country in time of peril. When stated thus baldly it hardly seems possible that one man could be found who would gamble with the human lives and interests of his fellows to that extent, but there are such, and not all among the lowest classes, either.

The story of the repeal of the Eighteenth Amendment in this country is about as sordid a tale as besmirches the pages of the history of any country at any time. By it, faith in one's fellow-men is rudely shattered, and our reliance in men of big business has received a severe shock. Fortunately only a portion of them were involved. It seems that about two hundred and fifty of this country's prominent capitalists opposed the enforcement of federal laws and openly rejoiced in the success of crime and lawlessness, coerced if they did not bribe legislators, distributed an unlimited amount of propaganda which proved to be false, made promises which they knew they were unable to fulfill, in order to bring back a liquor business the taxes on which they thought would relieve them of their income taxes. One of them testified in a congressional hearing that "a tax on beer would save one of my companies $10,000,000 a year." By comparison with this, Judas Iscariot, who sold his Lord for thirty pieces of silver, was a mere unsophisticated novice and Benedict Arnold was a loyal patriot.

Of course, this dream was never realized. The promises they made to each other were as wild and as undependable as the promises they made to the public. Liquor profits, except to the manufacturers and dealers, are always wraithlike phantoms. The tax income promised for beer alone was $1,000,000,000. It has never reached that for all alcoholic beverages, but let us take that figure for a round number—this the total on the income side. What about the debit side which is not so loudly advertised?

The American people pay to the liquor dealers $4,000,000,000 a year for legal alcoholic beverages. Some authorities estimate that nearly as much is paid for illegal liquor. Let us be conservative and place the total at $5,000,000,000. The liquor dealers collect revenues from their customers and leave society to care for the results. Dr. H. M. Pollock, mental hygiene statistician for the New York State department of health, estimates that the economic loss to the nation of those who have indulged in alcohol sufficiently to be arrested for intoxication is over $5,000,000,000 annually. In addition to

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this one group and this one item, are the economic loss of the larger group who drink and are not arrested, the extra cost for the police, the jails, the prisons, the courts, the insane asylums, the hospitals, the accidents, the alcohol-induced diseases, the alcohol-induced crimes, further reckoned at an additional $5,000,000,000 annually. These three items, all conservatively estimated, total $15,000,000,000 a year of the nation's wealth. This estimate is nearly half the cost of the last war to us, and is about a quarter as much as we are spending yearly for this war. This is spent to collect $1,000,000,000 in taxes—pretty expensive taxes, aren't they? This kind of financing reminds one of the man who paid two dollars for a hog, fed him ten dollars worth of corn, and sold him for five dollars. He made money on the hog but lost on the corn.

There are three other items worthy of notice. Bootlegging, which Repeal was to have killed, is still very much alive. Not long ago one authority said that there were one hundred illegal distillers to every legal one. The government has licensed about a half-million places to sell liquor and there are tens of thousands unlicensed. The federal expense for trying to curb bootlegging is far in excess of what it was during prohibition. Nevada, with one legal liquor dispensary for every ninety-four persons, is our most drunken state, consuming over 23.5 gallons of alcoholic beverages per person per year.

When sugar is being rationed and grain is wanted by a starving world, it is noteworthy to observe that in 1940, 2,000,000 tons of grain were used for alcoholic beverages, and over 4,000,000 gallons of molasses.

The third item, which has almost, if not quite, taken on the form of a scandal, is the liquor advertising offered to every magazine and newspaper which will accept it. For this the distillers and brewers spend at least $25,000,000 yearly, considered generally as a polite form of bribe to stifle any opposition which an editorial policy might dictate. There are still prominent magazines and newspapers which have not been for sale.

The liquor traffic is one of our most serious financial problems. The amount spent directly for liquor yearly, $5,000,000,000, is about twice as much as we spend for education of all kinds for all the people in the United States, including Alaska. If there had to be a choice made between national sobriety and national revenue, every patriot would choose the former, but happily they are both pulling in the same direction.

But what has this to do with the war? Very much, according to the Washington authorities. Every newspaper, every radio announcement, every poster and handbill, every civilian defense speaker emphasizes the need for money to win the war. We are even taking the pennies from the children in the kindergarten to buy stamps, but at the same time we are permitting a waste of $15,000,000,000 a year, which contributes only to inefficiency and degeneration and destruction.

Morale. President Roosevelt, in his message of May 27, 1941, used these words: "Defense today means more than fighting. It means morale, civilian

as well as military." Is "Dutch courage" our ideal of morale for an American? Is a drunken man our pattern for army or civilian morale? Do we wish to repeat France's mistake, when Petain's only excuse for the collapse in French morale was that the soldiers were drunk? Hitler's youth are forbidden to drink; Japan, some time ago, decreased the manufacture of alcoholic beverages 50 per cent; Russia also has greatly decreased the manufacture and distribution of alcoholic beverages. On the other hand, Germany is making alcohol available to the captive nations it wishes to destroy, as Japan is distributing opium among the Chinese. When we provide unlimited alcoholic beverages for our soldiers as well as for our civilians, and when drunken soldiers and drunken civilians are both common spectacles, doesn't it seem as though we had our wires crossed?

There are those who say, "A man should know when he's had enough." In reply there are two things to be said: in the first place, some people when they've had enough do not know anything; in the second place, when a man has had a drink he is not a good judge of when he's had enough, and the more drinks he has the poorer is his judgment. There is one thing upon which we'll agree: the morale which comes out of a bottle is not the morale to put into a battle. No officer ever gave a wrong command because he remained sober.

Isn't the drinking of liquor a personal matter and shouldn't one decide for himself whether or not he shall drink? Ho! Ho! Isn't the buying of gasoline a personal matter and shouldn't one decide for himself how much he shall get? Isn't it a personal matter whether or not one shall have sugar in his tea or coffee? Isn't it a personal matter whether or not he shall light his home when he wants to? There are no personal matters these days, but drinking has never been one. A matter which is responsible for crime, poverty, insanity, accidents to others, shattered homes, hungry children, disrupted morals, and countless other kinds of social degeneration, can never be a mere personal matter, and sane people can hardly make such a claim.

If to counterbalance its disastrous effects, alcohol could add one jot or tittle of courage, ability, skill or manhood, we might be willing to sacrifice in order to increase morale, but unfortunately all the results are on one side of the ledger, and the effect on morale is destructive and annihilating. A sober nation with the morale born of clear thinking, determination and courage, can eventually defeat Hitler and the Japs, but a drunken nation will travel through the Slough of Despond to inevitable danger of defeat. Hitler or Yamashita is not our greatest menace; if we can defeat the enemy within our gates we can look after either or both of them.

If we were not at war, the church of Jesus Christ would not remain complacent when the health, the wealth, the morale, the morals, and the religious life of people are in jeopardy. At the mercy of every bottle of liquor are human values of which the church is supposed to be the guardian. Are we no longer interested in these? Have we abdicated as the heralds of salvation and joined the forces of destruction? For just what do you, as a member of a Baptist church, stand, anyway?

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C230558

WE ARE AT WAR

The booze advertisers are now picturing John Barleycorn in a dress suit, and you are too dumb to see that under his guise he's the same old fellow. The liquor interests have finally made drinking fashionable and, of course, you must be fashionable. Mrs. Jones serves cocktails, then you must; and when you, a church member, follow her, Mrs. Jones laughs at you. The liquor people try to make you think that it is bad taste for church people to say anything against liquor—it just isn't done, you know. If the minister should mention it from the pulpit, he'd no longer be welcome at the club. Let us quit making excuses for being dry, we've nothing to apologize for—throw the wets on the defensive, where they belong. Being a dry is the thing of which I'm most proud, and when I associate with drys I am associating with people who are willing to sacrifice much for the good of the community and the country.

But we are at war! We are facing not only a moral emergency but a national one as well. Let us act grown up and reasonable and insist that the nation shall do the same. The District of Columbia drinks four times as much spirits per person as the nation as a whole and more than any other state or territory. Sometimes I have suspected that. Is it not about time that we let our Congressmen know that if that is what Congress stands for, that is not what the nation as a whole stands for, and not what the members of the Baptist churches stand for. Let us insist that the military camps be cleaned up and the authority of the Army and Navy be used to clean up adjacent territory; let us insist that we go all out for this war and that the liquor interests be no longer the pet of our National Government. Let us insist that our representatives represent us and not the liquor interests, and that government control of liquor means the control of the liquor interests by Congress and not the control of Congress by the liquor interests.

Baptists have always been patriotic and loyal—we still are. We say to the President and Congress that we will give our money, we will give our time, we will give our thought, we will make every sacrifice; we will give our sons and we will give ourselves in order that this war may be fought to a successful conclusion. But we insist that when our sons go into camp, these camps be no longer recruiting centers for beer interests and liquor dealers, but that they be clean and wholesome, in order that our boys may give their best to their country; and, if in the providence of God they are called to fill a hero's grave, that they may go down to that end with a clean breath and a clear head as befits the men fighting in a righteous cause for a self-respecting nation.

Additional copies of this pamphlet may be secured from
THE CUTTEN SPEECH COMMITTEE
1703 Chestnut Street, Philadelphia, Pa.

Prices: 5 cents a copy, $1.25 a hundred, $10.00 a thousand, postpaid.
Please remit with order. Stamps accepted for small quantities.
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Thousands of copies of this speech have already been distributed free. One million or more copies should be spread across our land. Your help is solicited. Your gifts will be used by the Committee, on a nonprofit basis, to lower the cost of these pamphlets or to permit of further wide free distribution.

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OFFICE OF THE PRIME MINISTER

C230759

MEMORANDUM for the Prime Minister.

Could you indicate what reply should be sent to the attached unsigned communication.

I spoke to Mr. Thorson as you directed, about the Temperance investigation, and he told me that he was having some difficulty in finding a suitable man who was willing to undertake this, but that he hoped to get someone shortly.

J.W.P.

31st August, 1942.

Since dictating this I noticed in the press that all distilleries in the U.S.A. were to be converted to war purposes. Perhaps it may be a useful precedent. JWP

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OFFICE OF THE PRIME MINISTER

C230559

MEMORANDUM for the Prime Minister.

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C230560

REV. J. B. THOMSON
President

REV. A. J. IRWIN, D.D.
Secretary

MR. B. LESLIE SHARPE
Treasurer

ORGANIZATIONS FEDERATED:

BRITISH COLUMBIA TEMPERANCE LEAGUE
ASSOCIATED TEMPERANCE FORCES OF ALBERTA
SASKATCHEWAN TEMPERANCE FEDERATION
MANITOBA TEMPERANCE ALLIANCES
THE ONTARIO TEMPERANCE FEDERATION
QUEBEC TEMPERANCE LEAGUE
NEW BRUNSWICK CHRISTIAN TEMPERANCE LEAGUE

The Canadian Temperance Federation

30 Bloor Street West
Toronto 5, Ontario
TELEPHONE: KINGSDALE 1138

ORGANIZATIONS FEDERATED:

PRINCE EDWARD ISLAND TEMPERANCE FEDERATION
THE SOCIAL SERVICE COUNCIL AND TEMPERANCE ALLIANCE OF NOVA SCOTIA
THE CHRISTIAN SOCIAL COUNCIL OF CANADA
THE CANADIAN W.C.T.U.
THE SOCIAL SERVICE COMMITTEES OF THE CHURCHES
S. OF T. AND I.O.G.T. LODGES

August 28, 1942.

Hon. W. L. Mackenzie King,
Prime Minister of Canada,
Ottawa, Ont.

Dear Prime Minister:

Your very kind letter of July 30th has provoked in my mind visions of a wider and more sustained effort in National Temperance Education.

Because of the holiday season I have had no occasion to bring your letter before my Committee, and consequently any action I am taking is personal, and for the time being confidential.

I appreciate the extreme pressure on your time, but still feel that it might be of advantage both for the present need, and the long range betterment of the situation if I could have a personal interview with you on the possibilities before us.

If such a course commends itself to you, and it is practicable for you to grant me a personal interview I would be glad to come to Ottawa and canvass with you the situation.

Sincerely yours,

Secretary.

AJI.H.

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C230561 N 305-36 1942 (Emp) fcle

JWP/PM
14.11.42

Memorandum for the Prime Minister

Re: Temperance Policy

In the attached rough draft of the "policy" side of the temperance broadcast, I have taken, point by point, the recommendations of the United Church brief, and indicated what has been or might be done, each case.

1. The restriction of materials and

2. the quantities released are really complementary. If the quantity to be released is to be restricted no additional advantage will be gained by restricting materials.

3. The reduction of alcoholic content.

This would be perfectly feasible according to Mr. Sim. In case of imports it might involve an agreement with the U.K. exporters to send to Canada the weaker spirits sold in England, instead of stronger spirits now exported. Beer and wine are largely domestic problems and present no difficulties, although manufacturers would probably make a considerable protest. However, reducing alcoholic content would be a real temperance measure and would help the provinces to make up some of the financial loss on smaller sales.

4. Liquor advertising - Mr. Turnbull is canvassing with Mr. Vining - to report on Monday.

As for exports overseas, this is exclusively beer for the British government and really has nothing to do with temperance in Canada.

5. Education: It is assumed a Dominion-Provincial conference is undesirable and an appeal for more educational activity preferable.

The United Church brief does not ask for federal interference with retail sale. The whole matter is filled with complications.

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-- Mr. Sim's letter (attached) shows precisely what the effect would be of reducing supplies to the 1939 level. He is working on a different approach which would enable a greater percentage reduction of spirits than of beer or wine, and would have the effect of producing any reduction desired in each category. This approach would conform more closely to the United Church suggestion of 2/3 to 1/2 reduction from present levels, and would be fairer as it would take account of shifts in population from one province to another since 1939.

Mr. Sim reports that Mr. Ilsley believes a reduction to the 1939 level would necessitate an immediate conference with Provincial Treasurers to work out financial re-adjustments.

The suggested formulae for reduction of supplies and definite suggestions regarding advertising will be submitted on Monday.

J. W. P.

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C230563 File

Interview with Canadian Temperance Federation Delegation,
12 o'clock, Thursday, November 25, 1943.

Present: Prime Minister, Mr. Mitchell, Mr. Gibson, Mr. LaFleche.

W-308-J
1943

The delegation comprised:
Rev. A. J. Irwin, Toronto.
Mrs. MacLean, President, W.C.T.U., Ottawa.
Dr. Despard, Toronto.
Dr. DeMille, Toronto.
Rev. Mr. Orchard, Ottawa.
Brigadier of the Salvation Army, Ottawa.
Mr. Mochon, Hull, representing the Archbishop of Ottawa.
Rev. Dr. MacLeod, Brockville.
Dr. Coburn, Toronto.

The delegation was introduced by Dr. Coburn, who read from a brief, copies of which were left with the Prime Minister. He said that never had a public man made a more courageous and forthright speech than that of the Prime Minister's a year ago on the temperance question. The action which then followed had greatly reduced the consumption of alcoholic beverages. There were, however, some further suggestions which the Federation had to make.

Dr. Despard also spoke briefly, stating that the Anglican Church was 100% behind the action of the Government.

Dr. DeMille said that drunkenness on trains had almost been eliminated since restrictions had been imposed. Dr. MacLeod endorsed this.

The representative of the Salvation Army said that they had noticed a great difference in homes but that there was still too much drinking in homes and by women and young people.

Dr. Coburn said that the Federation was not asking for prohibition, although their opponents were trying to make out that this was the case. He said they believed in it as an ideal but realized its difficulties and dangers and that, in any event, since the majority were not in favour of it, he did not believe that a minority had any right to demand its introduction.

"Goodwill" advertising was particularly objected to. Other suggestions were the reduction in beer strength

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to that of the United States and the continuing of restriction after the war.

Dr. DeMille said that "medical surveys" to indicate the number of incidents of various diseases showed that alcoholism is very high on the list and that advertising had the effect of promoting disease.

Mr. LaFleche said that the restrictions had been imposed against the wishes of many; that these restrictions had the effect of curtailing the traffic without going so far as to create an incentive to bootleg. He suggested that too many restrictions might have the effect of destroying the work the Federation was trying to do.

Mr. Mitchell said that too much dependence should not be placed on the Government; that education was needed and the responsibility of the individual stressed. He said that it took the bootleg industry some time to get organized but that it would do so if sufficient incentive was provided.

Dr. Coburn, referring to advertising, said that it was because of this they wished the ban on advertising be made permanent; that it was almost impossible for temperance workers to compete with the powerful advertising of the liquor interests if they were allowed to run on unchecked. He mentioned particularly the "New World" of E. P. Taylor, published in Montreal to get around Ontario's ban on advertising. He thought goodwill advertising was bad because it continued to bring the names of distillers and brewers to the attention of the public. He said one advertisement pictured a torpedoed ship, with the caption "Some one has talked loosely". Dr. Coburn thought this showed hypocrisy, in as much as drink was responsible for most loose talk.

Mr. Gibson said that there had been some objection voiced to goodwill advertising because it was money out of taxes but that a limiting factor had been imposed.

The Prime Minister said that the Government had taken a decided step forward a year ago; that at the time and since, it had been suggested to him that the Temperance Federation would never be satisfied but would keep on asking for more restrictions and that the suggested ban on goodwill advertising was a case in point.

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The Prime Minister thought, with reference to the advertisement cited by Dr. Coburn, that most people would have the same reaction and that, therefore, it could not be said to serve the interests of the publisher. He thought it was going rather far to suggest that distillers, and others, should not be permitted to publish appeals for victory loan contributions. If one were too critical, it could be said that most money was tainted money and that it was the purpose to be served and not the source of the money that should be considered.

He said that the Government, through the many restrictions it had to impose upon the public, was being subjected to bitter attack; that no Government could exist without the support of the people and that it was unwise to impose needless restrictions and thus create controversy which would hamper the war effort. The temperance question was a broad one which should be above politics and yet the Government's opponents were either encouraging attacks on the Government over its liquor restrictions or, at the best, were sitting back, saying nothing and hoping that the Government would be defeated on this and other issues. He said that it was the duty of Coldwell and Bracken and other leaders to make public declarations of support on this measure, with indications of the measures they would adopt if they came to power.

Dr. Coburn and others said that Bracken and Coldwell privately approved of the Government's policies.

The Prime Minister remarked that private approval was very easy; that the Government surely had a right to expect on this measure open support and he thought the Federation should demand it.

The delegation agreed with this statement and said that they would appeal to the other leaders.

W.J.T.

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REV. J. B. THOMSON
President

REV. A. J. IRWIN, D.D.
Secretary

MR. B. LESLIE SHARPE
Treasurer

C230566

ORGANIZATIONS FEDERATED:

BRITISH COLUMBIA TEMPERANCE LEAGUE
ASSOCIATED TEMPERANCE FORCES OF ALBERTA
SASKATCHEWAN TEMPERANCE FEDERATION
MANITOBA TEMPERANCE ALLIANCES
THE ONTARIO TEMPERANCE FEDERATION
QUEBEC TEMPERANCE LEAGUE
NEW BRUNSWICK CHRISTIAN TEMPERANCE LEAGUE

The
Canadian Temperance Federation

30 Bloor Street West
Toronto 5, Ontario
TELEPHONE: KINGSDALE 1138

ORGANIZATIONS FEDERATED:

PRINCE EDWARD ISLAND TEMPERANCE FEDERATION
THE SOCIAL SERVICE COUNCIL AND TEMPERANCE ALLIANCE OF NOVA SCOTIA
THE CHRISTIAN SOCIAL COUNCIL OF CANADA
THE CANADIAN W.C.T.U.
THE SOCIAL SERVICE COMMITTEES OF THE CHURCHES
S. OF T. AND I.O.G.T. LODGES

MEMORANDUM ON CANADA'S LIQUOR PROBLEM

For The

RT. HONOURABLE W.L. MCKENZIE KING, PRIME MINISTER OF CANADA

Prepared by The Canadian Temperance Federation

In accordance with the intimation conveyed in our letter of October 1st at the close of the Dominion Conference on Temperance, we desire to lay before you certain matters entrusted to us by the Conference.

APPRECIATION

We wish first of all on behalf of the Temperance people of this Dominion, to thank you and your Government for the restriction of liquor consumption imposed by your Order in Council dated December 16, 1942 and for the further order making these restrictions operative for the duration of the war. Your action was timely and courageous. Naturally it called forth criticism. That criticism came from three main sources, and three only.

(1) Those who profited by making liquor.

(2) Those who profited by selling liquor.

(3) Those who desire unlimited facilities for gratifying their appetite by drinking liquor.

The whole movement in opposition to your policy was largely if not wholly motivated by their selfish considerations.

On the other hand, we are pleased to be able to assure you that these restrictions have the approval of the great majority of our citizens and that they

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have been to an appreciable degree effective in curbing liquor consumption in war-time.

Mr. Grant Dexter, in the Winnipeg Free Press, observes that opposition is lessening and that the policy is now largely regarded as a war-time necessity.

The 'Vancouver Province', a paper that has not been noted for its advocacy of "dry" measures, recently stated in an editorial, "There is no doubt that Canada was drinking too much hard liquor for the good of her people and the necessary prosecution of the war" and again, "It is safe to say that the general consensus among Canadian people approve the restriction of drinking".

The Municipal Council of the City of Kitchener recently remitted to various municipal bodies a request that they join them in demanding more liberal supplies of beer. In the City Council of Guelph the matter came to a vote but only three members supported it. In Toronto, when the clerk announced the nature of the communication, no one in the Council was sufficiently interested to ask that it be read and no action was taken.

There are very good reasons for this attitude. In an interview recently held with the Chief of Police, Toronto, and two of his staff familiar with conditions, together with the Chief of Police of a Northern Ontario town who happened to be present, all four were unanimously of the opinion that there was much less drunkenness since restrictions had been brought about and that there was also less bootlegging.

The voice of the church has been heard on this matter and is most emphatic. Never before in our history have all the Christian Communions of Canada, both Roman and non-Roman, taken such a united stand on a moral issue as they have done in their support of your policy. Church courts all over the country have passed resolutions of enthusiastic approval, in most cases without dissent.

At the Annual meetings of the two leading National Labour Organizations recently held, over five hundred resolutions were received from local unions. Only three of these referred to liquor restriction and two of these came from the Bar Tenders' Union--this despite the fact that vigorous and frantic efforts were made

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to stir up Labour Unions in opposition to the restriction. Travellers on our Railway trains have noticed a very great improvement in conditions since these restrictions came into force. The conductor of one of Canada's leading passenger trains states that drunkenness and rowdyism on his train have decreased by 70% since the restrictions came into force.

In our opinion, however, the greatest gain from these restrictions is the prevention of an enormous increase in liquor consumption that would undoubtedly have occurred. The breweries evidently expected this. The long queues at brewery warehouses and liquor stores, about which so much noise has been made, furnish abundant proof of this fact and constitute a justification for your action.

CRITICISMS

The temperance people of this Dominion, however, and many citizens who do not claim to be such, are convinced that the Canadian people are still drinking far too much. The Liquor Control Board of Ontario reports complaints from many communities that in spite of the restrictions drunkenness is still prevalent. A conservative estimate puts Canada's annual liquor bill at three hundred million dollars. When you compare this with the amount spent annually in Canada for education from Kindergarten to University which is little more than half the former sum, you will surely agree with~~out~~ our contention.

We have had five Victory Loans in which the people have responded nobly to the call of the Government. It is a shocking thing to learn, however, that since the outbreak of the war the Canadian people have spent more for liquor than was received in either of the first two of these loans. Canada spends more for liquor than her total export of agricultural products; more than her total gold production; more than she spends for clothing or milk. Even after deducting the revenues received from liquor by the Dominion and the Provinces, there is still an enormous sum remaining. Medical authorities, both civilian and military, are agreed that the venereal disease

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problem is one of Canada's major health problems and that liquor is a major cause in the spread of this disease. Absenteeism and lowered efficiency still hinder Canada's war effort on the industrial front. For much of this drink is responsible.

While appreciating the restrictions imposed, we regret that the year selected by the Government as the basis of restrictions was the one in which liquor consumption had reached a peak in Canada. We believe that the restrictions should have been based on the year preceeding the outbreak of the war. We also regret that your Government enlarged the allowance of beer to encampments of His Majesty's Forces and placed the quantity on a per capita basis, thereby implying that the consumption of beer is practically universal in these Forces. This is an implication which many within and without the Armed Forces will deplore. Further we point out that the early age limit at which our recruits are now admitted, together with the practises followed in some units, are contrary to the laws of various Provinces and expose many immature persons to temptations that are liable to have disastrous results.

REQUESTS AND SUGGESTIONS

In view of the fore-going facts and many more that we might present, we respectfully submit the following requests and suggestions to you:

(1) That the Government seriously consider measures further restricting liquor consumption. We wish to point out that the Dominion Government is in a peculiarly favourable position to make these restrictions effective. The provincial authorities claim that when they restrict the sale of liquor it increases bootlegging. There is evidence that breweries and distilleries furnish bootleggers with the means of breaking the law. The Dominion Government, however, can, by restricting manufacture, deal with the major supply at its source. In this connection, we call attention to the fact that the beer supplied by the American Government to its soldiers is only 3.2% of alcoholic strength. Canadian beer is much stronger. If the alcoholic content of our beer were reduced to 3.2%, it would permit a further reduction in the amount of malt used without lessening the amount of drink available. It would also lessen drunkenness.

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C230570

(2) That in view of the variety and complexity of the Social Problems that will inevitably arise on the cessation of the war, the Government take measures to continue these restrictions in operation during the periods of demobilization and reconstruction. We suggest also that your Government maintain during these periods the social facilities, entertainment and recreational opportunities now provided for the Armed Forces and do not cast them upon their own or leave them to the mercies of highly commercialized institutions.

(3) That the Government take whatever steps may be necessary to make the ban on liquor advertising permanent. We also suggest that the present system of so-called goodwill liquor advertising be discontinued.

(4) We ask that the Government set up a Royal Commission to study the whole liquor problem in Canada, with particular reference to the following:

(a) Present liquor laws and policies in operation, their strength and weaknesses.

(b) The relation of drink to crime, poverty, juvenile delinquency, industrial inefficiency, accidents (especially on the highways), venereal disease and family life.

(c) The proposal to eliminate private control and profit in the liquor business. This investigation in Canada should parallel the investigation now being launched by the Senate of the United States: especially in view of the fact that several distillery firms be so investigated in United States have their headquarters in Canada.

(5) The Dominion Government, in co-operation with those of the various provinces, should set up a jointly maintained and coordinated program of temperance education. This program should be carried through by a carefully selected Board entirely free from party political influence representing the governments concerned, educational interests, the churches and temperance organizations. This program should be financed by grants from Dominion and Provincial Governments which derive large revenues from the liquor trade.

Toronto, Ontario.
November 25th, 1943.

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R/C-US/Prize Courts

July 28, 1943
AMB/B

C230571

NOTE FOR THE PRIME MINISTER

Reciprocal Treatment of Prizes -
Proposed Agreement between Canada
and the United States

1. Early in 1943 an Agreement was concluded between the United States and the United Kingdom that gave reciprocal privileges of jurisdiction with respect to prizes captured by one Government in or brought into the territorial waters of the other Government.

2. A similar Agreement between Canada and the United States seemed desirable, and notes have been exchanged between the Canadian Minister in Washington and the United States Secretary of State on the subject. The United States has expressed its willingness to extend to Canada privileges parallel to those accorded the United Kingdom by means of a Presidential Proclamation so soon as the arrangement has been approved in Canada by Order in Council. To this end a Submission to Council has been prepared by the Department of National Defence for Naval Services, ~~and~~ to be brought up by Mr. Macdonald at an early date. The Submission is drafted as being with the concurrence of the Secretary of State for External Affairs.

3. There is attached, for your information, a copy of the Submission.

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July 16th, 1943

To:

HIS EXCELLENCY

THE GOVERNOR-GENERAL-IN-COUNCIL

The undersigned has the honour to report:

(a) That by United States of America Public Law 704, 77th Congress entitled "An Act to Facilitate the Disposition of Prizes Captured by the United States During the Present War, and for Other Purposes", the District Courts of the said United States are given original jurisdiction of all prizes captured during the present war on the high seas if said capture is made by authority of the said United States or is adopted and ratified by the President thereof and the prize is brought into the territorial waters of a cobelligerent or is taken or appropriated for the use of the United States on the high seas or in such territorial waters, including jurisdiction of all proceedings for the condemnation of such property taken as a prize.

(b) Section 3 of the said Act provides that the said jurisdiction of prizes brought into the territorial waters of a cobelligerent shall not be exercised, nor shall prizes be taken or appropriated within such territorial waters for the use of the said United States unless the Government having jurisdiction over such territorial waters consents to the exercise of such jurisdiction or to such taking or appropriation.

(c) Section 7 of the said Act provides that a cobelligerent, which consents to the exercise of the said jurisdiction with respect to prizes of the said United States brought into its territorial waters and to the taking or appropriation of such prizes within its territorial waters for the use of the said United States, shall be accorded, upon Proclamation by the President, like privileges with respect to prizes captured under authority of such cobelligerent and brought into the territorial waters of the said United States or taken or appropriated in such territorial waters for the use of such cobelligerent and that reciprocal recognition and full faith and credit shall be given to the jurisdiction acquired by Courts of a cobelligerent thereunder and to all proceedings had or judgments rendered in the exercise of such jurisdiction.

.....

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(d) The Government of the United Kingdom, a cobelligerent, has consented to the exercise of this jurisdiction with respect to prizes of the United States of America brought in, taken or appropriated within the territorial waters of the United Kingdom and Sierra Leone and the United States Government by a proclamation of the President of the United States dated 30th January, 1943, has accorded the United Kingdom Government like privileges with respect to the prizes captured under the authority of the said Government and brought in, taken or appropriated in the territorial waters of the said United States.

(e) By Order in Council P.C. 2489 of September 5th, 1939, the Exchequer Court of Canada on its Admiralty side is constituted and established a Prize Court and is thereby authorized and required to take cognizance of and judicially proceed upon all and all manner of captures, seizures, prizes and reprisals of all ships, vessels and goods.

(f) It is expedient and desirable, in view of the close coordination of effort in respect of maritime warfare that exists between the United States of America and Canada that, the Dominion of Canada should enter into a reciprocal arrangement with the said United States regarding jurisdiction of all prizes brought into the territorial waters of the other or taken or appropriated for their use in such territorial waters.

(g) The Under-Secretary of State for External Affairs reports that the Secretary of State of the United States has given assurance that, upon receipt of the consent of the Government of Canada, as required by Sec.3 of the Act above referred to, the said United States will take appropriate measures in accordance with Sec. 7 of the said Act to confer reciprocal privileges with respect to prizes upon the Government of Canada.

(h) The Chief of Naval Staff and the Deputy Minister for Naval Services report that it would tend to the best interests of the Naval Service if such a reciprocal arrangement were entered into.

2. The undersigned with the concurrence of the Secretary of State for External Affairs therefore recommends that Your Excellency in Council under and by virtue of the War Measures Act, Chapter 206 of the Revised Statutes of Canada, 1927, and notwithstanding the provisions of any other statute, order or regulation, be pleased to consent to and authorize the exercise of original jurisdiction by the Distrct Courts

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of the United States of America of all prizes captured during the present war on the high seas if said capture was made by authority of the said United States or was adopted and ratified by the President of the said United States and the prize was brought into the territorial waters of Canada or was taken or appropriated for the use of the said United States on the high seas or in such territorial waters including the jurisdiction of all proceedings for the condemenation of such property taken as prize.

Respectfully submitted,

Minister of National Defence.

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bk - biographical

Lord Balfour's estimate of J. H. Thomas, see "Retrospect" (1930), at page 240:

"America had just entered the war. This raised innumerable questions of the first importance, and of the utmost variety -- naval, military, financial, and international. Opportunity for personal intercourse had become necessary if they were to be successfully solved. Mr. Lloyd George asked me to go to Washington, and I accepted, though with not a little diffidence.

I went, supported by an admirable staff, drawn from all the departments immediately concerned. This included Eric Drummond, the private secretary of my predecessor at the Foreign Office. I was fortunate in securing his services when I took Grey's place, and from then onwards either in that capacity or in the infinitely more important one of Secretary-General to the League of Nations, he has done incalculable service to the cause of European peace. I attempt no catalogue of the others of our Mission with whom I had such happy associations. I may, however, mention here the personality of Mr. J.H. Thomas, now Lord Privy Seal. He was not a member of my staff, but was in the United States on public business of another kind. It remains in my memory that on one of our first mornings in Washington, I went down to the Government Offices to talk business, but at the moment of my arrival found nobody at hand to talk business with. I went from room to room, saying 'Where is everybody?' but got no satisfactory answer until at last I found a well-instructed person who told me that Mr. Thomas had been invited to give an address to the Cabinet on the attitude of the British working-man towards the war. This was too good an opportunity for me to lose, and I invited myself to join the company. I was well advised, for it was one of the best things I ever heard done. Nor was it an easy thing to do. I listened with admiration, and have looked on J. H. Thomas with different eyes ever since.

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OFFICE OF THE PRIME MINISTER

MEMORANDUM

for the Prime Minister

C230576

I telephoned to Mr. J.H. Thomas's house, and spoke to Mrs. Thomas, who wished me to thank the Prime Minister for his kindness in sending a message.

Mrs. Thomas said how very sorry they had been to hear of the Prime Minister's illness, and they did so hope it would not be long before he was quite well again.

G.B.

October 24th, 1948.

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C230577

ODS/AH

July 22nd, 1940.

MEMORANDUM FOR THE PRIME MINISTER.

Re Miss Dorothy Thompson

Attached is a note from Tommy Stone. I should explain my asking him to meet her was based on misunderstanding. I thought from correspondence that had taken place that she was going to broadcast from Ottawa and it was only today that I learned she had been speaking in Montreal. However, Mr. and Mrs. Stone, who motored down, said they had had a tremendously interesting time till three o'clock in the morning and would not have missed the experience for anything.

(O.D. SKELTON)

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Memorandum for the Prime Minister.

I have just returned from Montreal where I had the pleasure of extending your greetings to "Miss Dorothy Thompson".

Mr. and Mrs. Walter Thompson, Mr. Lash, my wife and myself accompanied Mrs. Lewis to the broadcasting studio and entertained her after her broadcast, at supper.

She was exceedingly pleased with the reception of her broadcast. Half an hour or so after she had finished she had ten or twelve telegrams complimenting her on it.

She was particularly touched by your telephone call, mentioned it to me several times, and asked me to tell you how much she appreciated your kind thought.

Mrs. Lewis was planning to return to her country place near White River Junction by plane to-day.

T. A. Stone

T. A. STONE

July 22nd, 1940.

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C230579

W-10-4-Ma
(Copy) 1944
→ ~~Tom Reid~~ file

Confidential

Memorandum for the Prime Minister:

In accordance with your direction, I have spoken to Mr. McGregor about the representations contained in Mr. Tom Reid's letter of July the 5th. At Mr. McGregor's request I have sent him a copy of the letter for his personal information.

Mr. McGregor reports that in accordance with routine a preliminary and confidential examination is being made to see what more can be learned to substantiate or otherwise the allegations Mr. Reid made in the House of Commons.

Mr. McGregor mentioned the detailed reply Mr. MacMillan made to Mr. Reid's charges which appeared in the Vancouver Sun and the editorial in the Vancouver Sun on the same subject (both are attached).

On the face of it Mr. MacMillan has made a very good case.

Mr. McGregor pointed out that there were three difficulties in the way of taking any action at the present time:

1. Mr. MacMillan's timber operations fall largely within provincial jurisdiction. It would be difficult for the federal authorities to attempt to interfere with the way in which a province alienates its national resources, unless the security of the state itself was involved.

2. The Combines Investigation Staff is all employed practically full time in connection with the work of the Wartime Prices and Trade Board, and would not therefore have the staff necessary to make a full-dress investigation. Mr. McGregor thought it would be a mistake to "nibble" at the problem.

3. The present laws dealing with Combines, Cartels, etc. need drastic overhauling and strengthening. A Committee of experts is already studying this matter and hopes to make a preliminary report sometime in August. It probably would be a mistake to launch an investigation such as Mr. Reid suggests until the jurisdiction was overhauled and strengthened.

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At the same time, Mr. McGregor said he felt that Mr. MacMillan's business tendencies were ruthless and monopolistic, and that the preliminary examination now being made might disclose something which would justify action by the government.

I have not attempted to draft a reply to Mr. Reid's letter as I did not know how far it would be wise to go in passing on to him what Mr. McGregor had said. It would probably be unfortunate if any public statement were made which would seem to commit the government in any way until the fullest consideration had been given to all the implications of an investigation.

J.W.D.

Please see the Rt Hon
I spoke confidentially
an account of what I
have been doing, as
thinking I feel about
the matter,
I will keep what he
says to me here
confidential
re
28-7-44

done. Mr R. can
safeguard case
more powerfully
+ urge "thinking"
unless.
19/7/44 WLMK

Recd for file July/44

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The title Honourable is included in Mr. Atherton's address because it is a title accorded to him in his own country. It should be noted that as other Ministers Plenipotentiary in Ottawa are promoted to the rank of Ambassador they will not be given the title of Honourable in communications from us but would be addressed, e.g.

His Excellency,
Baron Silvercruys,
Belgian Ambassador,
Belgian Embassy,
Ottawa.

C230581

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(J.W. PICKERSGILL TO WLMK) J.W.P./G. 26.xi.40

C230582.

HONOURS, TITLES AND DECORATIONS

Documentation:

1. The "Nickle Resolution"
   (Memorandum by Dr. Skelton, Nov.2/40.

2. Establishment of a Special Canadian Award.
   (Memorandum by Mr. Read, Nov.7/40)

3. Note on the creation of a Canadian Order of Chivalry.
   (by Mr. Gibson Nov.24/40)

4. Proposal in 1916 for a Canadian award
   (Mr. Power's letter of Nov.13/40
   and enclosures)

Mr Gibson already has this material on file

There would appear to be two separate questions involved, viz:

1. Whether the Nickle Resolution (or some similar resolution which might be better drafted) should be maintained as a barrier to the awarding of British honours and titles, apart from military decorations.

2. Whether it would be desirable to establish a Canadian award to serve as a substitute for the O.B.E., C.B., and C.M.G., in their military categories.

Both points seem to have been covered adequately in the memoranda mentioned above.

No evidence has been found in the press of any public discussion of honours, titles and decorations and there does not seem to have been any editorial comment. The Opposition may perhaps feel that any attempt to discuss the matter would be received by the public with such general disfavour that there is no disposition to revive it.

As requested by the Prime Minister, Mr. Brockington is making a collection of opinions which might be useful for quotation should the subject be raised. (This is attached)

Also attached are references to tables by the P.M. in the House of Commons in 1929 and 1934. (The latter has not been clipped as it is the only copy)

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Nov. 2, 1940
MW/MM

C230583

NOTE ON THE NICKLE RESOLUTION OF 1919 AND THE LESSER CLASSES OF THE ORDERS OF CHIVALRY.

1. On April 14, 1919, the House of Commons appointed a Special Committee to consider the subject of honours, titular distinctions and decorations.

2. Mr. W. F. Nickle, Chairman of the Committee, presented its report to the House of Commons on May 14. The main part of the report was as follows:

"Your committee are of the opinion and recommend that an address be presented to His Most Excellent Majesty the King, in the following words:-

'To the King's Most Excellent Majesty,

'Most Gracious Sovereign.

'We, Your Majesty's most dutiful and loyal subjects, the House of Commons of Canada in Parliament assembled, humbly approach Your Majesty, praying that Your Majesty may be graciously pleased:-

'(a) to refrain hereafter from conferring any title of honour or titular distinction upon any of your subjects domiciled or ordinarily resident in Canada, save such appellations as are of a professional or vocational character or which appertain to an office.

'(b) To provide that appropriate action be taken by legislation or otherwise to ensure the extinction of an hereditary title of honour or titular distinction, dignity or title as a peer of the realm, on the death of a person domiciled or ordinarily resident in Canada at present in enjoyment of an hereditary title of honour or titular distinction, dignity or title as a peer of the realm, and that thereafter no such title of honour, titular distinction, dignity or title as a peer of the realm, shall be accepted, enjoyed or used by any person or be recognized.

'All of which we humbly pray Your Majesty to take into your favourable and gracious consideration.'

A suggestion was made that the titles of 'Right Honourable' and 'Honourable' be discontinued, but the suggestion did not meet with the approval of the committee.

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Your committee, however, do not recommend the discontinuance of the practice of awarding military or naval decorations, such as the Victoria Cross, Military Medal, Military Cross, Conspicuous Service Cross, and similar decorations to persons in military or naval services of Canada for exceptional valour and devotion to duty.

Your committee further recommends that appropriate action be taken by legislation or otherwise to provide that hereafter no person domiciled or ordinarily resident in Canada shall accept, enjoy or use any title of honour or titular distinction hereafter conferred by a foreign ruler or government."

3. On May 22 Mr. Nickle moved that the report be concurred in and, after debate, the motion was agreed to. (1919, volume III).

4. Following are extracts from the debate, relevant to the question whether the lesser classes of the orders of chivalry (i.e. those classes which do not carry with them the title "Sir") should be awarded to members of the armed forces for war services:

Mr. W. F. Nickle, p.2698 -

"The resolution adopted by this House last year confines itself to a very great extent to what I might call ministerial responsibility and to the question of hereditary titles and titular distinction. The committee of this year, which passed in review the questions now under discussion, goes further in the report than the resolution last year went, and, in paragraph (a) of their report, recommend that an address be presented to His Majesty praying that His Majesty might be graciously pleased to refrain hereafter from conferring any title of honour or titular distinction upon any of his subjects domiciled or ordinarily resident in Canada, save such appellations as are of a professional or vocational character, or which appertain to an office. The effect of that recommendation, if adopted by the House, would be to do away with what are commonly known as titular distinctions, and also - if they are not included in that expression, which I think they are - with what are known as the lesser classes of the various orders."

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Brigadier-General Griesbach, p.2717 -

"The point to which I particularly desire to direct attention is the paragraph of the report which says:

> Your committee, however, do not recommend the discontinuance of the practice of awarding military or naval decorations, such as the Victoria Cross, Military Medal, Military Cross, Conspicuous Service Cross, and similar decorations to persons in military or naval services of Canada for exceptional valour and devotion to duty.

This paragraph must be construed, I take it, somewhat as a legal document, and inasmuch as certain decorations have been mentioned, it may be assumed that those which are not mentioned are thereby excepted. As I understand this paragraph and as it has been explained to me by the Chairman of the Committee, it would, if adopted, prevent recognition by the granting of an honour or an award to any officer in the Canadian service above the rank of captain.

That is what this proposal means. It excepts the D.S.O., the C.M.G., and the C.B. and the Distinguished Conduct Medal, for some reason unknown to me, although some 1,204 have been granted to Canadian soldiers in the war. The Victoria Cross, of which fifty-three only, although that is a large number, have been granted to Canadian soldiers, is a decoration which can really only be won by non-commissioned officers and junior officers. Only in very exceptional cases can it be won by officers above the rank of captain, because when officers are in their proper places and in the proper discharge of their duties, a major or lieutenant-colonel will be too far away from the scene of fierce activity to win this distinction. The Military Medal can only be won by non-commissioned officers and men and the Military Cross by warrant officers, lieutenants and captains. The Conspicuous Service Cross is unknown to me."

Mr. R. J. Manion, p.2718 -

"The part of the report that I do not wish to agree with was that which was taken up by the hon. member who has just taken his seat (Mr. Griesbach) that refers to the cutting out such distinctions as C.B. or C.M.G., which do not carry any title. Therefore, I believe these distinctions need not have been cut out by the committee."

Mr. R. L. Richardson (who was a member of the Committee), p.2733 -

"Paragraph (a) reads:

> (a) To refrain hereafter from conferring any title of honour or titular distinction upon any

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> of your subjects domiciled or ordinarily resident in Canada, save such appellations as are of a professional or vocational character or which appertain to an office.

That paragraph means the extinction of knighthoods, C.M.G's, and C.B.'s. C.M.G.'s and C.B.'s are merely steps in the ladder to knighthood, and in coming to the decision which it reached, the committee only aimed at extinguishing such titles as placed a prefix to the name of the recipient, and we felt that if we voted against the conferring of knighthoods we ought also to abolish C.M.G.'s and C.B.'s, and made a clean job of it. That is the object of that paragraph."

and later, on the same page -

"Paragraph (4) says:

> Your committee, however, do not recommend the discontinuance of the practice of awarding military or naval decorations, such as the Victoria Cross, Military Medal, Military Cross, Conspicuous Service Cross, and similar decorations to persons in military or naval services of Canada for exceptional valour and devotion to duty.

I want the House to be particularly clear with regard to the position of the committee in this connection. We refrained absolutely from interfering in shape, form or manner with military distinctions and decorations which might be conferred for valour upon the field. We had before us the hon. member for Edmonton (Mr. Griesbach) who gave the committee very valuable information. He addressed the House this afternoon and it is possible that he left the impression that the committee had not been as fair with the military profession as it should have been. However, I want to assure the House that the committee was scrupulously careful not to interfere in the slightest degree with the conferring of distinctions upon naval and military men."

5. While Mr. Richardson's remarks suffer from ambiguity, the others quoted make it clear that the House knew that the lesser classes of the orders of chivalry would not be open even to naval and military men if the motion were agreed to.

6. It does not appear whether the committee intended to terminate the awarding of the D.S.O., which is an order open only to commissioned officers and given for

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meritorious or distinguished service in the Field or before the enemy. It is at least arguable that the words "and similar decorations to persons in military or naval service" (see second-last paragraph of the report) are wide enough to permit the awarding of the D.S.O.

7. The address to the King, authorized by the motion, was sent to the Colonial Secretary by the Governor General on June 12, 1919. The Colonial Secretary wrote on August 7, acknowledging receipt.

8. Following receipt of the address by the Colonial Secretary, there were some appointments of Canadians to the Orders of Chivalry. Most of these appointments were dated back to June 1919. However, the following were not dated back:

2 M.B.E on November 11, 1919 for military services in Russia.

1 M.B.E. on December 22, 1919.

On December 2, 1919, Sir William Mulock was made a Knight of Grace of the Order of St. John of Jerusalem, notwithstanding a letter which the Prime Minister wrote on September 22, 1919, to the Governor General, stating that an appointment to this order would run counter to the resolution of the House of Commons.

As of January 7, 1920, Sir W. G. Gwatkin, Chief of the General Staff, Canadian Militia, was promoted from C.M.G. to K.C.M.G.

No explanation is immediately available of these infringements of the resolution.

9. On March 19, 1923, Mr. L. J. Ladner moved to amend the 1919 resolution in order to permit "the granting of decorations (save those carrying titles) for distinguished service or high attainments in education, literature, art

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and science". The motion was defeated.

10. On February 13, 1929, Mr. C. H. Cahan moved that a special committee be appointed to report on the advisability of amending or rescinding the 1919 Address to the King. The motion was defeated on February 14.

11. On May 17, 1933, Prime Minister Bennett told the House of Commons that the 1919 resolution was not binding on his government.

12. On March 14, 1934, Mr. Humphrey Mitchell moved that "in the opinion of this house, the Prime Minister should refrain from recommending to His Majesty the King, the granting of titles, honours and awards to British subjects resident in Canada". The motion was defeated.

13. On May 20, 1938, the Secretary of State for External Affairs wrote the Secretary of State for Dominion Affairs that "the present Government considers that it should be guided by the House of Commons Resolution of May 22, 1919..."

---

14. If Canadians are to be eligible for the D.S.O., there is something to be said in favour of making them eligible for the military division of the 3rd class of the Order of the Bath (C.B.). No officer can be nominated for this unless his services have been marked by special mention of his name as having distinguished himself in action against the enemy. Therefore this honour, like the D.S.O., is comparable to the decorations expressly

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mentioned in the report of the Nickle Committee. The C.M.G. and the military division of the Order of the British Empire are distinguishable from the D.S.O. and C.B. in this respect.

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C230590

CANADA

MINISTER OF NATIONAL DEFENCE FOR AIR

OTTAWA

November 13th, 1940.

re-Decorations and Awards

My dear Prime Minister:-

For your information, enclosed please find copy of "Historical memorandum re institution of a distinctive order for Canadian award" prepared by Colonel A. Fortescue Duguid, together with correspondence on this matter in 1916.

Yours faithfully,

Charles G. Power

The Rt. Honourable W.L. Mackenzie King,
Prime Minister of Canada,
Ottawa,
Ontario.

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COPY

HISTORICAL MEMORANDUM re INSTITUTION
OF A DISTINCTIVE ORDER FOR
CANADIAN AWARD.

1. On 30 March 1916 an officer of the C.E.F. suggested in a personal letter to his C.O. that:

> "the creation of a Canadian Order, either granted for Military services, or for Military and Civil, and given by the Canadian Government would be very acceptable to the Canadians at the present moment.
>
> Such an Order can be something on the lines of the "Star of India" a decoration which is entirely confined for services rendered to the Indian Empire.
>
> Taking into consideration the magnificent help which Canada has given to England at the present crisis, it has occurred to me that if the idea was once put forward it ought to meet with a hearty response from the British Govt., and I certainly think that a Canadian Order for Canada's sons would be more than acceptable.
>
> If you approve of my idea and can bring it to the notice of those in power, please do not forget that if ever it comes to fruition, I too had a fairly long connection with the Canadian Divisions, both the First and the Training."

2. A copy of the letter was forwarded to the Representative of the Militia Department in the United Kingdom (Major-General J.W.Carson) and commented on in a memorandum by his secretary (Major G.D.Oulster) (see exhibit A).

3. On 7 April 1916 and again on 18 Aug. 1916 the Representative of the Militia Department in the United Kingdom (Major-General J.W.Carson) wrote to the Minister of Militia, forwarding and endorsing the proposal. On the earlier date the Minister was in Canada, on the latter date he was in France. (Exhibits B & C).

4. The suggestion was laid before a Meeting of the Acting Sub Militia Council for Overseas Canadians, held at Cleveland House, London, 8 Sep. 1916.

Present:-

Major-General J. W. Carson, C. B. in the chair.
Major-General J. C. MacDougall, C. M. G.,
Brigadier-General F. S. Meighen,
Colonel Geo. P. Murphy,
Colonel Frank A. Reid,
Lieut.-Colonel Jas. G. Ross,
Major G. D. Oulster, secretary.

This was an adjourned session: the Minister of Militia had been present

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in person at the earlier session on the same day.

After discussion a resolution was passed, which resulted in a letter from the Chairman of the Acting Sub Militia Council to the Minister of Militia (Exhibits D & E).

5. No further trace of the suggestion can be found: the Minister arrived back in Canada on 7 Oct. 1916, and on 9 Nov. 1916 the Prime Minister wrote requesting his resignation as Minister of Militia and Defence. The functions of the Sub Militia Council had been taken over by the Ministry, Overseas Military Forces of Canada on 28 Oct. 1916.

(SGD) A. Fortescue Duguid.

Colonel,
D. H. S.

9.11.40

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COPY

C230593

LONDON, APRIL 4, 1916.

Memo to General Carson:

Referring to the attached letter from Colonel McRae, and enclosures.

This would be quite a thing if it was not cheapened by being handed out indiscriminately to every Tom, Dick and Harry who had pull. If the rules of the Star of India were adhered to it would guard against this point, but if every person were given the "Star of Canada", it would be about as cheap as the Iron Cross of Germany.

G.D.O.

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C230594

COPY. 8-1-37

April 7, 1916.

Major General Sir Sam Hughes, KCB,
Minister of Militia & Defence,
O t t a w a.

Dear Sir Sam:

The suggestion has been made that Canada should at this time create a Canadian Order to be granted for military service at the present time and in connection with the war in which the Canadian Forces have played so brilliant a part. The suggestion is that something after the style of the Star of India should be brought into existence, under restricted rules and undoubtedly such a decoration would be very highly valued by all Canadian Officers and men.

The suggestion has been forwarded through Colonel McRae, by one of the Officers of his Department, and I have great pleasure in forwarding it on to you for any consideration you deem it worthy of.

Yours faithfully

JWC/4. J.W.Carson.

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C230595

COPY.

8-1-37.
August 18th, 1916.

Major General Sir Sam Hughes, KCB.
Hotel Savoy,
London, WC.

Dear Sir Sam,

I wrote you under date April 7th, 1916, making the suggestion that Canada should at this time create a Canadian Order to be granted for military service at the present time and in connection with the war in which the Canadian Forces have played so brilliant a part. The suggestion is that something after the style of the Star of India should be brought into existence under restricted rules and undoubtedly such a decoration would be very highly valued by all Canadian Officers and men.

This suggestion emanated through one of the Officers in Colonel MacRae's Department, and I will be glad to know if you think it worthy of any consideration.

Yours faithfully,

J. W. Carson.

JWC/1.

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COPY.

Minute from Meeting of Acting Sub Militia Council for Overseas Canadians, held at Cleveland House, St. James' Square, London, on September 8th, 1916.

"Correspondence in connection with creating a Canadian Order along the lines of The Order of the Star of India was brought up and discussed at the meeting, and it was MOVED by General Carson and SECONDED by General MacDougall that General Carson should write The Honourable the Minister of Militia and Defence, Canada, stating that the Sub Militia Council would recommend that he, The Hon. the Minister of Militia and Defence, consider the question of creating a Canadian Order after the style of "The Star of India" and with just a s strict regulations and rules. This Order to be known as "The Order of the Beaver and Maple Leaf" or, "The Star of Canada".

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C O P Y

H. Q. 8-1-37 C230597

September 29th 1916.

Major-General Sir Sam Hughes, K. C. B.,
Minister of Militia and Defence,
OTTAWA, Canada.

RE: Canadian Order.

Dear Sir Sam,

At the Meeting of the Acting Sub-Militia Council for Overseas Canadians held on September 8th 1916, Correspondence in connection with creating a Canadian Order along the lines of the Order of the Star of India was discussed and it was resolved that I should write you stating that the Sub-Militia Council would recommend that you should consider the question of creating a Canadian Order after the style of the "Star of India" and with just as strict regulations and rules; this Order to be known as "The Order of the Beaver and Maple Leaf" or, "The Star of Canada", or any other name that especially commends itself to your goodself.

I personally think the idea is a good one and we should take advantage of the present war to institute the Canadian Order and for all time we would have something for Canadians to work for and fully appreciate as an all Canadian Order.

This important question is passed on to you for your consideration and necessary attention, please,

Yours faithfully,

(Sgd) J. W. Carson

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ANONYMOUS C230598 Nov. 19, 1940

Honours + Awards ✓

HONOURS AND DECORATIONS

(2) Consideration by Cabinet, November 1940 (see Note 2)

Note: 1 War Committee of Cabinet on November 19, 1940, agreed that a Special Committee of the House of Commons should be appointed to study the question and submit recommendations to Parliament.

2 Views of Council (see Confidential Telegram, XA to HCL, No. 1768, November 9, 1940)

a) not considered possible under present circumstances to make recommendations for awards (of orders of chivalry) in view of House of Commons Resolutions of 1919;

b) discussion in the House at that time indicated that resolution applied to wartime as well as to peacetime awards and covered junior as well as senior ranks of orders of chivalry;

c) recommendations could not therefore be made for such distinctions unless this Resolution were first rescinded or revised.

3 Following conclusion therefore reached:

a) under present circumstances recommendations for any ranks of orders of chivalry cannot be made for persons domiciled or ordinarily resident in Canada serving in United Kingdom forces or for any members of Canadian forces, including those who are members of or attached to British units or formations;

b) this provision would not, however, be construed as extending to the

Empire Gallantry Medal, or the
British Empire Medal for meritorious service, or the
Distinguished Service Order, or to the
George Cross or
George Medal or to
any of the ordinary medals or to mentions or commendations.

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ANONYMOUS C230598 Nov. 19, 1940

Honours + Awards ✓

HONOURS AND DECORATIONS

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(L.W. BROCKINGTON TO MACKENZIE)

LWB/MDS
25.11.40

Re. Honours, Titles + Decorations - C230599

The following are all the quotations I can recall at the moment. I have not been able to find the extract from John Bright's speech but will continue the search.

1. W. S. Gilbert's "The Gondoliers":

The Duke of Plaza-Toro contemplates making a limited liability company of himself and earning a little money in a number of devious ways, amongst them the following:

"Small titles and orders
For Mayors and Recorders
I get--and they're highly delighted--

They're highly delighted!

M.P's baronetted,
Sham Colonels gazetted,
And second-rate Aldermen knighted--"

2. One of Pope's epistles to Mr. Addison. The following verses occur:

"Statesman, yet friend to truth! of soul sincere,
In action faithful, and in honour clear;
Who broke no promise, served no private end,
Who gain'd no title, and who lost no friend;
Ennobled by himself, by all approved,
And praised, unenvied, by the muse he loved."

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3. Richard Savage, the English poet, refers to "The tenth transmitter of a foolish face."

4. Robert Burns:

"The rank is but the guinea's stamp,
The Man's the gowd for a' that.

"Ye see yon birkie ca'd 'a lord,'
Wha struts, an' stares, an' a' that;
Tho' hundreds worship at his word,
He's but a coof for a' that:
For a' that, an' a' that,
His ribband, star, an' a' that;
The man o' independent mind
He looks an' laughs at a' that.

"A prince can mak a belted knight,
A marquis, duke, an' a' that;
But an honest man's aboon his might,
Gude faith, he mauna fa' that!
For a' that, an' a' that,
Their dignities, an' a' that;
The pith o' sense, an' pride o' worth,
Are higher rank than a' that.

5. Lloyd George in an attack on Viscount Gladstone.

Mr. Lloyd George once referred to him as:

"The living embodiment of the liberal principle that quality is not hereditary."

6. There are two well-known stories:

(a) A certain Admiral, when told that Her Majesty Queen Victoria intended to make him a K.C.B., replied "By God, Sir, not without a court-martial."

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(b) George Reid, Australian High Commissioner in London, was made a K.C.M.G., and on returning to Australia a friend asked him what the letters meant. He replied "Oh, it's a little thing they give you over in England. It means 'keep calling me George'."

Note To speak personally The argument that can be added to all this which has been advanced before is obviously this: at the present time, as never before, there is a levelling process taking place. Democracy will emerge from the war with many of the distinctions of wealth, rank and class finally abolished. In England to-day, all classes are meeting in social intercourse and facing common dangers. In very truth the "Colonel's lady and Judy O'Grady are sisters under the skin". The air shelter and the hotel basement are accomplishing as much as a revolution could. Is it not, therefore, an added stupidity to re-introduce into a North American stronghold of democracy titles and distinctions which are gradually becoming meaningless even in the land of their origin.

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Nobody can quarrel with purely military decorations for bravery, but in a world where any poor householder on a back street is liable at any moment to serve his country with as much distinction as many people in high places, let us subscribe to the philosophy of Robert Burns rather than to the un-Canadian procedure of your predecessor in office.

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Royal Box

JER/MJS
Jun.12/43

C230603

NOTE FOR THE PRIME MINISTER

THE TITLE OF HIS MAJESTY THE KING

1. The present formal title results from the action of the Imperial Conference 1926, where it was recommended that legislative action might be taken by the Government of the United Kingdom to secure that the title should read: "George V, by the Grace of God, of Great Britain, Ireland and the British Dominions beyond the Seas King, Defender of the Faith, Emperor of India."

2. This was followed by an Act of the Parliament of the United Kingdom, the Royal and Parliamentary Titles Act, 1927, which enables the King, by Royal Proclamation under the Great Seal of the Realm, issued within six months after the passing of the Act (April 12, 1927), to make such alteration in the style and titles appertaining to the Crown as to His Majesty may seem fit. This Act is now spent, but a Royal Proclamation was issued in the London Gazette, May 13, 1927, using the above wording.

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> "inasmuch as the Crown is the symbol of the free association of the members of the British Commonwealth of Nations, and as they are united by a common allegiance to the Crown, it would be in accord with the established constitutional position of all the members of the Commonwealth in relation to one another that any alteration in the law touching the Succession to the Throne or the Royal Style and Titles shall hereafter require the assent as well of the Parliaments of all the Dominions as of the Parliament of the United Kingdom."

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5. It would, therefore, be impracticable to change the formal title of the King.

6. The objection which has been raised is not to the formal title, but to the short title or titles in common use which do not conform with the present position of the members of the British Commonwealth.

7. It is common practice to refer to His Majesty as "the King of Great Britain" or "the King of England". The former reference would be appropriate anywhere in Great Britain, but inappropriate in Ulster. The second reference would be appropriate in England, but not in Scotland or Wales. Neither of these short and informal titles is appropriate in Canada. The only short title which could be used with propriety in this country is "King of Canada".

8. Assuming that it is desirable to bring the practice in the country into conformity with constitutional principles, the following courses might be considered:

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(a) The simplest course would be for the members of the Government and the Governor General to refer to "the King of Canada" upon formal and informal occasions. A usage would then develop in the course of time.

(b) A second course would be, after consultation with the King, for the Prime Minister to make a statement on a formal occasion (e.g. in Parliament) to the effect that His Majesty deemed it appropriate that within Canada the short and informal reference to the Crown should be to "the King of Canada". (Against this course, it might be objected that the King should not be brought into a controversy of this kind.)

In any event, a formal note should be sent to all diplomatic missions in Canada, intimating that it was correct to refer to His Majesty as the King of Canada.

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TOP SECRET

C230606

MEMORANDUM FOR THE PRIME MINISTER

Re: Proposed Modifications in the Royal Style and Titles

1. On April 30, 1947, in reply to a resolution moved by Mr. E. Marquis, M.P., with regard to the above mentioned subject, the Secretary of State for External Affairs gave the House of Commons the assurance that the matter would be raised by the Canadian Government with the other Commonwealth governments.

2. Pursuant to this statement, this Department sent on May 10th, a despatch to the Canadian High Commissioners in London, Canberra, Wellington, Pretoria and Dublin, requesting them to ascertain from the respective members of the Commonwealth "whether it is agreed that it will be appropriate to include on the agenda of the next meeting of the Commonwealth Prime Ministers an item looking to the revision of His Majesty's Royal Style and Titles," along the lines indicated in an attached departmental memorandum on the subject.

3. We now have replies to our inquiry, from the United Kingdom, Australia, New Zealand and Ireland, and it is felt that you will wish to make yourself acquainted with the information so far obtained.

4. United Kingdom:

a) The position of the government was indicated in the Prime Minister's secret and personal telegram (No. 149) of June 14th, addressed to you; while dealing with the question of deletion of "Emperor of India" from the Royal Style and Titles, it was also stated that they were ready to take part, at the next conference of Commonwealth Prime Ministers, in the review of the whole of the King's style and titles.

5. New Zealand:

a) The Secretary of State for External Affairs officially stated that the New Zealand Government were prepared to agree to the inclusion on the agenda, at the next meeting of Commonwealth Prime Ministers, of an item looking to the revision in question.

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b) However, this agreement, it was added, carries no commitment as to the attitude of the New Zealand Government to the proposal itself.

c) Prior to the above official communication, it had been unofficially suggested by the Prime Minister's Secretary that the United Kingdom could perhaps be approached, to have them make the proposal of revising the Royal Style and Titles, at the same time as a change is made in relation to India.

d) This last suggestion may possibly be a hint that such a proposal coming from the United Kingdom would probably be accepted in New Zealand without question, whereas the same proposal, initiated by Canada alone, might be opposed as a further weakening of Commonwealth ties.

6. Australia:

a) Their Department of External Affairs officially suggested that such a revision of His Majesty's Royal Style and Titles could be discussed at the meeting of the Representatives of the British Commonwealth to take place in Canberra during August next.

b) As we have always understood that the forthcoming meeting of Commonwealth representatives in Canberra would relate only to questions concerning the Japanese peace settlement, our High Commissioner was advised to reply that the Canadian Government regretted to be unable to agree to the Australian suggestion.

7. Ireland:

a) Mr. F. H. Boland, Secretary of the Department of External Affairs, was authorized to state that the Irish Government had no objection to the inclusion in the agenda of the next meeting of Commonwealth Prime Ministers of an item looking to the revision in question; they believe, in fact, that it will be appropriate to discuss the matter at such meeting.

b) The Irish Government hopes that, as a result of the discussion to take place, it will be agreed by the Conference that His Majesty's Style and Titles, when revised, shall contain no reference at all to Ireland.

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c) The question of attendance of the Irish Prime Minister at meetings of Commonwealth Prime Ministers was for some time one of some anxiety for the Government, as Mr. de Valera had to find some means of justifying his doing so in the eyes of the Irish people. He has now found his justification in the very fact that the question of the Royal Style and Titles is to be discussed. His main purpose will then be to submit to the Conference his demand for the entire elimination of the word Ireland.

d) The Prime Minister thinks that what he intends to ask for is something of transcendent importance, because, in his opinion, it could hardly be granted without implying an abandonment by His Majesty of the sovereignty of Ireland.

It would appear that a somewhat exaggerated importance is being attached by Mr. de Valera to this question, as indeed Ireland could be omitted from the Title, and the title changed to some such terms as "King of the nations of the British Commonwealth," without necessarily being taken as implying an abandonment by His Majesty of the Sovereignty of Ireland.

e) It had been suggested by Mr. Boland that the next meeting of Commonwealth Prime Minister might, perhaps, take place at Ottawa. Mr. de Valera has now come to the conclusion that he would rather go to London, after all, because his presence in Ottawa would lead to his being invited to the United States, where he would be projected into controversies affecting American and British politics. He is anxious to avoid the possibility of such a thing taking place at the present time.

f) In all this matter, Mr. Boland seems to have special faith in Canada, and in Canada's Prime Minister as being potentially helpful in getting Ireland into a sensible and workable position.

8. Our High Commissioner in Dublin had thought it best to introduce this particular subject of the Royal Style and Titles to the Irish Government by means of a personal interview with Mr. Boland; as a natural consequence, the field of the discussion was easily expanded to include the larger question of Ireland's relations with His Majesty, and with the other nations of the Commonwealth. In this discussion, Mr. Boland made, apparently on his own initiative, the following points:

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a) Ireland wishes to maintain some connection with the British Commonwealth mainly on account of certain civil and economic advantages which are derived from the connection; for instance the trading benefits of the British Preference, and a desirable situation in respect of nationality and citizenship.

b) In matters of military concern the Government is happy at having been able to maintain the country's neutrality in the last war, thus establishing and proving (as they believe) Ireland's absolute freedom of action in international affairs. But they realize that the time of neutrality has now gone by and that henceforth Ireland will be a participant in any war in which the British Commonwealth and the United States of America may be engaged. This means that they are looking forward to becoming associated with the United Kingdom, the United States of America, Canada, Newfoundland, Iceland, etc., in a pact of mutual defence, preferably within the framework of the United Nations.

c) Mr. de Valera has a great respect for His Majesty, and always takes pains to show this in cases where His Majesty has to be approached on behalf of Ireland. He believes the day will come when his policy in Commonwealth affairs will be accepted in the United Kingdom as having been constructive and not a destructive policy, as has hitherto been charged against him.

d) The King's authority in Irish Affairs is held by him as a purely personal right which he cannot delegate. The personal relationship thus established between His Majesty and Ireland is one, added Mr. Boland, which Mr. de Valera would be happy and willing to see go on forever, notwithstanding his frequently repeated statement that Ireland is a Republic.

9. South Africa has not yet replied to our request. No approach has of course been made by the Canadian Government to the Government or Governments of India in this matter.

10. You may feel that the possible increased membership of the Commonwealth will make it increasingly difficult to have a Royal Style and Titles which includes by name each independent member of the Commonwealth; it would perhaps therefore be necessary , if it is desired to emphasize in the title the equality of all the

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members of the Commonwealth, to delete from the title the name of any one member of the Commonwealth; the solution would have then to be found in some such title as "George VI, by the Grace of God, of the Nations of the British Commonwealth, King". In addition to agreeing to the adoption of this "generic" title for His Majesty, the projected Conference might be prepared to consider approving a formula whereby the King might, on the recommendation of his Ministers in the Commonwealth country concerned adopt a distinctive Royal Style and Titles for use on state documents of particular concern to that country. For instance, in respect of Canada, the title might read "George VI, by the Grace of God, of Canada, King".

Ottawa,
July 19, 1947.

L. B. Pearson

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XA/2 C230611

DEPARTMENT OF EXTERNAL AFFAIRS

NOTE FOR MR. J.A. GIBSON,
Prime Minister's Office.

1. Reference attached documents.

2. The only person who ever "pressed" in this matter was the P.M., who was disturbed by speeches made at a dinner, where I think a toast was proposed to the King of England.

3. My own personal opinion is that we should do nothing formally but that the P.M. should casually, but not often, refer to "The King of Canada" in speeches, that Mr. St. Laurent should do the same thing, and that it should be done without apologetics.

4. It would also be a good thing if the phrase were used casually in press releases, provided that it were not dragged in.

JER.

Ottawa,
Oct.26/43

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C230612

DEPARTMENT OF EXTERNAL AFFAIRS

Re Read

Mr King had the attached document under notice on 23 October. He asks

1) if there is anything to be added since June 12
2) whether the question is "pressing"
3) if so, whether something might be re-submitted for his approval.

I summarized for the King my understanding of the Constitutional position, though I am not sure I was very persuasive. Copy of note of June 12 retained by me

Ottawa, 25/X/43 J.A. Gibson

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JER/MJS
Jun.12/43
C230613

NOTE FOR THE PRIME MINISTER

THE TITLE [redacted] MAJESTY THE KING

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> "inasmuch as the Crown is the symbol of the free association of the members of the British Commonwealth of Nations, and as they are united by a common allegiance to the Crown, it would be in accord with the established constitutional position of all the members of the Commonwealth in relation to one another that any alteration in the law touching the Succession to the Throne or the Royal Style and Titles shall hereafter require the assent as well of the Parliaments of all the Dominions as of the Parliament of the United Kingdom."

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4. The position taken by the Government of Canada at the time of the abdication was based upon the assumption that the consent of the Parliament of Canada, as well as of the other Parliaments of the Commonwealth, was essential to "alteration in the law touching the Succession to the Throne or the Royal Style and Titles".

5. It would, therefore, be impracticable to change the formal title of the King.

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7. It is common practice to refer to His Majesty as "the King of Great Britain" or "the King of England". The former reference would be appropriate anywhere in Great Britain, but inappropriate in Ulster. The second reference would be appropriate in England, but not in Scotland or Wales. Neither of these short and informal titles is appropriate in Canada. The only short title which could be used with propriety in this country is "King of Canada".

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In any event, a formal note should be sent to all diplomatic missions in Canada, intimating that it was correct to refer to His Majesty as the King of Canada.

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C230616

Mr. Gibson

It might be useful for you to have the attached. Copies have gone to Heeney for Council.

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MEMORANDUM

Office of the Prime Minister

Ottawa,.....

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JUL 10 1947

C230617

Third Session, Twentieth Parliament, 11 George VI, 1947.

THE HOUSE OF COMMONS OF CANADA.

BILL

An Act to provide for the Alteration of His Majesty's Royal Style and Titles.

First reading, July , 1947.

OTTAWA
EDMOND CLOUTIER, C.M.G., B.A., L.Ph.,
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
CONTROLLER OF STATIONERY
92748 1947

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C230618

3rd Session, 20th Parliament, 11 George VI, 1947.

THE HOUSE OF COMMONS OF CANADA.

BILL .

An Act to provide for the Alteration of His Majesty's Royal Style and Titles.

Preamble.

WHEREAS the following recital is set forth in the preamble to the Statute of Westminster, 1931:

Recital.

"And whereas it is meet and proper to set out by way of preamble to this Act that, inasmuch as the Crown is the symbol of the free association of the members of the British Commonwealth of Nations, and as they are united by a common allegiance to the Crown, it would be in accord with the established constitutional position of all the members of the Commonwealth in relation to one another that any alteration in the law touching the Succession to the Throne or the Royal Style and Titles shall hereafter require the assent as well of the Parliaments of all the Dominions as of the Parliament of the United Kingdom";

And whereas it is proposed that the words "Indiae Imperator" and "Emperor of India" be omitted from the present Royal Style and Titles.

Therefore His Majesty, by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows:—

Short title.

1. This Act may be cited as *The Royal Style and Titles Act (Canada), 1947.*

Parliamentary assent.

2. The assent of the Parliament of Canada is hereby given to the omission from the Royal Style and Titles of the words "Indiae Imperator" and the words "Emperor of India".

Effective Date.

3. The date on which the said omission becomes effective shall be published in the *Canada Gazette.*

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July 8, 1947.

MEMORANDUM FOR THE PRIME MINISTER

Re: Deletion of "Emperor of India" from the Royal Style and Titles

---

You recently informed Mr. Attlee that the Canadian Government would be prepared to recommend that the Parliament of Canada assent to this change. He mentioned the assurance of assent when he introduced the Indian Independence Bill.

We have now been told by Canada House that the United Kingdom Government hopes that the necessary Canadian action may be taken before the Parliament of Canada adjourns. Enclosed is one ... copy of each of the following telegrams :

Our telegram No. 1085 of July 5 to Canada House
Telegram No. 1085 of July 6 from Canada House
Telegram No. 1086 of July 7 from Canada House.

We have drafted, and Mr. St. Laurent has ... approved for your consideration, the annexed Bill which might be introduced by you this week if you consider it desirable. (I am sending a copy of the draft Bill this morning to the Deputy Minister of Justice and to Mr. Heeney.)

The last change in the Royal Style and Titles was made in 1927. The procedure at that time did not involve any formal action by Canada. The Royal and Parliamentary Titles Act 1927 (17 Geo. 5, c.54), a United Kingdom statute, authorized the King, by Royal Proclamation to be issued within 6 months, to alter the Royal Style and Titles. A Royal Proclamation was issued in London on May 13, 1927, changing the title. This Proclamation, which was reprinted in the Prefix to the 1928 Canadian Statutes, substituted "Great Britain, Ireland" for "the United Kingdom of Great Britain and Ireland".

.... 2.

8/7/47

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The necessity for formal Canadian action this time arises from the preamble to the Statute of Westminster.

The assent of the Parliament of Canada could, I suppose, be given by Address or resolution. However, the statute form was used in 1937 when the Parliament of Canada had to assent to the Declaration of Abdication Act enacted by the Parliament of the United Kingdom.

In the United Kingdom the pending legislation regarding the change in the titles will be followed by a Royal Proclamation under the Great Seal of the Realm. Our draft Bill is silent on the question of whether there will also be a Royal Proclamation under the Great Seal of Canada. Mr. St. Laurent agrees that there is no positive necessity for a Royal Proclamation in Canada.

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COPY:

C230621

TELEGRAM

Ottawa, July 5, 1947.

TO: THE ACTING HIGH COMMISSIONER FOR CANADA, LONDON.

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

MOST IMMEDIATE

NO. 1085

SECRET
CYPHER.

Proposed deletion of "Emperor of India" from Royal Style and Titles. Please see my telegram No. 121 of June 20 to Dominions Office.

2. Session of Parliament of Canada is expected to end July 12 (repeat 12). If United Kingdom Government intends deletion to become effective this summer, it seems essential that Parliament of Canada give its assent during coming week.

3. Please cable immediately text of relevant provision in India Bill just introduced in Parliament of United Kingdom, together with precise information regarding time at which United Kingdom Government plans to make the alteration in Royal Style effective.

4. If United Kingdom Government plans to make alteration effective this year (before next session of Canadian Parliament begins) would United Kingdom Government like us to ask now for Canadian Parliament's assent on permissive basis, in view of the fact that Parliament here will presumably not be sitting from time it adjourns in July until it meets again early in 1948.

THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS.

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C230622

T E L E G R A M.

FROM: THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN.

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

MOST IMMEDIATE. LONDON, July 6th, 1947.

EN CLAIR.

NO. 1085.

No. 1085. My immediately preceding telegram. Following is text of Clause 7, Section 2, of Indian Independence Bill, Begins:

The assent of the Parliament of the United Kingdom is hereby given to the omission from the Royal Style and Titles of the words "Indiae Imperator" and the words "Emperor of India", and to the issue by His Majesty for that purpose of his Royal Proclamation under the Great Seal of the Realm. Ends.

ACTING HIGH COMMISSIONER.

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ACTING HIGH COMMISSIONER.

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C230623

COPY: T E L E G R A M.

FROM: THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN.

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

MOST IMMEDIATE SECRET.

CYPHER LONDON, July 7th, 1947.

NO. 1086.

No. 1086. Secret. Your telegram No. 1085 of July 5th. Deletion of"Emperor of India" from Royal Style and Titles.

United Kingdom would like the alteration of Royal Style to become effective as soon as possible. They hoped that the Indians would be satisfied for the time being with a declaration of intention. They do not know, however, how long the "time being" might last. The Indians might become restless if the offensive title remained for six months. Their own principal objection to retention of the title is that it was intended primarily to describe the position of paramountcy vis-a-vis the Indian States, and will therefore become quite inaccurate when the Independence Bill is passed.

Australia and New Zealand expect to secure Parliamentary assent in September or October. The principal worry heretofore has been over South Africa, whose Legislature is not likely to meet until January. It is considered possible, however, that Smuts might decide that Parliamentary consent is not necessary.

The United Kingdom fully recognize our difficulties in rushing through legislation. They consider that it would be very helpful to them if the Canadian Parliament could take action now rather than later. The second reading of the Independence Bill is scheduled for Thursday, but it is not expected that the necessary Executive action will be completed until the end of the month. It would seem more appropriate, therefore, that our Legislative action should be of an enabling, rather than a mandatory kind in view of the fact that the alteration is specifically related to the India Independence Bill, it is suggested here that our Executive action might be delayed until the Independence Bill is in force.

PTO

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The Commonwealth Relations Office are interested to know the form which Canadian legislation will take, that is whether you propose a Bill or a Resolution, and what might be the wording of the preamble. As they realize that time is short they do not ask to see the draft, but if you could let us know what is proposed the Commonwealth Relations Office would be interested.

De Valera has been consulted. The formula in which he replied was to say that he had been informed of the proposed change in the Royal Style and Titles, and that this change would cause no difficulties for Ireland. It is not known whether he intends to raise the matter in the Dail, but he apparently did not suggest that the matter was none of Ireland's concern.

ACTING HIGH COMMISSIONER.

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C230624

DRAFT BILL

Whereas the following recital is set forth in the preamble to the Statute of Westminster, 1931 :

> "And whereas it is meet and proper to set out by way of preamble to this Act that, inasmuch as the Crown is the symbol of the free association of the members of the British Commonwealth of Nations, and as they are united by a common allegiance to the Crown, it would be in accord with the established constitutional position of all the members of the Commonwealth in relation to one another that any alteration in the law touching the Succession to the Throne or the Royal Style and Titles shall hereafter require the assent as well of the Parliaments of all the Dominions as of the Parliament of the United Kingdom";

And whereas it is proposed that the words "Indiae Imperator" and "Emperor of India" be omitted from the present Royal Style and Titles.

Now, therefore, His Majesty by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows:

1. This Act may be cited as "The Royal Style and Titles Act (Canada) 1947".
2. The assent of the Parliament of Canada is hereby given to the omission from the Royal Style and Titles of the words "Indiae Imperator" and the words "Emperor of India", ~~and to the issue by His Majesty for that purpose of a Royal Proclamation.~~
3. The date on which the said omission becomes effective shall be published in the Canada Gazette.

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C230625

JUL 1 0 1947

Third Session, Twentieth Parliament, 11 George VI, 1947.

THE HOUSE OF COMMONS OF CANADA.

BILL

An Act to provide for the Alteration of His Majesty's Royal Style and Titles.

First reading, July , 1947.

OTTAWA
EDMOND CLOUTIER, C.M.G., B.A., L.Ph.,
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
CONTROLLER OF STATIONERY
92748 1947

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C230626

3rd Session, 20th Parliament, 11 George VI, 1947.

THE HOUSE OF COMMONS OF CANADA.

BILL .

An Act to provide for the Alteration of His Majesty's Royal Style and Titles.

Preamble.

WHEREAS the following recital is set forth in the preamble to the Statute of Westminster, 1931:

Recital.

"And whereas it is meet and proper to set out by way of preamble to this Act that, inasmuch as the Crown is the symbol of the free association of the members of the British Commonwealth of Nations, and as they are united by a common allegiance to the Crown, it would be in accord with the established constitutional position of all the members of the Commonwealth in relation to one another that any alteration in the law touching the Succession to the Throne or the Royal Style and Titles shall hereafter require the assent as well of the Parliaments of all the Dominions as of the Parliament of the United Kingdom";

And whereas it is proposed that the words "Indiae Imperator" and "Emperor of India" be omitted from the present Royal Style and Titles.

Therefore His Majesty, by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows:—

Short title.

1. This Act may be cited as *The Royal Style and Titles Act (Canada), 1947.*

Parliamentary assent.

2. The assent of the Parliament of Canada is hereby given to the omission from the Royal Style and Titles of the words "Indiae Imperator" and the words "Emperor of India".

Effective Date.

3. The date on which the said omission becomes effective shall be published in the *Canada Gazette.*

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"WORK AND NATIONAL IMPROVEMENTS"

"The program to which a national commission would be asked, by a Liberal government, especially to direct its attention, with a view to ensuring co-operative effort, would include necessary projects already commenced or previously undertaken, such as: essential public works, buildings, and municipal improvements; the extension and improvement of highways, and the elimination of level crossings; the provision of air-way facilities and ground services; large scale schemes of afforestation, aimed, amongst other things, at preventing those conditions of drought and soil drifting which follow upon the absence or wholesale destruction of tree life. Equally important is the preservation, in more ways than one, of what we now have of natural beauty itself, and also of forest wealth."

"I believe the country would welcome, above all else, a comprehensive scheme of urban and rural improvements. Such a scheme would appropriately include the clearance of slum areas, housing programs, the painting and repair of buildings and fences, both in the cities and country; and, of scenic development, which would serve to make of Canada a country second to none for tourists, and to afford to the people as a whole fuller opportunities of recreation and the enjoyment of natural beauty. Indeed, all projects might readily be made to contribute to these ends. The interests of tourists and the enjoyment of our citizens generally could, for example, be promoted by making many a highway into a tree-way, and by making accessible, and improving the approaches, to areas of great natural beauty. The development of our national parks might well be supplemented by the creation of a larger number of smaller parks. Much of national importance might also be accomplished by the preservation of historic sites, residences and monuments, and the beautification of their surroundings."

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R 1/4.

(W.C. CLARK? TO WLMK)

W/E

C230628

CONFIDENTIAL

June 28th, 1940.

G

Memorandum re Sales of U.S. Funds and Export of Canadian Funds for Travel for Pleasure and for Personal Expenditures in Countries Outside the Sterling Area.

When the Foreign Exchange Control Board was first established, it was realized that the exigencies of the war might necessitate the imposition of restrictions on the use of foreign exchange for private purposes. The fundamental principle of foreign exchange control as established in Canada is that all capital and current receipts in foreign exchange by residents of Canada shall be pooled under the supervision of the Board. The first call upon such foreign exchange must be the requirements of our foreign debt service and the requirements of the national Government for war purposes, including the requirements of Canadian industry to import goods necessary for providing war supplies. The available balance of foreign exchange may then be used for ordinary commercial purposes and for personal expenses of residents of Canada.

In the beginning it was not known what restrictions might later have to be imposed. The only significant restriction that has been in operation from the start is that foreign exchange is not made available for exports of capital - excluding, of course, the repayment of debts which are payable in foreign exchange. So far as current expenditures are concerned, however, it has hitherto been the policy of the Government as administered by the Board that foreign exchange should be provided, without discrimination, for all normal current purposes.

On current account there has been a drain on the country's resources of foreign exchange and the rate of this net outgo has been increasing recently. The provisions of the budget, in part indirectly, represent the first deliberate attempt to reduce the demand for foreign exchange

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by residents of Canada - for example, the 10% import tax on all imports other than those entitled to the British preferential rate, and the luxury taxes on automobiles and other consumption goods, particularly those which are imported. The Board feels, subject to the concurrence of the Minister of Finance, that the time has now come when a policy of definite restriction of unnecessary personal demands for foreign exchange should be adopted and that public opinion will support such a policy. Indeed the Board has received considerable evidence of a widespread view in Canada that it is not proper that the country's supply of foreign exchange should be used for personal luxuries or unnecessary expenditures. Within this category must be placed travel for pleasure in countries outside the sterling area and the making of gifts and personal remittances to persons in foreign countries outside the sterling area. The distinction is made between the sterling area and other countries both because it is primarily in countries outside the sterling area that these expenditures are made, and because our greatest need is to conserve supplies of U.S. dollars.

The basic principle involved is that when a choice has to be made between the purchase of war supplies and essential commodities in the United States and permitting residents of Canada to travel for pleasure purposes in the United States, there is only one possible decision.

The Dominion Bureau of Statistics' published estimate of travel expenditures in the United States by Canadians is approximately $125,000,000, although this may have been unofficially revised to perhaps $100,000,000. The Board's own statistics indicate that in the month of May, 1940, the amount spent was in excess of $6,000,000. May is not a month in which such expenditures are high in relation to the rest of the year. July, August and

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September are the heaviest months, the months in which large numbers of Canadians visit the United States, and although their individual expenditures in summer travel may not be large, the aggregate amount is considerably larger than in any other season of the year. Of the total expenditures in May it is estimated that something under $1,000,000 was spent on travel for purposes of business, health, education, etc.

It would appear that conditions are most favourable for the adoption of this policy at the present time. If it is adopted now the Board believes that many millions of dollars in foreign exchange will be saved during the coming summer. The budget just announced has imposed monetary sacrifices on the nation and has restricted imports of luxury goods; the present proposal will not impose any monetary sacrifice and therefore does not add to the burdens of the budget but will impose a sacrifice of personal pleasure or luxury expenditures which are not affected by the budget. The Board believes that opinion in the United States is entirely different from that prevailing nine months ago and that the proposed measure would be recognized as a necessary one in a country which is putting forth every effort to organize itself on a war basis. It is possible that some interests in the United States adversely affected by this policy would attempt to dissuade Americans from visiting Canada, but we do not believe this will have any substantial affect; in fact the outlook for our own tourist season is not too favourable and it is probably that the kind of people who would be influenced by such considerations have already decided not to visit Canada this year.

It is not intended in this Memorandum to outline in detail the administrative measures which would be taken

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C230631

by the Board to carry out such a policy. All the necessary machinery is already in existence.

The general principle which is proposed is that foreign exchange should not be sold for travel in countries outside the sterling area for pleasure purposes but should continue to be sold, upon proof of need, for all necessary travel such as for business purposes, for reasons of health, for education and scientific purposes and for urgent private affairs the settlement of which requires a trip to the United States. The recent requirement of the United States that Canadians must have passports and visas will be of considerable assistance administratively and it is proposed that foreign exchange should only be sold for the foregoing necessary purposes upon the production of a passport and visa. The amount will be noted in the passport by the bank making the sale and the person concerned will therefore be unable to circumvent the regulations by applying to different banks. We would also take steps to provide for the needs of commercial travel on a basis which will permit proper supervision but will not unduly handicap legitimate business travel.

It is likewise proposed to discontinue the sale of exchange for voluntary personal remittances except in cases where the non-resident remittee is dependent upon the resident for his support or where other reasons of a compassionate nature exist.

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Released by Foreign Exchange Control Board / Not issued - Mr W/E Ralston wire discuss July 2.

PRESS ANNOUNCEMENT

For release 5 PM., Monday, July 1, 1940.

C230632

The Minister of Finance announced today that in order to conserve the nation's supply of United States funds for the purchase of war supplies and other vital needs, the Foreign Exchange Control Board would no longer permit United States funds to be sold for the purpose of travel for pleasure nor for unnecessary personal remittances. Much as Canadians would like to continue their practice of visiting their friends in the United States, the time has come when this must be regarded as an unnecessary luxury which must be restricted under present conditions in order to maintain the flow of war supplies and essential commodities which have the first call upon Canada's foreign resources.

The Minister pointed out that the budget, and particularly the war exchange tax on imports from countries other than the British Empire and the sales tax on luxury goods which are partly imported, would have the effect of cutting down very considerably unnecessary imports of goods. The action now taken, while not imposing any tax or any monetary sacrifice, was designed to restrict another type of unnecessary expenditure which was causing a drain on United States funds.

The Minister appealed to the people of the United States to realize that such action was only taken because of the exigencies of Canada's position as a country organizing itself for the primary purpose of prosecuting the war to the limit of its resources and he repeated the assurances given by the Prime Minister and other members of the Government that American tourists are more welcome in Canada than ever before, that no passport or other restrictions affected them, and that Canadians had spontaneously adopted the motto "Be a good host to a good neighbour."

Foreign exchange will continue to be sold for necessary travel for business purposes, health reasons, and for education and scientific training as well as for small personal remittances to persons who are dependent upon Canadian residents for their support. Proof of need must be established to the satisfaction of the Foreign Exchange Control Board or its agents. In connection with all approved travel purposes it is pointed out that under the new United States regulations all Canadians must obtain passports and visas and it is proposed to have the amount of funds which may be exported by such persons endorsed in their passport by an Authorized Dealer of the Foreign Exchange Control Board.

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C230633

OFFICE OF THE PRIME MINISTER

MEMORANDUM for the Prime Minister:

It has been suggested by the Foreign Exchange Control Board that the Prime Minister might wish to send a letter of commendation to the Voluntary Tourist Committee of Toronto, which has undertaken a programme similar to that of the Young Men's Section of the Winnipeg Board of Trade, to which the Prime Minister has already written. (See copy attached.)

A draft has, accordingly, been prepared along similar lines and is attached.

Foreign Exchange Control Board
Tourist Industry

July 15th, 1940. W. J. T.

Letter despatched July 18/40

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OFFICE OF THE PRIME MINISTER

MEMORANDUM

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V.2

FOR THE PRIME MINISTER:

In its endeavours to encourage American visitors to Canada, the Travel Bureau is inaugurating on Thursday night a series of radio programmes over United States stations.

It has been suggested that on this opening night a message from the Prime Minister would be appropriate and highly beneficial. A draft message, -- prepared by Mr. Brockington is attached.

Mr. Leo Dolan would like to be able to take this with him to New York to be read in your name over the NBC chain of stations.

Leo Brockington
Not used

W. J. T.

July 15, 1940

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C230635

OFFICE OF THE PRIME MINISTER

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V.4

MEMORANDUM

FOR THE PRIME MINISTER:

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W. J. T.

July 15, 1940

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C230686

MEMORANDUM FOR MR. TURNBULL:

Attached is the invitation to American citizens which it is proposed that Mr. Dolan shall make in the Prime Minister's name over the N.B.C. chain in the United States on Thursday night.

I have submitted this to Mr. Dolan who thinks that it is of adequate length and represents in a general way the kind of thing which should be said.

July 15, 1940. L.W.B.

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Ladies and Gentlemen:

I welcome this opportunity to send you greetings of goodwill from the people of Canada to the people of the United States. I am sure that first of all the Canadian people would wish me to thank you for an understanding friendship and to tell you how glad they are that you are our next door neighbour. You have said so many things and have done so many things to make them believe that you also share that pleasure.

In the distant past, of course, we had some differences, but they belong to "old unhappy far-off things, and battles long ago." The fires of those ancient controversies are long since dead. Nothing will ever make their ashes glow or their flames spring forth again.

For many years we have lived together and worked together side by side in peace and sympathetic communion. You have gone your way, we have gone our way; both ways are the ways of human freedom.

We have not only lived in peace. We have visited each other freely and often. We have invested our savings in each other's business; your sons and daughters have become Canadian citizens; our sons and daughters have become American citizens. Your young people attend our schools and

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universities, our young people attend yours. We have grown in stature and power without envy, with mutual respect, bound not by treaties or alliances formally set out on paper, but by something far stronger and more enduring. For we have formed with you and you have formed with us, an alliance of the ideals which inspire our hearts and minds. We speak not only the same language, but we speak in the same idiom, in the same accents. The same little familiar things of life move us both to laughter and to tears. Both our peoples have the same faith in the dignity of labour and the sanctity of human life and in all which that faith implies.

But although we are alike in so many things, we still have enough dissimilarities to make us interesting to each other and enough common interests to make us important to each other.

These days are dark and difficult days for Canada. Of our own free choice, we have taken up arms in a cause which we believe with all our hearts to be just and noble.

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But although our country is at war, our American friends can move amongst us as freely as they did in times of peace. Our frontier is still open for our neighbours from the United States. We do not demand passports. The law of our land makes it an obligation of our citizens to give the official premium upon United States dollars.

We think Canada is a lovely land. Our eastern maritime provinces are quiet havens for those who love a peaceful countryside and the rugged seacoast, or find interest in the early history of white man upon this continent.

The highways and byways of Quebec are romantic with the ancient culture and customs of old France, and the history of a proud and picturesque people.

Ontario is a province of populous cities, of pastures, of green forests and blue lakes. Our prairies, our western mountains, and our Pacific shores beckon in their infinite variety to those who care for the broad open lands, the beauty of mountain and sea, and the freedom of the great natural parks established for the recreation and refreshment of our citizens, their friends and visitors.

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Above all our people are united in a desire to see you. In their name I bid you and your families welcome in your neighbour's house.

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C230611

July 25, 1940.

N.305-22(B)
1940

MEMORANDUM FOR MINISTER OF WAR SERVICES:

With reference to Ministry of Information, Mr. Charles Douglas Jackson, Vice-President of Time Incorporated (publishers of Fortune, Time, Life and Architectural Forum magazines, producers of March of Time on radio and in moving pictures), and also General Manager of Life magazine, had the pleasure of meeting several high-ranking Ministers and Officials in Ottawa and was much impressed by and with Canada's war effort.

Appreciating that, as a citizen of the United States, he could not presume to make suggestions or recommendations in connection with the handling of information in this country, he did, in private conversation, express the following views which are submitted for what they are worth:

His first question, on arriving in Canada, was "Have you a Dr. Goebbels? - meaning, have we a Ministry with a free hand charged with the function of taking information and charged with putting into effective action the policies of the government? In his opinion, the German technique in pursuance of a definite policy had resulted in the large strategic gains made to date, e. g., neutral countries have found it almost impossible to obtain interesting, new and authentic news, stories and photographs from British and French sources; whereas the Germans were able to furnish such material on very short notice, the result being that, irrespective of neutral sympathy for democracy, they had no choice but to use the material available.

Canada is practically unknown in the United States and, in his opinion, where a Ministry here is established, they could, by inviting a selection of the outstanding Publicists of the United States to come to Canada, break them into groups of five or six under capable Canadian publicity men and show them everything possible as to our war effort - air, navy, army, war supplies, Bank of Canada, and Exchange Control, as well as some of the interesting and little-known sections of Canadian life as in the Maritimes, Quebec and other parts of Canada so that these gentlemen would return to the States brimful of ideas and proceed to reproduce millions of words of laudatory copy combined with such photographs as they might take which would meet with our approval.

The tourist business in the States and travel agencies there are having a very dull time and he suggests that, were a personal letter sent to the head of each agency pointing out where he could benefit himself and his clients by promoting Canada as a tourist objective and including a well-written folder with photographs emphasizing the advantages, this would result in a great increase in

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July 28, 1940.

the tourist business from United States. At present there are few places where the American tourist can go outside of his country and the great boom of South America, a country much less interesting and accessible than Canada, could be constructively effect.

W. M. Vickers

Copy to W. M. Vickers, Esq
Toronto

W. M. Vickers, Esq
59 Brock Gardens,
Toronto, Ont.

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Left at 212
by W. M. Vickers
Toronto

W. M. Vickers, Esq.
59 Oriole Gardens,
Toronto, Ont.

W. M. Vickers

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BAW

P.C. 4176

C230613

Certified to be a true copy of a Minute of a Meeting of the Committee of the Privy Council, approved by His Excellency the Governor General on the 24th AUGUST 1940

the Deputy of

The Committee of the Privy Council have had before them a report, dated 23rd August, 1940, from the Minister of Transport, representing that in view of the importance of the tourist industry to Canada, and the adverse effect of the war upon travel generally, and in view also of the increasing restrictions upon international intercourse arising out of the war and precautionary measures incidental thereto, and affecting various departments of the government, it is essential in the public interests that an advisory committee, representative of the principal departments concerned, and consisting of not more than five members, be established to further encourage, promote and develop travel in Canada and to act as a clearing house for such ideas as may be put forth from time to time in the form of proposals for the promoting of tourist traffic;

That under existing arrangements, questions relating to the tourist industry are constantly arising as affecting one or other of several departments of the government, such as Transport (Travel Bureau); National Revenue (Customs); External Affairs (Passports); Finance (Foreign Exchange); Trade and Commerce (Commercial Intelligence Service), as well as various agencies of transportation, and experience in dealing with such matters has suggested the advisability of establishing a representative body capable of co-ordinating government policy on travel, and advising with respect to the tourist industry generally, and to deal promptly and effectively with such problems connected therewith as from time to time arise, and which, under present methods can only be dealt with by reference from one department to another, with the delay and lack of co-ordinated effort which such methods entail.

The Minister, therefore, on the advice of the Deputy Minister of Transport, recommends that, for the purposes above set forth, an advisory committee on Travel and the Tourist Industry be hereby established to which may be referred communications and proposals relating thereto received by any department of the government, the said committee to consist of the following:

V.I. Smart/

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V.I. Smart, Esq., Deputy Minister of Transport;
D. Lee Dolan, Esq., Chief, Canadian Travel Bureau;
L.D. Wilgress, Esq., Director, Commercial Intelligence Service
A.D. McBain, Esq., Chief, Intelligence Department, Foreign Exchange Control Board; and
W.A. Mackintosh, Esq., Special Assistant to the Deputy Minister of Finance;
Philias Coté, Esq., Motion Picture Bureau.
with power to add to their numbers.

The Minister further recommends that the Deputy Minister of Transport be named Chairman of the said Advisory Committee.

The Committee concur in the foregoing recommendations and submit the same for approval.

A. D. P. Heeney.

Assistant Clerk of the Privy Council.

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MEMORANDUM ON CANADIAN TRAVEL BUREAU

STRICTLY CONFIDENTIAL

The Canadian Travel Bureau was established in 1934. In that year, according to the Bureau of Statistics, the tourist industry was worth to Canada approximately $146,000,000. Last year (1940) its value to the Dominion is placed by the Bureau at $122,000,000.

These figures would indicate that, at the end of six years of operations by the Canadian Travel Bureau, the country's revenue from its tourist industry had dropped some $24,000,000 annually. Actually, however, the comparison is not so simple. For recently the Bureau of Statistics admitted that its tourist figures for all years prior to 1938 contain a major error factor. What that error factor was for 1934, the year in which the Travel Bureau first commenced to operate, the Bureau is not prepared to estimate. There is a general disposition to believe, however, that in no year has the tourist industry brought less than $100,000,000 gross into the country. If this general estimate is accepted, last year's corrected figure of $122,000,000 would mean a slight increase over the year in which the Bureau was established.

In the eyes of the Bank of Canada, the Exchange Control Board, the Department of Finance, and the government agencies generally that are concerned in rounding up the United States exchange needed for the war effort, this record frankly is not regarded as being good enough. The criticism, generally speaking,

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is that tourism is simply a form of export -- the sale abroad of the country's scenery and travel attractions -- and that it is the only Canadian export other than certain minerals and raw materials that not only has had no tariff or other trade obstacles, to surmount in foreign markets, but has even been assisted by the fact that travel on the continents of Europe and Asia has been rendered hazardous by war conditions, actual and threatened. Yet, it is objected, in a period of seven years during which the Dominion's exports generally have increased more than 100 per cent, its tourist revenue apparently has done little better than hold its own. Officers of the government financial departments and agencies, of the trade-seeking department of Trade and Commerce, and, to a lesser extent, of the Federal Bureau of Statistics, do not consider this a satisfactory record.

On the surface, the Canadian Travel Bureau appears to be an organization of considerable activity, that directs its efforts into constructive and helpful channels. It answers inquiries from prospective tourists that it originates by a campaign of direct advertising in the newspaper and magazine press of the United States. In its peak year of 1939 it handled 105,000 such inquiries; last year it handled 61,000 inquiries. In respect to these inquiries it works in close co-operation with the provincial tourist bureaux and transportation agencies, notifying them of the correspondents' names and information desired. The Bureau distributes 1,750,000 pieces of literature annually through some 4,500 outlets in the United States. Its budget at the present time is half a million dollars

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annually, of which it is proposed to spend $350,000 in its magazine and newspaper campaign in the Republic. The Director of the Bureau is D.Leo Dolan and, in addition to supervising its advertising expenditures, he devotes considerable energy to filling speaking engagements before appropriate bodies in the interests of tourist travel in Canada.

Chief criticism of the Bureau comes from the Bank of Canada and the Exchange Control Board, with the Department of Finance closely associated in the picture. It should be noted, however, that none of the criticism challenges either the wisdom or the necessity of some such organization as the Canadian Travel Bureau, but simply the administration it is under at the present time. In fact, there is general agreement among the quarters that are critical that the work of the Bureau should be extended and become, indeed, a key activity of the government.

The indictment of the present administration makes two main allegations. In the first place, it is held that the present administration of the Bureau is inefficient and incompetent; and, in the second place, it is charged that it is lacking in originality, enterprise, and an appreciation of the possibilities of tourist promotion as an activity associated with the war effort.

The following paragraphs summarize the complaints against the Travel Bureau under these two headings:

(1) Allegations of inefficiency and incompetence:

Officials of the Exchange Control Board say they have absolute knowledge that last Summer, at the height of the tourist season, the Travel Bureau was as much as five weeks in arrears in answering correspondents from the United States who had written for travel information. They also say that the Bureau's system

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of distributing its literature is highly haphazard. The local tourist agencies in cities and towns that handle the great bulk of vacation business are almost entirely overlooked, it is claimed, and even the American Express and Thomas Cooke and Son offices are said to be far from completely covered. No effort is made, allegedly, to place literature in such places as libraries and doctors' and dentists' waiting rooms.

The advertising campaign is regarded by the Exchange Control Board as expensive and ill-directed. Too many of the publications used have a limited circulation, and the costs per inquiry elicited are huge in other cases, without affecting the continued use of these high-cost media year after year. For instance, the cost per inquiry of advertising in the Saturday Evening Post was $727; in the New York Mirror it ran up to $150; in other New York papers it was upwards of $100. In striking contrast to these high-cost media stood the New York Times, which produced inquiries at a unit cost of a little better than $2.00. Considerable criticism is also attached to the fact that the Bureau uses the Hearst publications as a group -- despite both the high costs per inquiry of several of the publications and the generally unfavorable attitude of the Hearst press towards the British cause. Another complaint is the fact that the Travel Bureau spends its appropriation in the first two months of the season, reserving none of it for the hunting season. The railways are the chief critics in this regard. They say that by their own efforts they have built up a $25,000,000 tourist industry around the hunting season, and they believe that government assistance in advertising would help to extend it substantially.

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There are charges, also largely from the Exchange Control Board, that the Bureau has been ineffective in situations in which it should have been actively concerned. For instance, when the Mounted Police proposed to place a ban on hunting parties bringing their own rifles into the country -- thereby jeopardizing a $25,000,000 tourist expenditure -- the Bureau is said to have been apathetic, with the result that the Exchange Control Board had to intervene and have the threatened regulation withheld. Again, it is contended that much of its advertising copy has been inept. When the fear of war was at its height in the United States in the early days of last year, the American people were invited to "Come and View a Nation at War" -- which was the last thing they wanted to see. Again, when there was general misunderstanding in the United States of terms of entry into Canada, one of the Bureau's advertisements failed to mention that no passport was necessary to visit the Dominion.

(2) Allegations of lack of enterprise and an appreciation of the possibilities of making tourist trade promotion a part of the war effort:

The basis of this charge is the fact that the activities of the Travel Bureau, with the exception of the public addresses delivered by its Director, centre almost wholly around its paid advertising campaign in the magazines and newspapers of the United States. It is contended by critics that it stands convicted of major incompetence in its failure to organize patriotically-minded citizens anxious to aid the war effort into a strong volunteer movement functioning in the interests of the tourist industry. Instead of giving leadership in this regard, it is argued that the

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Bureau has beem hostile to any such development, fearing that any volunteer activity would tend to supplant it in its own field. An instance that is cited is the campaign to promote the tourist industry which the Junior Boards of Trade have launched across the country. This campaign is the outgrowth of a very successful effort staged last year by the Junior Board of Trade of Winnipeg, to which is largely credited the fact that Manitoba tourist figures last year stood up better than those of any other province. The Junior Boards of Trade complain that they have been unable to secure any cooperation from the Travel Bureau in their work, or to arouse its interest in their efforts. Similarly, the Wartime Advisory Tourist Committee that the government set up in the hope of bringing about a more dynamic effort to bring U.S.exchange into the country via the tourist industry does not appear to have been a happy experiment. Its members complain of lack of cooperation from the Travel Bureau and, on these grounds, some of the members of the committee -- notably W.A.MacKintosh of the Department of Finance -- have already resigned.

The Director of the Travel Bureau is not wholly without an answer to some of these criticisms of lack of enterprise and initiative that are levelled at him. He says that he is under the handicap of not having a free hand in the expenditure of his branch's appropriation, but must submit his plans to a Deputy Minister, who is frequently not favorable to expenditures of a propaganda nature. Thus he declares that he has never been able to secure approval to bring a party of travel editors from the United States to show them first-hand the vacation attractions that Canada offers.

?

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While the most severe critics of the Travel Bureau are the Exchange Control Board, the Bank of Canada, and the Department of Finance, the Bureau of Statistics also sees serious flaws in its operations. Its point is, mainly, that the tourist business should be cultivated on a more scientific basis which would recognize that the American cottager, who comes year after year, usually spends several weeks or months and makes a large annual outlay, is a more valuable individual to attract than the tourist who comes only for a couple of weeks or a few days. The Bureau of Statistics, in other words, would like to see a careful survey made of the tourist industry, with subsequent government advertising directed towards the upbuilding of its most profitable features.

As this memorandum already has mentioned, it is noteworthy that this criticism which is widespread and current is not directed against the Travel Bureau as an institution, but simply against the present administration. In other words, regardless of whether or not the criticism is merited, it is Director Dolan himself who is under fire. In recent weeks there has been a growing tendency to draw an unfavorable comparison (for the Travel Bureau) between its operations and the enterprise that the Ontario Tourist Bureau is showing under its new director Douglas R.Oliver, late of the Globe and Mail. The Ontario Bureau's latest stunt has been to go on the air with a radio program featuring Ned Sparks, a comedian with a wide following.

In case a personal opinion is wanted, the writer of this memorandum would judge that, as in most such cases, the truth is neither wholly on the side of those who criticize the Travel Bureau so severely, nor on the side of Director Dolan who defends it,

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but somewhere between. It would seem to the writer that it would be going too far to say that the work of the Travel Bureau has been without value. On the other hand, it would also seem to him that it has been carried out expensively and without any great show of efficiency. And it would also seem to him that it has been at best a routine job, without any particular originality or initiative to commend it. In this connection, however, the Director's statement that some of his best ideas have failed to secure the approval of his Deputy Minister must be considered.

On somewhat careful appraisal of the situation two features have definitely impressed the writer. The first is the failure of the tourist industry to grow more rapidly than the past year's figure of $122,000,000 would indicate. Economic activity has recovered so substantially from the low point of the depression in 1933, and so many factors have combined to encourage travel on this continent, that it is difficult to recognize the $122,000,000 figure as commensurate with the tourist opportunity the Dominion has faced, or to see reflected in it the stimulus of any dynamic agency. The other impressive feature that stands out is the failure of the Travel Bureau since the war opened to evolve any distinctive program that would enlist the patriotic desire of the Canadian people to promote any cause that would aid the war effort with the whole of their energy. It is difficult to conclude, from an examination of the Travel Bureau's record of the past several months, that it has not been very largely satisfied with its own accomplishments of the past, and somewhat deficient in the imagination necessary to enable it to capitalize upon its present unique wartime opportunity.

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C230654

EXTRACT FROM A LETTER FROM MR. C. H. CRANDALL -

Gulf View Inn.
Sarasota, Fla.,
January 29th, 1941.

" Handling the Canadian national and provincial advertising through Canadian agencies is NOT the answer as they can do very little in the way of favourable publicity and nothing to counteract the stories spread about by inspired sources that Canada is not a good place to visit because of war regulations, etc., etc., many of which are directly attributable to Nazi sources.

I think the American Express did a splendid job; by backing it up with all our might we did a good job too, as well as adding some things on our own hook. Though widely known, Leo Dolan, I do not believe, is the best liaison man for this work. Moreover he has no hesitation in trampling on American feelings. Usually it is the Canadian feelings that are trampled on. Nevertheless the reverse situation does not right a wrong. Further I suspect he is something of a politician and though widely known among the columnists and news associations, does not secure proper type of representation for Canada".

January 28th, 1941.

I have just read, in a recent copy of the Montreal Star, a statement from Leo Dolan that there was no possibility of restricting the sale of gasoline to US tourists, and adding that he had prepared an advertising programme, which would feature easy access to Canada, advantageous exchange rate, and the fact that, while pleasure travel is restricted for Canadians, our total expenditure to the US is vastly increased.

These points are all important, but even more important from the tourist standpoint, is information to persuade the prospective tourist, not only that he can get easily into Canada, but that he does not need a birth certificate, etc.

The general impression among newspaper and advertising people whom I have met, is that last year's Canadian publicity in newspapers and magazines was a flop. It started too late, and did not give the prospective traveller the information he really wanted. Every visitor to Southern resorts in the winter is an easy prospect for a Canadian trip in the summer. The attractions of Canada for summer holidays are well-known. The obstacle which has kept most of them away is the fear of conditions in returning, and possible was complications, including high prices, while they are in Canada.

I have also found a great deal of doubt of the tourist value of advertising in high-priced American magazines. It would amuse you to see how little the people who come down here for the winter read. Most of them in this hotel, for instance, get delayed papers of their home town, and glance over the headlines in the local papers, and this is about all. I only know two people here who have radios and the curiosity to listen even to war news.

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In the circumstances I want to repeat the advise I gave to you some time ago, that there should be more effort along the lines of film publicity. Since I heard from you, I wrote to John Grierson, whom I believe is still with the National Film Board, and he tells me he has submitted a memorandum to the Tourist Advisory Committee, suggesting preparation of a Canadian documentary film. Without going into the details of the contents of such a film, I suggest that you get in touch with him for further suggestions along that line.

I have found from experience that it is very easy to get good publicity in local newspapers by personal contact, and that work of this kind would be comparatively inexpensive, and need only be supplemented by a limited amount of national advertising in a few big mediums.

Several editors with whom I have talked, said they would welcome a selection of news by mail from Canada - if it were really news, and written in interesting fashion. They do not care much about political speeches - they have enough politicians of their own. But brief stories of Canadian war effort, important announcements regarding taxation, cost of living, tourist facilities, etc., would be well received. For instance, the threat of gas rationing in Canada was reported down here, both from newspapers and radio, but nobody has heard that tourists are going to be allowed special facilities in this connection.

I read in the Miami Herald the other day that they were receiving from the Canadian Bureau of Information, an occasional bunch of stuff that read more like propaganda than like news, and asked Canadians to try and realise the fear down here of anything that could be labelled propaganda, no matter what its source.

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COPY

BRITISH UNITED PRESS LIMITED

General Offices 249 St.
James St., Montreal

Gulf View Inn,
Sarasota, Fla.
Feb. 8, 1941.

Ross Brown, Esq.,
Foreign Exchange Control Board,
Bank of Canada,
Ottawa.

Dear Ross,

Just to supplement my letter with regard to the kind of publicity needed down here:-

I talked to the Rotary Club here this week - a painful process for me. I gave them much the same account of the situation from the trade and tourist traffic standpoint, as you have seen in the clippings I have sent you. I also told them something about Canada's war effrot; Canada's reasons for going into the war; and the process of so doing. But among the dozens of people who came to speak to me afterwards, the major point commented upon was the information I gave about the lack of any difficulty facing American tourists entering Canada, touring Canada or leaving Canada.

It is amazing how many Americans have been, and still are, deluded by that "birth certificate" propaganda, and how astonished they are to find it was not true.

The more I hear about it the more it seems to me that Canadian publicity machinery is a mess, with a multitude of cogs and wheels revolving each in its own individual way , without regard to the motion of the others. I don't even know how many wheels there are, or where, for instance, your authority ends and where Leo Dolan's or the tourist Bureau's or the motion pictures bureau's and the national film board's begins. I believe that some of these enterprises are under different ministreis ! I understand that there is a tourist board under Foreign Exchange, which is intended to advise the tourist bureau, which operates under the transport department.

I certainly hope that other elements of Canada's war effort are not similarly galloping off in all directions.

My letter making certain suggestions for tourist publicity (written at your suggestion) would under this system probably have to be passed upon by a dozen or more people, before anything could be done.

I have really taken this little job down here

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seriously, and believe that the considerable amount of free publicity which I have been able to get, has had a good effect. But obviously all such efforts in the way of information about Danada, whether by display advertising, information through newspapers and magazines, films or personal approach in the way of interviews, lectures, etc. - all of this should be coordinated under one directional and inspirational head, and should be responsible to one governmental department only; or perhaps to an Under-Secretary operating under the Prime Minister.

With regard to the present situation, I do not even know who, besides yourself, will read this letter, or will care a damn about it.

Yours sincerely,

(signed) C. F. Crandall

P.S. I sent you some time ago some clippings as samples of the kind of articles I have been sending out. If you want any to show how many papers have been printing them, I can push them along.

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OFFICE OF THE PRIME MINISTER

C-850
1941

MEMORANDUM

C230658

For the Prime Minister:

In the advertisement of the Tourist Bureau, there was used last year, with reported splendid results, a letter from the Prime Minister, welcoming American tourists to Canada. Mr. Leo Dolan feels that a new letter this year would have equally good results. A draft, prepared by Mr. Brockington in consultation with Mr. Dolan, is attached for approval. This will appear in facsimile form in a number of leading United States publications. Permission will be given to put a line at the top reading: "To the readers of (insert name of publication)".

W. J. T.
(W. J. TURNBULL)

February 1, 1941.

T/MP

Revised letter handed
to Mr Dolan, C/o Confed.
Room, noon, Feb 3/41

Copy of revised letter
not retained for file
Feb 3/41

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CANADA SPEAKS

OFFICE OF THE PRIME MINISTER
CANADA

Ottawa,
February 6, 1941.

To the Citizens of the United States:

I am pleased to extend to you an invitation on behalf of the people of Canada to visit our country in the course of the present year.

When you come to Canada, you will be able to cross the border without difficulty; you will need no passports; you will suffer no restrictions; you will be as free in our country as you are in your own.

You will meet with the warm friendship that good neighbours entertain for one another. Our country and our institutions are somewhat different from your own. But these variations will add interest to your visit.

You will find good roads on which to travel, fine gardens, lakes and rivers, mountains and meadows, and peaceful homesteads. You will also find great national parks preserved and dedicated for the health, refreshment, and entertainment of the people of Canada and their friends. We have splendid hotels, railway systems of which we are proud, and many pleasant places along our highways and byways where the visitor may rest.

For your money, you will receive the full premium. The American dollars which you leave behind will be used by the Government of Canada for purchases to be made in the United States. These purchases will be used for the defence of the ideals of freedom and justice which we hold in common.

The fact that we are at war will not occasion the slightest interference with your enjoyment and freedom.

W.L. Mackenzie King.

PRIME MINISTER OF CANADA.



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When you come to Canada, you will be able to cross the border without difficulty; you will need no passports; you will suffer no restrictions; you will be as free in our country as you are in your own.

You will meet with the warm friendship that good neighbours entertain for one another. Our country and our institutions are somewhat different from your own. But these variations will add interest to your visit.

You will find good roads on which to travel, fine gardens, lakes and rivers, mountains and meadows, and peaceful homesteads. You will also find great national parks preserved and dedicated for the health, refreshment, and entertainment of the people of Canada and their friends. We have splendid hotels, railway systems of which we are proud, and many pleasant places along our highways and byways where the visitor may rest.

For your money, you will receive the full premium. The American dollars which you leave behind will be used by the Government of Canada for purchases to be made in the United States. These purchases will be used for the defence of the ideals of freedom and justice which we hold in common.

The fact that we are at war will not occasion the slightest interference with your enjoyment and freedom.

W.L. Mackenzie King.

PRIME MINISTER OF CANADA.



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The P.M. to see

DEPARTMENT OF FINANCE

C230660

OTTAWA, Feb. 20, 19 41.

MEMORANDUM FOR Mr. J. W. Pickersgill

For your information.

W.A.M.

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C O P Y WAM/G C230851

Ottawa, February 19, 1941.

The Honourable P. J. A. Cardin,
Minister of Transport,
O T T A W A.

Dear Mr. Cardin,

By Order in Council of August 24, 1940, an Advisory Committee on Travel and the Tourist Industry was appointed on your recommendation, and I was named a member of it.

Since its appointment, the Committee has functioned somewhat irregularly, though for a time, under the Chairmanship of the late Colonel Smart, there seemed some hope of accomplishing useful work. From the beginning, however, the Committee experienced definite difficulty in having its recommendations translated into an effective programme for the promotion of tourist travel.

Following Colonel Smart's death, the Chief of the Canadian Travel Bureau reported orally your desire that he should carry on as Acting Chairman. From that time, what little hope there was of producing useful results disappeared. To speak quite frankly, it was quite clear to me, and I think to other members of the Committee, that Mr. Dolan resented the existence of the Committee as an interference with his management of the Government's programme for promoting tourist traffic.

As far as I know, the Committee has no knowledge of the programme for the coming year for which an appropriation of $500,000 has been asked. I do not know whether any effective programme has been worked out or whether the proposal is simply to increase the amount of advertising carried in United States publications. As a

result

(over)

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result, I find myself in an ambiguous position from which I must ask to be relieved.

It might have been expected that after six months' existence the Committee would have been of some assistance in formulating, and could have accepted some share of responsibility for the programme planned for the development of a trade which has a peculiar war time importance. This is not the case, and in order to end a situation which is subject to grave misinterpretation, I now ask you to accept my resignation from the Committee.

I am,

Yours very truly,

W. A. Mackintosh,
Spec. Asst. to the Dep. Min.

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C230863

JWP/PM
3.5.41

Memorandum for Mr. Heeney

Re: Tourist Situation

The letter from Senator Dennis which the Prime Minister wishes to bring up in Council raises a matter which has already occasioned a good deal of discussion, both in the press and elsewhere. I have had the attached copy of Mr. Mackintosh's resignation from the Advisory Committee on Travel and the Tourist Industry, for some time, and I had hoped to find an opportunity of passing it on to the Prime Minister when he had time to give it some attention. I also attach copies of letters received from Mr. Ross Brown of the Foreign Exchange Control Board, from the head of the British United Press in Montreal, on the same subject.

Apart from Mr. Mackintosh's resignation, Mr. McBain of the Foreign Exchange Control Board, and Mr. Cote of the Film Board, have either resigned, or informed the Deputy Minister of Transport of their intention to resign from the Advisory Committee, unless steps were taken to improve the methods used to attract tourists to Canada, and to eliminate what they regard as, in large part, a waste of the very considerable appropriation now given to the Canadian Travel Bureau.

You may wish to bring these other documents to the Prime Minister's attention in Council, when Senator Dennis' letter is being taken up.

J.W.P.

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Canadian tourist publicity

hold for BF

FOR THE PRIME MINISTER

C230664

FOR COUNCIL: May 5th, 1941.

SUBJECT: Canadian tourist business - publicity in the United States.

REMARKS: Senator Dennis' letter and memorandum, also Mr. Pickersgill's note, a copy of Dr. Mackintosh's resignation, and other correspondence attached.

CONSIDERED BY COUNCIL:

ACTION TAKEN:

DISPOSED OF:

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C230665

JWP/TAS
24.7.41

C-660
1941

MEMORANDUM FOR THE PRIME MINISTER:

Re: Credits for Canada Committee

Mr. Arthur S. Kleeman of New York telephoned the office last Saturday to explain that he had organized a so-called "Credits for Canada Committee" which had as its object the securing of signed pledges from United States citizens to spend a part of their holidays in Canada in order to help provide United States dollars for the promotion of Canada's war effort.

Local committees have been formed throughout the U.S.A. to circulate the pledges and secure signatures. These pledges, when signed, are to be sent either direct, or through the Committee, to the Prime Minister. The first of them was signed by Mrs. James Roosevelt, the mother of the President, and Mr. Kleeman was anxious to come to Ottawa at the Prime Minister's convenience to present it in person.

I suggested that he make the request in writing and promised to place it before the Prime Minister at an appropriate moment.

Mr. Kleeman explained that among other persons he had consulted was Mr. Douglas Cole, the Trade Commissioner in New York. Mr. Wilgress has been good enough to check up through Mr. Cole on the bona-fides of Mr. Kleeman. He reports that, while not one of the leading bankers in New York, he is a man of good reputation and his company also has a good reputation. It is suggested that he is rather fond of publicity but that his activities are obviously helpful to our tourist trade and there would seem to be no reason why he should not be given any reasonable encouragement.

In the circumstances, would the Prime Minister be willing to receive this gentleman to accept the pledge signed by Mrs. Roosevelt? Mr. Kleeman

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suggests that he could arrange to be in Ottawa some time between July 31st and August the 8th, at the Prime Minister's convenience. I gather he would like to have a date fixed fairly soon in order to make other plans which he has in mind. As soon as the Prime Minister can give a decision, Mr. Kleeman will be advised in accordance with his request.

J. W. P.

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OFFICE OF THE PRIME MINISTER

WJT/MDS

MEMORANDUM for the Prime Minister:

M-305-32(3)
1941
R-100 "P"
1941

C230667

Controller Pickering of Ottawa telephoned to ask if a group of five, representing hotel and tourist associations, could present to the Prime Minister a memorandum and petition in regard to gasoline control regulations. They do not wish to discuss the subject but merely want to be able to announce to their members that the subject has been brought directly to the Prime Minister's attention and not referred to a Minister and by him to the Oil Controller.

I explained that receiving a delegation was difficult at this time and completely out of the question this week. Controller Pickering asked if this could be done then on a day when you would be going into Council. He would like to have a little advance notice because two of the men would be coming from Montreal and two from Toronto.

There apparently is considerable dissatisfaction in certain quarters over the regulations, and the Prime Minister may accordingly feel it desirable to receive the memorandum personally.

August 7th, 1941. W. J. T.

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Confidential

C230668

MEMORANDUM FOR THE PRIME MINISTER

Re: Department of National War Services - Travel Bureau

In reading Hansard, I have noted that a large number of speakers of all parties have laid great stress on the development of the tourist industry.

It occurred to me that it might be helpful to the government to announce shortly that the Travel Bureau had been transferred from War Services and that plans were being made for the expansion of its activities.

The Deputy Minister of Trade and Commerce feels that, as the tourist business is one of our largest (though invisible) exports, Trade and Commerce is the appropriate department to which to transfer the Travel Bureau.

In this connection, Mr. Justice Davis suggested, before leaving for Australia, that Mr. Joseph W. G. Clark would be a suitable person to head the tourist promotional activities of the government. His services might, I believe, be secured. He told me himself that after five years of serving the country he did not greatly relish the idea of returning to private business. The tributes to his services in National Defence -- (a few are attached) indicate that such an appointment would be well received.

You may also wish to consider whether the other functions of War Services should be transferred by Order in Council in advance of the Bill to abolish the Department. This course might have the advantage of keeping down the debate on the Bill. It might also be desirable, particularly in the case of more active or controversial duties like responsibility for the Film Board and the C.B.C., to determine fairly soon which Minister is to be responsible, so that the appropriate Minister will be prepared to deal with questions bound to arise in Parliament.

J. W. P.

September 20, 1945.

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C230669

OFFICE OF THE PRIME MINISTER

MEMORANDUM for the Prime Minister

In accordance with your direction of yesterday, I have drafted a letter of appreciation to Mr. Clark, which is attached.

The point raised in the attached memorandum regarding the functions of the War Services Department has perhaps an added urgency in view of present plans.

J.W.P.

September 25, 1945.

Date of letter to Clark changed to 25 Sept 1945

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In accordance with your direction of yesterday, I have drafted a letter of appreciation to Mr. Clark, which is attached.

The point raised in the attached memorandum regarding the functions of the War Services Department has perhaps an added urgency in view of present plans.

J.W.P.

September 25, 1945.

Date letter to Mr. Clark changed to 26 Sept 1945

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TOP SECRET AND PERSONAL
LBP/SR
7.12.46

MEMORANDUM FOR THE PRIME MINISTER

With reference to the attached telegram, I should mention that, shortly before its arrival this morning, Mr. Atherton called to see me to tell me that he had been asked to approach, on a personal and confidential basis, Mr. Towers with a view to ascertaining whether he would be available to succeed Mr. Eugene Meyer as President of the Bank. Mr. Atherton was most anxious that there should be no leakage in this matter, as it was being handled in Washington on the very highest level, and neither the Americans on the Bank or in the Treasury knew anything about this approach. Apparently the President and the Secretary of State were very concerned to obtain the best possible successor to Mr. Meyer, and felt that Mr. Towers was the man.

I went to Mr. Towers' office later in the morning with Mr. Atherton, at the latter's request, when the United States Ambassador asked Mr. Towers if he would be available, and explained to him why they were anxious to have him. Mr. Towers said that he would think the matter over, and indicated to me later that he would like to have a word with you about it.

The British apparently would like to support Mr. Gordon for the post, on the assumption that Mr. Towers would not be willing to accept it. I have mentioned this to Mr. Towers. He was aware that they hoped to secure Mr. Gordon, but he is also quite aware of the fact that if he himself were willing to accept the post, he would have their support.

On the whole, it appears that both the United States and the United Kingdom consider Mr. Towers their first choice, and Mr. Gordon their second. This is quite a tribute to the calibre of the two men.

L.B. Pearson

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TELEGRAM

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

SECRET & PERSONAL

CYPHER

NO. 2347

LONDON, December 6th, 1946.

No. 2347. Secret and Personal. Following for Pearson from Robertson, Begins:

1. Sir Wilfred Eady has asked me as a matter of urgency to ascertain whether the Prime Minister and Mr. Ilsley would feel that Donald Gordon's name could be considered as possible President of the International Bank in place of Eugene Meyer.

2. The United Kingdom authorities are very concerned about the way the Bank organization has developed during the brief period of Meyer's Presidency, and even more worried about what might happen should his successor prove unequal to what they regard as a really pivotal post in the world economic set-up. They see no hope of a really strong American nomination such as Clayton or Acheson, and fear that a weak candidate such as Snyder may be put forward. In these circumstances they think the only way of getting the Bank properly on its feet is to find a really first class Canadian as President. Towers, they know, is unavailable but they hope that Donald Gordon might be willing to consider the post and might be acceptable to the United States.

3. Eady feels that the role and responsibilities of the International Bank have been greatly increased in recent months by developments in general American policy, and that the need for strong and trusted direction of its operations has increased accordingly. The ending of UNRRA, the decision against expanding the lending capacity of the Export-Import Bank, the political difficulties which will preclude the Administration from asking

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TELEGRAM

C230672

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

for Congressional approval of further direct foreign loans, all tend to make the position of the International Bank more difficult and more important than at first seemed likely. I gather that the British view is that Meyer's administration has largely lost the Bank the co-operation and support of the New York financial agencies which had been promised, and which is essential if guaranteed loans are to be marketed at reasonable rates. They feel that the ground lost can be regained, but only if a really first-class man is found to replace Meyer; and they hope very much that Gordon would be available and willing to tackle the job. Ends.

HIGH COMMISSIONER

Sent: 8:58 p.m.
Rec'd: 4:46 p.m.

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The "CHURCHILL-ROOSEVELT" Garden Suburbs, Incorporated.

Board of Directors.

President: Mr. J. Antonio Grenier, Advocate.-Formerly Deputy-Minister of Agriculture, and later President of the Québec Rural Credit Board.

Vice-Presidents: Honourable Albert Sévigny P.C.-Chief Justice, Superior Court, P.Q.
Honnurable Cyrille Vaillancourt, Senator,-General Manager, Federation of Credit Unions (Caisses Populaires).
Doctor Charles Vézina, Dean, Medical Faculty, Laval University.

Honorary Treasurer: Mr. M. R. Kane, Vice-President, Price Bros. & Co. Ltd.

General Administrator: Emile Nadeau, M.D., D.H.P.-President, Québec Dairy Industry Commission.

General Secretary: Réné Nadeau, Advocate.

Members: Honourable Noel Belleau, Judge, Superior Court P.Q.
Mr. Valmore A. de Billy, Advocate, of Gagnon, de Billy & Home.
Mr. Sylvio Brassard, Architect.
Mr. A. B. Normandin C.E., Vice-President, Public Service Board, P.Q.

(Quorum: Five Members.).

By permission of the Minister of Municipal Affairs, Mr. Burroughs Pelletier C.E., Director of the Provincial Town Planning Service will most probably act as Technical Adviser to our Corporation, in an honorary capacity.

Executive Committee.

President: Mr. J. Antonio Grenier, Advocate.
Vice-President: Doctor Emile Nadeau, Public Health Physician.
Secretary: Réné Nadeau, Advocate.

Members: Mr. Sylvio Brassard, Architect.
Mr. M. R. Kane, Industrial.

(Quorum: Three Members).

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La Banlieue-Jardin "CHURCHILL-ROOSEVELT".

Tableau No: 1 Structure financière.
(Modifiée pour s'adapter aux prescriptions de la loi Nationale du logement (1944).-Articles 8, 9 et 101)

	-A-	$	cts.
1o-	Prêt Fédéral, à 3% d'intérêt annuel, conformément aux articles 9 et 10 de la Loi Nationale du logement (1944), équivalent à 90% du coût total estimatif des 300 foyers pour familles nombreuses, à revenu modique: (a) celles des militaires réformés ayant servi outre-mer, , et (b) celles des fonctionnaires fédéraux et provinciaux, en premier et second lieu:	1,350,000.00	
2o-	5,000 parts sociales privilégiées, de $10.00 chacune, au dividende annuel limité à 4%, rachetables au pair, par tirage au sort, en tout ou en partie, au cours de la période décennale du 1er juillet 1950 au 1er juillet 1959. Ce montant -au minimum- devrait être souscrit et payé par des citoyens animés d'esprit public, de la Cité et de la Province de Québec:	50,000.00	
3o-	10,000 parts sociales ordinaires, de $10.00 chacune, au dividende annuel limité à 4%, devant être souscrites et payées par les 300 familles nombreuses, d'après leur Catégorie respective: 50% comptant et le solde en versements mensuels égaux, avant la date d'occupation de leur Foyer. Seront acceptés, comme paiement, les Obligations de la Victoire, ainsi que le transfert des Allocations familiales ou des crédits pour service outre-mer, etc.- Ces sociétaires devront s'engager, par écrit, à utiliser l'intérêt annuel provenant de leurs parts sociales pour en acquérir de nouvelles, un reçu provisoire devant être remis pour chaque fraction jusqu'au complètement d'une nouvelle part.- Le produit total de l'intérêt annuel sur ces parts sociales ordinaires sera appliqué au rachat du prêt Fédéral:	100,000.00	
		$ 1,500,000.00	
	-B-		
1o-	Prêt conjoint par le Fédéral et une institution locale de prêt agréée, à 4½% d'intérêt annuel, conformément à l'article 8 de la Loi Nationale du logement (1944), équivalent à 80% du coût total estimatif des 250 Foyers pour familles nombreuses à revenu moyen: (a) d'Officiers ayant servi outre-mer, et (b) de fonctionaires fédéraux et provinciaux:	1,200,000.00	
2o-	30,000 parts sociales ordinaires, de $10.00 chacune, au dividende annuel limité à 4%, devant être souscrites et payées par les 250 Familles nombreuses à revenu mpdéré, d'après leur Catégorie respective: 50% comptant et le solde en versements mensuels égaux, avant la date d'occupation de leur Foyer.- Seront acceptés, comme paiement, les Obligations de la Victoire, ainsi que le transfert des allocations familiales ou des crédits pour service outre-mer, etc. Ces sociétaires devront s'engager, par écrit, à utiliser l'intérêt annuel provenant de leurs parts sociales pour en acquérir de nouvelles, un reçu provisoire devant être remis pour chaque fraction jusqu'au complétement d'une nouvelle part.- Le produit total de l'intérêt annuel sur ces parts sociales ordinaires sera appliqué au rachat du prêt Fédéral conjoint:	300,000.00	
		$ 3,000,000.00	

N.B. Taux moyen de l'intérêt annuel sur tout le capital: 3.75%

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La Banlieue-Jardin "CHURCHILL-ROOSEVELT".

Tableau No: 2.

Intérêt sur le capital et rachat de celui-ci, après la terminaison du développement.

(a) Recettes.

	$ cts.
50% du revenu provenant des loyers:	151,500.00

(B) Déboursés.

(a)- Intérêt à 3%, sur le prêt Fédéral de	$1,350,000.00:	40,500.00
(b)- Intérêt à 4½% sur le prêt conjoint Fédéral de:	$1,200,000.00:	54,000.00
(c)- Intérêt à 4% sur les parts sociales privilégiées:	$ 50,000.00:	2,000.00
(d)- Intérêt à 4% sur les parts sociales ordinaires:	$ 400,000.00:	16,000.00
		$ 112,500.00
Solde disponible pour rachat du capital emprunté:		$ 39,000.00
plus produit de l'intérêt annuel sur les parts sociales ordinaires (par nouvelle souscription):		$ 16,000.00
Total annuel disponible pour rachat:		$ 55,000.00

N.B. Advenant qu'un montant plus considérable serait requis pour le rachat des deux prêts Fédéraux, en 20 ou 25 ans, il y aura lieu d'utiliser une partie de l'autre tranche de 50% provenant du revenu des loyers; auquel cas, cette somme serait comblée à même le revenu net provenant des transactions de la Coopérative Générale de Consommation "Rochdale". (C.G.C. "R").

N.B. Au cas où il y aurait possibilité d'appliquer la Loi Provinciale (1944) pour encourager la construction de maisons d'Habitation, nos 220 familles nombreuses des Catégories E et F n'auraient à souscrire et payer que 10% du coût total de leur Foyer respectif, au lieu de 20%, soit un total de $128,500.00 pour les 220 familles nombreuses, à revenu modéré, au lieu de $257,000.00.

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C230876

La Banlieue-Jardin "CHURCHILL-ROOSEVELT".

Tableau No: 3.

Relativement au projet de loger 300 familles nombreuses, à revenu modique, de militaires ayant servi outre-mer ou de fonctionnaires fédéraux et provinciaux, conformément aux articles 9 et 10 de la Loi National du logement (1944).- Zone domiciliaire No: 1 (Nord). Voir Plan Général.

Catégorie	Nombre de Familles ou Foyers	Revenu annuel total, allocations familiales inclus.	Revenu annuel total, par Catégorie, allocations familiales inclus.	Loyers Mensuel	Loyers Annuel. 1/5 du revenu.	Loyer total par Catégorie	Coût total de chaque Foyer	Coût total des Foyers de chaque Catégorie.	Nombre de parts sociales ordinaires.	Montant par Famille	Montant total par Catégorie
		$	$	$	$	$	$	$	$	$	$
A	50	1500.	75000.	25.	300.	15000.	5000.	250000.	20	200.	10000.
B	50	1800.	90000.	30.	360.	18000.	5000.	250000.	30	300.	15000.
C	100	2100.	210000.	35.	420.	42000.	5000.	500000.	35	350.	35000.
D	100	2400.	240000.	40.	480.	48000.	5000.	500000.	40	400.	40000.
Total	300	---	615000.	--	---	123000.	---	1500000.	--	---	100000.

Relativement au projet de loger 250 Familles nombreuses, à revenu moyen, d'Officiers ayant servi outre-mer ou de fonctionnaires fédéraux et provinciaux, conformément à l'article 8 de la Loi Nationale du logement (1944).- Zone domiciliaire No: 2 (sud).- Voir Plan Général, à modifier.

E	35	3000.	105000.	50.	600.	21000.	5000.	175000.	100	1000.	35000.
F	185	3600.	666000.	60.	720.	133200.	6000.	1110000.	120	1200.	222000.
G	25	4200.	105000.	70.	840.	21000.	7000.	175000.	140	1400.	35000.
H	5	4800.	24000.	80	960.	4800.	8000.	40000	160	1600.	8000.
total	250	---	900000.	--	---	180000.	---	1500000.	---	---	300000.
Grand Total	550	111	1515000.	--	---	303000	---	3000000	---	---	400000.

Notes: Le coût total de la Banlieue-Jardin égale à peu près le double du revenu annuel total de ses 550 Familles nombreuses. Les parts sociales ordinaires devant être souscrites par les 300 Familles nombreuses, à revenu modique, représentent environ 1/6 de leur revenu annuel total, comprenant les allocations familiales. Les parts sociales ordinaires devant être souscrites par les 250 Familles nombreuses, à revenu modéré, représentent 1/3 de leur revenu annuel total, comprenant les allocations familiales.

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La Banlieue-Jardin "CHURCHILL-ROOSEVELT.

Tableau No: 4.

Indiquant par Famille et par Catégories de Familles, le nombre de parts sociales ordinaires, de $10.00 chacune, à 4% d'intérêt annuel, devant être souscrites et payées par: 1o- les 300 Familles nombreuses, à revenu modique, et: 2o- par les 250 Familles nombreuses, à revenu modéré, pour: (A) La Caisse Populaire "Desjardins (C.P. "D"); (B) La Coopérative Générale de Consommation "Rochdale" (C.G.C. "R"); avec le Grand Total incluant les mêmes données pour la Banlieue-Jardin "CHURCHILL-ROOSEVELT" (B.J. "C.R.") (voir trois dernières colonnes du Tableau No: 3).

1o-

		C. P. "D".			C.G.C. "R".			Grand Total, incluant B.J."C-R"(Tableau3)		
Catégorie	Nombre de familles.	Nombre de parts sociales ordinaires.	Montant par Famille. $	Montant par Catégorie. $	Nombre de parts sociales ordinaires.	Montant par Famille $	Montant par Catégorie $	Nombre total de parts sociales ordinaires.	Montant total par Famille. $	Montant total par Catégorie. $
A	50	1	10.	500.	6	60.	3000.	27	270.	13500.
B	50	1	10.	500.	6	60.	3000.	37	370.	18500.
C	100	1	10.	1000.	6	60	6000.	42	420.	42000.
D	100	1	10.	1000.	6	60.	6000.	47	470.	47000.
Total	300	--	--	3000.	--	--	18000.	--	---	121000.

2o-

E	35	2	20.	700.	12	120.	4200.	114	1140.	39900.
F	185	3	30.	5550	18	180.	33300.	141	1410.	260850.
G	25	4	40.	1000.	24	240	6000.	168	1680.	42000.
H	5	5	50.	250.	30	300	1500.	195	1950.	9750.
total	250	--	00	7500.	00	000	45000.	---	----	352500.
Grand Total	550	--	--	10500.	--	---	63000	---	----	473500.

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L A
B A N L I E U E - J A R D I N
T H E
" C H U R C H I L L - R O O S E V E L T "
G A R D E N S U B U R B.

Paroisse

SAINTE MARIE-DES-ANGES

Parish.

Un essai pratique de sociologie dirigée.

A practical Essay in Directed Sociology.

par - by

EMILE NADEAU, M.D., D.H.P., F.A.P.H.A.

BUTS.	AIMS.
1o- Commémorer le centenaire des Equitables Pionniers de Rochdale: 1844 - 21 décembre-1944.	1o- To commemorate the Centenary of the Equitable Pioneers of Rochdale: 1844 - December 21st-1944.
2o- Commémorer la tenue à Québec des deux Conférences de guerre: "CHURCHILL-ROOSEVELT".	2o- To commemorate the holding in Quebec City of the two "CHURCHILL-ROOSEVELT" War Conferences.
3o- Conserver le souvenir de nos Héros disparus, par un tel monument pratique et durable, destiné à loger convenablement 500 familles nombreuses d'Officiers et de soldats, de retour des champs de bataille.	3o- To remember our dead Heroes, by such a practical and lasting monument, destined to house properly 500 large families of returned Officers and Men.
4o- Comme témoignage d'admiration et de gratitude à ces deux grands hommes d'Etat, pour le bel exemple donné à l'univers entier par l'Angleterre et les Etats Unis d'Amérique, en fait d'Habitation salubre et d'Urbanisme.	4o- As a token of admiration and gratitude to these two great Statesmen, for the fine example set to the whole world by England and the United States of America, in connection with sanitary Housing and Town Planning.

(Chapitre 1er de la Troisième Partie).

(Chapter 1st of Third Part).

1 9 4 5 .

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LA

B A N L I E U E - J A R D I N

The

" C H U R C H I L L - R O O S E V E L T "

Garden Suburb.

Paroisse Sainte Marie des Anges.(Parish).

A practical Essay in directed Sociology,

to commemorate the

CENTENARY

of

the Equitable Pioneers of Rochdale.

I844 - December 2I - I944

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by

Emile Nadeau M.D.,D.H.P.,F.A.P.H.A.

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320 Pages,I04 Illustrations,6 Plans and 6 Tables.

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INTRODUCTION.

The late Arthur Buies, our national dry-joker, wrote in one of his chronicles that he was such a far-advanced liberal that the Government could not possibly reach him .... with a permanent job !!

We are in a similar situation, because since thirty-five years we have so far advanced in the study of the problems of Housing, Town Planning and connected subjects that Public Opinion is hardly joining us.

In fact, history repeats itself and just like at the end of world war No.I, the problems of Housing and Town Planning are again in the forefront. In order to remain up-to-date, we have decided three years ago to remodel our former plans by writing this modest volume, in the hope that, as a bedside book, it might at least act as a harmless soporific for the poor unfortunate creatures who suffer from chronic insomnia.

Our object has not been to serve a piece of literature, this being beyond both our ability and our ambition, but we shall be perfectly satisfied if our readers can honestly pay us the compliment that we have tried to write simply and correctly in a beloved language but full of difficulties, in our own estimation.

It is useless to write that a volume on sociology cannot readily appeal to the general public and less so to novel readers. However, we like to think that it might be useful for the rapidly increasing and interesting group engaged in the study of social sciences and not having the necessary time or knowledge of the English language to be able to study with benefit the numerous works on the subject, of which a partial list is given at the end of this book.

Our main object is to educate, by giving our fellow-citizens all the information we have gathered concerning these important social problems, in the course of practical field studies of many months, both in England and the United States. For this reason, our readers will have to excuse many repetitions and details which we have rightly or wrongly considered as necessary to make plain problems which, at first sight, may appear much complicated. - Bis repetita... docent.

Our volume has been divided in three parts, as follows:

1o- Housing and Town Planning, in England;

2o- Housing and Town Planning, in the United States; and

3o- Housing and Town Planning, in Canada.

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The two first Parts and the beginning of Part Three are a very brief résumé of our own field studies and of the books and other documents referred to in our Bibliography at the end of this volume.

As to the remainder of Part Three :La Banlieue-Jardin "CHURCHILL-ROOSEVELT"(The "CHURCHILL-ROOSEVELT" Garden Suburb),it is all fiction but nevertheless we have not invented anything.Everything stated,in the minute details,corresponds to a practical realization actually existing either in England or the United States.We have only adapted them to our own traditions,habits and mode of living.

We have gathered our facts and figures where they could be found,either in the slums of London or Liverpool,or amongst the southern negroes of the United States,in all places where social uplifting is carried out,always remembering that the great poet Virgil found pearls in the trash of Ennius: "De stercore Ennii".-

This question of Housing is still acute and the subject of much talking and writing,exactly as it was in I9I8,at the end of world war No.I.Because our own problem has not been at least partially solved between the two world wars,as it has been done in England for one third of the total population,by the building of 4,000,000 new dwellings,our so-called practical-social-doctors now propose that we should get busy,by putting a poultice on a wooden leg,in rushing the building of "three-deckers" similar to those of London and New-York, thirty years ago,these to become our future slums,in time.

If the Federal authorities were disposed to bless such an undertaking and supply 90 % of the required capital,at 3 % annual interest,redeemable in 20 or 25 years,it seems that our present plan maturing since thirty years should at least receive equal consideration.This would permit the proper Housing of large families having a minimum annual income of $ 900.00 or $ I000.00,exclusive of family allowances payable from July Ist,I945.

In view of this,we desire to make a friendly challenge to the powers that be,in paraphrasing Mr.Churchill's famous slogan: " Give us the tools and we shall finish the job"- "Give us the capital and we will,as a peace monument,build the "CHURCHILL-ROOSEVELT" Garden Suburb,for 500 large families,specially those of returned soldiers. "Homes for Heroes,this time".

To make our prose-writing somewhat interesting for our readers,we have thought desirable to use the trick of illustrations.This has been possible thanks to the kindness and public spirit of the

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Town and Country Planning Association,London,England; the First Garden City Co.Ltd,Letchworth,Herts,England; the Welwyn Garden City Ltd, Welwyn,Herts,England, and the Federal Public Housing Authority,Washington, D.C.-U.S.A., who have supplied free of cost the beautiful photographs reproduced in this volume.

We owe them our sincere thanks,as well as to Mr.C.B.Purdom of Welwyn,author of the two interesting volumes: "The Garden City" and "The Building of Satellite Towns",who has so kindly given the permission to quote at leisure from these two books for the first Part of this volume.

Nearer home,we cannot forget the excellent services of Mr.Maurice Hébert,General Director of our Tourist and Publicity Bureau; Mr.Paul Rainville,Conservator of our Provincial Museum and Mr.Sylvio Brassard,Architect,who have so kindly put at my disposal beautiful photographs of old Buildings and Houses,specimens of our French-Canadian architecture.

As to the title of this volume: The "CHURCHILL-ROOSEVELT" Garden Suburb,it has been our choice for two main reasons:

Io- In view of trying to commemorate the two Churchill-Roosevelt Québec War Conferences,by the building of a practical and lasting monument,to house decently 500 large families,preference being given to large families of returned Officers and men.

2o- As a token of admiration and gratitude to these two great Statesmen,for the fine example set to the whole world by England and the United States of America,in so far as Housing and Town Planning are concerned.

And lastly,I am perfectly at ease to ask my fellow-citizens not only to read but specially to buy this book,for the good reason that the net profit from its sale will be entirely deposited into a special Fund,to be used for the promotion of the proposed plan: the building,near Québec City,of the first real Canadian Garden Suburb, : The "CHURCHILL-ROOSEVELT" Garden Suburb.

QUEBEC.
I945.

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ENGLISH RESUME of Volume published in French, by Doctor Emile Nadeau, D.H.P. under the title of : La Banlieue-Jardin "CHURCHILL-ROOSEVELT" (The "CHURCHILL-ROOSEVELT" Garden Suburb).

The book is divided in three Parts, as follows:

1o- Housing and Town Planning, in England;

2o- Housing and Town Planning, in the United States;

3o- Housing and Town Planning, in Canada.

So far as the two first Parts are concerned and also the beginning of Part Three, the English reader will be reasonably informed by consulting the very interesting photographs, the translated Table of Contents and specially the numerous volumes referred to in the Bibliography, giving full description of Letchworth and Welwyn Garden Cities, in England, and the three Greenbelt Towns, in the United States.

Therefore, for the time being, this English résumé will be confined to the description of the "CHURCHILL-ROOSEVELT" Garden Suburb, which has been built, near Québec City, from 1945 to 1948, for 500 large families (total population: 3500), preference having been given first to large families of returned Officers and Men, and secondly to large families of Federal and Provincial civil servants employed in the metropolitan area of Québec city.

CHAPTER FIRST.

In the year of Our Lord ..... 1948.

The whole scheme carried through, without any profit, upon a strictly co-operative basis, has been patterned from the English Co-partnership Tenants Ltd, described fully in the first Part of the book.

Four co-operative Societies, all with 4 % limited-dividend, have been organized under the P.Q. Co-operative Syndicates Act, etc,.:

1o- A Housing Co-operative: The "CHURCHILL-ROOSEVELT" Garden Suburb: (B.J."C-R")

2o- A Consumers' Co-operative: The "Rochdale" Consumers' General Co-operative (C.G.C"R").

3o- A Credit Union: The Caisse Populaire "Desjardins" (C.P."D").

4o- A Transport Co-operative: The Co-operative Transport (T.C.).

For the development period of three years (1945-1948), the undertaking has been under the direction of a group of well known and disinterested citizens, the "Committee of Twelve", and the financial structure of the Housing Co-operative (B.J."C-R") has been as follows: (See Volume: Pages 149(a) and 149(b):

1o- Bonds, First hypothec, Series A, interest 3 %, payable half-yearly,

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may Ist and nov.Ist: 27,000 of $ 100.00 each,in denominations of $ 50,000.00, $ 20,000.00, $ 10,000.00, $ 5,000.00,$ 1,000.00 and $ 100.00.- Bought at par by the Federal Government,under the National Housing Act-1944: (Articles 9 and 10).

Redeemable,from May Ist 1948,by half-yearly instalments, as per Tables 2 or 3, Pages: 311 and 312: $2,700,000.00

2o- Bonds,Series B,interest 5 %,payable half-yearly, May Ist-Nov.Ist: 1500 of $ 100.00 each.-Bought, at par,through the Federation,by 300 local Credit Unions(Caisses Populaires).-Redeemable,from May Ist,1948, by half-yearly instalments,as per Table No.1,Page 310.-These half-yearly instalments are not to be less than $7,500.00 each and w are secured by a transfer of $2,000.00 to the Trustee,at the end of each month, out of the revenue from rents,from May Ist 1948,for interest and redemption.-Until May Ist 1948,a similar transfer of $625.00 at the end of each month has been made to the Trustee,to meet the half-yearly interest on these Series B,Bonds:($ 3,750.00). $150,000.00

3o- Social shares,Class A,of the Housing Co-operative, (B.J."C-R"): 15,000 of $10.00 each,4 % interest, payable half-yearly,May Ist-Nov.Ist,-Denominations: $ 500.00, $ 100.00 and $10.00.-These Social shares, Class A,had to be subscribed and paid for,by the 500 Copartnership Tenants,in view of speeding up the payment of the total cost of their respective Homes.It meant an average of $ 300.00 only per family housed,or a minimum of $180.00 for Category A families and $600.00 for those of Category H. : $150,000.00

Grand Total: $3,000,000.00

4o- There have been issued also,an undetermined number of Social shares,Class B,of the Housing Co-operative(B.J."C-R"),also of $10.00 each,but bearing no interest.These can be subscribed and paid for voluntarily by the 500 Copartnership Tenants,out of their annual savings,in view of further speeding up the payment of the total cost of their respective Homes.In this connection,

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financial Table No.3 (special), Page 3I2, indicates that with an annual sum of $50,000.00 so subscribed ($25,000.00 half-yearly), the Series A Bonds, 3 %, will be all redeemed in I4 years instead of I8½ years, from May Ist I948. This would mean an <u>average</u> annual saving of only $ I00.00 per family housed, or a minimum of $ 60.00 ($5.00 per month) for Category A families, which are supposed to put aside each year: & $ I68.00, and a saving of at least $200.00 a year for families of Category H.

As soon as a Copartnership Tenant has subscribed and paid his <u>Class A</u> Social shares and a sufficient number of <u>Class B</u> Social shares to make up the <u>total</u> cost of his Home, all his Social shares are cancelled, <u>except one Social share, Class A</u>, and he becomes ipso facto the absolute owner of his Home, subject of course to the General and Special by-laws of the Society. He remains also <u>permanently</u> in copartnership for all the Public Buildings and Services, in proportion of the total cost of his Home.

To sum up, the <u>average</u> cost of annual interest on the capital has worked as follows: $ 90.00 : $2.70; $5.00 : $0.25; $5.00: $ 0.20 - Total: $ I00.00 : <u>$ 3.I5 %.</u>

(A)- <u>Sources of Revenue</u>.

Io-	50 % of total annual revenue from <u>rents</u> of the 500 Homes:	$I50,000.00
2o-	Net annual profit from total sales of the Consumers' Co-operative (C.G.C."R"): I2 % on $ 500,000.00:	$ 60,000.00
	Total:	$2I0,000.00

(B)- <u>Allocation of Revenue.</u>

Io-	Annual interest on Bonds, Series A, 3 % :	$8I,000.00
26-	Annual interest on Bonds, Series B, 5 %:	$ 7,500.00
3o-	Annual interest on Social shares, Class A, 4 % :	$ 6,000.00
4o-	Sundries:	$ 500.00
5o-	Minimum annual amount available for redemption of Bonds, Series A, 3 %:	$I00,000.00
6o-	Minimum annual amount available for redemption of Bonds, Series B, 5 %:	$ I5,000.00
	Total:	$2I0,000.00

In connection with the possible additional annual revenue from the sale of Class B Social shares, bearing no interest, the small

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Table at the foot of Page I49(b) gives the possible annual savings in this respect, by each family and also by each Category of families, making the annual possible total of $ 50,000.00 for the 500 families.

The total capitalization thus fixed at $ 3,000,000.00 or an average of $ 6,000.00 per family housed, including the cost of land and of the Public Buildings and Services, the "Committee of Twelve", early in I945, arranged with the Federation for the sale, at par, of its Series B.5 % Bonds to the 300 local Credit Unions (Caisses Populaires), the $ I50,000.00 to be paid as and when requested by the Society (B.J."C-R"), the interest to be adjusted accordingly.

Immediately after, final arrangements were made with the Federal authorities for the sale of the Series A Bonds, 3 %, under articles 9 and I0 of the National Housing Act, I944, then in force. In this case also, it was arranged for monthly advances of the necessary amounts, as and when needed by the Society, the half-yearly interest being adjusted accordingly. Consequently, for the first fiscal year of the Society, from May Ist I945 to April 30th I946, it was agreed that Federal advances would be $ I,350,000.00 (90 %) to meet Series B Bonds for $ I50,000.00, representing the balance of I0 %.

Then, after the necessary studies of many sites, by special experts, it was finally decided to buy immediately a very desirable site, about six miles from Québec City, consisting of 400 arpents, instead of 300 as first intended, this for many reasons and specially to provide a "protective belt" for the proposed model development. The price has been $ 200.00 per arpent, or $ 80,000.00 payable May Ist, I945. (It must be noted here that our french arpent is I80'x I80', or 32,400 square feet.).

The Association of Architects of the P.Q. having been duly consulted and due consideration given to the result of a competition carried a few years previously by the Government of the P.Q., two architects specialized in French-Canadian architecture were appointed to prepare the plans and specifications of the eight Categories of Homes, as well as those of the Public Buildings, these to be miniature reproductions of old french-canadian buildings.

At the same date, the Society secured the temporary services of a well-known Canadian landscape architect, together with those of a very competent Civil Engineer, who was later appointed permanently

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as Engineer of the B.J."C-R",from April Ist I945.-These two experts had to make a complete revision of the general Plan of the Garden Suburb,as prepared by the author of the book,and they had also to make all the plans and specifications for the Public Services: Waterworks,sewerage,electricity,telephone and heating systems,etc.

As a result of a special arrangement,through the Federal Public Housing Authority of Washington D.C.,our architects and engineer had at their disposal,when needed,the expert advice of a special group:(one Town Planner,one Architect and one Engineer),who had had considerable experience,in the United States,from I937 to I94I,in the laying out and building of model developments,and specially the construction of the three "Greenbelt Towns".

At the end of March I945,the plans and specifications being almost complete,on April Ist I945 the Society asked for tenders for the work to be performed during its first fiscal year,exactly from May Ist I945 to April 30th I946,with a special clause to the effect that the successful bidder would be given preference for the work to be performed during the two following years,at the same conditions, providing his services were found entirely satisfactory.

On April I5th I945,the contract was awarded to an important building firm,at cost price,plus a percentage... X,but not to exceed the sum... Z.These contractors had to supply all the necessary equipment and workingmen,but all the pay-lists had to be controlled by a special Committee of the Society,called the Development Committee,and composed of the Architects,the Engineer,the Treasurer,the General Administrator and the Secretary.This applied also to all materials,as to quality,quantity and prices.

The actual development began May Ist I945 and this first contract for 200.Homes and part of the Public Buildings and Services had to be completed on April Ist I946,a fine of $ I00.00 per day being provided for each day of delay.

Upon remittance of Bonds,Series B,to the Federation of Credit Unions,a sum of $ 5,000.00 was received on March Ist, $5.000.00 on April Ist, $ 90,000.00 on May Ist and $ 50,000.00 on June Ist.I945.

After payment of all expenses for the incorporation of the Society (B.J."C-R"),the expenditure for the selection of the site,the cost of the land,the printing of the Bonds and Social shares,etc,administration expenses,part of the Architects and Engineer's fees,there

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was in Bank a sufficient balance to carry on, and on May Ist I945 the total expenditure amounted to $ I00,000.00.

As per contract with the Federal authorities for the sale, at par, of 27,000 Series A Bonds, 3%, it had been agreed that regular works progress inspections were to be made by the Federal Inspectors, in view of monthly payments and a final adjustment at the end of each annual contract.

The Table, on Page I53, indicates how these monthly payments have been made, in connection with the first contract, by the Federation of Credit Unions on May Ist and June Ist I945, and then by the Federal authorities from June Ist I945 to April Ist I946, making a grand Total of $ I,500,000.00 (Federal: $ I,350,000.00 (90%) and Federation: $I50,000.00 (I0%)).

Io- Choice of the Families of the Garden Suburb. (B.J."C-R").

The proposed plan was to develop completely the "CHURCHILL-ROOSEVELT" Garden Suburb, six or seven miles from Québec City, upon 400 arpents of agricultural land, in order to house under the best possible conditions and upon a co-operative basis, a maximum of 500 large families, which in our christian midst are too often unable to find decent housing, because they happen to have children !!

As stated in the second part of this book, we have tried in this respect to imitate our friends of the United States, the so-called "race suicide" country, where the Federal Public Housing Authority has always given priority to the largest families, for the allocation of the many thousands of dwelling units built with Federal subsidies.

In order to make sure that such a co-operative undertaking would be successful, it was decided that these 500 large families should belong to eight different Categories, so far as their economic status was concerned, that is to say, according to their total annual income. This is illustrated in the Table of Page I54, which gives the eight Categories from A to H, the number of families in each Category, the total minimum annual income of each family and, finally, the total minimum annual income of each Category; making a total minimum annual income of $ I,250,000.00 for the 500 families, or an average of $2500.00 per family: (Minimum: $I500.00; maximum: $5000.00).

It must be noted that the lowest total annual income is $I500.00 for the 50 families of Category A. It was found out that

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Year.- Date.	Monthly payment. $ cts.	Remarks.
1945- 1st may	100,000.00	By Federation of Credit Unions.
1945- 1st June	50,000.00	By Federation of Credit Unions.
1945; 1st June	100,000.00	By Federal Authorities.
1945- 1st July	120,000.00	" " "
1945- 1st Aug.	120,000.00	" " "
1945- 1st Sept.	120,000.00	" " "
1945- 1st Oct.	120,000.00	" " "
1945- 1st Nov.	120,000.00	" " "
1945- 1st Dec.	120,000.00	" " "
1946- 1st Jan.	120,000.00	" " "
1946- 1st Feb.	120,000.00	" " "
1946- 1st March	120,000.00	" " "
1946- 1st April	170,000.00	" " "
Total:	$1,500,000.00	

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Table.

Category	Number of families.	Total annual income of each family.-	Grand total of income for each Category.
A	50	$ 1,500.00	$ 75,000.00
B	180	$ 2,000.00	$ 360,000.00
C	120	$ 2,500.00	$ 300,000.00
D	76	$ 3,000.00	$ 228,000.00
E	40	$ 3,500.00	$ 140,000.00
F	18	$ 4,000.00	$ 72,000.00
G	10	$ 4,500.00	$ 45,000.00
H	6	$ 5,000.00	$ 30,000.00
Total	500	Average annual income. $ 2,500.00	$ 1,250,000.00

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even with capital at 3.I5% annual interest, redeemable in 25 or 30 years, it was impossible to house decently a large family having a lower total annual income. However, with the family allowances paid by the Federal Government, since July Ist I945, it has been possible to accept large families having an annual ordinary income of about $I000.00, the family allowances being in addition.

It has been explained in the first and second Parts of this volume, that in England and the United States, even with capital at a very low rate of interest, redeemable in 60 years, in order to house decently families having a very low annual income, it has been found necessary to add special subsidies to fill the gap between the economic rent and the rent these families were able to pay. In the U.S., in I940, such a subsidy was equivalent to $ 75.00 per year, per family housed, for a period of 60 years, for the Federal share.

Even with family allowances paid by the Federal Government, the Society had to take special measures to provide decent housing for the 50 families of Category A, as it will be explained later, so that their annual rent, with heat etc, would not exceed 24% of their total annual income. As a matter of fact, in the case of very large families, or large families having a majority of children over I6, the Society itself had to grant family allowances, up to $40.00 per month, in some cases, out of a special fund for that purpose.

II.- Plan of the "CHURCHILL-ROOSEVELT" Garden Suburb.

To be able to fully understand the details of our model development, our readers are kindly advised to follow this description on the general Plan published in the Appendix: Page 292.

The original sketch, prepared by the author of the book, has been fully revised and adapted to the site chosen, by our Town Planner, with the co-operation of our Architects and Engineer. Finally, it has been approved by the special group of experts from the U.S.A. (Town Planner, Architect and Engineer), who have also accepted the general supervision of the development, through quarterly inspections.

The general principles of Town Planning have been applied, as follows: Io- Prevention of land speculation and unearned increment, by fixing for ever the price of the 500 lots at exactly the cost price of the 400 arpents, including the acquisition and general

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expenses, that is to say $100,000.00, or an average of $200.00 per lot; a minimum of $120.00 for lots of Category A families and a maximum of $400.00 for those of Category H families.

In other words, it has been arranged so that the 500 copartnership Tenants, or their successors, as a group, will benefit exclusively from the considerable increment in value given to these 400 arpents of agricultural land, by the development of a model Garden Suburb, instead of a few absentee land speculators, as it is generally the case.

2o- Prevent land overcrowding, by limiting the number of Homes to the gross and net arpent: Thus, if we consider the total of 400 arpents, for 500 families, we have only 1¼ family per gross arpent or 1 2/3 families, if we consider only the 300 arpents used for the development of the Garden Suburb itself.

As only 200 arpents have been set aside for the two residential zones- north and south- the density of Homes or families per net arpent is therefore 2½, as an average, or three families per net arpent for the 300 families of residential zone No.1 (north) and two families per net arpent for the 200 families of residential zone No. 2 (south).

3o- Limit the area of each lot that can be built, so as to provide a maximum of light and ventilation. To this end, the minimum lot has been fixed to 45' feet wide by 100 feet deep, giving a total area of 4500 square feet. This minimum applies, in residential zone No.1, for the 50 lots of Category A families and the 180 lots of Category B families. All the lots of the six remaining Categories of families, a total of 270, are also 100 feet deep, but of a larger width, giving a greater area.

As the Homes for Categories A and B families are, as a general rule, 26 x 28 feet, or 728 square feet, only a little more than 16% of the lot is occupied by the Home. As to the height, the 230 Homes of Categories A and B are 1½ stories, that is to say: a cellar, one story and a french roof, while the 270 of the six other Categories, excepting a few, have 2½ stories, or a cellar, two stories and a french roof. All are at least 20 feet from the street, or at least 40 feet from the middle of the roadway and there is a minimum of 19 feet between two Homes.

4o- Establish distinct and permanent zones, for Civic, Religious and Educational purposes; for Homes; and for Commerce, Agriculture and Industry. For this end, the 300 arpents of the Garden Suburb proper, have

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been divided in four Zones, as shown on the Plan:

(a)- A main Zone of IO x 5 arpents, or an area of 50 square arpents, for the Civic, Religious and Educational Centre;

(b)- South: A residential Zone, for 200 families, IO x IO arpents, or IOO square arpents;

(c)- North: A second residential Zone, for 300 families, IO x IO arpents, or IOO square arpents;

(d)- A last Zone: Agricultural and Industrial: IO x 5 arpents, or 50 square arpents.

We will now describe each of these Zones, as they have been developed, from I945 to I948, according to the general Plan, Page 292:

(a)- Civic, Religious and Educational Centre.

Io- Schools: East and west, there are on each side, two plots of land, I50 feet deep by 430 feet long, both separated by a short Avenue, 40 feet wide. These four plots of land, each 64,500 square feet, have been reserved as sites for Teaching Centres. The two on the west side have been used as sites for two elementary schools: Notre-Dame des Bois for girls and St. Joseph de la Rive, for boys. Each of these, of french-canadian architecture, contains 25 classes of 30 pupils each, or I500 pupils for the two schools. It had to be provided for such a number, because the "CHURCHILL-ROOSEVELT" Garden Suburb was intended to house large families.- Their french roofs provide a vast ½ story, used as two complete dwellings for the teaching staffs: 30 Brothers and 30 Nuns.

Each school has a cellar, two stories for the class-rooms and one-half story for the teaching staff. They are I50 feet long by 50 feet wide. It is useless to say that they have been carefully built in accordance with all the health requirements, as to light, ventilation, etc,. The two other sites, on the east side, have been reserved for future teaching Centres and, in the meantime, are used as playgrounds by the Association of Young men and women.

2o- Boulevard de la Victoire: (Victory Boulevard)-. The four school sites above described are bordering this large elliptic Boulevard, 90 feet wide. Its area is 3I3,846 square feet, or 9.68 arpents, comprising on each side: one sidewalk 6 feet wide, a roadway I5 feet wide, a parking space also I5 feet wide, and a central open space I8 feet wide forming IO safety zones for pedestrians, with lamp posts, trees and shrubs. (See cross-section, Page I58).

3o- Parks Pius XII and George VI: Inside the elliptic "Victory"

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Boulevard,are situated these two Parks which are really only one, being separated solely by a greensward with flowers giving the inscription: " URBS NOVA IN HORTO " (A New Town in a Garden).-At the center of these two Parks stands the luminous Cross,bearing the official motto of our co-operative Garden Suburb: " ALL FOR ONE : ONE FOR ALL ".It is at the same time its religious motto: " ALL FOR ONE GOD : ONE GOD FOR ALL ".

The long axis of this two-in-one elliptic Park is east-west and I320 feet long,while the small axis- south-north - is 720 feet long,giving a total area of 746,444 square feet for these two Parks,or 23.04 arpents.Both are planted with various trees,shrubs, flowers and greens.

In Park Pius XII,the Parish Church and Presbytery have been built,while in Park George VI has been ~~erected~~ erected the C.C."C" Building (Civic Centre "CANADA").It is a miniature replica of the first Canadian Parliament Building,consisting of a basement and 2½ stories,for the main part and the two wings,a full description to follow in another Chapter,the complete Plan being available on Pages 293 to 296.

(b) and (c)-.Residential Zones (North & South).

As shown on the general Plan,north and south of the Civic,Religious and Educational Centre,are situated the two Residential Zones, each one comprising I00 arpents,(I0 x I0),or 3,240,000 square feet. These two Zones,considered as a whole with the Civic Centre,have also an elliptical shape,but in opposite direction,the long axis being north-south,while the short one is east-west,thus securing the maximum light and sunshine for all the 500 Homes,as well as for the Public Buildings.

To isolate these two semi-elliptic Residential Zones,the Town Planner has designed four Parks,at both ends,the two southern ones being linked together by an open space I50 feet wide by 900 feet long,called :La Terrasse de la Paix (The Peace Terrace),which is fronting the stream formerly running north-south,but being now in direction west-east.

This lovely Terrace and the two adjoining Parks are the special rendez-vous for all the visitors and residents of the "C-R" Garden Suburb. Facing the middle of the Terrace,but separated by Chicoutimi and St.Hyacinthe Avenues which are joining there,an other

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open space I00' x 270', between Boulevards Québec and Montreal, has been permanently reserved for a kiosk for the band and also as a tribune for guests and speakers when open-air meetings are held.

Similarly, the two other Parks at the northern end, are linked by an open space I50' deep by 900' long, but it is divided in two parts by an Avenue 90' wide by I50' deep, connecting with the Agricultural and Industrial Zone.-These two parts of this open space, each I50' x 405', as well as a large field in the Agricultural Zone, have been put at the disposal of the Association of young men and women (A.M.M.J.), as additional playgrounds, even for the benefit of adults. This Association is known in french, as :"L'Association mixte des moins jeunes"(A.M.M.J.), (Mixt Association of less young).

East and west, between each Park and each school site, four open spaces, I50 x 900 feet each, have been reserved as playgrounds for school children and future older students. The two playgrounds adjoining the elementary schools are under the direction of one of the parish vicars, who is specially qualified for such social work. At the upper end of the boys' playground, in Park Mount Laurier, near the stream, the Boys' Scouts have built, for their own use, a miniature replica of the "Habitation de Québec", with the help of the Society, the Superintendent of maintenance and the Engineer, the materials and the plans having been supplied to them, as a gift, by the general and special contractors, as well as by the Architects, Town Planner, etc.

On the corresponding open space, between Park Gaspé and the girls' elementary school, is the girls' playground with a miniature replica of the Chauvin House in Tadoussac (the oldest in Canada), materials and plans having also been given by the contractors, etc,.

As stated before, the two corresponding open spaces, on the east side, as well as the two school sites, have been reserved for future teaching Centres. In the meantime, they are used as special playgrounds by the Association of young men and women(A.M.M.J.).

To connect these Parks, playgrounds, school sites and Residential Zones, there are four elliptical Avenues and ten diagonal Boulevards abutting on the Civic Centre and dividing the two Residential Zones, each in five sectors.

The Avenues are 40 feet wide, comprising 6 feet for the sidewalk fronting the Homes, two roadways of I2 feet each and a central open space of I0 feet, planted with trees, shrubs, etc, and used for the electric lamp posts.(See cross-section Page I6I).

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All the Boulevards are 50 feet wide: 6 feet on each side for sidewalks, two roadways, each I5 feet wide and a central space 8 feet wide planted with trees, shrubs, greens, etc,. with lamp posts, all connected with underground electric cables, so that there are no ugly-looking wooden poles in the "CHURCHILL-ROOSEVELT" Garden Suburb. (See cross-section Page I6I).

The names given to the Boulevards, Avenues and Parks are all names of Canadian Cities or Towns and are at the same time the names of dioceses forming part of the Ecclesiastical Provinces of Québec, Montréal and Ottawa, with Gravelbourg in addition, as being the first diocese assigned to His Eminence Cardinal Villeneuve.

Park Gravelbourg has been planted exclusively with maple trees for a future maple grove, where it is intended to build a typical french-canadian "cabane à sucre" to be used also for picnics in the summer, under the exclusive control of the Boys Scout Association.

All the 500 lots abut on the Boulevards or Avenues. They are all I00 feet deep and their width varies from 45 to II0 feet, according to the Category of Homes. So as to break the monotony of the straight line, the Homes have been set back 20 or 22 feet from the road. Therefore, at the back of each Home, there is, as a general rule, a space of <u>at least</u> 45 feet wide by 50 feet dep, or 2250 square feet. If we deduct, in the center, a rear entrance for service and delivery, of 5 feet wide by 50 feet in length, there remain for vegetable or flower gardens, etc,. two plots of 20'x50', or I000 square feet each, as a minimum, which has been found by experience to be absolutely sufficient for amateur gardeners.

The Residential Zone No.I (north) has been laid out for 300 Homes, 230 lots being 45 feet wide by I00 feet deep, of which 50 are for the families of Category A and I80 for those of Category B. The balance, 70 lots, 50 feet wide and I00 feet deep are for part of the families of Category C.

The Residential Zone No.2 (south) contains 200 lots, I00 feet deep and of varying width, from 50 to II0 feet. These were allotted to the balance of 50 families of C Category, the 76 families of Category D, 40 families Category E, I8 families Category F, I0 families G Category and 6 families Category H.

At the rear of the 500 lots, forming I0 sectors, open spaces

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from 20 to 70 feet wide at their ends, have been reserved for the organization of small playgrounds for young children of pre-school age and also for ten streets, numbered from I to I0 from west to east, each I2 feet wide. These are used exclusively for service and for deliveries of all kinds, including removal of garbage, reading of meters, etc.-It is also under these ten streets that trenches have been cut, once for all, for the installation of all the Public Services: water, sewers, cables for telephone and electricity, etc,.etc,.so that even at the rear of the lots there are no ugly wooden poles and the Boulevards and Avenues have not to be dug now and then, for additions and repairs. All the 500 Homes and Public Buildings have been connected with these Public Services, from the rear of the lots, even with the telephone system in case of a possible future contract.

The whole scheme having been devised beforehand for 500 Homes, not more nor less, it is useless to emphasize its numerous economic advantages, as to first cost and specially as to future cost of maintenance, notwithstanding the general cleanliness and noise abatement.

Now that, in accordance with the general Plan, a full description has been given of the Civic, Religious and Educational Centre, as well as of the two Residential Zones, forming a total area of 250 square arpents, or I0 x 25, we are able to sum up in three small Tables how and in what proportions the above area has been used for the Civic Centre, the Homes, the Parks and open spaces and the various roads: (See Tables: Pages I63 and I64).

(d)- Agricultural and Industrial Zone: The general Plan shows that the Zone is situated next to the Residential Zone No.I (north) of which it is separated by Parks Amos and Mount Laurier. It communicates with the "C-R" Garden Suburb proper by Hearst Avenue, 90 feet wide by I50 feet long. For heavy traffic, during the summer season, it also communicates with the Garden Suburb by a special street, No.II, I5 feet wide, on the east side of the estate and then turning north between Park Amos and the cemetery, as shown on the Plan.

Io- (C.I."P"):"Pasteur" Industrial Centre: The road leading to and on the west side of this Centre is 40 feet wide. The site itself is 500 feet long by 320 feet deep. The west wing of the building is 50 feet wide(frontage) by I00 feet long. Same dimensions for the east wing. The central part is I00 feet long (frontage) and 40 feet deep. Added to this central part is a green-house, 20 feet wide by 25 deep.

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Civic, Religious and Educational Centre.			
10 x 5 arpents: 1800' x 900'	%	Arpents 50	square feet 1,620,000
A-School sites,150' x 430': 64,500 x 4	16.6	8.34	258,000
B-Avenues(small) 150 x 40: 6,000 x 2			12,000
C-Parts added to Residential Zones. 72,427.5 x 4	17.9	8.94	289,710
D-			
D-Grand Boulevard "Victory": 90'	19.4	9.68	313,846
E- Parks: George VI and Pius XII:	46.1	23.04	746,444
	100.0%	50.	1,620,000

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Residential Zones, north and south.		ARPENTS.	Square feet
10 x 10 arpents: 100 arpents each.		200	6,480,000
1800' wide x 3600' in length.	%		
A-The "Peace Terrace" and five playgrounds, 150' x 900': 135,000 square feet x 6	12.50	25.00	810,000
B-Parks: 300,712.5'square feet: 9,281 square arpents x 4	18.56	37.13	1,202,850
C- Avenues: x 4 (40' wide):	5.05	10.10	327,470
D-Boulevards: x 8 (50' wide):	9.33	18.66	604,800
E- Streets: 10 (12'wide) and open spaces:	10.008	20.00	644,360
F- Residential Zones x 2 for 300 lots (north) and 200 lots (south) 500 lots:	44.56	89.11	2,890,520
Total	100%	200.	6,480,000

Roadways. (length).	Linear feet.	Linear arpents	Miles
A- Elliptical "Victory" Grand Boulevard, 90' wide, 2 roadways 15' wide each; 2 parking spaces 15' wide each and a central space 18' wide; 2 sidewalks 6' wide each.	3745	21.00	0.75
B- Small Avenues: 3 with 2 roadways of 12' each and Industrial Avenue 12' wide by 5850' in length	6300	35.00	1.25
C- Avenues: 4; 2 roadways each 12' wide:	8187	45.48	1.60
DD- Boulevards: 8; 2 roadways each 15' wide:	12096	67.20	2.40
E- Streets: 10, 12' wide	21104	117.00	4.00
Total:	51432	285.68	10.00

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(a)-The west wing contains the water filtration plant and the milk, butter and cream pasteurization plant, the two plants being separated by the refrigeration rooms, the boiler rooms and the small incinerator. (See Plan: Page 297).

(b)-In the east wing, there are the gasoline station, the butchershop, the bakery, the laundry and the painter and carpenter shops.

(c)-The central part contains the general garage for the delivery "camionettes", the Sanivan for garbage removal, the autobusses, the snow-go, etc,. There are also various stores and shops for the Superintendent of maintenance, the plumber-electrician, etc,.

All the balance of this western part of the Zone is at the present time used for agricultural purposes: additional gardens for some families, etc, etc,. At a later date, it might be possible to divide a part of it in special lots for selected co-operative industries.

2o- "Pax aeterna" Cemetery: (Eastern part of the Zone).: It covers an area of I0 square arpents, or 2 x 5. The Plan is a miniature replica of the general Plan of the "C-R" Garden Suburb, so that each of the 500 burying lots corresponds to the similar lot in the Garden Suburb, as to location and number. The open spaces at the periphery and the pathways have an average width of 9 feet. All the 500 lots are 8 feet long, as a general rule, and the smallest are at least 20 feet wide, giving as a minimum an area of I60 square feet. But, each lot has been divided in two equal sections, I0 by 8 feet, in case a new family would happen to replace a first family having occupied a Home in the "C-R" Garden Suburb. Such a half section has a minimum area of 80 square feet (8 x I0), which is sufficient for the burial of at least three adults. Therefore, assuming that the annual general death-rate would average 8 per 1000 of population, or a maximum of 30. deaths, the actual area of the cemetery would be sufficient for I00 years for the southern part and at least seventy-five years for the northern part. However, the plot of land adjoining the cemetery, 2 3/4 x 5 arpents, has been reserved in case of a necessary extension in the remote future.

The eastern part of the elliptical Centre has been set aside as a burial ground for members of the clergy, while the western part, at the entrance, has been used for the erection of a funeral chapel, which is a very true reproduction of the old french-canadian chapel, in Tadoussac, built in I747, ours having been completed in I947. At the rear of this chapel, there is a charnel-house for burials during the winter months.

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On the frontispiece of the funeral chapel is engraved the inscription: "Memento,homo,quia pulvis es et in pulverem reverteris". Also,above the entrance gate to the cemetery,one reads the following sentence: "Hodie mihi,cras tibi".

It goes without saying that,from the start,it has been decided that our cemetery would be the nicest in the country,not on account of its richness,but for its natural features: trees,shrubs,greens ,flowers, etc,.

III.- Plans of the 500 Homes.

As stated previously,the "Committee of Twelve" or the Provisory Administrative Council of the "C-R" Garden Suburb had decided that the appointed Architects should prepare the plans and specifications of the 500 Homes,for eight different Categories of families,according to their economic status or annual income,the great majority of them to be large families.

If,as it has been the case in England,the United States and some other countries,we had been able to secure the necessary capital at 2 or 2½ % annual interest,redeemable in 60 years,with cash subsidies in addition,to fill the gap between the economic rent and the rent families of low annual income could afford to pay,it would have been possible to try to house decently large families having an annual income of $800.00 or $900.00. But,with capital at 3.I5% annual interest,redeemable in 25 years,and without cash subsidies,we have been able by careful economy to house properly a large family having an annual income of $I500.00,including the Federal family allowances.To reach such an objective,it has been necessary to apply strictly the motto of the co-operators: "One for all; all for one",as it will be fully explained later.

The preliminary Table on Page I67 indicates,from right to left: the Categories,the number of families housed each year,the total number of Homes for each Category,the minimum total annual income per family and per Category,the annual rent per family and per Category, (24% of annual income or I0% of total cost of Home) and finally the monthly rent according to Category.This monthly rent includes heating, partial payment of total cost of Home,hot and cold water all the year around,snow and garbage removal,a free burial lot in the cemetery,almost the entire cost of the church service,and the free use of playgrounds,parks,public buildings,etc,.

Aesthetically,as for the Public Buildings,the plans of the

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TABLE

Category	Families Housed Year			Total	Minimum annual income of families	Total Minimum annual income.	Annual rent 24% of income 10% of total cost of Home	Total Annual Rent	Monthly Rent
	1o	2o	3o		$	$	$	$	$
A	20	20	10	50	1500.	75000.	360.	18000.	30.0
B	72	72	36	180	2000.	360000.	480.	86400.	40.
C	48	48	24	120	2500.	300000.	600.	72000.	50.
D	30	30	16	76	3000.	228000.	720.	54720.	60.
E	16	16	8	40	3500.	140000.	840.	33600.	70.
F	8	8	2	18	4000.	72000.	960.	17280.	80.
G	4	4	2	10	4500.	45000.	1080.	10800.	90.
H	2	2	2	6	5000.	30000.	1200.	7200.	100.
Total	200	200	100	500	Average $2500.	$1250000.	Average $600.	$ 300000.	Average $50.

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Homes have been devised to reproduce,as much as possible,the best models of our french-candian architecture.As stated before,in Residential Zone No.I (north),the 230 Homes for A & B Categories have a cellar and I½ stories,including a french roof.We have reproduced,Pages 30I and 302,a typical plan of one of these Homes,consisting of a living-room,dining-room,kitchen,parents' bedroom and bathroom,on the first floor.On the second floor,there are four bedrooms,a bathroom and a small study or sewing-room.It must specially be noted that,in the case of a possible or probable large family,this plan can be developed in three successive stages: Io the cellar and groundfloor; 2o one-half of the first floor and possibly the second bathroom; 3o the second half of the first floor,and the second bathroom,if not built at the second stage.

As for the clothing trade where ready-made suits are on hand to be fitted to each customer,the Society had prepared series of typical plans to be afterwards adapted to the taste and size of the families to be housed,as soon as they have decided to become co-partnership Tenants of the "C-R" Garden Suburb and have been accepted. Thus,so far as outside treatment and interior arrangement are concerned,for the eight Categories of Homes,the Society had prepared 50 different types for exterior treatment and 75 for interior arrangement, as shown in Table,Page I68.-There is also on Pages 299 and 300 a typical Plan for a large family,actual or possible,Category G or H.

In Residential Zone No.2 (south),practically all the Homes have a cellar and 2½ stories.The exterior walls are built with bricks of various shades,excepting the six Homes,Category H,for the high Officers of the Society.These are built with field or cobble stones and are true reproductions of old french-canadian stone houses,or manors.

As the scheme was intended for a model development strictly limited to 500 Homes,all single family dwellings,it had been decided from the beginning to number the Homes and the present and deferred Public Buildings,from I to 506. Such a system was thought to have many advantages in actual practice,because each number for a Home is the same for the telephone service,for monthly statements for the electric service,for the post-office box,for the purchases at the (C.G.C."R")"Rochdale" Consumers' General Co-operative,for books from the Library,for the folio at the Credit Union (C.P."D")and even for the family lot at the cemetery.

For example,for the family living at No.65 Avenue St.Jean,

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TABLE

Category	Number of Homes	Inside Plan Varieties.	Outside Plan Varieties.	Total
A	50	5	10	15
B	180	15	20	35
C	120	10	15	25
D	76	8	10	18
E	40	5	8	13
F	18	3	6	9
G	10	2	4	6
H	6	2	2	4
Total	500	50	75	125

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her telephone number is 65,even if she is not actually a subscriber, her folio number for monthly accounts for the electricity service is 65,as well as number 65 for her P.O.Box.All purchases at the "R".C. G.C.are strictly cash,but for the calculation of the dividend on purchases(ristourne),her folio is 65.Equally for Social shares,deposits, etc,.at the Credit Union (C.P."D") her folio is 65,and if others in the family are also members and depositors,their respective folios are 65(a),65(b),65(c),etc.This ~~will~~ applies also if one or more members borrow books from the Library.As to the lot in the cemetery,it will also be 65.

It is useless to state that all the trees which existed on the estate have been carefully kept.Also,at least six or seven trees, of various canadian species have been planted on each lot,as well as shrubs,hedges,vines,etc,.If we add to this the nice lawns,the flowers of all kinds and the trees,shrubs,etc,.of the Parks and open spaces, specially those of Parks George VI and Pius XII,one has a fair idea of the beauty and the healthfulness of our "CHURCHILL-ROOSEVELT" Garden Suburb,where a healthy and robust generation is growing.

IV- Allocation of the first group of 200 Homes.

The Town Planner,the Engineer and the Architects having completed ~~xxxxxx~~ their plans and specifications at the end of March I945, these were revised and finally approved by the special group of experts.It was then decided,for the first year,to build part of the Public Buildings and also 200 Homes for the eight Categories of families.In view of this,it was found necessary to modify the preliminary Table of Page I67,so as to provide Homes for the 35 families, whose chiefs and some dependents were to be employed,from April Ist I946.(See modified Table: Page I70).This new Table gives by Categories,the number of Homes built each year and also the number of families employed each year.

A more detailed Table published on Pages 303 tO 307,gives full information concerning the 42 families whose heads and 23 dependents are employed by the Society: Number and sex,total annual income, Category,title or function,salary or wages,Ist,2nd,3rd and 4th year. We draw the special attention of our readers to the study of this important Table,as it gives the whole administrative structure of the "C-R" Garden Suburb.

For the selection of families to be housed,the following

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Table. (modified).

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CATEGORY.	Homes built. 1st year	2nd year	3rd year	Total	Heads of families employed 1st year	2nd year	3rd Year	Total
A	26	20	4	50	24	6	1	31
B	72	72	36	180	0	0	0	0
C	42	49	29	120	0	0	0	0
D	27	30	19	76	2	0	0	2
E	16	16	8	40	1	0	0	1
F	8	8	2	18	3	0	0	3
G	4	4	2	10	0	0	0	0
H	5	1	0	6	5	0	0	5
Total	200	200	100	500	35	6	1	42

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principles have been applied,so far as possible:

Io- Preference has always been given <u>first</u> to large families of returned Officers and Men; and <u>secondly</u> to those of Federal and Provincial civil servants,these families having always much difficulty to secure decent housing conditions,because even in our christian midst children are too often considered as <u>public nuisances</u>, which is sometimes true,because nothing has been done to turn them into <u>public utilities</u>.- In addition,as it will be explained further on,at an economic standpoint,it is almost impossible for a large family to secure decent housing on account of its total annual income and its purchasing power being too low.

2o- For this reason,when the Society has chosen heads of families of Category A,for permanent employment in the "C-R" Garden Suburb,at wages of $20.00 per week,or $I040.00 a year,it has endeavoured to select heads of families having dependent children qualified to fill secondary positions,such as clerk,telephone operator,shorthand and typist,etc,.so that each of these families could have a <u>total</u> annual income of at least $I500.00.

When this arrangement has been impossible,the Society has made up for the difference by giving a family allowance,ranging from $20. to $40. per month,according to the number of unemployed or unemployable children,under the form of <u>purchasing tickets</u> at the "R.C.G.C. However,this has been done only when the Federal family allowances paid since July Ist I945,did not make up the minimum total annual income of $I500.00.

3o- As there were,at the time,more than I000 marriages a year in the City of Québec and a total of about 30,000 families,with I0,000 more in the surrounding district,there was no economic or social perturbation from the fact that,for a period of three years,200,200 and I00 families,making a total population of 3500 people,have decided to become copartnership Tenants in the "C-R" Garden Suburb.

4o- The whole undertaking being essentially upon a cooperative basis, all the principles of true co-operation have been fully applied.-First of all,the <u>cash system</u> for all transactions,so as to do away with the hideous plague of <u>credit</u>.There has never been any exception to this rule for anyone and this has assured,to a great extent,the success of the "C-R" Garden Suburb.When anyone of the co-operators <u>really</u> needs credit for a given period,he can get it from his Credit Union(C.P."D").

The "C-R" Garden Suburb being,in actual practice,a Housing Co-

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operative, similar to the English Copartnership Tenants Ltd, each head of a family accepted for a Home had to subscribe and pay for, according to his total annual income, a determined number of Social shares, Class A, of the Society, each of $IO.00 and bearing an annual interest limited to 4%, payable semi-annually. In addition, he had also to subscribe two of the IOOO Social shares of the Credit Union (C.P."D"), also of $IO. each and with limited 4% interest. Finally, he had to subscribe and pay out of the 6000 Social shares of the "R".C.G.C., also $IO. and 4% limited dividend, a determined number of Social shares, according again to his total annual income. All these Social shares are a guarantee of his good faith and honesty, and are responsible for the prompt payment of his rent, due in advance the first of each month. All these shares had to be paid fully before a family could occupy the allotted Home, but an exception has been made for the 50 families of Category A, who could pay only 2/3 of their 26 Social shares before occupying their Home, and the balance during their first eight months in the Garden Suburb.

It must be added here that the great principle of co-operation: "One man, one vote", has always been strictly applied. Each co-operator has always been protected against any form of exploitation by anybody. Equally, he cannot himself speculate upon his neighbors and try to realise an unearned increment, even if this is admitted as being a legitimate profit.

For this reason, and also to insure the mobility of employment, if, for one cause or another, a copartnership Tenant wishes or has to leave the Garden Suburb, he can do so at the end of any fiscal year of the Society, or even at any time under certain conditions. Then, the Society buys all his Social shares, at par, so that he does not loose but does not gain anything, at the expense of the other co-operators.

Two Tables, on Page I73, indicate by Categories of families, the number of Social shares subscribed and paid, for each of the three co-operatives; also, the number of these shares for each family and the cost, with the total cost for each Category, giving the total amount of $220,000.00 for the 500 families, for the three co-operatives, or respectively : $I50,000.00, $IO,000.00 and $60,000.00.-The second Table explains the financial structure of these three co-operatives, at the end of each fiscal year, during the development period.

5o- The whole undertaking being based upon charity and justice equal for all, according to the co-operators' motto, officially adopted by the "C-R" Garden Suburb: "All for one; one for all", there has never

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TABLE.

Social Shares, $10.00 each, of the three Co-operative Societies							
Category	"C-R" G.S. Shares.	C.P. "D" Shares	"R" C.G.C. Shares	Total Shares per family.	Cost per family.	Number of families	Total cost per Category.
					$		$
A	900	100	300	26	260.	50	13,000.
B	4,320	360	1,620	35	350.	180	63,000.
C	3,600	240	1,440	44	440.	120	52,800.
D	2,736	152	1,140	53	530.	76	40,280.
E	1,680	80	720	62	620.	40	24,800.
F	864	36	378	71	710.	18	12,780.
G	540	20	240	80	800.	10	8,000.
H	360	12	162	89	890.	6	5,340.
Total	15,000	1,000	6,000	---	---	500	220,000.

TABLE.

Year and number of families.	"C-R" G.S. Social Shares	"C-R" G.S. CAPITAL. $	"C-R" G.S. Annual interest $ 4%	C.P. "D". Social Shares	C.P. "D". Capital. $	C.P. "D". Annual interest $ 4%	"R" C.G.C. Social Shares	"R" C.G.C. Capital. $	"R" C.G.C. Annual interest. $ 4%
2nd 200 f.	6000	60000	2400.	400	4000	160.	2400	24000	960.
3rd 200 f.	6000	60000	2400.	400	4000	160.	2400	24000	960.
4th. 100 f.	3000	30000	1200.	200	2000	80.	1200.	12000	480.
500f.	15000	150,000.	6000	1000	10000	400.	6000	60000	2400.

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					$		$
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B	4,320	360	1,620	35	350.	180	63,000.
C	3,600	240	1,440	44	440.	120	52,800.
D	2,736	(152	1,140	53	530.	76	40,280.
E	1,680	80	720	62	620.	40	24,800.
F	864	36	378	71	710.	18	12,780.
G	540	20	240	80	800.	10	8,000.
H	360	12	162	89	890.	6	5,340.
Total	15,000	1,000	6,000	---	---	500	220,000.)

TABLE.

Year and number of families.	"C-R" G.S. Social Shares	"C-R" G.S. CAPITAL. $	"C-R" G.S. Annual interest $ 4%	C.P. "D". Social Shares	C.P. "D". Capital. $	C.P. "D". Annual interest $ 4%	"R" C.G.C. Social Shares	"R" C.G.C. Capital. $	"R" C.G.C. Annual interest. $ 4%
2nd 200 f.	6000	60000	2400.	400	4000	160.	2400	24000	960.
3rd. 200 f.	6000	60000	2400.	400	4000	160.	2400	24000	960.
4th. 100 f.	3000	30000	1200.	200	2000	80.	1200.	12000	480.
500f.	15000	150,000.	6000	1000	10000	400.	6000	60000	2400.

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been any question of patronage,nepotism,favoritism,or even friendship in the allocation of Homes or appointment of Personnel.Only merit and required qualifications have been considered.

The usual publicity methods have been employed in connection with the allocation of Homes and appointment of Personnel: newspapers, radio,special pamphlets,public lectures,etc,.For the first group of 200 Homes,it had been arranged that they were to be ready for occupation on April I5th I946 and that they were to be occupied free until April 30th,the first monthly rent being due and payable on May Ist. As to employment for 35 heads of family and I4 of their dependents, the positions had been advertised by the same methods of publicity, stating the kind ~~of~~ of position,the required qualifications,the initial,intermediate and final salary, etc.,.

In spite of the relative and uncontrollable distance from the dear old city of Québec,the desirable features of the "C-R" Garden Suburb were so many,specially for large families,that the applications for the Homes and the advertised positions were much more numerous than the total number available.

For each application for a Home or for both a Home and a position,the official Form of the Society has been completely filled and a full inquiry made for a preliminary report to a special Committee of the Provisory Administrative Council of the Society.

After careful study of each application by the above mentioned Committee,a last report has been made to the Provisory Administrative Council,for final decisions.

The first 200 applications having been thus approved,of which I65 were for Homes and 35 for Homes and positions,with I4 dependants for less important situations,the chosen families were at liberty to communicate with our Architects with respect to the various plans,in accordance with their respective Categories,and to suggest the slight modifications desired.In addition,the Society had a full ~~program pro-~~ gram prepared to keep constantly in touch with these families,in view of giving them additional information as to the scope of the proposed plan and of educating them for their future life in a Garden Suburb. All thi's has been accomplished through special educational methods, such as films,lectures,appropriate literature,as it has been done elsewhere,specially in England and the United States.

Finally,as a last but important condition,all contracts for Homes or for positions have been duly signed,in the presence of a

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public notary, the future copartnership Tenants accepting to C080713
with all the by-laws approved by the General Assembly, composed of all the actual and future copartnership Tenants.

The same procedure has been followed, at the beginning of the years 1946 and 1947 respectively, for the allocation of 194 Homes and 6 situations with Homes, including 7 dependents for less important positions, as well as that of the last 99 Homes, with I situation and Home, together with 2 employed dependents.

As a final result, on May Ist 1948, 8% of the 500 Homes in the "C-R" Garden Suburb were occupied by members of the Personnel, 45% by Federal and Provincial civil servants and 47% by returned Officers and Men, now employed by commercial and industrial firms in the metropolitan district of Québec, making a total population of 3500, at that date, including the teaching staff, nurses, domestic servants, etc,.

However, it must be noted here, that out of the large families classified as Federal civil servants, a certain number have one or two members who have served overseas during the last world war.

In connection with the allocation of the 500 Homes, according to the eight different Categories of families, the general principle has been admitted that, at the end of any fiscal year of the Society, each family has to give satisfactory proof that its <u>total</u> annual income (including amounts received from employed dependents) ia about four times the cost of its annual rent (including heating, etc,. etc,. together with partial payment of accupied Home, as explained before). For example, the 50 families of Category A, paying an annual rent of $360.00, must have a total annual income of at least $I500.00, <u>but not exceeding $I999.00</u>.- Some exceptions have been made to this general rule, but the families were specially large and desirable, and their minimum total annual income has been completed by a special family allowance paid by the Society. In actual practice, the annual rent of the 500 Homes is equal to 24% of the total <u>minimum</u> annual income of the 500 families housed, or $300,000.00 out of a total income of $I,250,000.00, per year.

<u>V</u> .- <u>Allocation of Developments Contracts.</u>

On April 3rd I945, the Society was in a position to give public notice that tenders would be received until noon of the I5th of same month, from general and special contractors, for three annual contracts in connection with the general development of the "C-R" Garden Suburb, the construction of Public Buildings and Services and the building of 200, 200 and I00 Homes, the whole according to plans and

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specifications prpared by its Town Planners, Architects and Engineers.

The interested contractors had to bid for the three contracts, which had to be absolutely completed on April Ist of I946, I947 and I948 respectively. but the Society had the right to cancel any of these contracts, in the course or at the end of any of these years, if the contractor did not comply exactly or fully with all the conditions of the contract.

The contractors had to complete all works required, supply the necessary workingmen and materials, but all paylists and all purchases of materials had to be controlled and approved, as to prices, quantity and quality, by the Society represented by its Development Committee, composed of the General Administrator, the Secretary, the Engineer and the Treasurer. These have been officially and permanently appointed, on April Ist I945, as well as a chief clerk and four stenographers, as stated in the Personnel Table, on Pages 303 to 307.-In addition, the following were also members of the above mentioned Development Committee: the Town Planner, The Architects and also the special group of three expert advisers.

In connection with these tenders, as an alternative, the contractors were at liberty, for the three annual contracts, to state the percentage asked, based on the estimated cost arrived at by the Society's experts.

On April 20th I945, all the contracts having been awarded on a percentage basis, not to exceed a stated sum, the actual building operations started officially on May Ist I945, by the removal of the first sods by the Lieutenant Governor of the Province, His Eminence Cardinal Villeneuve and the Honorable the Prime Minister.

The first contract happily terminated on April Ist I946, without any serious accident, the first group of 200 families were able to occupy their respective Homes from the I5th, the event having been marked by a special celebration. This was also the case for the next group of 200 families, on April I5th I947 and the last group of I00, on April I5th I948.

During the three years of the development period, the Society had paid for the land, the manual labor, materials, percentages to general and special contractors, Architects, Engineers and Town Planners' fees, general expenditure, etc,.etc,. the sums appearing in monthly payments, in the Table on Page I77, these sums having been secured by the sale of Bonds, Series A & B (3% & 5%) and Social shares, Class A, 4%.

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TABLE.

Year and date	1945-46 $	1946-47 $	1947-48. $
1st May	100,000.	70,000	40,000.
1st June	150,000.	70,000.	40,000.
1st July	120,000.	70,000.	40,000.
1st Aug.	120,000.	70,000.	40,000.
1st Sept.	120,000.	70,000.	40,000.
1st Oct.	120,000.	70,000.	40,000.
1st Nov.	120,000.	70,000.	40,000.
1st Dec.	120,000.	70,000.	40,000.
	(1946)	(1947)	(1948)
1st Jan.	120,000.	70,000.	40,000.
1st Feb.	120,000.	70,000.	40,000.
1st March.	120,000.	70,000.	40,000.
1st April.	170,000.	130,000	160,000.
TOTAL	$1500,000	$ 900,000	$ 600,000.
GRAND TOTAL	$3,000,000.00.		

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We are now in a position to give the financial situation of the "C-R" Garden Suburb,at the end of each half-year,from May to November and from November to May of each year,from May Ist I945 to April 30th I948,end of the development period.(See Pages I78 to I82).

These six half-yearly statements give,in each case: Io-Receipts and 2o: Disbursements.-Receipts are represented by varying monthly payments from the sale of Bonds Series A and B,and Social shares,Class A.-Also,for the fiscal years I946-7 and I947-8,by balance of revenue from rents available for interest on capital during development period: $32,690.00 and $I42,780.00. (See Page: 227).

Disbursements are : Payment of site of 400 arpents; payment of general and special expenses for the organization of the Society,the acquisition of land,fees paid to experts,salaries,etc,.In addition, payments of fees to special group of experts advisers; and lastly, monthly payments to contractors upon works progress reports,for manual labor,materials,percentages to contractors,architects,etc,.

These six statements indicate that the available revenue from rents,from May Ist I946 to April 30th I948,have been a little more than sufficient to meet interest on capital during the development period,a small surplus of $849.I7 being left on April 30th I948.

The total cost of the "C-B" Garden Suburb having been $3,000,000.00,a special Table,on Page 308,gives in detail for each family and also for each Category of families: (a) and (b) the real cost and the actual cost as entered in the books of the Society,of each house proper,that is to say,the "shell" to use the american expression; (c) the cost of each building lot and of the lots for each Category; (d) the cost for each Home and for each Category of Homes,of part of Architects,Engineers,Town Planners' fees, as well as cost of administration; (e) the proportional cost for each Home and for each Category of Homes,of the Public Buildings and Services,a small Table on Page 205 giving the breakdown of the cost of these Buildings and Services.- Finally,this Table on Page 308,gives the total for (a),(b),(c),(d) and (e) for each Home and each Category of Homes,giving the grand total of $ 3,000,000.00.

As to the real cost and the actual cost of Homes,as entered in the books of the Society,we have explained in the two first Parts of this volume that in England and the United States,in addition to capital at a low rate of interest,redeemable over a long period,subsidies have been given in order to house decently families having a

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Financial statement of the "C-R" Garden Suburb.

1st Half-year.- from May 1st 1945 to October 31st, 1945.

1o Receipts.		$ cts.
50 Bonds, 5%, Series B, sold at par to the Federation of Credit Unions:	March 1st:	5,000.00
50 Bonds, 5%, Series B, sold at par to the Federation of Credit Unions:	April 1st:	5,000.00
900 Bonds, 5%, Series B, sold at part to the Federation of Credit Unions:	May 1st:	90,000.00
500 Bonds, 5%, Series B, sold at par to the Federation of Credit Unions:	June 1st:	50,000.00
1000 Bonds, 3%, Series A, sold at par to Federal Authorities:	June 1st:	100,000.00
1200 Bonds, 3%, Series A, sold at par to Federal Authorities:	July 1st:	120,000.00
1200 Bonds, 3%, Series A, sold at par to Federal Authorities:	Aug. 1st:	120,000.00
1200 Bonds, 3%, Series A, sold at par to Federal Authorities:	Sept.1st:	120,000.00
1200 Bonds, 3%, Series A, sold at par to Federal Authorities:	Oct. 1st:	120,000.00
	Total:	$ 730,000.00

2o Expenditure.		$ cts.
Payment of site of 400 arpents, at $200.00 per arpent:	May 1st	80,000.00
Incorporation and organization of Society, general expenses, administration, expenditure "re" survey and acquisition of site, fees of experts and consultants, etc., plus available Balance:	From February 1st to April 30th:	20,000.00
Monthly payments "re" Development: 1 of $ 150,000.00 & 4 of $ 120,000.00 (including salaries and administration expenses of Personnel, plus fees and expenses of consulting experts from U.S.A., in anticipation of revenue:		630,000.00
Interest, 5%, 8 months, on 50 Bonds, Series B,	March 1st-Oct31st	166.67
Interest, 5%, 7 " " 2 " " "	April 1st " "	145.83
Interest, 5%, 6 " " 900 " " "	May 1st " "	2,250.00
Interest, 5%, 5 " " 500 " " "	June 1st " "	1,041.67
Interest, 3%, 5 " "1000 " " A "	" " " "	1,250.00
Interest, " 4 " 1200 " " "	July " " " "	1,200.00
Interest, " 3 " 1200 " " "	Aug. 1st " "	900.00
Interest, " 2 " 1200 " " "	Sept. 1st " "	600.00
Interest, 1 " 1200 " " "	Oct. 1st " "	300.00
	Total:	$ 737,854.17
	Deficit:	$ 7,854.17

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2nd Half-year- from Nov. 1st to April 30th 1946.

1o- Receipts.		$ cts.
1200 Bonds, 3%, Series A, sold at par to Federal Authorities:	Nov. 1st	120,000.00
1200 Bonds, 3%, Series A, Sold at par to Federal Authorities:	Déc. 1st	120,000.00
1200 Bonds, 3%, Series A, Sold at par to Federal Authorities:	1946 Jan. 1st	120,000.00
1200 Bonds, 3%, Series A, sold at par to Federal Authorities:	Feb. 1st	120,000.00
1200 Bonds, 3%, Series A, Sold at par to Federal Authorities:	March 1st	120,000.00
1700 Bonds, 3%, Series A, sold at par to Federal Authorities:	April 1st	170,000.00
	Total:	$ 770,000.00

2o- Expenditure.	$ cts.
Monthly payments "re" Dedelopment: 5 of $120,000.00 1 of $170,000.00 (including salaries and administration expenses of Personnel, plus fees and expenses of consulting experts from U.S.A., in anticipation of revenue;)	770,000.00
Deficit at Nov. 1st 1945:	7,854.17
Interest, 6 months, on 1500 Bonds 5% Series B, Nov. 1st 1945-30/4/46	3,750.00
" " " " 5800 " 3% " A " " " "	8,700.00
" " " " 1200 " " " " " " " "	1,800.00
" 5 " " 1200 " " " " Dec 1st " "	1,500.00
" 4 " " 1200 " " " " Jan. 1st 1946 " "	1,200.00
" 3 " " 1200 " " " " Feb. 1st " " "	900.00
" 2 " " 1200 " " " " March 1st " "	600.00
" 1 " " 1700 " " " " April 1st " "	425.00
Total:	$ 796,729.17
Deficit:	$ 26,729.17

3rd Half-year- from May 1st 1946 to Oct. 31st 1946.

1o- Receipts.		$ cts.
7000 Social Shares of $10.00 each, 4%, Class A, subscribed and paid by copartnership Tenants:	May 1st 1946:	70,000.00
2000 " " " " " " " "	June 1st 1946:	20,000.00
500 Bonds, 3%, Series A, sold at par to Federal Authorities	June 1st 1946	50,000.00
700 " " " " " " " "	July 1st "	70,000.00
700 " " " " " " " "	Aug. 1st "	70,000.00
700 " " " " " " " "	Sept. 1st "	70,000.00
700 " " " " " " " "	Oct. 1st "	70,000.00
½ of $32,690.00 available from revenue, for interest on capital:		16,345.00
Total:		$ 436,345.00

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3rd Half-year- from May 1st to October 31st 1946

2o- expenditure.	$	cts.
Monthly payments"re" Development: 6 of $70,000.00: (including fees and expenses of consulting experts of U.S.A.)	420,000	00
Deficit May 1st 1946:	26,729.17	
Interest, 6 months, 1,500 Bonds,5%,Series B,May 1st-Oct.31/46	3,750.00	
Interest,6 months, on 13500 " 3%, SeriesA, " " " " "	20,250.00	
Interest," " " 7000 Social Shares,4%,Class A " " " "	1,400.00	
Interest,5 " " 2000 " " " " "June 1st "	333.33	
Interest,5 " " 500 Bonds,3%, Series A, June 1st "	1,250.00	
Interest,4 " " 700 " " " " July 1st "	700.00	
Interest,3 " " 700 " " " " Aug. 1st "	525.00	
Interest,2 " " 700 " " " " Sept. 1st "	350.00	
Interest 1 " " 700 " " " " Oct. 1st "	175.00	
Total:	$ 475,462.50	
Deficit:	$ 39,117.50	

4th Half-year- from Nov. 1st 1946 to April 30th 1947.

1o- Receipts.	$	cts.
700 Bonds, 3% Series A, sold at par to Federal Authorities: Nov. 1st 1946.	70,000.00	
700 Bonds, 3% Series A, sold at par to Federal Authorities: Dec. 1st 1946.	70,000.00	
700 Bonds, 3% Series A, sold at par to Federal Authorities Jan. 1st 1947.	70,000.00	
700 Bonds, 3% Series A, sold at par to Federal Authorities Feb. 1st 1947.	70,000.00	
700 Bonds, 3% Series A, sold at par to Federal Authorities March 1st "	70,000.00	
1300 Bonds, 3% Series A, sold at par to Federal Authorities April 1st "	130,000.00	
½ of $32,690.00 available from revenue, for interest on capital:	16,345.00	
Total:	$ 496,345.00	

2o- Expenditure.	$	cts.
Monthly payments "re" Development: 5 of $ 70,000: (including fees and expenses of 1 of $130,000: (consulting experts from U.S.A.)	480,000.00	
Deficit, November 1st 1946:	39,117.50	
Interest,6 months,1,500 Bonds, 5%, Series B:	3,750.00	
Interest,6 months, 16,800 Bonds, 3% Series A:	25,200.00	
Interest,6 months, 9,000 Social Shares 4%, Class A:	1,800.00	
Interest,6 months, 700 Bonds,3% Series A Nov. 1st/46 30/4/47	1,050.00	
Interest,5 " 700 " " " " Dec. 1st/46 " " "	875.00	
Interest,4 " 700 " " " " Jan. " /47 " " "	700.00	
Interest,3 " 700 " " " " Feb. " " " " "	525.00	
Interest,2 " 700 " " " " March " " " " "	350.00	
Interest, 1 " 1300 " " " " April " " " " "	325.00	
Total:	$ 553,692.50	
Deficit:	$ 57,347.50	

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5th Half-year- from May 1st to October 31st, 1947.

1o- Receipts.		$ cts.
4000 Social Shares of $10.00 each, 4%, Class A, subscribed and paid by copartnership Tenants:	May 1st,1947	40,000.00
2000 Social Shares of $10.00 each, 4%, Class A, subscribed and paid by copartnership Tenants:	June 1st 1947	20,000.00
200 Bonds, 3%,Series A, sold at par to Federal Authorities	June 1st 1947	20,000.00
400 Bonds, 3%,Series A, Sold at par to Federal Authorities	July 1st 1947	40,000.00
400 Bonds, 3%, Series A, sold at par to Federal Authorities:	Aug. 1st 1947	40,000.00
400 Bonds, 3%, Series A, sold at par to Federal Authorities:	Sep. 1st 1947:	40,000.00
400 Bonds, 3% Series A, sold at par to Federal ---Authorities:	Oct. 1st 1947	40,000.00
½ of $142,780.00 available from revenue, for interest on capital:		71,390.00
Total:		$ 311,390.00

2o- Expenditure.	$ cts
Monthly payments "re" Development: 6 of $40,000.00. (including fees and expenses of consulting experts of U.S.A.	240,000.00
Deficit, May 1st 1947:	57,347.50
Interest, 6 months, 1,500 Bonds, 5%, Series B:	3,750.00
Interest, 6 months, 21,600 Bonds 3%, Series A:	32,400.00
Interest, 6 months,9,000 Social Shares,4%, Class A:	1,800.00
Interest, 6 months,4,000 " " 4%,Class A:May 31/10/47:	800.00
Interest, 5 months,2,000 " " " " ":I June" " "	333.33
Interest, 5 months, 200 Bonds 3%, Series A: " " " " "	250.00
Interest, 4 " 400 " " " ": I July" " "	400.00
Interest, 3 " 400 " " " ": I Aug." " "	300.00
Interest, 2 " 400 " " " ": I Sep." " "	200.00
Interest, 1 " 400 " " " ": I Oct." " "	100.00
Total:	$ 337,680.83
Deficit:	$ 26,290.83

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6th Half-year- from Nov. 1st 1947 to April 30th 1948.

1o- Receipts.		$ cts.
400 Bonds 3%, Series A, sold at par to Federal Authorities:	Nov. 1st 1947.	40,000.00
400 Bonds 3%, Series A, sold at par to Federal Authorities:	Dec. 1st 1947	40,000.00
400 Bonds 3%, Series A, sold at par to Federal Authorities:	Jan. 1st 1948.	40,000.00
400 Bonds 3%, Series A, sold at par to Federal Authorities:	Feb. 1st "	40,000.00
400 Bonds 3%, Series A, sold at par to Federal Authorities:	March 1st "	40,000.00
1600 Bonds 3%, Series A, sold at par to Federal Authorities:	April 1st "	160,000.00
½ of $142,780.00 available from revenue, for interest on capital:		71,390.00
	Total:	$ 431,390.00

2o- Expenditure.	$ cts.
Monthly payments "re" Development: 5 of $ 40,000.00 Including fees and expenses of con-1 of $160,000.00 sulting experts of U.S.A.	360,000.00
Deficit: November 1st, 1947:	26,290.83
Interest, 6 months, 1500 Bonds 5%, Series B:	3,750.00
Interest, 6 months, 23,400 Bonds 3% Series A:	35,100.00
Interest, 6 months, 15,000 Social Shares, 4%, Class A:	3,000.00
Interest, 6 months, 400 Bonds 3%, Series A: INov./47 30/4/48.	600.00
Interest, 5 " 400 " " " ": I Dec " " " "	500.00
Interest, 4 " 400 " " " ": 1 Jan./48 " " "	400.00
Interest, 3 " 400 " " " ": 1 Feb. " " " "	300.00
Interest, 2 " 400 " " " ": 1 March" " " "	200.00
Interest, 1 " 1600 " " " ": 1 April" " " "	400.00
Total	$ 430,540.83
Surplus:	$ 849.17.

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1o Public Buildings.

I-	Church: $175,000.00; Presbytery: $20,000.00; Luminous Cross: $5,000.00:	$ 200,000.00
II-	Building: Civic Centre "CANADA": (C.C."C"):	$ 190,000.00
III-	Schools: 2 at $75,000.00 (50% of cost, or $150,000.00 paid by grant from Department of Public Instruction$:	$ 150,000.00
IV-	Building:"Pasteur" Industrial Centre:(C.I."P"): (Building $70,000.00; Equipment: $60,000.00	$ 130,000.00
V-	"Pax Aeterna" Cemetery; Funeral Chapel & Charnel:	20,000.00
	Total:	$ 690,000.00

2o Public Services:

I-	Roadways, Parks, Playgrounds, Landscaping, etc:	$ 150,000.00
II-	Sewerage and Drainage Systems:	$ 150,000.00
III-	Waterworks System: Filtration, Distribution and Fire Protection:	$ 100,000.00
IV-	Electricity and Telephone Systems:	$ 50,000.00
	Total:	$ 450,000.00
	Grand Total: Public Buildings and Services:	$1140,000.00

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FINANCIAL STATEMENTS.

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Financial Years.	1946-47 200 families	1947-48 400 families	1948-9 and subsequent. 500 families
1o- Receipts.	$ cts.	$ cts.	$ cts.
I-"C-R"G.S.:Rents: Gross receipts:	120,000.00	240,000.00	300,000.00
II-"R" C.G.C.: Sales: Gross receipts:	40,000.00 (20%)	80,000.00 (20%)	110,000.00 (22%)
III- S.H.P.C.: Contribution, 8 1/3% of cost of rent, or $50, per femily (average):	10,000.00	20,000.00	25,000.00
IV- S.E.I.:Contribution: 11 2/3% of cost of rent, or $70. per family (average):	14,000.00	28,000.00	35,000.00
V- T.C.: Transport: Gross receipts:	7,400.00	14,800.00	18,500.00
Total:	$191,400.00	382,800.00	$488,500.00
2o- Expenditure. (1st year 13 months).	$ cts.	$ cts.	$ cts.
I- "C-R" G.S.:			
(a) Salaries, general:	31,795.00	34,760.00	36,720.00
(b) Salaries: Repairs:	2,840.00	6,880.00	7,000.00
(c) Partial cost: Church service:	4,000.00	6,000.00	8,000.00
(d)Insurance: fire, etc:	3,500.00	7,000.00	8,000.00
(e) Materials, repairs, etc:	2,000.00	7,000.00	9,000.00
(f) Heating, & hot & cold water:	28,000.00	56,000.00	69,000.00
(g) Materials, general maintenance:	4,000.00	8,000.00	10,000.00
(h) General administration, reserve etc.:	1,500.00	2,000.00	3,000.00
II-"R"C.G.C.:			
(a) Salaries:(1st year: 13 months)	32,800.00	36,920.00	38,860.00
(b) Reserve, interest on capital family allowances,administration,etc:	4,000.00	8,000.00	10,000.00
III- S.H.M.P.C.:			
(a) Salaries:(1st year: 13 months):	16,875.00	19,660.00	19,780.00
(b) Remedies, Hospitalization,fees of consulting physicians:	3,000.00	4,000.00	5,220.00
IV- S.E.I.			
(a) Salaries: Brothers & Nuns:	15,000.00	25,000.00	30,000.00
(b) Schools:Administration and maintenance:	3,000.00	4,000.00	5,000.00
V- T.C.:			
(a) Salaries: Drivers: Autobus:	2,880.00	3,000.00	3,000.00
(b) Amortization autobusses,operating expenses, interest on capital, administration, reserve, insurance, etc:	4,520.00	11,800.00	15,500.00
Total:	158,710.00	240,020.00	$278,080.00
Amounts available for interest on Capital, (also for amortization, from May 1st, 1948):	32,690.00	142,780.00	$210,420.00
Grand total:	191,400.00	382,800.00	$488,500.00

Note: S.H.M.P.C. Means: Hygiene and Preventive and Curative Medical Services.- S.E.I. means: Education & Instruction Service.

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TABLE.		Percentages.	
Interest on Capital, at 3%, 4% & 5%; Bonds, Series A & B, and Social Shares, Class A, plus sundries: $500.00	$ 95,000.00	31.67	50%
Amortization of Capital:	$ 55,000.00	18.33	
Insurance: Fire, etc:	$ 8,000.00	2.66 %	8 %
Repairs: Homes:	$ 16,000.00	5.34%	
Heating & Hot and cold water:	$ 69,000.00	23%	23%
General Repairs & Maintenance:			
(a) Salaries & Wages: $36,000.00		12%	
(b) Materials, etc: $10,000.00		3.34%	
	57,000.00		19%
General Administration, reserve fund, etc: $ 3,000.00		1%	
Partial cost of Church service: $ 8,000.00		2.66%	
Total:	$300,000.00	100%	100%

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very low annual income, such subsidy representing in the U.S.A. an average of $75.00 per year, for 60 years, per family housed (1938-1941).

In our own case, to be able to house decently our families of Category A, and also B, so that the annual rent would not exceed 24% of their total annual income, we have lowered by $800.00 in our books the real cost of the 50 Homes of Category A, or by $40,000.00; and by $225.00 the 180 Homes of Category B, or by $40,500.00, making a total of $80,500.00.

To meet this, we have in our books increased by $300.00 the 260 Homes of Categories ~~XXXXXX~~ C, D, E, F and H, and by $250.00 the 10 Homes of Category G, this giving exactly the amount of $80,500.00 .

In other words, we have done no injustice to anybody in doing this to help those of our families who had less income but more children. As a matter of fact, by spot cash payments and by mass production of the Homes and Public Buildings and Services, the "C-R" Garden Suburb has made considerable savings, if compared to the building of each Home separately or individually. Therefore, in the distribution of these savings between the 500 families, we have given a larger share to the less fortunate families.

A Table on Page 309 gives the total minimum annual income of each of the 500 families, and also for each Category, as well as how it has been used since the end of the development period: 1o Rents: 24%; 2o Purchases in the Garden Suburb: 40%; 3o Purchases outside, including transportation and income-tax; 20%; 4o Education, Public Health and Medical Services: 4.8%; 5o Savings, including insurance and pension fund: 11.2%, making the total of 100%.

And lastly, we have prepared three Financial Tables, on Pages 310, 311 and 312, giving: 1o the annual interest and redemption of Series B Bonds, 5%: $150,000.00, from May 1st 1948 to November 1st 1956 (8½ yrs); 2o the annual interest and redemption of Series A Bonds, 3% : $2,700,000.00 from May 1st 1948 to November 1st 1966 (18½ yrs); and 3o a special Table giving the annual interest and redemption of these Series A , Bonds, in 14 years, May 1st 1948 to May 1st 1962, if the 500 copartnership Tenants subscribe and pay each year $50,000.00 of Class B ~~shares~~ Social shares out of their annual savings, an average of $100.00 per family, per year.

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Personnel and Salaries of the various Co-operatives.

1o- The "CHURCHILL-ROOSEVELT" Garden Suburb. (General Fund).

Sex	Category of families. A(1)+ family having an annual income inferior to $1500.00	Total annual income	Title or Function	Salary. 1st year Construction April 1st/45 to April 30th/46 (13 months)	2nd year 200 families. May 1st/46 to April 30th 1947	3rd year 400 families. May 1st /47 to April 30th 1948	4th year 500 families. May 1st 1948 to April 30th 1949
		$		$	$	$	$
M	H	5,000.	General Administrator (Special case)	^3,000.	3,000.	3,000.	3,000.
M	H	5,000.	General Secretary.- Town Clerk.- Legal adviser, etc.	^ 3,300.	3,600.	3,600.	4,000.
M	H	5,000.	Treasurer.-Manager C.P."D", etc.	^ 4,800.	5,000	5,000.	5,000.
M	A	1,800.	Chief Clerk.	^ 1,680.	1,800.	1,800	1,800
M	H	5,000.	Engineer.-Fire & Police Chief.	^ 4,800.	5,000.	5,000.	5,000.
M	D	3,000.	Forestry Engineer. Superintendent of Maintenance.	-------	^2,400.	2,600.	3,000.
M	A (1)	1,040.	Maintenance: Help	------	^1,040.	1,040.	1,040.
M	A (1)	1,040	~~Night watchman (o)~~ Maintenance: Help.	------	^1,040.	1,040.	1,040.
M	A (1)	1,040.	Maintenance: Help.	------	------	1,040.	1,040.
M	A (1)	1,040.	Maintenance: Help.	------	------	1,040.	1,040.
M	A (1)	1,040.	Maintenance: Help.	------	------	------	1,040.
M	A (1)	1,040.	Night watchman: Outside.	------	1,040.	1,040.	1, 040.
M	A (1)	1,040.	Night watchman: Outside.	------	------	1,040.	1,040.
M	A	1,560.	Chief: Water filtration Plant.	------	1,500.	1,560.	1,560.

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GENERAL FUND. (continued)

M	A (1)	1,040	As Assistant Water filtration Plant.	-----	1,040.	1,040.	1,040.
F	A (1)	900	Stenographer, for General Administrator.	840.	900.	900.	900.
F	A (1)	900.	Stenographer, for General Secretary, etc.	840.	900.	900.	900.
F	A (1)	900.	Stenographer, for Treasurer.	840.	900.	900.	900.
F	A (1)	900.	Stenographer, for Engineer.	840.	900.	900.	900.
F	A (1)	720.	Telephone operator, P.O.Clerk, etc.	------	600.	660.	720.
F	A (1)	720.	Telephone operator, P.O.Clerk, etc.	------	600.	660.	720.
M: 15 F: 6 21	H: 4 D: 1 A: 2 A(1) 14 21	$39,720. $39,720.	(Salaries, etc, for the 1st year are chargeable to capital, in anticipation or revenue: $25,000.00)	$20,940. to be added 13th month $1,465. etc	$31,260. to be added 13th month $535.	$34,760.	$36,720.

General Fund (Continued) (a) Repairs $16,000.00

M	A	1,560.	Painter.	-----	----	1,500.	1,560.
M	A	1,560.	Carpenter.	-----	------	1,500.	1,560.
M	A (1)	1,040.	Carpenter's Assistant.	-----	------	1,040.	1,040.
M	A	1,800.	Plumber-electrician.	-----	1,800.	1,800.	1,800.
M	A (1)	1,040.	Plumber-electrician's Assistant.	-----	1,040.	1,040.	1,040.
M: 5	A: 3 A(1): 2 5	$ 7,000.		-----	$ 2,840.	$ 6,880.	$7,000.

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General Fund (continued): (b) Contribution to partial cost of Church Service.

M:4			Annual sum of $8,000.00 paid to Church of Parish Committee, for the Honorarium of the Priest and his three Vicars, respectively: $2,400.00 and $1,200.00 for each Vicar, together with $2,000.00 for living expenses, etc.				
			2o- The "Rochdale" Consumers' General Co-operative.				
M	F	4,000.	Manager.	------	^ 3,600.	3,800.	4,000.
M	E	3,600.	Assistant Manager.	------	^ 3,000.	3,300.	3,600.
M	D	3,000.	Chief: "Pasteur" Industrial Centre. (Agriculturist-horticulturist).	------	^ 2,700.	3,000.	3,000.
F	A (1)	900.	Stenographer, for Manager & Asst Manager	-------	^ 780.	840.	900.
F	A (1)	1,200.	Chief: Ladies Clothes Department.	-------	1,020.	1,080.	1,200.
F	A (1)	900.	Assistant and Hair Dresser, Ladies Clothes Department.	-------	------	900Ø	900.
F	a (1)	600.	Clerk: (female)	-------	------	600.	600.
F	A (1)	600.	Clerk: (female)	-------	------	-----	600.
M	A	1,560.	Barber	-------	^ 1,440.	1,500.	1,560.
M	A (1)	1,040.	Night watchman: Inside.	-------	^ 1,040.	1,040.	1,040.
M	A	1,560.	Clerk (man)	-------	^ 1,500.	1,560.	1,560.
F.	A (1)	600.	Clerk: (female).	-------	^ 600.	600.	600.
F	A (1)	600.	Clerk: (female).	--------	^ 600.	600.	600.
F	A (1)	600.	Clerk: (female).	-------	-----	600.	600.
F	A (1)	600.	Clerk: (female).	-------	------	600.	600.
F	A (1)	600.	Clerk: (female).	-------	------	-------	600.
M	A (I)	1,040.	Delivery clerk	-------	^1.040	1,040	1,040.

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2o- The "Rochdale" Consumers' General Co-operative. (continued)

M	A (1)	1,040.	Delivery Clerk.	-------	^ 1,040.	1,040.	1,040.
M	A (1)	1,040.	Clerk: Gasoline station.	-------	^ 1,040.	1,040.	1,040.
M	A (1)	780.	Assistant: Gasoline Station.	-------	-------	780.	780.
M	A	1,560.	Butcher.	-------	? 1,500.	1,560.	1,560.
M	A (1)	1,040.	Assistant Butcher.	-------	960.	1,040.	1,040.
M	A	1,560.	Baker.	-------	^ 1,500.	1,560.	1,560.
M	A (1)	1,040.	Assistant Baker.	-------	960.	1,040.	1,040.
M	A (1)	1,560.	Laundryman.	-------	^ 1,500.	1,560.	1,560.
M	A (1)	1,040.	Assistant Laundryman.	-------	960.	1,040.	1,040.
F	A (1)	520.	Laundry Help (female).	-------	520.	520.	520.
F	A (1)	520.	Laundry Help (female).	-------	520.	520.	520.
F	A (1)	520.	Laundry Help (female).	-------	520.	520.	520.
F	A (1)	520.	Laundry Help (female).	-------	------	520.	520.
F	A (1)	520.	Laundry Help (female).	-------	------	520.	520.
M	A	1,560.	Chief: Milk Pasteurisation Plant.	-------	^ 1,500.	1,560.	1,560.
M	A (1)	1,040.	Assistant: Milk Pasteurisation Plant.	-------	960.	1,040.	1,040.
M:18 F 15 33	F: 1 E: 1 D: 1 A: 24 A(1) 6 33	$38,860.		-------	$30,800. ^ to be added for 13th month etc: $ 2,000.	$36,920.	$38,860.

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3o- Hygiene & Preventive and Curative Medical Services ($ 25,000.00 a year).

M	H	5,000.	Public Health Physician.	-------	^4,800.	5,000.	5,000.
M	H	5,000.	Families Physician.	-------	4,800.	5,000.	5,000.
M	G	4,500.	Dentist (Part time).	-------	1,500.	1,500.	1,500.
F	A: Special.	1,500.	Public Health Nurse.	-------	^ 1,440.	1,500.	1,500.
F	A: Special.	1,500.	Public Health Nurse.	-------	-------	1,440.	1,500.
F	A(1):Special	1,380.	Bedside Nurse.	-------	1,320.	1,380.	1,380.
F	A(1):Special	1,380.	Bedside Nurse.	-------	-------	1,320.	1,380.
F	A (1)	1,200.	Thchnician & Stenographer.	-------	^ 1,140.	1,200.	1,200.
F	A(1):Special	1,320.	Directress: Social Service.	-------	1,260.	1,320.	1,320.
M: 3 F: 6 9	H: 2 G: 1 A (1): 1 A(Special): 2 A(1) " 3 9	$22,780.	----------	-------	$16,260. ^to be added for 13th month $ 615.	$19,660.	$19,780.
Special M: 30 F: 30 60	Special A: 2 A(1): 58 60	3o- (a) Education & Instruction Service. $35,000.00 a year: $30,000.00 for Salaires of Brothers and Nuns and $5,000.00 for maintenance, etc.					

4o- Co-operative Transport. (T.C.)

M	A	1,500	Driver, Private Autobus.	--------	^ 1,440.	1,500.	1,500.
M	A	1,500.	Driver, Private Autobus.	--------	1,440.	1,500.	1,500.
M: 2	A: 2	$ 3,000.	----------	(for 13th month)	$^ 120. $ 2,880.	$ 3,000	$ 3,000.

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Detailed cost of Homes and Public Buildings and Services.

CATEGORY	A	B	C	D	E	F	G	H	TOTAL.
Real cost of Homes. (a)	$ 2,840.	$ 2,945.	$ 3,100.	$ 3,780.	$ 4,460.	$ 5,140.	$ 5,870.	$ 6,500.	--------
Number of Homes:	50	180	120	76	40	18	10	6	500
(a) Total:	142,000.	530,100.	372,000.	287,280.	178,400.	92,520.	58,700.	39,000.	$1,700,000.(a)
(b) Cost of Homes, as entered in the Society's books.	2,040.	2,720.	3,400.	4,080.	4,760.	5,440.	6,120.	6,800.	--------
Number of Homes:	50	180	120	76	40	18	10	6	500
(b) Total:	102,000.	489,600.	408,000	310,080.	190,400.	97,920.	61,200.	40,800.	$1,700,000.(b)
(c) Total cost of land:	120.	160.	200.	240.	280.	320.	360.	400.	---------
Number of lots:	50	180.	120	76	40	18	10	6	500.
(c) Total:	6,000.	28800.	24,000.	18,240.	11,200.	5,760.	3,600.	2,400.	$ 100,000. (c)
(d) Partial interest on Capital during development; Town Planners, Architects and Engineers' fees:	72. 50 3,600.	95. 180. 17,280	120. 120 14,400	144. 76 10,944	168. 40 6,720.	192. 18 3,456.	216. 10 2,160.	240. 6 1,440	60,000 (d)
(e) Cost of Public Buildings & Services.	1368. 50 68,400.	1,824. 180 328,320.	2,280. 120 273,600.	2,736. 76 207,936.	3.192. 40 127,680.	3,648. 18 65,664.	4,104. 10 41,040.	4,560. 6 27,360.	$ 1,140,000 (e)
(b)-(c)-(d) and (e): Grand Total:	3,600. 50 $180,000.	4,800. 180 $864,000.	6,000. 120 $720,000.	7.200. 76 $547,200.	8,400. 40 $336,000.	9,600. 18 $172,800.	10,800 10 $108,000	12,000. 6 $ 72,000.	(b)-(c)-(d)-(e) $3,000,000.

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Annual Budgets of Families: Revenue & Expenditure.

Total annual minimum income of each Category of Families.

	A	B	C	D	E	F	G	H	Total expenditure for the 500 families.
Expenditure:	$1,500.	$2,000.	$ 2,500	$ 3,000.	$ 3,500.	$ 4,000.	$ 4,500.	$ 5,000.	
	%								
Rent:	24	360.	480.	600	720.	840.	960.	1,080.	1,200.	$ 300,000.
Purchases from the "R" C.G.C. (including electricity AND telephone).	40	600.	800.	1,000.	1,200	1,400	1,600.	1,800.	2,000.	500,000.
Purchases outside the "C-R" G.S.	20	300.	400.	500.	600.	700.	800.	900.	1,000.	250,000.
Contribution to the Health, Medical, Education & Instruction services:	4.8	72.	96.	120.	144.	168.	192.	216.	240.	60,000.
SAVINGS: Including Insurance premiums and Pension Funds:	11.2	168.	224.	280.	336.	392.	448.	504.	560.	140,000.
Total:-	100	1,500.	$ 2,000.	$ 2,500.	$ 3,000.	$ 3,500.	$ 4,000.	$ 4,500.	$ 5,000.	
Number of Families per Category:	%	50	180	120	76	40	18	10	6	
Total annual income per Category.	100	$ 75,000.	$360.000.	$300,000.	$228,000.	$140,000.	$ 72,000.	$ 45,000.	$ 30,000.	$ 1,250,000.
	%									

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TABLE NO: I.

Showing half-yearly interest and amortization of 5% Bonds, Series B, of the "C-R" Garden Suburb, from May 1st 1948 to November 1st 1956: 1500 Bonds of $100.00 each: $150,000.00 (Annual interest: $7500.00; Annual amortization: $15,000.00)

Year.- Date (	Capital to be redeemed $ cts.	Half-yearly interest $ cts	Available for redemption. $ cts.	Number of Bonds retired	Cash Balance. $cts.
1948-1st Nov.	$ 150,000.00	3750.00	7500.00	75	0.00
1949-1st May	142,500.00	3562.50	7,687.50	76	87.50
1949-1st Nov.	134,812.50	3370.31	7,879.69	79	67.19
1950-1st May	126,932.81	3173.32	8,076.68	81	43.87
1950-1st Nov.	118,856.13	2971.40	8,278.60	83	22.47
1951-1st May	110,577.53	2764.44	8,485.56	85	8.03
1951-1st Nov.	102,091.97	2552.30	8,697.70	87	5.73
1952-1st May	93,394.27	2334.86	8,915.14	89	20.87
1952-1st Nov.	84,479.13	2111.98	9,138.02	91	58.89
1953-1st May	75,341.11	1883.53	9,366.47	94	25.36
1953-1st Nov.	65,974.64	1649.37	9,600.63	96	25.99
1954-1st May	56,374.01	1409.35	9,840.65	98	66.64
1954-1st Nov.	46,533.36	1163.33	10,086.67	101	53.31
1955-1st May	36,446.69	911.17	10,338.83	103	92.14
1955-1st Nov.	26,107.86	652.70	10,597.30	106	89.44
1956-1st May	15,510.56	387.76	10,862.24	109	51.68
1956-1st Nov.	4,648.32	116.20	4,648.32	47	0.00
8½ years,plus Balance:	---------	$34,764.52	150,000.00	1500	----

Balance: $ 6,485.48.

N.B. On November 1st 1956, a cash Balance of over $6,000.00 is left, available for redemption of 3% Bonds, Series A, plus additional half-yearly sums of $7,500.00 and $3,750.00, from May 1st 1957, or a total annual sum of $22,500.00

Capital: $ 150,000.00
Interest: $ 34,764.52
Balance: $ 6,485.48

Total: $ 191,250.00

17 half-yearly instalments of $ 7,500.00 : $ 127,500.00
17 half-yearly instalments of $ 3,750.00 : $ 63,750.00

Total: $ 191,250.00

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TABLE No: 2.

Showing half-yearly interest and amortization of 27,000 Bonds, 3%, Series A, of the "C-R" Garden Suburb, from May 1st 1948 to Nov. 1st 1966. 27,000 Bonds of $100.00 each: $2,700,000.00.- Annual interest:$81,000.00; Annual amortization: $100,000.00.- To be added, from Nov. 1st, 1956: $6,000.00, being Balance available from redemption of Series B Bonds.- To be added also, from May 1st 1957: $7,500.00 and $15,000.00 or $22,500.00 annually, available after complete redemption of Series B Bonds.

Year - Date. (	Capital to be redeemed. $ cts.	Half-yearly interest $ cts.	Available for redemption.- $ cts.	Number of Bonds retired	$ ct$ Cash Balance available	
1948-1st Nov.	2,700,000.00	40,500.00	50,000.00	500	0.00	
1949-1st May	2,650,000.00	39,750.00	50,750.00	507	50.00	
1949-1st Nov.	2,599,250.00	38,988.75	51,511.25	515	61.25	
1950-1st May	2,547,738.75	38,216.08	52,283.92	523	45,17	
1950-1st Nov.	2,495,454.83	37,431.82	53,068.18	531	13.35	
1951-1st May	2,442,386.65	36,635.80	53,864.20	538	77.55	
1951-1st Nov.	2,388,522.45	35,827.84	54,672.16	547	49.71	
1952-1st May	2,333,850.29	35,007.75	55,492.25	555	41.96	
1952-1st Nov.	2,278,358.04	34,175.37	56,324.63	563	66.59	
1953-1st May	2,222,033.41	33,330.50	57,169.50	572	36.09	
1953-1st Nov.	2,164,863.91	32,472.96	58,027.04	580	63.13	
1954-1st May	2,106,836.87	31,602.55	58,897.45	589	60.58	
1954-1st Nov.	2,047,939.42	30,719.09	59,780.91	598	41.49	
1955-1st May	1,988,158.51	29,822.38	60,677.62	607	19.11	
1955-1st Nov.	1,927,480.89	28,912.21	61,587.79	616	6.90	
1956-1st May	1,865,893.10	27,988.40	62,511.60	625	18.50	
1956-1st Nov.	1,803,381.50	27,050.72	69,449.28	694	67.78	(1)
1957-1st May	1,733,932.22	26,008.98	75,741.02	758	8.80	(2)
1957 -1st Nov.	1,658,191.20	24,872.87	76,877.13	768	85,93	"
1958-1st May	1,581,314.07	23,719.71	78,030.29	781	16.22	"
1958-1st Nov.	1,503,283.78	22,549.26	79,200.74	792	16.96	"
1959-1st May	1,424,083.04	21,361.25	80,388.75	804	5.71	"
1959-1st Nov.	1,343,694.29	20,155.41	81,594.59	816	0.30	"
1960-1st May	1,262,099.70	18,931.50	82,818.50	828	18.80	"
1960-1st Nov.	1,179,281.20	17,689.22	84,060.78	840	79.58	"
1961-1st May	1,095,220.42	16,428.31	85,321.69	854	1.27	"
1961-1st Nov.	1,009,898.73	15,148.48	86,601.52	866	2.79	"
1962-1st May	923,297.21	13,849.46	87,900.54	879	3.33	"
1962-1st Nov.	835,396.67	12,530.95	89,219.05	892	22.38	"
1963-1st May	746,177.62	11,192.66	90,557.34	905	79.72	)"
1963-1st Nov.	655,620.28	9,834.30	91,915.70	919	95.42	"
1964-1st May	563,704.58	8,455,57	93,294.43	933	89.85	"
1964-1st Nov.	470,410.15	7,056.15	94,693.85	947	83.70	"
1965-1st May	375,716.30	5,635.74	96,114.26	961	97.96	"
1965-1st Nov.	279,602.04	4,194.03	97,555,97	976	53.91	"
1966-1st May	182,046.07	2,730.69	99.019.31	990	73.24	"
1966-1st Nov.	83.026.76	1,245.40	83,026.76	831	0.00	"
18½ years plus balance.	------	$ 862,022.16	$2,700,000.00	27,000	---	

Balance: $ 17,477.84 Nov. 1st 1966: To be placed in Special Fund for the Replacement of Homes and Public Buildings & Services.

(1) Plus: $6000.00
(2) Plus: 3750.00
and 7500.00
or $11,250.00 half-yearly.

Capital:	37 half-yearly	Instalments of $50,000.00:	$1,850,000.00
Interest:	37 half-yearly	Instalments of $40,500.00:	$1,498.500.00
Balance:	1	Instalment of 6,000.00:	$ 6,000.00
Available:	20 "	" Instalments of 11,250.00:	225,000.00
		Total:	$3,579,500.00

Capital redeemed:	$ 2,700,000.00
Interest paid:	$ 862,022.16
Available Balance:	$ 17,477.84
Total:	$ 3,579,500.00

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Table No: 3 (special).

Showing half-yearly interest and amortization of 27,000 Bonds, 3%, Series A, of the "C-R" Garden Suburb, from May 1st 1948 to May 1st, 1962 (14 years).- 27,000 Bonds: of $100.00 each: $2,700,000.00.- Annual interest: $81,000.00: Annual amortization: $100,000.00- To be added an annual sum of $50,000.00, from Social Shares, Class B, of $10.00 each, subscribed and paid up by the 500 families (average : $100.00 per family, per year.), out of their annual savings, to further speed up the complete payment of their Homes.- In addition, $6,000.00 on Nov.1st 1956, being Balance from redemption of Series B Bonds.- Plus, annually, from May 1st 1957: $7,500.00 and $15,000.00, or $22,500.00, available after complete redemption of Series B, Bonds.

Year. Date	Capital to be redeemed $ cts.	Half-yearly interest. $ cts.	Available for redemption.- $ cts.	Number of Bonds retired	$ cts Cash Balance available.	
1948-1st Nov.	2,700,000.00	40,500.00	75,000.00	750	0.00	
1949-1st May	2,625,000.00	39,375.00	76,125.00	761	25.00	
1949-1st Nov.	2,548,875.00	38,233.13	77,266.87	772	91.87	
1950-1st May	2,471,608.13	37,074.12	78,425.88	785	17.75	
1950-1st Nov.	2,393,182.25	35,897.73	79,602.27	796	20.02	
1951-1st May	2,313,579.98	34,703.70	80,796.30	808	16.32	
1951-1st Nov.	2,232,783.68	33,491.76	82,008.24	820	24.56	
1952-1st May	2,150,775.44	32,261.13	83,238.87	832	63.43	
1952-1st Nov.	2,067,536.57	31,013.05	84,486.95	845	50.38	
1953-1st May.	1,983,049.62	29,745.74	85,754.26	858	4.64	
1953-1st Nov.	1,897,295.36	28,459.43	87,040.57	870	45.21	
1954-1st May	1,810,254.79	27,153.82	88,346.18	883	91.39	
1954-1st Nov.	1, 721908.61	25,828.63	89,671.37	897	62.76	
1955-1st May	1,632,237.24	24,483.56	91,016.44	910	79.20	
1955-1st Nov.	1,541,220.80	23,118.31	92,381.69	924	60.89	
1956-1st May	1,448,839.11	21,732.59	93,767.41	938	28.30	
1956-1st Nov.	1,355,071.70	20,326.08	101,173.92	1012	2.22	(1)
1957-1st May	1,253.897.78	18,808.47	107,941.53	1079	43.75	(2)
1957-1st Nov.	1,145,956.25	17,189.34	109,560.66	1096	4.41	"
1958-1st May	1,036,395.59	15,545.93	111,204.07	1112	8.48	"
1958-1st Nov.	925,191.52	13,877.87	112,872.13	1128	80.61	"
1959-1st May	812,319.39	12,184.79	114,565.21	1146	45.82	"
1959-1st Nov.	697,754.19	10,466.31	116,283.69	1163	29.51	"
1960-1st May	581,470.49	8,722.06	118,027.94	1180	57.45	"
1960-1st Nov.	463,442.55	6,951.64	119,798.36	1198	55.81	"
1961-1st May	343,644.19	5,154.66	121,595.34	1216	51.15	"
1961-1st Nov.	222,048.85	3,330.73	123,419.27	1234	70.42	"
1962-1st May	98,629.58	1,479.44	98,629.58	987	0.00	"
14 years, plus balance	------	$ 637,109.02	$2,700,000.00	27,000	---	

Balance: $26,640.98 on May 1st 1962.- To be placed in Special Fund for Replacement of Homes and Public Building & Services.

(1) Plus: $6,000.00
(2) Plus: $3,750.00
and $7,500.00
or $ 11,250.00 Half-yearly.

Capital: 28 half-yearly	Instalments of	$75,000.00 :	$2,100,000.00
Interest: 28 " "	Instalments of	$40,500.00 :	$1,134,000.00
Balance 1	Instalments of	$ 6,000.00 :	$ 6,000.00
Available II " "	Instalments of	$11,250.00 :	$ 123,750.00
		Total:	$3,363,750.00

Capital redeemed:	$ 2,700,000.00
Interest paid:	$ 637,109.02
Balance available:	$ 26,640.98
Total:	$ 3,363,750.00

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C230740

Extract from the Quebec Official Gazette, June 30th 1945.

"La Banlieue-Jardin "Churchill-Roosevelt" Incorporée"
"The "Churchill-Roosevelt" Garden Suburbs Incorporated"

Avis est donné qu'en vertu de la première partie de la Loi des compagnies de Québec il a été accordé par le Lieutenant-gouverneur de la procince de Québec des lettres patentes, en date du vingt-sixième jour de juin 1945, constituant en corporation: L'Hon. Juge Noël Belleau, Juge de la Cour Supérieure, de Québec, Valmore-A. de Billy, avocat, de Lévis, Sylvio Brassard, architecte, de Québec, J.-Antonio Grenier, avocat, de Québec, Matthew R. Kane, Vice président Price Brothers, de Québec, Émile Nadeau, médecin hygiéniste, de Québec, René Nadeau, avocat de Québec, A.-Benjamin Normandin, I. C., Vice-Président, Régie Services Publics, Québec, Hon. Albert Sévigny, C. P., Juge en Chef Cour Supérieure, de Québec, Hon. Cyrille Vaillancourt, Sénateur, de Lévis, Charles Vézina, M.D., Doyen, Faculté de Médecine, Nniv. Laval, Québec, tous du district de Québec, province de Québec, dans les buts suivants:

1° Développer, près de Québec, une Banlieue-Jardin modèle pour environ 500 familles nombreuses, conformément aux règles de l'Urbanisme, sous la Loi Nationale du logement (1944 — 8 George VI, chap. 46) et sous la Loi provinciale (1944) pour encourager la construction de maisons d'habitation;

2° Acquérir à cette fin tous les terrains nécessaires et procéder à leur développement rationnel en les divisant en zones domiciliaires, commerciale, industrielle, récréatives, suivant des plans approuvés, préparés par des urbanistes, architectes, ingénieurs et autres experts dont les services seront retenus dans ce but, ainsi que pour la préparation des plans et devis des services et édifices publics nécessaires: aqueduc, égout, drainage, services d'électricité, de téléphone, de chauffage, d'eau chaude domestique, centres récréatifs, éducatifs, industriels;

3° Entreprendre elle-même ou par l'entremise de contracteurs généraux et spéciaux, la construction des Foyers de ses futurs copropriétaires-locataires, ainsi que le développement complet des lots à bâtir; construire de même tous les services et édifices publics nécessaires, avec les voies de communications requises; Boulevard, Avenues, Rues de service;

4° Acheter directement des producteurs, lorsque possible, tous les matériaux et autres articles requis pour les travaux indiqués ci-dessus;

5° Sous la Loi des syndicats coopératifs de la Province de Québec, organiser pour ses copropriétaires-locataires et autres résidents une coopérative générale de consommation: La Coopérative Générale de consommation "Rochdale" (C.G.C."R"), dans le but de leur fournir au meilleur compte possible tous les articles de première nécessité et autres, sur une base coopérative;

6° Sous la même Loi, organiser pour ses copropriétaires-locataires et autres résidents, une coopérative d'épargne et de crédit: La Caisse Populaire "Desjardins" (C.P."D");

7° De même, organiser pour les copropriétaires-locataires et autres résidents qui désireront en faire partie, une coopérative de transport qui sera désignée sous le nom de: Transport Coopératif (T.C.).

8° Établir un centre récréatif, des terrains de jeux, piscines de natation, bibliothèque, musée, société d'horticulture, et faire en général tous les actes nécessaires pour assurer le bien-être physique, moral, intellectuel, social et économique de ses copropriétaires-locataires et autres résidents;

9s Le capital de la Corporation sera de $ $99,900.00 divisé comme suit:

a) 5,000 actions de priorité, de $10.00 chacune, Classe A; $50,000.00;

b) 4,850 actions de priorité, de $10.00 chacune, Classe B: $48,500.00;

c) 1,400 actions ordinaires, de $1.00 chacune: $1,400.00;

Le siège social de la compagnie sera à Québec, dans le district de Québec.

Daté du bureau du procureur généèal, le vingt-sixième jour de juin 1945.

L'Assistant-procureur général, supp.
9818-o P. FRENETTE.

"La Banlieue-Jardin "Churchill-Roosevelt" Incorporée"
"The "Churchill-Roosevelt" Garden Suburbs Incorporated"

Notice is hereby given that under Part I of the Quebec Companies' Act, letters patent have been issued by the Lieutenant-Governor of the Province of Quebec, bearing date the twenty-sixth day of June, 1945, incorporating: Hon. Justice Noël Belleau, judge of the Superior Court, of Quebec, Valnore-A. de Billy, advocate, of Levis, Sylvio Brassard, architect, of Quebec, J. Antonio Grenier, advocate, of Quebec, Matthew R. Kane, vice-president Price Brothers, of Quebec, Émile Nadeau, physician, haygienist, of Quebec, René Nadeau, advocate, of Quebec, A.-Benjamin Normandin C. E. vice-president, Public Service Board, Quebec, Hon. Albert Sévigny C.P. Chief Justice of the Superior Court, of Quebec, Hon. Cyrille Vaillancourt, senator, of Levis, Charles Vézena M.D. dean of the Medical Faculty, Laval Univ., Quebec, all of the district of Quebec, Province of Quebec, for the following purposes:

1o To develop, near Quebec City, a model Garden Suburbs, for about 500 large families, under Town Planning principles, in accordance with the National Housing Act (1944) 8 George VI, chapter 46, and under the Quebec Provincial Act (1944) to encourage the construction of Dwelling Houses;

2o To acaquire, for that purpose, all the necessary land and have it developed properly into special zones: residential, commercial, industrial, recreational, according to approved plans prepared by Town Planners, Architects, Engineers and other experts whose services shall be required for that purpose, as well as for the preparation of plans and specifications for the necessary Public Buildings and Services:—Waterworks, sewerage and drainage systems, electricity, telephone, heating and domestic hot water systems, recreational, educational and industrial Centres;

3o To undertake directly, or through general and special contractors, the building of Homes for its future copartnership Tenants, as well as the complete development of its building lots, and also the building of the necessary Public Buildings and Services, together with the roads required: Boulevards, Avenues, service streets;

4o To buy directly from producers whenever possible, all the materials and other necessary articles for the above named works;

5o Under the Cooperatives Syndicates Act of the Province of Quebec, to organize for its copartnership Tenants and other residents a general consumers' cooperative: The "Rochdale" Consumers' General Cooperative ("R C.G.C.) for the purpose of supplying them at the lowest possible price, with all the commodities of life, upon a cooperative basis;

6o Under the same Act, to organize for its copartnership Tenants and other residents, a credit Union: The Caisse Populaire "Desjardins" (C.P. "D").

7o Also, to organize for its copartnership Tenants and other residents wishing to join, a Transport cooperative to be known under the name of "Le Transport Coopératif" (T.C.).

8o To organize a recreational Centre, playgrounds, a swimming pool, a library, a museum, an horticultural Society, and generally to promote any undertaking for the physical, moral, intellectual, social and economical welfare of its copartnership Tenants and other residents;

9o The capital of the Corporation is to be $99,900.00 divided as follows:

a) 5,000 preferred shares, Class A, of $10.00 each: $50,000.00

b) 4,850 preferred shares, Class B, of $10.00 each: $48,500.00

c) 1,400 ordinary shares, of $1.00 each: $1,400.00

The head office of the company will be at Quebec in the district of Quebc.

Dated at the office of the Attorney General, this twenty-sixth day of June, 1945.

L. FRENETTE,
9118-o Assistant Deputy Attorney General.

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C230741

March 24th, 1947

MEMORANDUM FOR THE PRIME MINISTER:

Professor Arnold Toynbee will be in Ottawa on Wednesday, April 9th, to speak to the Ottawa Branch of the Canadian Institute of International Affairs. He was in charge of the Foreign Office Research Department during the war but has now returned to Chatham House. He is now working on the last three volumes of his "Study of History". The first six volumes were published before the war. A one-volume summary of the six volumes has just been published by the Oxford University Press. Mr. Toynbee, I also understand, is taking up again the writing of his annual surveys of international affairs.

From the way in which, within less than ten years of publication, Toynbee's "Study of History" is permeating the thinking of the Western world, it would now look as if Toynbee may rank as one of the great intellectual influences of the first half of the twentieth century.

I know that Toynbee would have appreciated very much having a talk with you while here, but I will explain to him that you have left Ottawa for a few days. Possibly Mr. St. Laurent (to whom I am sending a copy of this memorandum) may be able to see him.

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R/US-UK/EC

C230742

MEMORANDUM FOR THE PRIME MINISTER -

The attached three telegrams from the Secretary of State for Dominion Affairs, which came in yesterday, set forth the desire of the United Kingdom Government to discuss trade policy with the United States as soon as the "Trade Agreements Act" is extended by Congress. The United Kingdom consider a prior exchange of views with Dominion Governments would be highly desirable and suggest for this purpose an informal meeting of officials of the various Dominions and the United Kingdom, in London, the third week in May, for a general exchange of views on an exploratory and non-committal basis.

Copies of the telegrams are being sent to Finance and Trade and Commerce with a short covering letter asking for their views. It seems highly improbable in any event that it will be found practicable for a meeting to be convened in London on three weeks' notice to discuss so important a matter, particularly when countries so far away as Australia and India would doubtless wish to send special representatives.

April 24th, 1943.

WLM

Copies filed in UK/S
PWT
Log book

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TELEGRAM

C230743

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

IMPORTANT

SECRET

CYPHER

CIRCULAR D. 234

LONDON, April 22nd, 1943.

Circular D. 234. Secret. As you know it is expected that Food Conference in United States will form part of a general programme of separate but inter-related discussions covering in pursuance of Article 7 of the Mutual Aid Agreement the whole field of post-war monetary and economic policy. We feel, therefore, that we must be prepared for very early conversations with the United States in regard to other subjects in the programme and in particular in regard to post-war commercial policy.

2. Lord Halifax has recommended that so far as commercial policy is concerned, our best course would be to make a very early approach to the State Department on the official level with a view to testing their reactions. He would propose, in conjunction with such an approach, to speak himself to Mr. Hull with a view to paving the way for an exchange of ideas, and he feels that the appropriate moment for such an initiative would be immediately after Congress has passed the Bill to renew the Trade Agreements Act i.e. probably at the end of May at the latest.

3. We concur generally in Lord Halifax's view that we should take the initiative in this matter, and after careful consideration of the lines on which a preliminary and exploratory approach might best be made, we are sending him a draft aide memoire which, subject to what follows, we suggest

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TELEGRAM

C230744

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

he should hand to Mr. Hull when the time comes. Texts of draft aide memoire and of supplementary instructions indicating line on which he might speak to Mr. Hull are contained in two immediately following telegrams.

4. At the same time it has been explained to Lord Halifax that we are most anxious, unless our hands are unavoidably forced, that the subject should not (not) be broached in any way with the United States until there has been opportunity for an exchange of views with Dominion Governments. He has been told that we are approaching you immediately with a view to arranging for such an exchange of views and that in the meantime he is to take no action on the draft aide memoire or to open the subject in any way without further instructions from us.

5. We feel that the best and most expeditious procedure for such an exchange of views which must necessarily at this stage be of an entirely preliminary and non-committal character, would be through the holding, as early as possible, of an informal conference on the official and expert level similar to that which took place last autumn on the clearing union and buffer stock plans. Such a conference would, we feel, have great value in enabling our experts

(a) To explain more fully than can be done by telegram the general background as seen here, the main issues likely to arise and the way in which our thoughts are turning on these issues;

(b) To exchange ideas with Dominion representatives in regard to those aspects of broad policy to which individual

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TELEGRAM

C230745

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

Dominion Governments are likely to attach special importance without at this stage going into matters of detail;

(c) To obtain the benefit of such constructive suggestions as Dominion representatives may, on their part, be able to put forward either in regard to the preliminary approach to the United States or to subsequent procedure.

6. We hope that Dominion Governments will share our view that such a joint meeting of experts on a purely informal exploratory and non-committal basis would be very valuable at this stage. In view of the possibility that matters may now develop rapidly in the United States we are most anxious that such a meeting should be held at the earliest possible date. We should be most grateful, therefore, for very early intimation whether Dominion Governments would be prepared to send experts to London to take part in discussions here which we suggest should open in say the third week of May.

7. A telegram on similar lines is being sent to the Government of India.

SECRETARY OF STATE FOR DOMINION AFFAIRS

Rec'd 10:08 p.m.

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TELEGRAM

C230746

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

IMPORTANT

SECRET

LONDON, April 22nd, 1943.

CYPHER

CIRCULAR D. 235

Circular D. 235. Secret. My immediately preceding telegram. Following is text of draft aide memoire, Begins:

As has been stated on many occasions His Majesty's Government favours a commercial policy designed to promote general economic expansion and joint action directed towards the removal of the obstacles to international trade. While during the transitional period immediately after the war when we are seeking to restore our balance of trade we may have to retain some special measures of control, we hope that we and other countries will be able to emerge from this stage without undue delay. It is with this in mind and as a contribution to the conversations to which we are committed under Article Vll of the Mutual Aid Agreement that His Majesty's Government submits for consideration the following points which form a practical approach to this problem and which might prove suitable for discussion among the United Nations.

(1) An international commercial policy capable of helping towards the solution of the post-war economic and political problems would have to be accompanied by some form of multi-lateral financial clearing and the adopting of a system which allows and encourages an expansive world economy.

(11) The policy should also be based on the assumption of the multi-lateral commercial agreement embracing as many

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TELEGRAM

C230747

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

countries as possible. As Great Britain is compelled to rely on imports for a large proportion of its food and raw materials some modus for exporting an equivalent amount is absolutely essential. Mere bi-lateral agreements, however, advantageous, cannot meet the situation, whereas a multi-lateral agreement laying down certain principles for the freer exchange of commodities can be of great benefit.

(111) The United Kingdom, both by tradition and by experience, regards an increased freedom of trade as particularly in her interest. We shall join in any movement to secure it, and when it comes down to practice we should have every motive to encourage it both from our own point of view and on account of the general international benefit. Our sympathy is entirely with those who are seeking to remove barriers to trade. Any qualifications we may have to make will be due to the special difficulties of the immediate post-war period and the present uncertainty as to what will in fact lie within our power and that of other countries.

(1V) We would accept a moderate ceiling for tariffs for incorporation in a multi-lateral agreement.

(V) We should be prepared to make all our arrangements, including particularly quantitative restriction of imports, on a basis of mutual non-discrimination. Preferences which we do not regard as discriminatory in a strict sense of the word are dealt with below.

(V1) Quite apart from our own position a general plan should leave room for special arrangements within political

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TELEGRAM

C230748

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

and geographical groups since these are likely to be asked for and could be properly conceded in many cases. As part of a comprehensive scheme for the betterment of the trade of the world as a whole, we should be prepared to play our full part in any general scheme for reducing preferences.

(Vll) We consider that the quantitative regulation of imports should not ordinarily be employed for the primary purpose of protecting home industries but rather regarded as a mechanism appropriate and useful for special purposes including among others, the safeguarding of a country's balance of payments and for implementing approved international commodity agreements and on security grounds. We should be prepared to agree from the outset that such regulations should be on a non-discriminatory basis. In so far as quantitative regulation is used for safeguarding a country's balance of payments, we suggest that common agreement might be reached concerning a more or less automatic and objective test of the conditions under which such action should be permissible. For example, it might be found that the statistics resulting from the creation of an international monetary authority could be used for this purpose.

(Vlll) We should be prepared to agree to measures designed to prevent export subsidies.

(lX) Room should be left for State trading but it would be desirable that it should be conducted in accordance with

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From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

a code to be agreed.

(X) We believe that these points could best be covered by the formulation of a general commercial code to which all countries would be invited to subscribe. Ends.

SECRETARY OF STATE FOR DOMINION AFFAIRS.

Rec'd. 12:16 a.m.

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C230750

TELEGRAM

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

IMPORTANT

SECRET

CYPHER

CIRCULAR D. 236

LONDON, April 22nd, 1943.

Circular D. 236. Secret. My immediately preceding telegram. Following is text of supplementary instructions to His Majesty's Ambassador at Washington indicating line on which he might speak to Mr. Hull when the time comes, Begins:

When you are authorised to communicate to Mr. Hull the aide-memoire in my immediately preceding telegram you should make the following points orally:-

(a) The recommendations contained in the aide-memoire are submitted tentatively as a possible basis of informal exploratory and entirely non-committal discussions between experts in the same way as has been done in the cases of the Stabilization Fund and Clearing Union.

(b) As is clear from the text of Article VII of the Mutual Aid Agreement all the matters mentioned therein are closely inter-related and plans for their eventual regulations must be inter-locking. Thus the question of commercial policy cannot be treated in isolation: it must be treated as an integral part of broader international economic policy, including inter-alia plans for regulating international financial relations, stabilising the markets for primary products and facilitating the flow of long-term international investment.

(c) Indeed, as there can be no economic security without politico-strategic security, the financial and economic plans

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TELEGRAM

C230751

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

for a better world must ultimately be linked with political and strategical plans. That better order can only come to pass if economic, political and strategical elements contribute to form a coherent whole.

The features of the plan suggested in the aide-memoire must accordingly be judged against this larger background.

(d) The plan has been drawn up in the light of what we conceive to be the needs and sentiments of others. For instance, general views expressed to us by the Refugee Governments in London on the subject of post-war commercial policy have been taken into account. An attempt has been made to strike a balance between what we think would suit us, what we know of other peoples' views, what we ourselves might be prepared to concede within the framework of a general scheme and what we think there is a fair chance of inducing others to accept.

(e) The stage of formal commitments is as yet a long way off. We are still in the phase of trying to rough out the general principles which should inspire subsequent negotiations. While we contemplate the ultimate negotiation of a multi-lateral convention, we naturally wish in accordance with Article VII to open the discussion of these general principles in the first instance with the United States. Ends.

SECRETARY OF STATE FOR DOMINION AFFAIRS

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R/2

R/WJ-UK/TA
Cn JEC

C230752 NAR/SR 6.6.41

MEMORANDUM FOR THE PRIME MINISTER

Mr. Malcolm MacDonald's most secret letter of June 3rd, transmitting copies of notes exchanged between Lord Halifax and Mr. Hull looking to the negotiation of a supplementary trade agreement between the United States and the United Kingdom, is in line with a short memorandum on this subject which I gave you two or three weeks ago. In sending copies of this letter with its enclosures to Dr. Clark, Mr. Wilgress and Mr. Towers, I told them that my own personal view was that we should welcome this effort on the part of the United States and the United Kingdom to strengthen and complete their first Trade Agreement of 1938. As you know, there is not a great deal that remains to be done in the way of tariff reductions between Canada and the United States until the Trade Agreements Act has been amended by Congress to permit the reduction of basic duties by more than 50 per cent. I should think that one of the subjects to which the Joint Economic Enquiry, which the United States and ourselves are establishing, might usefully address itself is the feasibility, under present circumstances, of our negotiating a supplementary trade agreement. Any move in this direction would, I think, follow more appropriately from a recommendation of the Joint Economic Enquiry concerned with the whole question of Canadian-American economic relations than as a corollary to the new trade agreements to be negotiated between the United States and the other parts of the Commonwealth.

W.A.M.

/

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COPY C230753

Office of the High Commissioner
for the United Kingdom

MOST SECRET

Ottawa, June 3,1941

915A/118

My dear Prime Minister:

I have been asked by the Secretary of State for Dominion Affairs to communicate to the Canadian Government, for their most secret information, the enclosed copies of the following documents:-

a. A summary of proposals which have now emerged from a series of confidential and explanatory discussions between the United Kingdom experts at Washington and United States officials.

b . The text of a letter which His Majesty's Ambassador at Washington, acting under instructions, has addressed to the United States Secretary of State.

c. The text of a letter received from Mr.Hull in reply.

In communicating these documents to you, I have been asked to give the following background. The passage of the Lease and Lend Act,while easing our immediate dollar difficulties, falls very far short of solving them. We have exhausted our gold and dollar reserves and will still have to cover a wide range of dollar needs for the whole sterling area,not only in North America but also elsewhere(e.g. for freight on neutral ships). We shall only be able to do this if each part of the sterling area does everything possible to increase its dollar income.

Not only,therefore, is it encumbent on us from the standpoint of our future needs to strive to maintain and if possible improve our capacity to earn dollars, but there is the further point that it is of the highest importance in present conditions that the United States Government should be convinced of our genuine desire to do out utmost to reduce the net debt.

Our experts in Washington have accordingly been exploring with great care the opportunities for increasing our dollar earnings. The most direct method of doing this is by increasing the sale of our goods on the United States market. But this in turn would necessitate the reduction of tariff barriers over a wide range of goods, and the United States Administration have no powers to make such a reduction except as part of a new trade agreement (supplementary to that of 1938).

Such being the general background, the United States officials put forward a month or two ago a provisional basis for the negotiation of a new trade agreement. These proposals envisaged on the one hand the reduction by the United States Government of the import duties on a number of items of interest to us, and on the other hand called for reduction by the United Kingdom of the Empire preference on certain products of interest to the United States. These proposals were open to the objection that the Empire Governments concerned would be called upon for certain sacrifices in relation to the United Kingdom market without receiving any direct benefit in return,and the United Kingdom Government did not feel able,therefore,to pursue negotiations on these lines.

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

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Lately, however, new proposals have been put forward informally from the United States side which have put a different complexion on the matter and seem to offer a much better prospect than we have had before of the successful conclusion of an agreement on a basis satisfactory to the Dominion Governments as well as to ourselves. The stage has now been reached when these proposals can be taken up in a more formal manner; hence the letter from Lord Halifax to Mr.Hull.

The United Kingdom Government for their part attach great importance to the conclusion of a supplementary trade agreement with the United States, both from the immediate dollar aspect and also as a contribution to the development of economic co-operation between the United States of America and the British Commonwealth, as the alternative to self-sufficiency on both sides and post-war economic rivalry. Under the proposals as they now stand the Dominion Governments will, of course, be entirely free to make their own terms with the United States Government in compensation for reductions in favour of the United States of preferential margins in the United Kingdom on the items mentioned. The United Kingdom Government feel sure that the Dominion Governments will be as greatly interested as themselves in the possibilities thus held out, and very much hope that the present form of the proposals will in general outline commend itself to them.

I have been asked to add that the Canadian Government will no doubt make their own enquiries of the United States Government as to the latter's intentions in regard to supplementary negotiations with Canada. So far as tobacco is concerned, the United Kingdom Government feel that they have no option but to agree to the reduction of the existing margin of preference when the ten years' period for which it was guaranteed expires in August, 1942. But the preferential margins in the case of other items in which the United States Government are interested rest on a different basis, and the Canadian Government can be assured that so far as these items are concerned the United Kingdom Government would in no case agree to any reductions of preferences guaranteed to Canada except as part of an arrangement satisfactory to her.

Finally, I am asked to emphasis that pending further developments it is of great importance that the utmost secrecy should be preserved in regard to the proposals, since any leakage might arouse unmanageable opposition amongst the agricultural interests in the United States.

Yours sincerely,

(sgd) Malcolm MacDonald

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C230755

MOST SECRET

TEXT OF LETTER ADDRESSED BY

LORD HALIFAX TO MR. HULL MAY 16th

1. You will remember that, soon after the initiation in November of the informal discussions which have been proceeding on the possibility of a supplementary Trade Agreement between our two countries, certain suggestions as to a basis of negotiations were made. It was proposed, inter alia, that as a counterpart to certain named concessions to be made by the U.S. the United Kingdom should reduce the margins of Imperial Preference on raisins, prunes, canned peaches and pears, and new apples and pears. It was also proposed that the United Kingdom should undertake to reduce the existing margin of preferences on tobacco in 1942.

2. The United Kingdom Government, who are most anxious to maintain and expand their trade with the States, have carefully considered these proposals. As a contribution to a satisfactory agreement they would be prepared to entertain a suggestion for a reduction in the tobacco preference on the expiration of their existing obligation to maintain it until August 1942, and they trust that you will share their view that the present informal discussions should be continued with a view to finding as soon as possible a mutually satisfactory basis for negotiation.

3. With regard to the preferences on dried, canned and fresh fruits mentioned above, the United Kingdom Government ask me to point out that they are not free to reduce the margins of preference which are guaranteed to the other Empire Governments concerned without the consent of those Governments. Nor are they in a position to compensate those Governments for the loss of the valuable trade in the United Kingdom markets which any waiver of their contractual rights would inevitably involve. If, however, the United States Government were disposed to enter into negotiations with some or all of those Governments, the way would be open for a series of arrangements analogous to those made in 1938 between the United States, the United Kingdom and Canada with results which the United Kingdom Government believe to have been satisfactory to all parties. Should the United States Government be prepared to consider negotiations on such a basis the United Kingdom Government would for their part be glad to do everything in their power to contribute to a successful consummation.

4. They feel that a series of agreements covering the widest possible range of trade between the United States and the various parts of the British Commonwealth would make a contribution of vital significance not only to the solution of some of the difficulties created by the war, but also to the reconstruction of world trade after the war on a sound and liberal basis.

Subject to the views of the United States Government, they would suggest that the wider possibilities envisaged above should be kept prominently in mind in future discussions on the possibility of a Supplementary Agreement between the United Kingdom and the United States.

5. Should you see no objection, the United Kingdom Governments would like to communicate copies of this letter to the Government of Canada, Australia, New Zealand, The Union of South Africa, India Burma, Southern Rhodesia and of the Colonial Empire.

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TEXT OF MR. HULL'S REPLY

DATED MAY 22ND.

I refer to your letter of May 16th regarding the possibility of negotiating a supplementary trade agreement between our two countries. I share your views that a series of agreements between the United States and the various British Empire Governments on the lines proposed would make a contribution of vital significance not only to the solution of some of the difficulties created by the war but also th the reconstruction of world trade on a sound and liberal basis. Furthermore I feel strongly that if world trade is to be reconstructed on a sound basis the fundamental problems must be attacked now while circumstances are perhaps uniquely favourable for a reasonable solution.

While it would not be feasible to enter into simultaneous negotiations with all the Governments of the British Empire, the United States Government would be prepared to commence immediately confidential exploratory conversations with the Governments of Australia, New Zealand and the Union of South Africa. I propose, therefore, to communicate in the very near future with those Governments, suggesting that they designate officials to explore in detail with American representatives the feasibility of undertaking negotiations for the suggested trade agreements.

I have no doubt that your government will agree with me that confidential exploratory conversations should precede any formal negotiations. Under present circumstances it would be particularly undesirable to commence formal negotiations without the maximum possible assurance that such conversations would be concluded successfully in the shortest possible time. I thus concur in the view that exploratory talks between our two Governments should be continued most actively.

As regards the desire of your Government to transmit to all British Empire Governments copies of your letter to me of May 16th I have of course no objections to such a procedure.

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C O P Y

MOST SECRET

C230757

SUMMARY OF PROPOSALS

1. The proposal is to conclude such a supplementary Trade Agreement between the United Kingdom and the United States, as can be entered into on the part of the United States by the Executive in the exercise of the powers granted by the Trade Agreement Act. These powers are subject, broadly speaking, to two limitations. The concessions which the Executive is authorised to make are restricted to a reduction of duties by 50% and the Executive must show that any new agreement serves the purpose of "expanding foreign markets for products of the United States."

2. The Agreement would be designed to give the United Kingdom a net increase of dollars. The concessions offered by the United States would cover most items of interest to the United Kingdom in Schedule 4 of the present Agreement, together with certain items not in the Schedule.

3. In exchange, the United Kingdom were at first asked for an undertaking to buy specified annual minimum quantities of farm products from the United States, but realising the difficulties created by exchange, shipping and other considerations, and that an agreement, to be of any value, must yield a net increase of dollars, the United States experts said that they would not press this request to the point of embarrassing the United Kingdom Government. In addition, they asked for (a) reduction of United Kingdom margins of Empire preference in the United Kingdom on raisins, prunes, canned peaches and pears and fresh apples and pears, and (b) an undertaking that the tobacco preference should be reduced in 1942.

As these requests, if granted, would have little immediate effect upon their trade owing to the war-time system of Governmental purchases and control of imports by licence, they suggested that (a) should be substituted for the rates embodied in the present agreement and that they should remain operative so long as it was in force. These suggestions were in effect, a request for a form of deferred compensation.

4. The United Kingdom Government felt themselves unable to accept these proposals, because (1) The advantages to be enjoyed by the U.S.A. in the United Kingdom markets would be deferred until after the war, and the United Kingdom Government felt unable here and now to commit themselves to the abandonment of a policy of import control directly the war ended, and because (2) There appeared to the United Kingdom Government to be no sufficient grounds to ask the other Empire Governments to make the sacrifices which would be involved for them.

5. The United Kingdom authorities were, however, given to understand that more liberal proposals might be made once the Lease-Lend Bill had been passed. These have now been received and the following is the substance of the proposals as they now stand:-

(i) That the United States Government shall approach independently the Dominion Governments immediately concerned, with a view to the conclusion with them of separate Trade Agreements providing for compensation for a reduction of the margins of Imperial preference on dried and canned fruits in the United Kingdom market.

(ii) That the U.S.A. shall conclude a supplementary Trade Agreement with the United Kingdom providing, in return for a reduction of the United Kingdom tobacco preference in 1942, for

(a) the reduction probably in most cases by the maximum amount permissible (namely to 50% of the rates in force before the present Agreement was made) of duties on most items of interest to the United Kingdom in Schedule 4 of the present agreement not

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already subject to this reduction and on certain items not included in the Schedule;

(b) freedom to continue the restriction of imports on Schedule D articles into the United Kingdom if necessary to meet post-war exchange difficulties.

(iii) That there may perhaps be subsequent negotiations about raw apples and pears.

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May 30th,1941.

Also enclosed in this bag are -

Memorandum for the Prime Minister, May 30th,
with copy of a note from Lord Halifax to
Mr. Cordell Hull re possibility of concluding
a Supplementary Trade Agreement between the U.K.
and the U.S.

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NAR/ET
30 May,1941

C230760

SECRET
MEMORANDUM FOR THE PRIME MINISTER:

May 16. I am enclosing copy of a note addressed by Lord Halifax to Mr.Secretary Hull,regarding the possibility of concluding a Supplementary Trade Agreement between the United Kingdom and the United States, together with a copy of Mr.Hull's reply. This
May 21. exchange of notes marks the conclusion of the first stage of informal exploratory discussions which have been taking place in Washington during the past six months. Mr.J.H.Sterling of the United Kingdom Board of Trade,who was a member of the United Kingdom Trade Delegation during the 1938 discussions, has been handling these discussions in Washington and has kept us informally advised of their development. You will see from Mr. Hull's note that the United States Government are prepared to commence immediately confidential exploratory conversations looking to the conclusion of Trade Agreements with Australia, New Zealand and the Union of South Africa. In two Agreements Canada and the United States have gone pretty nearly as far in the way of reciprocal tariff reductions as the United States Trade Agreements Act permits. Further substantial progress in this direction would require further legislation in the United States. The position of the other Dominions is of course very different. They all enjoy most-favoured-nation treatment with the United States, but none have been granted any specific tariff concessions.

We may expect shortly to receive an official communication from the United Kingdom Government, transmitting copies of the enclosed correspondence for our comments.

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Department of State
Washington,D.C.
May 21,1941

C230761

My dear Mr.Ambassador:

I refer to your note of May 16,1941,regarding the possibility of negotiating a supplementary trade agreement between our two countries. I share your view that a series of agreements between the United States and various British Empire Governments, on the lines proposed, would make a contribution of vital significance not only to the solution of some of the difficulties created by the war but also to the reconstruction of world trade on a sound and liberal basis. Furthermore, I feel strongly that, if world trade is to be reconstructed on a sound basis, the fundamental problems must be attacked now while circumstances are perhaps uniquely favorable for a reasonable solution.

While it would not be feasible to enter into simultaneous negotiations with all the Governments of the British Empire, the United States Government would be prepared to commence immediately confidential exploratory conversations with the Governments of Australia,New Zealand and the Union of South Africa. I propose therefore to communicate in the very near future with those Governments suggesting that they designate officials to explore in detail with American representatives the feasibility of undertaking the negotiations of the suggested trade agreements.

I have no doubt your Government will agree with me that it is very important that confidential exploratory conversations should precede any formal negotiations. Under present circumstances, it would be particularly undesirable to commence formal negotiations without the maximum possible assurance that such negotiations would be concluded successfully in the shortest possible time. I thus concur in the view that exploratory talks between our two Governments should be continued most actively.

As regards the desire of your Government to transmit to the various British Empire Governments copies of your note to me of May 16,1941, I have, of course, no objections to such procedure.

I am, my dear Mr.Ambassador,

Sincerely yours,
CORDELL HULL

His Excellency
The Right Honorable
The Viscount Halifax,K.G.,
British Ambassador

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Dear Mr. Secretary of State,

1. You will remember that soon after the initiation in November of the informal discussions which have been proceeding on the possibility of a supplementary trade agreement between our two countries certain suggestions as to a basis of negotiation were made. It was proposed inter alia that, as a counterpart to certain named concessions to be made by the United States, the United Kingdom should reduce the margins of Imperial Preference on raisins, prunes, canned peaches and pears and fresh apples and pears. It was also proposed that the United Kingdom should undertake to reduce the existing margin of preference on tobadco in 1942.

2. The United Kingdom Government, who are most anxious to maintain and expand their trade with the United States, have carefully considered these proposals. As a contribution to a satisfactory agreement they would be prepared to entertain the suggestion for a reduction in the tobacco preference on the expiration of their existing obligation to maintain it until August 1942, and they trust that you will share their view that the present informal discussions should be continued with a view to finding as soon as possible a mutually satisfactory basis of negotiation.

3. With regard to the preferences on the dried, canned and fresh fruits mentioned above, the U.K. Government ask me to point out that they are not free to reduce the margins of preference which are guaranteed to the other Empire Governments concerned without the consent of those Governments. Nor are they in a position to compensate those Governments for the loss of valuable trade in the U.K. market which any waiver of their contractual rights would inevitably involve. If, however, the U.S. Government were disposed to enter into negotiation with some or all of those Governments the way would be open for a series of arrangements analogous to those made in 1938 between the U.S., the U.K. and Canada with results which the U.K. Government believe to have been satisfactory to all the parties. Should the U.S. Government be prepared to consider negotiations on such a basis, the U.K. Government would for their part be glad to do everything in their power to contribute to a successful consummation.

4. They feel that a series of agreements covering the widest possible range of trade between the United States and the various parts of the British Commonwealth would make a contribution of vital significance not only to the solution of some of the difficulties created by the war but also to the reconstruction of world trade afrer the war on a sound and liberal basis. Subject to the views of the U.S.G., they would suggest that the wider possibilities envisaged above should be kept prominently in mind in future discussions on the feasibility of a supplementary agreement between the United Kingdom and the United States.

5. Should you see no objection the U.K. Government would like to communicate copies of this letter to the Governments of Canada, Australia, New Zealand, the Union of South Africa, India, Burma, Southern Rhodesia and of the Colonial Empire.

Yours sincerely,

The Hon. Cordell Hull,
Secretary of State of
the United States,
Washington, D.C.

HALIFAX.

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MW/S
Aug.12/41.
C230763

MEMORANDUM FOR THE PRIME MINISTER

Re Fox Fur Agreement with the
United States.

The exchange of the King's Ratification for the President's Proclamation will take place in Washington tomorrow morning, August 13, at 12 noon, Ottawa time.

The Agreement has been provisionally in force since December 20, 1940. It will come definitively into force on August 14, 1941.

Attached is a copy of a press release which it is proposed to issue.

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R|C-US|EC NAR/ET
14 Dec.,1942

MEMORANDUM FOR THE PRIME MINISTER:

C230764

We had a short meeting with Sir Frederick Phillips,the senior United Kingdom financial representative in the United States. Phillips had been back in London for talks on post war financial policy,which Wrong,Mackintosh and Rasminsky attended, and has spent the last fortnight in Washington discussing the same range of questions with the Americans. He expects to receive fuller indication of the American views towards the end of this week, and it is likely that we will get an indication of what the Americans are looking towards'when Berle comes to Ottawa next week.

In general,Phillips had the impression that the Administration's readiness to consider really wide ranging schemes of post war reconstruction had been dampened by the November elections. He said they were worried about the action Congress might take on the Bill to renew the Trade Agreements Act which had to be introduced in January. As you know, simple renewal of this Act will not of itself help Canadian - American trade relations very much. For us really to make progress, the President would have to get much wider powers than the present Act gives.

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Brazil

C230[illegible]35

NAR/SR
8.3.43

MEMORANDUM FOR THE PRIME MINISTER

Both Canada and Brazil have now ratified the Trade Agreement signed at Rio de Janeiro on October 17th, 1941, and arrangements are being made for the exchange of ratifications which is to take place in Ottawa. I should be glad to know whether any day this week would suit you. The exchange of ratifications is usually effected in your office in the East Block. Probably some morning at eleven o'clock, before Council or War Committee, would be suitable. Since the exchange of ratifications will conclude our first Agreement with Brazil, I think it would be an occasion to have the newsreel photographers in.

Wednesday - 17th.
Depends upon Council ?

Arrangements are in hand for Exchange of Ratifications to take place in East Block at 11.0'clock Wednesday March 17th

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 334, pages C230345-C230860

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Brazil

W.H.M.
16.iii.43.

C230766

Memorandum for the Prime Minister

Ceremony of exchange of ratifications of the Trade Agreement between Canada and the United States of Brazil.

The following arrangements are suggested for a ceremony for the exchange of ratifications on Wednesday morning, March 17 at 11.00 a.m. in the Prime Minister's Office, East Block. This time and place are convenient not only to the Prime Minister, but to the Honourable J.A. MacKinnon, Minister of Trade and Commerce and the Honourable Caio de Mello Franco, Minister of Brazil. A short memorandum is attached of particulars of the Trade Agreement. A Treaty Series copy of the Trade Agreement is attached.

Persons attending:

The Prime Minister
Hon. J.A. MacKinnon
Mr. N.A. Robertson
Mr. Escott Reid
Mr. Oliver Master
Mr. Y. Lamontagne

Hon. Caio de Mello Franco
Mr. J.B. de Berenguer-Cesar
Mr. Edgard de Mello
Mr. F. Murtinho-Braga
Mr. F.C. de Betancourt-Berenguer

Programme

Mr. King will wish to shake hands with all the members of the Brazilian Legation and express to Mr. de Mello Franco the pleasure it affords him to participate in the ceremony.

The bound copy of the Canadian ~~copy of the~~ Instrument of Ratification is handed to the Prime Minister by Mr. Measures.

The Prime Minister hands the Canadian Instrument of Ratification to the Brazilian Minister.

The Brazilian Minister hands the bound copy of the Brazilian Instrument of Ratification to the Prime Minister.

Mr. Measures places before the Prime Minister for signature two copies of the Protocol of Exchange; Mr. King signs the Canadian copy above the place for the Brazilian Minister's signature, and the Prime Minister signs the Brazilian copy below the place for the Brazilian Minister's signature.

The Prime Minister affixes his seal with sealing wax opposite his signatures.

The Brazilian Minister signs in the places provided and affixes his seal.

This concludes the ceremony.

Publicity

A sound "movie" and still pictures will be taken of the ceremony. It is desired to have both for possible distribution in Canada, and the still pictures will be sent to Mr. Desy for publication in Brazilian newspapers.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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Wartime Information Board will arrange to have the "still" pictures transmitted by wire to Rio de Janeiro.

The Press Gallery has arranged to have one or two news agency representatives present, particularly British United Press and Canadian Press.

Dress

Mr. MacKinnon thinks the Brazilian Minister attaches importance to the ceremony and as photographs of it will appear in Brazil he thinks the Minister will wish to wear his short black coat, rather than an ordinary business suit.

Pens, Sealing Wax

It was proposed to have engraved silver pens for use at the ceremony, but because of wartime restrictions they are not procurable.

Sealing wax will be provided. The Prime Minister will wish to bring his seal with him.

Brazilian Minister's Full Power

The Full Power by which the President of Brazil authorizes Mr. de Mello Franco to exchange ratifications will be handed by Mr. Berenguer-Cesar to Mr. Robertson at the beginning of the ceremony. So far as Canada is concerned, the Secretary of State for External Affairs does not need such a document to authorize him to exchange ratifications.

Comparing the Instruments of Ratification

As mentioned in the Protocol of Exchange, the ratifications have been "carefully compared and found to be exactly conformable to each other".

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C230768

G. W. H.
16. iii. 43.

Memorandum Regarding Trade Agreement between Canada and Brazil.

During the MacKinnon Trade Mission to South America, Trade Agreements were signed with several of the South American republics, the Agreement with Brazil being signed in Rio de Janeiro on October 17, 1941. The Agreement was signed on behalf of Canada by the then recently arrived Canadian Minister to Brazil, Mr. Jean Desy, and by Hon. James A. MacKinnon, Minister of Trade and Commerce. The Brazilian Foreign Minister, Dr. Oswaldo Aranha, signed on behalf of Brazil.

The Trade Agreement came into force provisionally as soon as it was signed and its terms provided that it should be ratified and that the instruments of ratification should be exchanged at Ottawa. The Agreement will come into force definitely thirty days after the exchange of ratifications and remain in force for two years. Unless terminated by either Government, it shall automatically remain in force for further periods of one year.

The Agreement was approved by a Resolution of the House of Commons on March 3, 1942, and by a Resolution of the Senate on March 11, 1942. The exchange of ratifications was then authorized by an Order-in-Council (P.C. 2063) of March 17th, 1942.

The Trade Agreement provides unconditional and unrestricted most-favoured-nation treatment concerning customs duties.

1

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CANADA

TREATY SERIES, 1941

No. 18

TRADE AGREEMENT

BETWEEN

CANADA

AND

BRAZIL

Signed at Rio de Janeiro October 17, 1941

PROVISIONALLY IN FORCE OCTOBER 17, 1941

OTTAWA
EDMOND CLOUTIER
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
1942

Price, 25 cents

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CANADA

TREATY SERIES, 1941

No. 18

TRADE AGREEMENT

BETWEEN

CANADA

AND

BRAZIL

Signed at Rio de Janeiro October 17, 1941

PROVISIONALLY IN FORCE OCTOBER 17, 1941

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TRADE AGREEMENT BETWEEN CANADA AND BRAZIL

The Government of Canada and the Government of the United States of Brazil, desiring to strengthen the traditional bonds of friendship which unite the two countries and to facilitate further and to develop the commercial relations existing between Canada and Brazil, have resolved to conclude a Trade Agreement and have appointed for this purpose as their Plenipotentiaries:

The Government of Canada, Mr. Jean Désy, Envoy Extraordinary and Minister Plenipotentiary of Canada in Brazil, and the Honourable James Angus MacKinnon, Minister of Trade and Commerce of Canada; and

The Government of the United States of Brazil, His Excellency Doctor Oswaldo Aranha, Minister of State for Foreign Affairs of Brazil;

Who, having communicated to each other their full powers, found in good and due form, have agreed on the following Articles:

Article I

1. Canada and Brazil will grant each other unconditional and unrestricted most-favoured-nation treatment in all matters concerning customs duties and subsidiary charges of every kind and in the method of levying duties, and, further, in all matters concerning the rules, formalities and charges imposed in connection with the clearing of goods through the customs, and with respect to all laws or regulations affecting the sale or use of imported goods within the country.

2. Accordingly, articles the growth, produce or manufacture of either country imported into the other shall in no case be subject, in regard to the matters referred to above, to any duties, taxes or charges other or higher, or to any rules or formalities other or more burdensome, than those to which the like articles the growth, produce or manufacture of any other foreign country are or may hereafter be subject.

3. Similarly, articles exported from the territory of Canada or Brazil and consigned to the territory of the other country shall in no case be subject, with respect to exportation and in regard to the above-mentioned matters, to any duties, taxes or charges other or higher, or to any rules or formalities other or more burdensome, than those to which the like articles when consigned to the territory of any other foreign country are or may hereafter be subject.

4. Any advantage, favour, privilege or immunity which has been or may hereafter be granted by Canada or Brazil in regard to the above-mentioned matters, to any article originating in any other foreign country or consigned to the territory of any other foreign country shall be accorded immediately and without compensation to the like article originating in or consigned to the territory of Brazil or Canada, respectively, and irrespective of the nationality of the carrier.

Article II

Canada and Brazil shall grant each other reciprocally treatment not less favourable than is accorded under like circumstances and conditions to any other foreign country in all matters relating to the control of foreign exchange and of imports.

TRATADO DE COMÉRCIO ENTRE O CANADÁ E OS ESTADOS UNIDOS DO BRASIL

Os Governos do Canadá e dos Estados Unidos do Brasil, animados do desejo de fortalecer os tradicionais laços de amizade que unem os dois países e de facilitar ainda mais e desenvolver as relações comerciais existentes entre o Canadá e o Brasil, resolveram celebrar um Tratado de Comércio e, para êsse fim, nomearam seus Plenipotenciários, a saber:

O Govêrno do Canadá, o Senhor Jean Désy, Enviado Extraordinário e Ministro Plenipotenciário do Canadá no Brazil, e Sua Excelência o Senhor James Angus MacKinnon, Ministro da Indústria e Comércio do Canadá; e

O Govêrno dos Estados Unidos do Brasil, Sua Excelência o Senhor Doutor Oswaldo Aranha, Ministro de Estado das Relações Exteriores do Brasil;

Os quais, depois de haverem trocado seus Plenos Poderes achados em boa e devida forma, convieram nos Artigos seguintes:

Artigo I

1. O Canadá e o Brasil concederão um ao outro o tratamento incondicional e ilimitado da nação mais favorecida em relação a tudo quanto se referir a direitos alfandegários e encargos acessórios de todas as espécies, ao modo de percepção dos direitos, e em relação às regras, regulamentos, formalidades e encargos, a que possam ser submetidas as operações de despacho alfandegário, e a todas as leis ou regulamentos que afetem a venda ou uso de mercadorias importadas, dentro do país.

2. Em consequência, os artigos cultivados, produzidos ou fabricados em qualquer dos dois países não serão, em caso algum, quando importados no outro, sujeitos, nas supracitadas relações, a quaisquer direitos, taxas ou impostos diferentes ou mais elevados, nem a regras ou formalidades diferentes ou mais onerosas do que aqueles aos quais são ou vierem a ser sujeitos os produtos da mesma natureza, originários de qualquer outro país.

3. Os produtos exportados do território do Canadá ou do Brasil com destino ao território do outro país não serão, da mesma forma, em caso algum, sujeitos, no tocante à exportação e às questões acima mencionadas, a direitos, taxas ou impostos diferentes ou mais elevados, nem a regras ou formalidades diferentes ou mais onerosas do que aqueles aos quais são ou vierem a ser sujeitos os mesmos produtos quando destinados ao território de qualquer outro país estrangeiro.

4. Todas as vantagens, favores, imunidades ou privilégios já concedidos ou que venham de futuro a ser concedidos, pelo Canadá ou pelo Brasil, com relação aos assuntos supracitados, a qualquer artigo originário de qualquer outro país ou destinado ao território de qualquer outro país, serão, imediatamente e sem compensação, independentemente da nacionalidade do transporte, aplicados aos produtos da mesma natureza, originários do território do Brasil ou do Canadá, respectivamente, ou destinados a qualquer dos dois países.

Artigo II

O Canadá e o Brasil conceder-se-ão, recìprocamente, tratamento não menos favorável do que o concedido em circunstâncias e condições idênticas a qualquer outro país estrangeiro, em todos os assuntos concernentes ao regime de câmbio e de importações.

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ARTICLE III

If imports of any article into either country should be regulated either as regards the total amount permitted to be imported or as regards the amount permitted to be imported at a specified rate of duty, and if shares are allocated to countries of export, the share allocated to the other country shall be based upon the proportion of the total imports of such article from all foreign countries supplied by that country in past years, account being taken in so far as practicable in appropriate cases of any special factors which may have affected or may be affecting the trade in that article.

ARTICLE IV

If either country establishes or maintains a monopoly for the importation, production or sale of a particular commodity or grants exclusive privileges, formally or in effect, to one or more agencies to import, produce or sell a particular commodity, the Government of the country establishing or maintaining such monopoly, or granting such monopoly privileges, agrees that in respect of the foreign purchases of such monopoly or agency the commerce of the other country shall receive fair and equitable treatment. To this end it is agreed that in making its foreign purchases of any product such monopoly or agency will be influenced solely by those considerations, such as price, quality, marketability, and terms of sale, which would ordinarily be taken into account by a private commercial enterprise interested solely in purchasing such product on the most favourable terms.

ARTICLE V

Articles the growth, produce or manufacture of Canada or Brazil shall, after importation into the other country, be exempt from all internal taxes, fees, charges or exactions, other or higher than those payable on like articles of national origin or any other origin, except as otherwise required by laws in force on the day of the signature of this Agreement.

ARTICLE VI

1. In the event that the Government of either country adopts any measure which, even though it does not conflict with the terms of this Agreement, is considered by the Government of the other country to have the effect of nullifying or impairing any object of the Agreement, the Government which has adopted any such measure shall consider such representations and proposals as the other Government may make with a view to effecting a mutually satisfactory adjustment of the matter.

2. The Government of each country shall accord sympathetic consideration to, and when requested shall afford adequate opportunity for consultation regarding, such representations as the other Government may make with respect to the operation of customs regulations, control of foreign exchange, quantitative restrictions or the administration thereof, the observance of customs formalities, and the application of sanitary laws and regulations for the protection of human, animal or plant health or life.

C230774

ARTIGO III

Se as importações de qualquer artigo, em qualquer dos dois países, forem regulamentadas, quer no que se refere à quantidade total que se permita importar quer no que se relacione com a quantidade cuja importação for permitida a uma determinada taxa de direito, e se forem distribuídas quotas aos países de exportação, a quota que se atribuir ao outro país deverá basear-se na sua participação no total das importações de tal artigo procedentes de todos os países estrangeiros nos últimos anos, devendo tomar-se em consideração, tanto quanto possível, em todos os casos correspondentes, os fatores especiais que possam ter afetado ou estejam afetando o comércio daquele produto.

ARTIGO IV

Se uma das duas Partes Contratantes mantiver ou vier a estabelecer um monopólio para a importação, produção ou venda de determinado produto, ou conceder privilégios exclusivos, formalmente ou de fato, a uma ou mais entidades, para importar, produzir ou vender uma determinada mercadoria, o Govêrno do país que estabelecer ou mantiver tal monopólio, ou conceder tais privilégios de monopólio, convém em que, quanto às compras estrangeiras dêsse monopólio ou entidade, o comércio do outro país receba tratamento justo e equitativo. Para êsse fim, conveem os dois Governos em que, ao efetuar tal monopólio ou entidade as suas compras externas de qualquer produto, seja guiado sòmente por considerações tais como preço, qualidade, aceitação e condições de venda, considerações que, ordinàriamente, seriam tomadas em aprêço por uma emprêsa comercial particular, interessada unicamente em comprar tal produto nas condições mais favoráveis.

ARTIGO V

Os produtos cultivados, produzidos ou manufaturados no Canadá ou no Brasil ficarão, depois de importados no outro país, isentos de quaisquer taxas, custas, exações ou encargos internos que sejam diferentes ou mais elevados do que os que forem cobrados sôbre artigos semelhantes, de origem nacional ou de qualquer outra origem, com exceção do que, em contrário, estiver disposto pelas leis em vigor no dia da assinatura dêste Tratado.

ARTIGO VI

1. Se o Govêrno de um dos dois países adotar qualquer medida que, mesmo não sendo contrária às cláusulas dêste Tratado, seja considerada pelo Govêrno do outro país como tendo o efeito de anular ou prejudicar qualquer objetivo do Tratado, o Govêrno que tiver adotado tal medida examinará as representações e propostas que o outro Govêrno fizer, com o fim de dar ao assunto solução satisfatória para ambos.

2. O Govêrno de cada um dos dois países acolherá com simpatía as representações da outra Parte e, quando solicitado, conceder-lhe-á a oportunidade de fazer consultas com relação à execução dos regulamentos aduaneiros, contrôle de câmbio estrangeiro, restrições quantitativas e sua aplicação, observância das formalidades alfandegárias e eplicação de leis e regulamentos sanitários para a proteção da vida ou saúde humana, animal ou vegetal.

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

1. Subject to the requirement that, under like circumstances and conditions, there shall be no arbitrary discrimination by either country against the other country in favour of any other foreign country, and without prejudice to the provisions of paragraphs 1 and 2 of Article VI, the provisions of this Agreement shall not extend to prohibitions or restrictions:

a) relating to public security;

b) imposed for the protection of public health or on moral or humanitarian grounds;

c) imposed for the protection of plants or animals, including measures for protection against disease, degeneration or extinction as well as measures taken against harmful seeds, plants or animals;

d) relating to prison-made goods;

e) relating to the enforcement of police or revenue laws and regulations; or

f) imposed for the protection of national treasures of artistic, historic or archaeological value.

2. Nothing in this Agreement shall be construed to prevent the adoption or enforcement of such measures as the Government of either country may see fit to adopt:

a) relating to the importation or exportation of gold or silver; or

b) relating to the control of the import or export or sale for export of arms, ammunition, or implements of war, and, in exceptional circumstances, all other military supplies.

3. It is understood that the provisions of this Agreement relating to laws and regulations affecting the sale, taxation or use of imported articles within Canada and Brazil are subject to the constitutional limitations on the authority of the Governments of the respective countries.

ARTICLE VIII

The advantages now accorded, or which may hereafter be accorded, by either country to adjacent countries in order to facilitate frontier traffic and advantages resulting from a customs union to which either country may become a party shall be excepted from the operation of this Agreement.

ARTICLE IX

The advantages now accorded, or which may hereafter be accorded, by Canada exclusively to other territories under the sovereignty of His Majesty the King of Great Britain, Ireland, and the British dominions beyond the Seas, Emperor of India, or under His Majesty's suzerainty, protection or mandate, shall be excepted from the operation of this Agreement. The advantages now accorded, or which may hereafter be accorded, by Brazil exclusively to contiguous countries shall likewise be excepted from the operation of this Agreement.

ARTIGO VII

1. Sob a ressalva de que, em igualdade de circunstâncias e condições, não haverá discriminação alguma arbitrária por uma das Partes Contratantes contra a outra em favor de qualquer outro país estrangeiro, e sem prejuízo das estipulações dos parágrafos 1 e 2 do artigo VI, as disposições dêste Tratado não se aplicarão às proibições ou restrições:

a) relativas à segurança pública;

b) impostas para a proteção da saúde pública ou por motivos morais ou humanitários;

c) impostas para a proteção de plantas ou animais, inclusive medidas de proteção contra doenças, degeneração ou extinção assim como medidas tomadas contra sementes, plantas ou animais daninhos;

d) relativas a artigos feitos em prisões;

e) referentes à execução das leis e de regulamentos policiais e fiscais; ou

f) impostas para a proteção de tesouros nacionais de valor artístico, histórico ou arqueológico.

2. Nada no presente Tratado será interpretado como tendo em vista impedir a adoção ou aplicação das medidas que o Govêrno de um dos dois países julgar conveniente adotar:

a) relativamente à importação ou exportação de ouro ou prata; ou

b) relativamente ao contrôle da importação, exportação ou venda para exportação, de armas, munições ou instrumentos de guerra, e, em circunstâncias excepcionais, de quaisqeur outros suprimentos militares.

3. Fica entendido que as disposições dêste Tratado relativas às leis e regulamentos que digam respeito à venda, taxação ou uso de artigos importados dentro do Canadá ou do Brasil estão sujeitas às limitações constitucionais da autoridade dos Governos dos respectivos países.

ARTIGO VIII

As vantagens ora concedidas, ou que venham de futuro a ser concedidas por uma das Partes Contratantes a países limítrofes, com o fim de facilitaro tráfico de fronteiras, e os favores resultantes de uma união aduaneira, da qual um ou outro país venha a fazer parte, serão excetuadas da aplicação dêste Tratado.

ARTIGO IX

As vantagens ora concedidas, ou que venham de futuro a ser concedidas pelo Canadá, exclusivamente a outros territórios sob a soberania de Sua Majestade o Rei da Grã-Bretanha, Irlanda e domínios britânicos de Além-Mar, Imperador da India, ou sob a suzerania, mandato ou proteção de Sua Majestade, serão excetuadas da aplicação dêste Tratado. As vantagens ora concedidas, ou que venham de futuro a ser concedidas pelo Brasil, exclusivamente a países limítrofes, serão, do mesmo modo, exetuadas da aplicação dêste Tratado.

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ARTICLE X

1. The present Agreement shall be ratified and the instruments of ratification shall be exchanged at Ottawa as soon as possible. The Agreement shall come into force thirty days after the exchange of ratifications and shall remain in force for a period of two years. In case neither Government shall have given to the other Government, at least six months before the expiration of the aforesaid period, notice of intention to terminate the Agreement, it shall continue in force for a further period of one year and for further successive periods of one year each, until such time as the Government of either country shall have given to the other Government, at least six months before the expiration of one of the aforesaid periods, notice of intention to terminate the Agreement.

2. Pending the definitive coming into force of this Agreement, its provisions shall be applied provisionally by the two Governments as from the date of signature of this Agreement. The Government of either country, however, may, prior to the exchange of ratifications, terminate the provisional application of the Agreement by giving three months' notice to the other Government.

In witness whereof, the above-mentioned Plenipotentiaries sign and seal this Agreement, in duplicate in English and Portuguese, at the City of Rio de Janeiro, this seventeenth day of October, nineteen hundred and forty-one.

(L.S.) JEAN DÉSY
(L.S.) JAMES A. MacKINNON
(L.S.) OSWALDO ARANHA

C230778

ARTIGO X

1. O presente Tratado será ratificado e os instrumentos de ratificação serão trocados em Ottawa com a possível brevidade. O Tratado entrará em vigor trinta dias após a troca das ratificações e vigorará por um período de dois anos. No caso em que nenhum dos dois Governos notifique o outro, pelo menos seis meses antes de expirado o referido período, da sua intenção de dar por terminado o Tratado, o mesmo continuará em vigor por um período ulterior de um ano e por períodos sucessivos de um ano, até que o Govêrno de um dos dois países notifique o outro Govêrno, pelo menos seis meses antes do termo de um dos períodos supracitados, da sua intenção de denunciar o Tratado.

2. Enquanto êste Tratado não entrar definitivamente em vigor, suas disposições serão aplicadas provisòriamente pelos dois Governos, a partir da data da respectiva assinatura. O Govêrno de cada país poderá, entretanto, antes da troca de ratificações, por termo à aplicação provisória do Tratado, mediante notificação prévia de três meses ao outro Govêrno.

Em fé do que, os Plenipotenciários acima nomeados firmam e selam o presente Tratado, em dois exemplares, nas línguas inglesa e portuguesa, na cidade do Rio de Janeiro, aos dezessete dias do mês de Outubro do ano de mil novecentos e quarenta e um.

(L.S.) JEAN DÉSY
(L.S.) JAMES A. MacKINNON
(L.S.) OSWALDO ARANHA

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⁂ This is an informal copy of the formal document, two copies of which will be signed by the Prime Minister & Mr de Mello Franco on Mar. 17. The Canadian copy will read "Canada and the United States of Brazil", and on the Canadian copy Mr King signs above Mr de Mello Franco.

PROTOCOL OF EXCHANGE C230779

The undersigned, having met together for the purpose of exchanging the Ratifications of the Trade Agreement between the United States of Brazil and Canada signed at Rio de Janeiro on the seventeenth of October, nineteen hundred and forty-one, and the respective Ratifications of the aforesaid Trade Agreement having been carefully compared and found to be exactly conformable to each other, the said exchange took place this day in the usual form. ⁂

In witness whereof they have signed the present Protocol of Exchange and have affixed thereto their seals.

Done at Ottawa, in duplicate, the seventeenth day of March, nineteen hundred and forty-three.

L.S. Caio de Mello Franco ⁂

L.S. W. L. Mackenzie King

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OFFICE OF THE PRIME MINISTER

C230780 ?

MEMORANDUM

October 19, 1943

FOR THE PRIME MINISTER:

Attached are three sets of photographs, three in each set, taken on the occasion of the ratification of the Trade Agreement between Canada and Chile. (A fourth set, labelled on the back for your files, will be forwarded shortly.)

Since Senor Fernandez and Senor Nieto Del Rio left the United States on October 9th for Mexico City, Havana and elsewhere, en route to Chile, the best forwarding addresses would be:

H. E. Joaquin Fernandez,
Minister of Foreign Affairs
of Chile,
c/o Canadian Legation,
Santiago,
Chile.

H. E. Felix Nieto Del Rio,
Ambassador of Chile,
c/o Canadian Legation,
Santiago,
Chile.

P. A.

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CANADA

TREATY SERIES, 1945

No.8

EXCHANGE OF NOTES

(July 19/24, 1945)

BETWEEN

CANADA AND CZECHOSLOVAKIA

REVIVING

THE TRADE CONVENTION OF THE 15th MARCH 1928

EFFECTIVE JULY 24, 1945

OTTAWA
1945

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

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II. Note, dated July 24, 1945, from the Secretary of State for External Affairs of Canada, to the Czechoslovak Minister to Canada 4

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EXCHANGE OF NOTES (JULY 19/24, 1945) BETWEEN CANADA AND CZECHOSLOVAKIA REVIVING THE TRADE CONVENTION OF THE 15th MARCH 1928.

I

The Czechoslovak Minister to Canada
to the Secretary of State for External Affairs of Canada

LEGATION OF THE CZECHOSLOVAK REPUBLIC

Ottawa, July 19th, 1945.

No. 1306/45.

Sir,

I have the honour to inform you that I have been directed by my Government to request the Government of Canada to terminate the suspension period of the Canadian-Czechoslovak Trade Agreement concluded in Ottawa between our two Governments on March 15th, 1928 and again place this Agreement on the record of existing and valid Treaties.*

As, however, under present dislocated shipping and inland transportation conditions the strict application of the Agreement would largely prevent Czechoslovakia from obtaining the benefits contemplated, I should be very grateful if Article Five of this Agreement could be temporarily suspended.

Article Five reads:

"To enjoy the benefit of the tariff advantages provided for in the foregoing articles, without prejudice to the stipulations of Article 4, goods the produce or manufacture of Czechoslovakia shall be conveyed without transhipment from a port of Czechoslovakia, such being understood to be a port of a foreign country in which Czechoslovakia has defined rights under treaties to which Canada is a party, or from a port of a country enjoying the benefit of the Preferential or Intermediate Tariff, into a sea or river port of Canada."

Should the present difficulties make some other temporary modifications necessary, I shall greatly appreciate if you would kindly allow me to bring them to your kind attention.

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

DR. FRANTISEK PAVLÁSEK,

Minister of the Czechoslovak
Republic.

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* For the Trade Agreement of March 15th, 1928, see Canada Treaty Series 1928, No.6.

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II

The Secretary of State for External Affairs of Canada
to the Czechoslovak Minister

DEPARTMENT OF EXTERNAL AFFAIRS

Ottawa, July 24th, 1945.

No. 10

Excellency,

I have the honour to refer to your note No. 1306/45 dated July 19, 1945 concerning the revival of the Canadian-Czechoslovak Trade Agreement concluded in Ottawa between our two Governments on March 15th, 1928. The Government of Canada agrees to terminate the suspension period of this Agreement and to place it again on the record of existing and valid treaties.

2. As, however, under present dislocated shipping and inland transportation conditions the strict application of the Agreement would largely prevent Czechoslovakia from obtaining the benefit contemplated, the Canadian Government agrees to the temporary suspension of Article 5.

3. Article 5 reads:

"To enjoy the benefit of the tariff advantages provided for in the foregoing articles, without prejudice to the stipulations of Article 4, goods the produce or manufacture of Czechoslovakia shall be conveyed without transhipment from a port of Czechoslovakia, such being understood to be a port of a foreign country in which Czechoslovakia has defined rights under treaties to which Canada is a party, or from a port of a country enjoying the benefit of the Preferential or Intermediate Tariff, into a sea or river port of Canada."

4. The Canadian Government appreciates that because of present difficulties your Government may wish to have other temporary modifications considered.

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

N. A. ROBERTSON,

For the Secretary of State
for External Affairs.

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SDP/WT/pb

C230704

Memorandum to Mr. Robertson

You probably read the press account at the time of the visit of General Jara, the Mexican Minister of Marine, to the effect that a trade agreement had been concluded between Canada and Mexico. The statement was incorrect. No agreement was concluded nor have discussions begun.

The Canadian Ambassador in Mexico City has discussed the question of a trade agreement between Canada and Mexico with the Acting Secretary of Foreign Affairs of the Mexican Government. The latter indicated that the Mexican authorities would like to begin the discussion of the terms of a trade agreement at an early date, and the Canadian Ambassador replied that Canada would be prepared to participate in such discussions whenever the Mexican Government was ready.

August 10, 1945.

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Mexico
C230785

NAR/SR
26.11.45

MEMORANDUM FOR THE PRIME MINISTER

The Department of Trade and Commerce has been working for some months on a draft trade agreement with Mexico and hopes that it might be ready for conclusion early this winter, so that the Minister of Trade and Commerce could participate in its signature, if his journey to Mexico took place. The draft agreement follows the model of the agreements for the exchange of unconditional most favoured foreign nation treatment which we have concluded during the last few years with most of the countries of Central and South America. These treaties, in turn, are modelled on the general provisions of our 1938 Agreement with the United States. They do not provide for any specific tariff reductions, but do stipulate that each country gives the other as favourable tariff treatment for its products as it gives to any other country.

In view of the prospect that we shall be embarking on general tariff negotiations in the spring, in company with all the principal trading nations, it does not seem wise to attempt any specific tariff negotiations at this stage with a country like Mexico.

This is not a caveat against the draft agreement of which I approve

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C230786

CANADA

TREATY SERIES, 1946

No. 6

EXCHANGE OF NOTES

(February 1 and 5, 1946)

BETWEEN

CANADA AND THE NETHERLANDS

CONSTITUTING AN AGREEMENT

CONCERNING

THE RESUMPTION OF TRADE RELATIONS

Effective as from February 5, 1946

OTTAWA
1946

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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EXCHANGE OF NOTES (FEBRUARY 1 AND 5, 1946) BETWEEN CANADA AND THE NETHERLANDS CONSTITUTING AN AGREEMENT CONCERNING THE RESUMPTION OF TRADE RELATIONS.

I

The Netherlands Minister to Canada
to the Secretary of State for External Affairs

ROYAL NETHERLANDS LEGATION

Ottawa, February 1st, 1946.

No. 370

Sir,

I have the honour to inform you that I have been directed by my Government to request the Government of Canada to terminate the suspension period of the Convention of Commerce concluded in Ottawa between our two Governments on July 11th, 1924, and again place this Convention on the record of existing and valid Treaties.

I appreciate, however, that since trade has not yet been resumed between Canada and the Netherlands East Indies, the Convention will not be operative for the Netherlands East Indies until trade is resumed.

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

SNOUCK HURGRONJE.

II

The Secretary of State for External Affairs
to the Netherlands Minister to Canada

DEPARTMENT OF EXTERNAL AFFAIRS

Ottawa, February 5th, 1946.

No. 18

Excellency,

I have the honour to refer to your note No. 370 of February 1st, concerning the revival of the Convention of Commerce between Canada and the Netherlands concluded in Ottawa between our two Governments on July 11th, 1924. The Government of Canada agrees to terminate the suspension period of this Convention and place it again on the record of existing and valid Treaties.

As, however, trade has not yet been resumed between the Netherlands East Indies and Canada, the Convention will not be operative in respect to the Netherlands East Indies until trade has been resumed.

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

N. A. ROBERTSON,

For the Secretary of State
for External Affairs.

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C230788

CANADA

RECUEIL DES TRAITES 1946

No 4

ACCORD COMMERCIAL

ENTRE

LE CANADA ET LE MEXIQUE

Signé à Mexico le 8 février 1946

Mise en vigueur provisoire le 8 février 1946

(Cet Accord n'a pas encore été ratifié)

OTTAWA
1946

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C230760

ACCORD COMMERCIAL ENTRE LE CANADA ET LE MEXIQUE

Signé à Mexico le 8 février 1946

(Traduction)

Le Gouvernement du Canada et le Gouvernement des Etats-Unis du Mexique, animés du désir de renforcer les liens traditionnels d'amitié qui unissent les deux pays ainsi que de faciliter davantage et d'étendre les relations commerciales existant entre le Canada et le Mexique, ont résolu de conclure un accord commercial et ils ont nommé à cet effet pour leurs plénipotentiaires:

Le Gouvernement du Canada, M. Hugh Llewellyn Keenleyside, Ambassadeur Extraordinaire et Plénipotentiaire du Canada au Mexique, et l'Honorable James Angus MacKinnon, Ministre du Commerce; et

Le Gouvernement des Etats-Unis du Mexique, Son Excellence le Docteur Francisco Castillo Nájera, Secrétaire aux Affaires extérieures;

Qui, après s'être communiqué leurs pleins pouvoirs, trouvés en bonne et due forme, sont convenus des dispositions ci-après:

Article Premier

1. Le Gouvernement du Canada et le Gouvernement des Etats-Unis du Mexique se concèdent réciproquement, sans conditions et sans réserves, le traitement de la nation la plus favorisée tant en matière de droits de douane et de taxes subsidiaires de toute espèce sur l'importation et l'exportation établis dans leur juridiction respective que quant au mode de perception de ces droits, de même qu'en matière de règles et formalités relatives à l'importation ou l'exportation et de toutes lois et tous règlements visant l'imposition, la vente, la distribution ou l'usage des marchandises importées dans leur territoire respectif.

2. En conséquence, les produits du sol ou de l'industrie des deux pays importés dans le territoire de l'un ou de l'autre ne seront en aucun cas assujettis, quant aux matières susdites, à des droits, taxes ou redevances autres ou plus élevés, ni à aucune réglementation ou formalité autre ou plus onéreuse que ceux auxquels sont ou pourront ultérieurement être assujettis les produits similaires du sol ou de l'industrie de tout autre pays étranger.

3. De même, les produits exportés du territoire du Canada ou du Mexique à destination du territoire de l'autre pays ne seront en aucun cas assujettis, en ce qui concerne l'exportation et à l'égard des susdites matières, à des droits, taxes ou redevances autres ou plus élevés, ni à aucune autre réglementation ou formalité autre ou plus onéreuse que ceux auxquels les produits similaires à destination du territoire de tout autre pays étranger sont ou pourront ultérieurement être assujettis.

4. Tout avantage, faveur, privilège ou immunité qui a été ou pourrait ultérieurement être concédé par le Canada ou par le Mexique, quant aux matières précitées, à un produit provenant de tout autre

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pays étranger, ou à destination du territoire de tout autre pays étranger, sera concédé immédiatement et sans compensation au produit similaire en provenance ou à destination du territoire du Mexique ou du Canada, respectivement, et sans égard à la nationalité du voiturier.

Article II

Au cas où le Gouvernement de l'un ou l'autre pays entendrait réglementer les importations provenant de l'autre pays ou en modifier la réglementation, ou attribuer des contingents aux pays exportateurs ou modifier les contingents en vigueur, il devra en donner avis par écrit à l'autre Gouvernement et ménager audit Gouvernement la possibilité de se concerter avec lui au sujet de la mesure envisagée.

Article III

Au cas où l'un ou l'autre des deux Gouvernements établirait ou maintiendrait, formellement ou de fait, des restrictions sur l'importation, l'exportation, la vente, la circulation ou la production d'une marchandise quelconque, qui feraient que ces opérations ou transactions seraient effectuées ou dirigées d'une manière exclusive par certaines institutions ou certains organismes particuliers, le Gouvernement du pays qui établirait ou maintiendrait ces restrictions ou ces pratiques s'engage à assurer au commerce de l'autre pays un traitement juste et équitable en ce qui regarde les ventes ou achats à l'étranger de ces institutions ou organismes. A cette fin, il est convenu que, dans leurs ventes ou achats à l'étranger, lesdites institutions n'obéiront qu'à des considérations de prix, de qualité, de facilité d'écoulement, de transport et de conditions d'achat et vente, tout comme le ferait d'ordinaire une entreprise privée effectuant une transaction commerciale et se préoccupant seulement d'acheter ou de vendre lesdits produits aux conditions les plus avantageuses.

Article IV

1. Les produits du sol ou de l'industrie du Canada ou du Mexique seront, après leur importation dans l'autre pays, exonérés de tous impôts, taxes, redevances ou prélèvements autres ou plus élevés que ceux qui sont applicables aux produits semblables de provenance indigène ou de toute provenance étrangère.

2. Les dispositions du précédent paragraphe n'empêcheront pas le Gouvernement du Canada ni le Gouvernement des Etats-Unis du Mexique d'imposer en aucun temps, à l'occasion de l'importation de toute marchandise, un droit équivalant à une taxe domestique frappant un produit indigène similaire ou les matières premières dont ladite marchandise est fabriquée en tout ou en partie.

3. Les dispositions du présent Article prévoyant le même traitement que celui qui est accordé au produit national n'affecteront en rien l'application des lois présentement en vigueur au Canada qui assujettissent à des taxes spéciales le tabac en feuilles, les spiritueux, la bière, le malt et le sirop de malt importés de l'extérieur, et ne toucheront en rien l'application aux marchandises produites ou fabriquées au Mexique de taxes d'accise spéciales imposées

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en vertu des dispositions actuelles de la Loi Spéciale des Revenus de Guerre. Dans ces cas, toutefois, il sera accordé le traitement de la nation la plus favorisée.

4. De même, les dispositions du présent Article prévoyant le même traitement que celui qui est accordé au produit national n'affecteront en rien l'application des lois mexicaines présentement en vigueur qui imposent des taxes différentielles sur le tabac préparé et les vins et liqueurs importés de l'étranger, ainsi que des droits d'enregistrement et de certification sur les médicaments brevetés et les produits de toilette et de beauté. Dans ces cas, il sera de même accordé le traitement de la nation la plus favorisée.

Article V

1. Au cas où le Gouvernement de l'un ou l'autre pays adopterait une mesure qui, tout en n'étant pas en opposition avec les termes du présent Accord, semblerait au Gouvernement de l'autre pays avoir pour effet d'empêcher ou d'entraver la réalisation d'un objet du présent Accord, le Gouvernement ayant adopté cette mesure examinera toutes représentations ou propositions que l'autre Gouvernement pourra formuler et ménagera l'occasion aux deux parties de se concerter en vue d'un règlement satisfaisant.

2. Le Gouvernement de l'un et l'autre pays examinera avec bienveillance, et, sur demande, ménagera l'occasion de se concerter à leur sujet, toutes représentations faites par l'autre Gouvernement, concernant l'application des lois et règles douanières, le contrôle du change étranger, les restrictions quantitatives et leur mise en application, l'observation des formalités douanières et l'application des lois et règlements sanitaires visant à la protection de la vie ou de la santé humaine, animale ou végétale.

3. Si l'accord ne se fait pas de concert dans les conditions ci-dessus indiquées, chacun des deux Gouvernements sera libre de mettre fin au présent Accord, en tout ou partie, sur préavis par écrit de trente jours.

4. Ni le Canada ni le Mexique n'imposeront d'amendes autres que nominales, à l'occasion de l'importation de produits du sol ou de l'industrie de l'autre pays, en cas d'erreurs documentaires évidemment attribuables à l'inadvertance des employés ou au sujet desquelles la bonne foi peut être démontrée.

Article VI

1. Sous réserve qu'en des circonstances et des conditions analogues ni l'un ni l'autre pays ne fera de distinction arbitraire au détriment de l'autre pays en faveur d'aucun tiers pays étranger, et sous réserve des dispositions des paragraphes 1 et 2 de l'Article V, les stipulations du présent Accord ne s'appliqueront pas aux prohibitions ou restrictions:

a) relatives à la sécurité publique;

b) imposées pour la sauvegarde de la santé publique ou pour des motifs d'ordre moral ou humanitaire;

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c) destinées à protéger les plantes et les animaux, y compris les mesures de protection contre la maladie, la dégénérescence et l'extinction ainsi que les mesures contre les graines, les plantes et les animaux nuisibles;

d) visant les articles fabriqués dans les prisons;

e) se rapportant à l'application des lois et règlements pénaux; ou

f) imposées pour la protection de patrimoines nationaux présentant une valeur artistique, historique ou archéologique.

2. Aucune stipulation du présent accord ne devra empêcher l'application de telles mesures que l'un ou l'autre Gouvernement peut juger à propos d'adopter:

a) concernant l'importation ou l'exportation d'or ou d'argent;

b) concernant la réglementation des importations ou des exportations ou la vente en vue de l'exportation d'armes, de munitions ou de matériel de guerre, et, dans des cas exceptionnels, de toutes autres fournitures militaires.

3. Il est entendu que les dispositions du présent Accord visant les lois et règlements affectant la vente, l'imposition ou l'emploi de produits importés au Canada ou au Mexique, sont subordonnées aux dispositions constitutionnelles limitant l'autorité des Gouvernements des pays respectifs.

Article VII

1. Les avantages qui sont ou pourront ultérieurement être concédés par le Canada ou le Mexique à des pays limitrophes en vue de faciliter le commerce frontalier, ainsi que les avantages résultant d'une union douanière à laquelle l'un ou l'autre pays peut devenir partie, font exception à l'application du présent Accord.

2. Les avantages qui sont ou pourront ultérieurement être concédés par le Canada exclusivement à d'autres territoires sur lesquels s'exerce la souveraineté de Sa Majesté le Roi de Grande-Bretagne, d'Irlande et des Territoires britanniques au delà des mers, Empereur des Indes, ou qui sont placés sous la suzeraineté, la protection ou le mandat de Sa Majesté, font exception à l'application du présent Accord.

Article VIII

1. Le présent Accord sera ratifié et les instruments de ratification seront échangés à Ottawa dès que faire se pourra. L'Accord entrera en vigueur trente jours après l'échange des ratifications et demeurera en vigueur pendant une période de deux ans. Si aucun des deux Gouvernements n'a donné avis à l'autre, au moins six mois avant l'échéance de ladite période de deux ans, de son intention de mettre fin à l'accord, celui-ci restera en vigueur pour une nouvelle période d'une année et pour d'autres périodes successives d'une année chacune, jusqu'à ce que l'un des deux Gouvernements ait signifié à l'autre, au moins six mois avant l'expiration de l'une desdites périodes, son intention de le dénoncer.

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2. En attendant la mise en vigueur définitive du présent Accord, les dispositions en seront appliquées à titre provisoire par les deux Gouvernements à compter de la date de sa signature. Le Gouvernement de l'un ou l'autre pays pourra, toutefois, mettre fin, avant l'échange des ratifications, à l'application provisoire de l'Accord en donnant à l'autre Gouvernement un préavis de trois mois.

EN FOI DE QUOI, les Plénipotentiaires prénommés ont revêtu de leurs signatures et de leurs cachets le présent Accord fait en double exemplaire tant en langue anglaise qu'en langue espagnole, en la ville de Mexico, ce huitième jour de février mil neuf cent quarante-six.

H. L. KEENLEYSIDE. F. CASTILLO NÁJERA.

JAS. A. MACKINNON.

(CACHETS)

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EN FOI DE QUOI, les Plénipotentiaires prénommés ont revêtu de leurs signatures et de leurs cachets le présent Accord fait en double exemplaire tant en langue anglaise qu'en langue espagnole, en la ville de Mexico, ce huitième jour de février mil neuf cent quarante-six.

H. L. KEENLEYSIDE. F. CASTILLO NÁJERA.

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US/WTEP 5

NAR/SR
24.4.46

MEMORANDUM FOR THE PRIME MINISTER C230794

We have just had word from the Washington Embassy that the United States feel obliged to propose yet a further postponement for the proposed preliminary talks on commercial policy. As you know, we have been proceeding on a programme that these talks would commence in London about the beginning of September, and would be preceded by conversations on tariffs and preferences between Commonwealth countries. The United Kingdom has suggested that these talks might begin about July 1st.

The United States authorities feel that the slow Congressional progress of the United Kingdom Loan Agreement, which has to be disposed of before formal preparations for the commercial policy talks can be begun, now makes it necessary for them to revise the whole time table on which they have been working. They fear that the publication required under Trade Agreements Act procedure of the very lengthy list of tariff items on which the United States would be prepared to negotiate reductions would throw the whole commercial policy programme into the November Congressional elections. They are now planning to publish these lists after the elections are out of the way. This will mean that the preliminary talks will not get started until March or April, 1947.

This is a serious and disappointing decision, which the United States appear to have reached without consulting any of the other countries affected. My feeling has been that we had a real opportunity immediately after the end of the war and during the first phase of reconversion for drastic and relatively painless tariff revision. The longer this operation is postponed, the more difficult it will be to carry out, because new special interests, in abeyance in the war years, are rapidly getting re-established.

Noted

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D. Gibson
L.H.

(For immediate publication)

C230795

DEPARTMENT OF EXTERNAL AFFAIRS

PRESS RELEASE

No. 60 Ottawa, December 24 1946

Trade Agreement Between Canada and Nicaragua signed.

The Secretary of State for External Affairs, the Right Honourable Louis S. St. Laurent, announced today a ~~trade~~ agreement between Canada and Nicaragua was signed at Managua on December 19, 1946, C. Blair Birkett, Canadian Trade Commissioner, signing on behalf of Canada. The agreement provides for exchange of most-favoured-nation treatment in matters relating to customs duties and subsidiary charges as well as in respect of rules and formalities affecting taxation, sale, distribution or use of imported goods.

Under the terms of this agreement goods imported into Canada from Nicaragua, previously subject to the general tariff, will now be accorded the benefits of the Canadian intermediate tariff and any lower rates granted by Canada to other foreign countries.

This agreement does not involve at present any new reductions in the tariff of Nicaragua imposed on imports from Canada since that tariff has only a single schedule, certain concessions formerly accorded by Nicaragua to the United States and France having been suspended. In the event that these concessions should be re-established in whole or in part the reductions will apply also to Canada. Similarly other concessions which may be extended to other countries will also be extended automatically to Canada. Under a provision of the United States - Nicaragua trade agreement still in force the fee collected for legalization of consular invoices covering shipments of goods specified in the agreement is 3 per cent ad valorem. Canada now becomes entitled to this rate instead of the fee of 5 per cent ad valorem previously payable. Advantages accorded now or in the future by Nicaragua to other Central American countries or by Canada to other British Empire countries are excepted from the operation of this agreement.

Other provisions of the agreement assure each country equitable treatment in the other with regard to the application of internal taxes, quantitative restrictions, the operation of monopolies and in according contracts for public works. Provision is made for consultation in the event of either party adopting any measure which the other party considers as tending to impair or nullify the objects of the agreement.

The agreement comes into provisional effect on the day of signature. This provisional application may be terminated on three months' notice by either government. Thirty days after the exchange of the instruments of ratification, the agreement is to go into force definitively for one year and thereafter until terminated on six months' notice by either party.

Canadian trade with Nicaragua has been relatively small. Before the war the total annual import trade of Nicaragua was about $6 million and export trade slightly

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more. In 1943 Nicaraguan imports and exports had reached $.3 million and $15 million respectively. Most of this trade was with the United States. Canada's exports to Nicaragua have showed a steady increase in the past ten years, rising from $50,000 in 1935 to $320,000 in 1945. Principal exports have been soda and sodium compounds, wheat flour, machinery, malt, calcium compounds and copper wire. Canadian imports from Nicaragua, except in 1943 when a total of $200,000 was reached, have not amounted to more than a few hundred dollars annually. It is possible however that some indirect imports have not been credited to Nicaragua in the official returns. While the 1943 imports from Nicaragua consisted mostly of raw cotton, the chief products of the export trade of that country are coffee, bananas and gold with lesser quantities of timber and a variety of tropical agricultural products. Although Canada's trade with Nicaragua may not reach great proportions relative to trade with larger and more populous areas, there is room for substantial development which the new agreement should assist.

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Memo to Dr. Jas Gibson
L H

DEPARTMENT OF EXTERNAL AFFAIRS

C230797

Memorandum for Members of the
Parliamentary Press Gallery.

Ottawa, May 5th, 1947.

A ceremony of exchange of ratifications of the Trade Agreement between Canada and Mexico will take place on Tuesday, May 6th at 11 a.m. in Room 401 of the Central Block of the Parliament Buildings in Ottawa. This Trade Agreement, which is already provisionally in force, was signed at Mexico City on February 8th, 1946.

The Right Honourable L.S. St. Laurent, P.C., M.P., Secretary of State for External Affairs, will sign on behalf of Canada. Mr. A. Gonzalez Mendoza, Charge d'Affaires a.i., of the Mexican Embassy in Ottawa, will sign for Mexico. The Hon. James A. MacKinnon, Minister of Trade and Commerce, will be present at the ceremony. Members of the Department of External Affairs attending will be: Mr. Laurent Beaudry, Deputy Under-Secretary; Mr. Howard Measures, Chief of the Protocol Division; and Mr. Gilles Sicotte, Assistant Protocol Officer. Mr. F. Vasquez Tresera, Counsellor in the Mexican Diplomatic Service, who has been appointed to succeed Mr. Gonzalez as Charge d'Affaires a.i., of the Mexican Embassy will be present.

Newspapermen and news photographers are invited to attend.

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Miss Horne
to file 24

October 17, 1947.

C230798

MEMORANDUM FOR THE PRIME MINISTER ACTING ON BEHALF OF THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS.

Signing Authority at the I.T.O. Conference.

According to the latest time-table, it is expected that the Final Act will be open for signature on October 30th. This Act, containing the text of the General Agreement on Tariffs and Trade (with tariff schedules) and the Protocol of Provisional Application, would be signed for the sole purpose of authenticating the text. Also open for signature on October 30th would be the Protocol of Provisional Application by which seven named countries, Canada among them, would undertake, provided that all seven had signed by November 15th, 1947, to put the General Agreement provisionally into effect on January 1st, 1948; Part II corresponding to the Charter articles on quantitative restrictions, non-discrimination, and subsidies other than export subsidies, would go into effect only to the extent compatible with existing legislation. Appendant to the Protocol would be a series of Notes between each of the six countries, respectively, and the United States, suspending the operation of the United States' bilateral trade agreements with them during the currency of the General Agreement.

Mr. Wilgress wishes to provide for two contingencies: 1) that the Canadian Government will sign no more than the Final Act on October 30th; 2) that Cabinet, having received full information on the General Agreement from Mr. McKinnon, (who will return to Ottawa on October 17), the Canadian Government will be prepared to sign the Protocol of Provisional Application and the Note with the United States on October 30th.

If these Full Powers are to be available in Geneva they would have to be signed in advance and sent off at once by airmail. Telegraphic authorization to use the appropriate set would follow after Cabinet has had an opportunity to consider the question and decided whether the Government of Canada will sign the Protocol of Provisional Application.

Laurent Beaudry

Acting Under-Secretary of State
for External Affairs.

Returned. Signed herewith.
Oct 17. 47

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Coll - Trade - Geneva Trade Agreements
Emergency Measures

GOVERNMENT OF CANADA

OFFICIAL STATEMENTS AND SPEECHES

INFORMATION DIVISION
DEPARTMENT OF EXTERNAL AFFAIRS
OTTAWA - CANADA

C230739

No.9

Text of an address made by the
Right Honourable W.L. Mackenzie King,
Prime Minister of Canada, over the
C.B.C. network at 10.15 p.m. E.S.T.,
on November 17, 1947.

Tomorrow morning's newspapers will contain two statements of Government policy which will be of major concern to every Canadian. You will read about the successful conclusion of a wide series of Trade Agreements vitally affecting the future developments of our agriculture, our mines, our fisheries, our forest products and our manufacturing industries. At the same time, you will read of severe emergency measures temporarily to restrict expenditure abroad which the Government will ask Parliament to approve when it reassembles on December 5th.

Speaking from London tonight, having just returned to the United Kingdom from France, Belgium and Holland, there are some things I can say to my fellow Canadians that will, I hope, help all of us the better to realize both the strength and the vulnerability of our national position in a world terribly weakened and impoverished by six years of war and destruction.

What Canada is obliged to do today to meet an emergency, and what our country must strive continuously to do to carry out its long term policies, will seem to many to be in contradiction, the one with the other. This contradiction, now brought home to Canada, is confronting, in some degree, nearly every country in the world.

You will read, with mixed feeling, the news in tomorrow morning's papers. You will be greatly pleased to learn of the vastly enlarged opportunities for Canadian trade. You will be disappointed to learn of the necessity for immediate though temporary restrictions to prevent a too rapid depletion of our reserves of United States dollars. The press will contain full details of the results of the difficult and protracted commercial negotiations which culminated in the signing in Geneva on October 30th, of the General Agreement on Tariffs and Trade. This is the widest measure of agreement for the freeing of world trade that the nations have ever achieved. Canada has joined with other nations of the British Commonwealth, with the United States, and with many countries of Europe and Latin America, in this great effort to promote peace by prosperity and economic co-operation. The Agreement clearly charts our long-run course. It confirms, on a world scale, the objectives towards which our country's trade policies have been steadily directed, at least for so long as it has been my privilege to be associated with their guidance. The new Agreement contains a firm promise of real reciprocity in tariff reductions. It paves the way for full international co-operation in maintaining high levels of employment and expanding economic activity. It

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opens up to Canadian exports a larger and more equal access to the markets of the world than they have ever enjoyed. By virtue of these larger export opportunities, it will permit us, as a country, to concentrate our efforts on the production of those things that we can best produce or manufacture, and so secure the highest level of real national prosperity.

At the very moment when the goal towards which we have worked over the years is at last coming in sight, we are unfortunately compelled to take a sharp detour over what I fear we shall find to be rough and difficult ground. This action is rendered necessary by the facts of our balance of payments position, of which the Minister of Finance is going to speak to you in greater detail later this evening.

Precisely because we are compelled, in the short-run, to take measures which cut directly across our fundamental trade policies, it is especially important that we keep these policies directed towards the long-range objectives of the General Agreement on Tariffs and Trade. As a nation, our stake and interest lie in the fullest co-operation with like-minded countries in a programme of freer and ever expanding trade. But to play our part properly in this great forward movement, we must be able to stand on our own feet, carry our own burdens, and pay our debts as they fall due.

Canada is one of the few great producing countries with capacities unimpaired by the war. Mindful of our responsibilities and interests in the world in which we live, we have striven to take our just and proper part in the work of world reconstruction. In this great effort we have not hesitated to go just as far as our resources would permit. Certainly in the years since the war, Canada, in its own interest and the world interest, has made a great effort to carry into the peace the principle of mutual aid under which we waged war, and without which the great work of recovery cannot be accomplished. But before we can go forward again, we must bring into balance our earnings and requirements of United States dollars. To do this we shall have to deprive ourselves of some things which for the time being we cannot afford. How it is proposed to meet the immediate needs of the short-term situation will be explained to you tonight by the Minister of Finance. The proposals will be developed in detail when Parliament reassembles.

The long-run programme, to which I have referred, is that set forth in the draft Charter for the International Trade Organization, and in the General Agreement on Tariffs and Trade, supported by other positive measures about which the Minister of Finance will also speak tonight.

I can think of no recent event more encouraging for the future than the successful conclusion of the General Agreement. Since the war, we have witnessed too many failures of efforts to achieve international co-operation for the betterment of mankind. In the General Agreement there are incorporated the results of the most comprehensive, significant and far-reaching negotiations ever undertaken in the history of world trade. Throughout the past summer the conception of tariff negotiations on so vast a scale seemed to many to be too ambitious for practical accomplishment. Out of a total of one hundred and twenty-seven separate negotiations commenced at Geneva, one hundred and twenty-three were concluded successfully. The representatives of each of the twenty-three

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Governments participating in the negotiations signed the Final Act on October 30th.

The conclusion of this multilateral trade agreement is a happy augury for the success of the United Nations Conference on Trade and Employment which is convening in Havana, Cuba, on Friday next. I hope the success achieved at Geneva may be carried still further at Havana.

For Canada the conclusion of the General Agreement is of particular importance. Nearly a third of our national income is derived from external trade. We stand to gain much from the re-establishment of multilateral trade on a broad basis. The alternative to multilateral trade is bilateralism and barter deals. Canada would be one of the heaviest losers from the contraction of world trade which would follow from the general adoption of a policy of special deals between pairs of countries.

We have been glad to co-operate with the other participating countries in making a success of the Geneva negotiations. I do not regard the outcome as a victory for the special point of view of any one of these countries. The General Agreement is the result of a genuine co-operative effort in which each country made concessions for the good of all, and gained advantages which will benefit also the other countries. This is inherent in the multilateral approach. It is this that makes the success of the Geneva negotiations so encouraging for the future of international co-operation.

In one important particular our trade relations with the United Kingdom have been placed upon a new basis. The new basis is embodied in letters exchanged on October 30th. While continuing to accord to each other the preferences remaining after the conclusion of the General Agreement, both Canada and the United Kingdom recognize the right of the other to reduce or eliminate such preferences. At the same time, favourable tariff treatment for the products of each country imported into the other is assured by the understanding that in respect of products enumerated in the appropriate schedules to the general agreement the rates of duty in force in both countries shall not be increased above the level in force before the war.

In initiating preferences fifty years ago, the Canadian Government of that day had in mind the voluntary granting of tariff preferences to one another by the different parts of the British Commonwealth of Nations. It was not intended that there should grow up a system which would prejudice the maintenance of friendly relations with other countries. On the contrary what was envisaged was a system whereby trade would be increased among British countries, full opportunity being afforded at the same time for the expansion of their trade with other countries.

If Canada is to play its part in furthering the objectives of the International Trade Organization, it is important that the Canadian Government should have freedom to determine the extent to which it shall maintain preferential arrangements while carrying out its obligations under the Charter. We do not consider that a system under which the power to reduce the Canadian tariff may be dependent upon the consent of other Governments is consistent either with the spirit in which preferences were originally extended by the Canadian Government, or with those principles upon which

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continuing co-operation in economic matters can be carried on between the countries of the British Commonwealth.

The outlines for the long-range plan to expand trade have been clearly drawn by the various agreements concluded in Geneva. They will be supplemented by further positive measures. Equally clear is the need of adjustments to meet a temporary situation.

What in a word I should like to say tonight to the people of Canada concerning these two matters is simply this.

At all times and at all costs we must keep our real and long-run objectives constantly in sight. We must meet the requirements of the short-run situation courageously, competently and with confidence, accepting emergency measures for what they are - drastic but temporary adjustments. By making sure that the emergency measures we have to take are not permitted to hamper or distort our long-run objectives, we shall, by the enlarged opportunities for world trade made public today, be greatly furthering our country's growth and development. It is to wider horizons that Canada must ever look.

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GOVERNMENT OF CANADA

OFFICIAL STATEMENTS AND SPEECHES

INFORMATION DIVISION
DEPARTMENT OF EXTERNAL AFFAIRS
OTTAWA - CANADA

No. 10

Text of an address made by the Honourable Douglas Abbott, Minister of Finance, over the C.B.C. network at 10.30 p.m. E.S.T. on November 17, 1947.

This evening I have some important announcements to make which have been foreshadowed by the Prime Minister who has just finished speaking from London. As Mr. King has emphasized, the Trade Agreements recently concluded at Geneva are a great step forward in the direction of freer trade and world recovery. Taken with the Marshall Plan which is now under consideration by the United States, the Geneva Agreements hold forth rising hope of world recovery and of orderly and expanding trade between nations, toward which objects Canada has been striving in her foreign economic policy.

Emphasis on Constructive Approach

The fact that the rapid depletion of our exchange reserves now compels us to take some special actions to strengthen our trading position implies no lessening in our determination to work toward the objective of world recovery and expanding trade. Indeed, the program I have to announce is designed to overcome our present exchange difficulties in the shortest possible time through constructive rather than restrictive actions and policies. Restrictions are used only to the extent that they are essential to bridge the gap between the present and the time when the full effects of the constructive longer-range measures can be realized.

Reduction of Exchange Reserves

There can be no doubt that action to safeguard our national position is urgent and essential. We came out of the war with very substantial reserves of gold and U.S. dollars -- about $1,500 million at the end of 1945. Last year we ended up with $1,245 million. Last Thursday our reserves were down to slightly over $500 million. This is a trend which cannot be allowed to continue. It has of course been a matter of grave concern to the Government for some time. The Government felt, however, it would be unwise to reach a final decision in regard to its program until it knew the results of the difficult and far-reaching trade negotiations which were being carried on at Geneva and until the prospects for implementation of the Marshall Plan became more definite. I am satisfied that course was the right one.

Reasons for Loss of Reserves

Our heavy loss of exchange reserves arises from two major developments. The first is Europe's critical economic position. The second is the tremendous increase

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in the quantity and costs of imports from the United States. We had expected to draw substantially on our exchange reserves for a period of two or three years after the end of the war. Economic recovery in Europe and Asia was clearly going to take some time. It was also clear that our imports from the United States would be very large. But as events have transpired, recovery in Europe has suffered disappointing setbacks, bad weather and poor crops have intensified the need for outside assistance and the assistance made available so far, though large, has proved insufficient for the task. Europe's ability to send us more goods in settlement for purchases from us has shown little improvement and that in turn has accentuated our dependence on imports from the United States. Moreover, the level of our own consumption and the rate of expansion in our physical capital have exceeded the most optimistic forecasts and these, combined with the marked rise in prices in the United States, have swelled our dollar imports to a truly remarkable extent.

You can look at our position in this way. When a country sells goods on credit it must export more than it imports or draw on its foreign exchange or other capital assets to pay for part of its imports. In 1946 we sole more goods and services abroad than we purchased, with the result that the loss in our exchange reserves was not large. This year, however, we have increased our imports to such an extent that we have bought about as much as we sold. A substantial part of our sales, however, has had to be on credit and, therefore, we have had to dig deeply into our exchange reserves to pay for our increased imports. In other words, we have been financing a very high level of consumption and investment at home by drawing on our exchange reserves.

A Many-Sided Approach

There is no simple or painless way of correcting our dollar problem. It is so large that it must be attacked from many sides. The Government has considered just about every feasible course of action and has arrived at what I believe to be a balanced and constructive program.

Currency Not to be Depreciated

One commonly discussed course of action -- depreciation of our currency -- has been considered and rejected. Currency depreciation is a mreasure which may be appropriate to deal with a situation where a country is in balance of payments difficulties because its costs and prices are at a level which does not enable it to compete in world markets. This is far from being our case. Costs and prices in Canada are lower than they are in most countries with which we compete in world trade. Price competition with others is not restricting our exports. On the contrary, our difficulty in obtaining United States dollars in adequate amounts for our exports arises from the international financial difficulties in which some of our best customers find themselves, and these would not be corrected by depreciation of the Canadian dollar.

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So far as imports are concerned, we find no reason for thinking that exchange depreciation of an amount which could be deliberately undertaken would exercise any considerable restraining influence. After all, the prices of our imports from the United States have risen by nearly forty per cent since June, 1946, and at the same time our imports have continued to rise month after month. What reason would there be to assume that a further price increase of, say, ten per cent brought about by currency depreciation would restrict, to any worthwhile extent, our buying in the United States? Of Course, if we were to reduce the value of our currency far enough we could restrict imports from the United States but the penalty would be an immediate and violent rise in prices, far beyond anything ever experienced in Canada.

To the other unavoidable upward pressures on prices the Government does not propose to add currency depreciation.

In the program which we have worked out, the emphasis is on constructive and non-restrictive measures which in time should be sufficient to meet our exchange problem.

Geneva Agreements and Marshall Plan Vital Steps

It will be quite clear that the most effective and desirable solution would be to see Europe and Asia again in a position to engage in multilateral trade and to pay for their purchases from others in goods or convertible exchange. The conclusion of the Geneva agreements and the development of the Marshall Plan are vital and encouraging steps in this direction.

The form in which the Marshall Plan is implemented will have a very important bearing on our exchange situation, and, indeed, on the formulation of our policy in many fields. It will necessarily have a bearing on our continued participation in the European recovery program. In relation to its productive capacity Canada has played a major part in the post-war program for world reconstruction. Our ability to continue this contribution depends in part on our ability to maintain at a high level the importation of essential materials and equipment from the United States; and this in turn depends on the volume of our United States dollar earnings. We have pointed out to the United States how our difficulties in buying from that country arise very largely from our inability to sell to Europe for dollars, and we have expressed our concern that dollars made available by Congress for aid to Europe will be used in part to purchase supplies in Canada and elsewhere that are not readily available in the United States.

Expect Use of Marshall Plan Funds in Canada

The United States Government has now recommended to Congress that it should authorize the use of funds voted for aid to Europe in making purchases outside the United States. In the expectation that this policy will be implemented, we are ascertaining what supplies can be made available from Canada for this purpose. A program of this kind would resemble in many respects the Hyde Park Agreement

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that proved to be so effective and constructive during the war. Our actions in the past have demonstrated clearly our concern with the recovery of Europe which is the purpose of the Marshall Plan. Despite our exchange difficulties, we intend to permit the countries to which we have authorized credits to use at an appropriate rate the still considerable unexpended balance, if at all possible. We intend to do so because we are convinced that the recovery of Europe is vital to Canada's prosperity.

Maximum Economic Cooperation between Canada and the United States

We are not, however, in a position to wait for European recovery which will take time. We must increase substantially our supply of U.S. dollars. Canada has depended heavily on sales overseas to provide the foreign exchange with which to meet our requirements in the United States, and we are finding this to our disadvantage today as we have on several occasions in the past. The new trade agreements announced tonight will help to improve this condition but they will not of themselves be sufficient. We propose to take further steps to bring about a better balance of trade with the United States. We are determined to find a lasting solution to our difficulties in the expansion of our trade rather than in the straight-jacket of restrictions. There are a number of constructive lines along which we can work and we must use them all. The Governments of Canada and the United States are consulting on measures designed to facilitate the earliest possible removal of the temporary import restrictions to which I shall refer in a moment, and to achieve the maximum degree of economic cooperation between the two countries.

Diversion of Exports

One obvious way in which we could increase our dollar receipts would be to divert to U.S. dollar markets exports which we are now selling elsewhere on credit. To some extent this is feasible and necessary since many of our overseas customers are in a position where they are restricting their purchases from us. We do not wish, however, to go too far in such a diversion of exports both because of the urgent needs of the United Kingdom and other overseas countries for some of our products and also because of our interest in maintaining essential markets.

Constructive Measures for Trade Development

The more positive approach is to expand our production for export to the United States, and to develop our natural resources and manufacturing industry in a manner that will permanently reduce the undue lack of balance in our trade with that country. The reduction in U.S. tariffs under the Geneva Agreements should much increase the opportunities of certain Canadian industries in the United States market. The Government hopes and expects that such industries will adapt their production to take the fullest advantage of their opportunities and in many cases expand their capacity. Some of our natural resources can and should be developed and further processed in a manner that will help to ease our dollar problem.

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Better Balance in Branch Plants Operations Needed

Another very important aspect of the effort to achieve a better balanced position concerns the operations of branch plants in this country. We have always wished to encourage development of U.S. branch plants, but in the face of our exchange problem today we suffer from the disadvantage that these plants are heavy importers of parts and materials which must be paid for in U.S. dollars while they are exporting to countries which find it difficult or impracticable to pay in dollars. It is therefore essential that such manufacturing industries should concentrate on the development of U.S. dollar sources of income with which to offset their U.S. dollar outlays. It should be possible, for example, for the Canadian automobile industry -- which produced large amounts of the cheapest and most efficient army transport during the war -- to produce automobile parts or models for sale in U.S. dollars to balance the large purchases of components and materials which they make in the United States.

Program of Encouraging Efficient Development

The Government will make every feasible effort to encourage and to co-operate in the development of these plans. I should make it clear, however, that what the Government has in mind in this whole program is not the stimulation of uneconomic production, but rather the encouragement of more rapid development of our resources and industry in an efficient manner.

Stimulation of Gold Production

Development along these lines must be pursued vigorously. It will take time to work out its concrete application and the need is pressing. Meanwhile, there is one Canadian industry in particular which should be able to effect a rapid and substantial increase in its production if some assistance is provided now. I refer to the gold mining industry, which has at the present time a large unutilized capacity, and which produces a commodity for which there is an unlimited dollar market. Increases in the costs of gold production which have occurred during the past few years have made much of our potential production unprofitable. This has reduced the output of certain existing mines and has slowed down prospecting for new properties.

The Government has come to the conclusion that, as part of its general program for dealing with the present exchange emergency, it should take additional steps to assist in removing the deterrent effect on production of rapidly rising costs combined with a fixed market price for the product. In considering the form of action, we must have regard not only for administrative considerations, but also for our obligations under the International Monetary Fund Agreement. The precise details will therefore not be made known until they are laid before Parliament but, in order to avert speculation in the interval, I will state now that it is the intention of the Government to defray for a three-year period, to be defined in the legislation, the costs of additional gold production over and above the amounts produced in the year ended June 30, 1947, to the extent of $7 for each fine ounce of additional production.

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The constructive program I have outlined obviously cannot be put into effect overnight. It can be started at once but it will take some time before it can be fully effective in stopping the drain of U.S. dollars to which we have been subject.

Temporary Restrictive Program

This means that we must develop a temporary restrictive program to meet the immediate emergency. This short-run emergency program consisting of measures designed to restrict our use of U.S. dollars includes sweeping restrictions on imports and on pleasure travel, and the imposition of special excise taxes for the purpose of restricting the purchase of many of the durable kinds of consumer goods which are either imported or contain a significant import content.

First as to the import restrictions. These will involve the complete prohibition of the imports of some consumer goods and the imposition of quotas on others.

Control of Capital Goods Imports

With respect to what are generally known as capital goods, neither a complete prohibition nor a quota system is applicable. It is proposed therefore to place specific classes of capital goods in a category under which imports may be controlled and restricted. The Minister of Reconstruction and Supply, who will be charged with administering this phase of the program, will be in a position to review with industry proposed expenditures involving imported machinery, equipment and materials with a view to seeing to what extent such drains on our dollar resources may be eliminated, reduced, or postponed.

Import Prohibitions

Turning now to the restrictions on imports of consumer goods, the list of outright prohibitions is a long one which covers principally goods which are already produced in Canada to a substantial degree or are in some cases of a semi-luxury or non-essential type, and it includes such items as jewellery, candy, novelties, typewriters, radios, refrigerators, washing machines, and furniture. We are also, at the outset, prohibiting temporarily the importation of all motor vehicles, but we intend in the near future to replace this complete prohibition with a restrictive quota system.

Quotas on Important Classes of Imports

There are other classes of imports which, though important and desirable, have grown to excessive proportions in relation to our needs and our capacity to pay out hard currency. To these classes of goods we are applying quota restrictions. Obviously, I cannot give complete details in this talk, but in the fruit and vegetable field, for example, oranges, grapefruit, lemons, fruit juices, potatoes, apples and onions are being placed under a quota. Imports of almost all out-of-season fresh fruits and vegetables as well as of almost all kinds of canned goods are being prohibited but no restrictions are applied to bananas, raisins, figs and prunes. In textiles no restrictions are placed on raw materials and yarns but almost all other textiles, whether in the form of fabrics, or made-up wearing apparel, or other finished goods, are to be under another quota. There are two

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more quotas, one including all leathers, all kinds of footwear, gloves, leather garments and luggage, and the other a group of sundry items including clocks and watches, cutlery, games, toys, sporting goods, and smokers' supplies.

Each of these four quotas will be divided into two parts - one part applying to imports from countries which we must pay in dollars and which we do not know to be short of dollars; the other part applying to imports from all other countries, being either countries which we do not need to pay in dollars or which are short of dollars themselves and whose trade we should encourage if we can. The quotas are set for each group of countries on the basis of twice the pre-war value of imports except for the textile quota which is four times pre-war. Individual importers share in the group quota in accordance with their share of the imports concerned during the twelve months ending June, 1947. The current rate of imports from the group of countries short of dollars is far short of the quota, and it will not be necessary to restrict these imports from such countries so long as their trade remains below the quota level. Imports from the first group of countries, however, will be under strict control and will generally be cut severely.

Import Controls Non-Discriminatory

This system of quotas is, of course, hard to explain in a short talk but detailed explanations and examples will be found in the newspapers tomorrow, and full details and instructions will be available to importers from their local collectors of customs. Goods now in transit to Canada will be admitted without reference to these new prohibitions and quotas, but this exemption will not apply to goods on order. The plan does not involve discrimination against imports from some countries in favour of the same goods imported from other countries. Prohibitions apply to imports from all countries; quotas are based on pre-war trade, and permit the maximum flexibility in their use that we can afford. In selecting items to be restricted we have, of course, endeavoured to pick those which we must pay for in U.S. dollars, and we have tried to interfere as little as possible with the export trade of those countries which are short of gold and foreign exchange.

Restrictions Effective Now

At the coming session of Parliament a special Bill will be introduced concerning these emergency restrictions. In order to avoid widespread anticipation and evasion of these restrictions in the next few weeks, which would cost us many millions of dollars that we cannot afford, we will ask Parliament to make this new law apply as from midnight tonight, and we will put these restrictions into effect in advance, as we do in the case of Budget proposals. This can be done under the provisions of the Foreign Exchange Control Act. At the time this Act was passed the Government did not believe that such power was contained in the Act, but we are now advised by the law officers of the Crown that it provides the legal basis for such restrictions as are proposed. In the urgent circumstances which face us, we have decided that this power should be used until Parliament has the opportunity to pass specific legislation.

Cut in Travel Expenditures

The travel restrictions which are going into effect are approximately the same as those which prevailed immediately after the war. Effective from November 15th, the annual ration

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PAPIER DE COULEUR

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C230809

of funds for pleasure travel will be fixed at an amount not to exceed $150 per person for those who desire to travel in a U.S. dollar area. Applications for travel funds when required for genuine reasons of business, health, or education will be dealt with on their merits. We take this step reluctantly since it limits the friendly contacts between our people and our neighbours to the south, but we simply cannot afford the large sums of U.S. dollars that Canadians are spending in pleasure travel.

Special Taxes on Durable Consumer Goods

Import restrictions alone will not be enough to keep down our use of goods which contain a high proportion of parts or materials from the United States. Many of these goods are produced on a large scale in Canada and we cannot properly limit and ration the imported parts and materials. I am, therefore, proposing to use the same fiscal devices as we used during the war to restrict purchases of this type of goods. The Government will ask Parliament to place an excise tax of twenty-five per cent on a wide range of these durable consumer goods, the purchase of which can normally be postponed by the average family if necessary and most of which are of a less essential character. This tax will apply to sporting goods, outboard motors, pleasure launches, firearms, oil burners, motorcycles, musical instruments, cameras, radios, phonographs and to most types of electrical home appliances. In some cases there is already a ten per cent tax that is to be increased to twenty-five per cent. In the case of automobiles, the present ten per cent tax is to be increased to twenty-five per cent on the value up to one thousand two hundred dollars with fifty per cent applying to the additional value up to two thousand dollars and seventy-five per cent on the excess over two thousand dollars. These taxes of course will apply on the manufacturer's price, not the retail price.

Taxes Designed to Limit Purchases

These new or additional taxes are not being proposed for the purpose of raising revenue. Their purpose is to limit expenditures on these goods and thereby on the steel and other imported materials or parts which they contain. We should partially defeat our objective if, after banning many such imports, domestic production of the same type of articles were to expand to fill the gap at the cost of further substantial imports of components and materials.

Tax Reductions

While the cold facts of our dollar position make it necessary to impose these special types of taxes, we are proposing to remove or reduce certain other taxes in cases where this should result in a lowering of the prices of essential goods which have to be purchased by all Canadian families. With this in mind I am proposing that the excise tax of one cent a pound on sugar be removed, that the import duty on tea from the normal sources be removed, that the duty on coffee be reduced, and that electricity and gas used in dwellings be exempt from the eight per cent sales tax.

Now that the Government's proposals have been announced, we propose to follow the usual budgetary practice of asking Parliament to make them effective from the time of announcement, and taxes at the new rates will therefore be collected on all sales by manufacturers and on imports, beginning tomorrow morning.

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(230811)

Short-term Credit From U.S. Export-Import Bank

While the effects of this whole program will be very substantial, there will still be a deficit in our trade with the dollar area which will not for a time be fully offset by our receipts of U.S. dollars from the United Kingdom and other countries to which we are selling a portion of our exports on credit. To provide for this situation, and in order to supplement our holdings of gold and U.S. dollars and our rights to draw upon our quota in the International Monetary Fund, we have believed it prudent to arrange for temporary financing in the United States. A foreign loan is not of course a solution to our dollar problem. It merely provides a supplement to our exchange reserves to take care of a temporary deficit until the constructive, longer-run measures which are going into effect get into full operation and produce a more reasonable balance in our commercial and financial relations with the dollar area. Not only does it give more time for the constructive solutions, but it also permits the adoption of a program less upsetting to business than would otherwise be necessary. Without the margin of safety which a loan provides, the program of restrictions would have to be much more severe which would not only cause undue dislocations to the Canadian economy and to many of our suppliers in the United States, but would impair the contribution which an efficiently functioning North American economy should be able to make to the economic restoration of the war shattered countries.

In the ordinary course of events, dollars borrowed by the Dominion of Canada in the United States would have come from private investors. In the present circumstances, however, it was felt that the magnitude of the sum required, and the necessity for quick decision, made it advisable to approach a public institution, namely the Export-Import Bank of Washington. Arrangements have been made with that Bank for a credit of three hundred million dollars.

The step taken in arranging for a credit from the Export-Import Bank is a departure from our normal practice of securing necessary U.S. dollar financing by sale of our obligations to banks or other private investors in the United States. In the near future, however, we intend to investigate the possibility of borrowing in this form. It is the statutory responsibility of the Export-Import Bank not to compete with, but rather to encourage and supplement, the use of private capital in financing United States foreign trade. With this in mind, the Export-Import Bank always welcomes the prepayment of loans or reduction of its commitments to lend if borrowers are able to obtain their requirements from other sources.

United States Attitude

You will observe that one of the foundations of this program is co-operation with the United States both in respect to mutual trading problems and to assistance to other countries. In discussing this plan of action with the United States authorities and in securing their co-operation, we have had a most understanding and helpful reception. I do not know how generally is realized the magnitude of the responsibilities that are falling upon the Government, the Congress and the people of the United States at this highly critical time in the world's affairs. We in Canada, situated so similarly, are perhaps in a better position than most to appreciate their problems, and I think it is fitting

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that we should note and acknowledge what the United States is doing and planning to do in the task of world reconstruction.

Restrictions Unavoidable But Temporary

I am well aware that the restrictive aspects of this program will come as something of a shock to many Canadians. It is regrettable that such action has to be taken, but to adopt a lesser program would be to risk failure and to invite conditions which would necessitate far more drastic restrictions. The program has to be sufficient to meet the problem. We cannot temporize with our national welfare. The emphasis is on the longer range constructive measures which will steadily work to produce conditions under which the restrictive aspects of the program will become unnecessary. We intend to get rid of these restrictions just as soon as circumstances will permit.

Industry and Public Can Help Make Program Work.

The speed with which these constructive measures will produce the necessary results depends to a very important degree on active and vigorous co-operation by business and the public generally. We believe in a free economy in this country and we do not want to get entangled in a massive system of restrictive controls. That means it is up to all of us to make the constructive and basic part of this program work. The responsibilities of business and industry to expand their U.S. dollar-producing activities are clear, and greater opportunities are being provided. Industry has also the responsibility of working and co-operating in efforts to reduce and offset the drain of U.S. dollars which is involved in many of our manufacturing operations. In addition the business community can help greatly by deferring less essential plans for physical expansion. The import controls over capital goods will necessitate reconsideration of a good many such plans, but these controls will be less restrictive and the pressure on building costs will be eased if businessmen carefully re-examine their plans and defer for the time being those which are not urgently necessary. The responsibilities of the general public, if less specific, are also clear. Let us constantly remind ourselves that one of the main reasons for the great expansion in imports from the United States is the high level of consumer purchases in this country. To the extent that we can defer for the time being our larger expenditures and economize in our day to day spending, the dollar problem will be lessened and the upward pressure on prices reduced.

Prosperity Related to World Conditions

The truth is that we in Canada have been living somewhat beyond our means during the last year or more -- not beyond what we could afford if the rest of the world was restored to economic health, but beyond what we can afford in the world as it is today. We cannot expect to be completely prosperous when much of the rest of the world in which we live, and on which we depend for a large part of our trade, is just beginning to recover from the terrible destruction and dislocation of the war.

So we have to make adjustments to bring our national living standard within the limits of what we can afford in the

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difficult conditions that surround us. For most of us, this moderate measure of austerity will mean inconvenience and for some it will create difficulty, but a problem of this magnitude cannot be solved painlessly.

Canada's Basic Position Sound

At the same time, let us keep our difficulties in their right perspective. In comparison with most of the rest of the world we are a very fortunate people. Our trouble arises from the misfortunes of other countries, not from any basic weakness in our own economy. Our basic position is sound. Our level of employment is at the maximum. We have a great and expanding capacity to produce. We are producing at a high level and at relatively low cost. This country of ours has had a notable record of achievement during and after the war - a record which has given us self-confidence and raised Canada's stature in the eyes of the world. Let us keep up that record in surmounting the present emergency, conscious of our responsibilities and confident of our great future.

18/XI/47

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P-19-1-0
1948

OFFICE OF THE PRIME MINISTER

MEMORANDUM C230813

P-35-3
1948

P-60-6
1948

Mr. Bracken's office telephoned at 2.20 to say that Mr. Bracken would ask the following question this afternoon:

"Did the government, in signing the Geneva Agreements, agree to remove the embargo against the importation of oleomargarine?"

J.W.P.

11th February 1948.

Trade
Geneva Trade Agreements
Oleomargarine

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- Geneva Trade Agreements
- Oleomargarine

P-19-1-0

Confidential

(Copy)

Memorandum for the Prime Minister: C230814

H-10-14

(Copy)

Re Statement on Oleomargarine at Caucus

Mr. St. Laurent asked Baldwin to give me a report for you on the discussion at Council yesterday (when you were not present) at which the hope was expressed that you would say a few words about the oleomargarine question.

-- Baldwin prepared a note which is attached. I gather two things were suggested.

(1) An explanation of why the government had agreed at Geneva to the removal of the ban

(2) An appeal to supporters of the government not to make public statements taking any irrevocable stand until they had considered all sides of the question.

I thought it might be helpful to have a short memorandum on the reasons for the action taken -- at Geneva. I am accordingly attaching a note which Mr. Deutsch has prepared.

J. W. P.

February 3, 1948.

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C230815

P-19-1-0
(Engl)

SECRET

Ottawa, February 3, 1948.

+1-10-14
(Engl)

MEMORANDUM FOR

Mr. Pickersgill

Re Oleomargarine

The discussion in Cabinet as to the statement that might be made in caucus ran along the following lines:

The general agreement on trade and tariffs concluded at Geneva represented an agreement among the major trading countries of the world, i.e. the countries who account for 80% of the world's foreign trade.

In the course of the negotiations our own representatives made vigorous attempts to have removed from the provisions of the agreement the general clause which would prevent nations from imposing import bans of the type contained in our legislation preventing the importation of oleomargarine. These attempts, however, were unsuccessful and the general agreement as it now stands requires that Canada, if she adheres to the agreement, get rid of the present legislation banning the importation of oleomargarine. In a sense this may be considered as the prices which we paid for the numerous tariff concessions we obtained from other countries, particularly in respect of agricultural products.

The government has accepted the general agreement and therefore must remove the present oleomargarine legislation. The alternative would be rejection of the general agreement which would, in effect, be rejection of a major government measure and therefore equivalent to the defeat of the government. No real possibility exists of making any change in the present general agreement.

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In the circumstances, the adoption of any hard and fast or final attitude in this matter on the part of members might have serious consequences; rather the objective should be a free and open discussion of what the government should do now that it is placed in a position where it must make some change in the existing legislation.

The points to be considered in this connection would be:

(a) Whether it would be feasible since the government must remove the ban on importation, to continue to maintain the ban on domestic manufacture; and

(b) what arrangements with regard to tariff or excise tax treatment might be substituted for the present legislation?

J. R. Baldwin.

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C230817

GENEVA TRADE AGREEMENTS AND THE PROHIBITION ON THE IMPORTATION OF OLEOMARGARINE

The removal of quantitative restrictions on international trade is one of the basic provisions in the Geneva Trade Agreements. Great importance was placed upon this provision by all the chief trading nations at Geneva because, in the past, quantitative restrictions have been more ruinous to international trade than any other protective device, such as tariffs and subsidies. Consequently, signatory countries agreed to refrain from the use of such quantitative restrictions apart from specifically defined exceptions. The exceptions relate to measures necessary to safeguard the balance of payments, the protection of essential security interests, protection of public health, etc. A number of other closely controlled exceptions are allowed to meet certain temporary and special circumstances.

The Canadian Delegation at Geneva endeavoured to obtain an exception from the rule against quantitative restrictions which would have permitted the continuation of the present prohibition against the importation of oleomargarine. The Canadian Delegation argued that such a prohibition should be permitted in cases where the domestic manufacture of the product concerned is prohibited. In spite of repeated efforts to secure the adoption of this proposal, the Canadian Delegation was unable to obtain the support of any other delegation represented at Geneva. Canada was a minority of one in this matter. Delegations of other countries argued that

if

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if an exception, such as Canada proposed, were adopted, it would be impossible in logic and equity to refuse numerous other exceptions which would completely destroy the basic provision.

In the tariff negotiations, however, the Canadian Delegation refused to bind the Canadian tariff on oleomargarine. Therefore, when the Geneva Agreements are ratified, the Canadian Parliament will remain completely free to place whatever tariff it wishes upon the importation of oleomargarine into Canada. Canada could impose any restrictive tariff it wishes, either now or in the future, upon oleomargarine without contravening any obligation in the Geneva Agreements.

February 3, 1948.

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WWII - Anglo-Canadian Cooperation
WWII - Economic Policy (Economic Advisory Committee)
WWII - Agriculture

C230819

N 305-22(P)-1
1940

Ottawa, March 6th, 1940.

MEMORANDUM FOR THE PRIME MINISTER: (1)

Re: Bulk Purchase of Cheese by the United Kingdom

Conversations with the United Kingdom Ministry of Food have resulted in certain proposals being put forward for the bulk purchase of Canadian cheese. The question involved is, I understand, principally one of price and government policy with regard to purchases. A draft reply to the U. K. proposals has been prepared by the Department of Agriculture.

In Dr. Skelton's absence, it is suggested by Mr. Robertson that before consideration is given to the proposals by Council, the government may wish to have the matter considered further, and it might be referred to the Economic Advisory Committee for report to Council.

Would the Prime Minister approve of a direction being given to the Chairman of the Economic Advisory Committee, Dr. Clark, to have the Committee study the matter and report?

Attached is a brief note from Mr. Robertson, with copies of relevant telegrams, in case Mr. King may wish to look them over.

A. D. P. H.

A. D. P. H.

March 6th 1940

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C230820

NAR/SR
6.3.40

N 305-22 (E)-1
1940

MEMORANDUM FOR THE PRIME MINISTER

Attached hereto are telegrams from the High Commissioner regarding the United Kingdom proposals for the bulk purchase of cheese. I am also enclosing a draft reply, prepared in the Department of Agriculture, which, it is thought, you may wish to have considered further before its despatch.

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C230821 file

OFFICE OF THE PRIME MINISTER

MEMORANDUM for the Prime Minister.

Confidential

re Mr. Arthur Guinness

Mr. Justice Davis called me this morning and said that he and Mr. Guinness had decided not to bother you last night after the broadcast (I had explained to Judge Davis confidentially that you were seeing Mr. Lash and he thought it better not to complicate matters in any way).

He tells me that Mr. Guinness is here as the representative of a large number of British business-men interested in freedom of trade after the war, and that he had had a long conversation with Mr. Cordell Hull in Washington which he thought you might be interested to hear about.

I told Judge Davis you would not be in town today but said I would let you know what it was Mr. Guinness had planned to talk to you about.

J.W.P.

11th September, 1942.

Will see on Sat morn
Sept. 12

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OFFICE OF THE PRIME MINISTER

file

MEMORANDUM C230822
for the Prime Minister.

Confidential

re Mr. Arthur Guinness

Mr. Justice Davis called me this morning and said that he and Mr. Guinness had decided not to bother you last night after the broadcast (I had explained to Judge Davis confidentially that you were seeing Mr. Lash and he thought it better not to complicate matters in any way).

He tells me that Mr. Guinness is here as the representative of a large number of British business-men interested in freedom of trade after the war, and that he had had a long conversation with Mr. Cordell Hull in Washington which he thought you might be interested to hear about.

I told Judge Davis you would not be in town today but said I would let you know what it was Mr. Guinness had planned to talk to you about.

J.W.P.

Seen by
Pm
12. IX. 42
JWP

11th September, 1942.

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As far as the Department of External Affairs is concerned, it had nothing whatever to do with any of the arrangements with respect to the Shipshaw power development. In reply to a request from the United States Government, formal assurance was given by the government of Canada, through the Department of External Affairs, to the United States Government that there would be no restriction of any kind on the export from Canada to the United States of "all Canadian aluminum purchased by the Metals Reserve Company under contracts entered into prior to the termination of the present war". This, so far as the Department of External Affairs was concerned, was wholly a matter of formal procedure.

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FC / Timber
C230824

NAR/SR
24.9.43

MEMORANDUM FOR THE PRIME MINISTER

WWII - Anglo-Can Cooperation (Economic)

Mr. J.C. Patteson and Mr. Pyke of the United Kingdom Ministry of Supply came to see me this morning about the disposition of proposals which had been submitted to the United Kingdom Government by the Swedish Government for the bulk purchase of Swedish timber, under a long term contract, by the United Kingdom Government after the war. The United Kingdom Government had not yet given consideration to these proposals, and Mr. Patteson and Mr. Pyke wished to know whether I thought it was a subject on which their Government should consult the Canadian Government before taking any decision.

I said I had no doubt whatever that the United Kingdom should consult us before making any commitment of this kind with Sweden or any other neutral government. It was probable that, in the years immediately after the war, lumber and other construction materials would be in very short supply and that we would have no difficulty finding markets for our production. Despite these considerations, I thought that an announcement that the United Kingdom had made a bulk deal with Sweden for the purchase of a commodity, for which it relied almost exclusively on Canada during the war years, would have a very bad political and psychological effect. If the United Kingdom were thinking of meeting their timber requirements by bulk purchase, they might take stock of their needs, find out from Canada what proportion of those needs the Canadian lumber industry was likely to be able to supply, give it an opportunity to make a long term contract if it wished, and then negotiate with Sweden and other neutral suppliers to see how far they could make up any deficiency.

Mr. Patteson and Mr. Pyke are seeing Mr. MacKinnon and Mr. Howe in the course of the next day or two and will probably be able to find out from them what our post war supply position is likely to be in the case of lumber. Our production has fallen off to some extent during the last three or four years, but with demobilization it is likely that the manpower shortage, which has been limiting production, will be relieved, and our post war output can be expected to increase. At the same time, our own domestic requirements, which have not been filled for the last three years, will be very much larger than they were before the war, so that it is unlikely that there will be immediate pressure for expanded export markets.

N.A. ROBERTSON

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C230825

Department of Fisheries
Canada

OFFICE OF THE DEPUTY MINISTER OF
FISHERIES

O T T A W A

October 6th, 1944.

Dear Mr. Master,

U.S. QUOTA ON FILLETS OF GROUND-
FISH AND ROSEFISH, 1945.

In your letter of August 1st to Mr. Robertson, a copy of which was sent to this Department, you suggested the desirability of asking the U.S. authorities to make an allocation among supplying countries of the quota on fillets of groundfish and rosefish under the Articles of the Trade Agreement of 1938. You also suggested meeting some time in October at which the Department of Fisheries might make a statement implementing the one made by you in the above mentioned letter. The frozen fish trades of the Maritimes and Quebec will almost certainly request such an allocation, and they are likely to ask that our Government press the U.S. authorities to base the allocation on the record of imports during some basal period when Canada was the main supplier to the U.S. The trades will argue that the intention of the Agreement was to yield the whole of this trade to Canada.

On the question of American trade in frozen fillets, it must be understood that the supply situation is very different from that which existed in 1939. In Canada there has been a hastening of the trend of the last twenty years away from the salting to the freezing of groundfish. In 1939, 34% of the Canadian landings of groundfish were manufactured as fresh and frozen fish, but in 1944 the proportion is over 60%. Most of this new production (18½ million pounds of fillets) has gone to the U.K. in 1944, but that outlet may begin to contract in 1945. Last week the U.K. announced a large transference of trawlers away from mine-sweeping back to fishing, and the great volume of mine-sweeping equipment in Europe, and the efforts of UNRRA to furnish European countries with fishing equipment suggest a considerable contraction in the European market, which will affect both the Icelandic and Newfoundland frozen fish trades.

Canadian fresh and frozen production normally has its outlet only on this continent. The Canadian market has been almost stable (around 15 million pounds of fillets) for nearly twenty years, and will probably continue so until fundamental changes in refrigerating facilities in Canada allow an increase in quality and a reduction in price. With such changes there is no doubt that Canadians would increase their consumption beyond one and a half pounds of fillets per head per year, but until these changes are made, the balance of Canadian production must try to find its outlet in the U.S. That market did absorb the increase in Canadian fillet production between 1930 and 1939, but only at price sacrifices. Canada now has a 'surplus' of twice the normal U.S. import of groundfish fillets.

Meanwhile both Newfoundland and Iceland have turned over to frozen production. In 1944 Newfoundland will ship almost 13 million pounds of groundfish fillets to the U.K. She is preparing further expansion and looking towards the U.S. market (and the Canadian) as the outlet for most of this. Iceland during the war has turned over her one hundred million pounds production mainly to frozen fish, and must be regarded as an equally important future supplier of the U.S. market. In short, Canada, Newfoundland and Iceland together are looking forward to supplying over five times the normal U.S. import in the near future.

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Meanwhile the U.S. fishing industry is being rebuilt, and more than ever before, may regard the above weight of importing supplies as a threat that merits the most intensive political pressure towards quota reductions and tariff increases. Any differential between American prices and those of the above three mentioned countries, such as now exists between Canadian and American fish ceilings, will lend additional argument to the U.S. industry in its claim for protection.

In view of the above conditions, it is very desirable that any factor likely to increase or even to stabilize the share of Canada in the U.S. markets, should be considered, and followed through with vigour on our part.

Yours very truly,

(Signed) Stewart Bates,

Special Assistant to Deputy Minister.

Mr. Oliver Master,
Acting Deputy Minister,
Department of Trade and Commerce,
Ottawa.

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UNITED STATES IMPORTS OF QUOTA FISH.

	1939 lb.	1940 lb.	1941 lb.	1942* lb.	1943* lb.	1944 (to Sept. 13)* lb.
Canada	9,367,065	9,653,497	9,743,869	16,341,897	15,034,077	16,720,262
Newfoundland	46,420	22,870	186,937	163,820	732,650	2,032,972
Iceland	12,800	46,507	224	15,000	371,168	41,888
Mexico	"	16,832	-	-	-	-
United Kingdom	-	147	-	-	-	-
Total	9,426,285	9,739,853	9,931,030	16,520,717	16,137,895	18,795,122
Quota	15,000,000	15,000,000	15,000,000	17,174,495	17,804,128	18,210,658
Percentage of total imports from Canada	99.4%	99.1%	98.1%	98.9%	93.2%	88.9%

* Figures supplied to Canadian Embassy by U.S. Treasury Department on October 7th, 1944. They differ somewhat from figures previously available in Ottawa.

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C230827

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TRADE AGREEMENT BETWEEN CANADA AND THE U.S.A. - 1938

C230828

Extracts relevant to Item 4 on Agenda:

ARTICLE III

If imports on any article into either country should be regulated either as regards the total amount permitted to be imported or as regards the amount permitted to be imported at a specified rate of duty, and if shares are allocated to countries of export, the share allocated to the other country shall be based upon the proportion of the total imports of such article from all foreign countries supplied by that country in past years, account being taken in so far as practicable in appropriate cases of any special factors which may have affected or may be affecting the trade in that article. In those cases in which the other country is a relatively large supplier of any such article, the Government of the country imposing the regulation shall, whenever practicable, consult with the Government of the other country before the share to be allocated to that country is determined.

Schedule II - Imports into the U.S.A. from Canada.
U.S. tariff: Paragraph 717(b).

	Rate of Duty
Fish, fresh or frozen (whether or not packed in ice), filleted, skinned, boned, sliced or divided into portions, not specially provided for: Cod, haddock, hake, pollock, cusk, and rosefish	....1 7/8 cts.per lb.

Provided, That such fish entered, or withdrawn from warehouse, for consumption in any calendar year after 1938 in excess of an aggregate quantity of 15,000,000 pounds shall not be entitled to a reduction in duty by virtue of this item;

Provided further, That if the average apparent annual consumption of such fish in the United States during the three calendar years preceding the year in which such fish are entered, or withdrawn from warehouse, for consumption, exceeds 100,000,000 pounds, an additional quantity of such fish equal to the amount by which 15 per centum of such average apparent annual consumption exceeds 15,000,000 pounds may be entered, or withdrawn from warehouse, for consumption in that year at the reduced rate above specified. Such average apparent annual consumption shall be taken as the sum of the following:

(a) The production in the United States of cod, haddock, hake, pollock, cusk, and rosefish fillets, steaks, and sticks, whether fresh or frozen, as now defined, and as reported, by the United States Bureau of Fisheries (for the purposes of this Agreement such production for the calendar year 1936 shall be considered as 94,908,000 pounds, and for the calendar year 1937, as 92,332,000 pounds);

(b) The quantity of cod, haddock, hake, pollock, cusk, and rosefish fillets, steaks, and sticks, whether fresh or frozen, entered into the customs territory of the United States free of duty under paragraph 1730(a) of the Tariff Act of 1930 as products of American fisheries (for the purposes of this Agreement such quantity for the calendar year 1936 shall be considered as 40,000 pounds, and for the calendar year 1937, as 585,000 pounds); and

(c) The aggregate quantity entered, or withdrawn from warehouse, for consumption of cod, haddock, hake, pollock, cusk, and rosefish, fresh or frozen (whether or not packed in ice), filleted, skinned, boned, sliced, or divided into portions, not specially provided for (for the purposes of this Agreement such quantity for the calendar year 1936 shall be considered as 6,296,000 pounds, for the calendar year 1937, as 6,719,000 pounds, and for the calendar year 1938, as 6,100,000 pounds);

Provided further, That if, safter consultation with the Government of the United States of America, the Government of Canada requests the allocation of the quantity entitled to enter at the reduced rate of duty under this item, the Government of the United States of America shall take the necessary steps to allocate the said quantity among countries of export on the basis provided for in Article III of this Agreement.

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EXTERNAL TRADE ADVISORY COMMITTEE

DRAFT AGENDA

for meeting to be held in Room 123,
East Block, on Tuesday, November 7th,
at 4:00 p.m.

---

1. Standing Business:

   (a) Minutes of last meeting, October 24th.

   (b) Standing Committee Business,

   (c) FRC Minutes.

2. Lumber contracts.
   Extent of Government participation.
   Mr. A.H. Williamson, Timber Controller, to attend.

3. Trade with sterling area.

4. Quota on fillets of groundfish and rosefish under the trade agreements with the U.S. of 1938.
   Excerpts from Trade Agreement text (see reverse).

5. Reconstruction programs.

6. Trade survey.
   Reports circulated.

7. Other business.

P.T.O.

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The Prime Minister

Ec / Fisheries
Nov 14/44

MEMORANDUM FOR COUNCIL:

C230829

Fillets of groundfish and rosefish

The Trade Agreement of 1938 between Canada and the United States provides that a duty of 1 7/8 cents per pound will apply on a 15,000,000 pound quota of fillets of groundfish and rosefish as against the general entry duty of 2½ cents per pound imposed by the U.S. The quota is irreducible but may under certain conditions be increased. It was adjusted to 18,210,658 pounds this year and was filled by September. The Agreement provides further that Canada may apply for an allocation of the quota. If Canada does apply, then she is entitled to be consulted in the allocation.

Imports into the U.S. were almost exclusively Canadian in the years immediately following the Agreement. Recently there has been a very substantial absolute increase in the quantity imported into the U.S. from Canada, but at the same time Newfoundland has gained a larger percentage share of the market. The chief concern, however, of the Departments of Trade and Commerce, and Fisheries is the impending competition from Iceland, at times a small exporter to the U.S. but now threatening to swamp the market as her exports to the U.K. are being curtailed.

Allocation of quota to Canada would protect our share of the higher-price market in 1945 both against further inroads by Newfoundland and against Iceland.

The External Trade Advisory Committee, on November 7, unanimously recommended that steps be taken to obtain this allocation. The Committee felt that since advantages had been obtained under the Agreement for the Maritime's fishing industry, the industry was entitled to benefit to the full from those advantages.

The Department of External Affairs supports this recommendation and is prepared to instruct the Embassy in Washington to enter into consultation with the United States authorities, preparing the way for a request for an allocation of the quantity of fish entitled to entry at the reduced rate of duty.

noted

The Department of External Affairs further recommends that the Government of Newfoundland be informed of our intention before we engage in consultation with the United States Government preparatory to a request for an allocation.

....2.

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C230830

While the Agreement stipulates that a quota will be allocated amongst countries of export, in practice Canadian requests for allocation of quotas have been met by granting a Canadian allocation only. The Department feels that our close relations with Newfoundland obligate us to enable her to seek an exact interpretation of the Agreement which would provide her, too, with protection during 1945 against Iceland competition for her quota of the high-priced market.

Further, the consultation with the United States will deal with the selection of a representative base period on which to establish the allocation. The choice of the period is of the greatest significance to Newfoundland as her share of the quota has varied from less than ½ of 1 per cent to over 11 per cent of the annual quotas. The Department considers that the Government of Newfoundland should be enabled to present its views on this question, of such great concern to its most important industry.

Attached are relevant extracts from the Trade Agreement; a statement of U.S. imports of quota fish from 1939 to September 13, 1944; and letter dated October 6 from the Department of Fisheries to the Department of Trade and Commerce.

Under-Secretary of State
for External Affairs.

Ottawa, November 14, 1944.

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FILE: CLEMENT ATTHEGWIMIC) (1945)
Ec/Exports d.c file d.c.

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SECRET

Trade-Anglo-Can Trade

Message to Canadian Government

C230831

United Kingdom Ministers have now considered the proposals discussed between the Deputy Ministers of Trade and Commerce and the Board of Trade for admitting a limited quantity of imports of manufactured goods for which licences are not at present being granted. They feel that the pooling of ideas on this subject between Canadian and United Kingdom officials has been very valuable and they much appreciate the cooperative and understanding manner in which the Canadian representatives have approached the question. To their deep regret, however, they have come to the conclusion that for the reasons explained below it is not possible for them to pursue the proposals at this particular moment in their present form. They are most anxious, however, to do all they can to come to a mutually satisfactory arrangement between our two Governments and with this in mind they would be prepared for their part to accept and justify the variation of the original proposals which is outlined in the following paragraphs.

2. As Canadian officials readily understood during the recent discussions in London, any relaxation in their import licensing system presents very grave difficulties to the United Kingdom Government at the present stage. In particular suggestions for admitting less essential goods might give rise to serious criticisms from the public in the United Kingdom, who after 6 years of war are still required to go without goods which they badly need because of the difficulty of the United Kingdom in meeting its present balance of payments difficulties. None the less the United Kingdom Government had hoped to be able to meet

/some of the

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some of the Canadian criticisms which have been caused by the very necessary rigour of the licensing policy applied to some manufactured goods in which a pre-war trade existed between our two countries.

3. The proposal discussed was that such a relaxation should be available on a non-discriminatory basis to countries which complied with the necessary condition. It was felt that, in view especially of the terms of Article 9 of the financial agreement with the Government of the United States of America, the introduction of fresh discrimination against the United States Government at this stage would raise insuperable political difficulties. Underlying this contemplated relaxation was a confident assumption of the receipt of substantial financial assistance from both the United States and Canada in which case there would have been no case for discrimination.

4. Since the discussions with Canadian officials opened the situation has materially changed in that the prospects for the early passage of the financial agreement with the United States of America through Congress have considerably worsened and there will in any event be many weeks before the decision is arrived at. Not only have doubts now arisen whether the United Kingdom Government will in the result receive from the United States the financial assistance upon which they have been counting, but they are also faced with a rapid drain on their gold and dollar reserves in providing for essential imports from the United States of America during the next few months. It is in these circumstances that Ministers have felt they cannot now take the risk of proceeding at this moment with a relaxation of import licensing restrictions which would admit less essential imports from the United States.

/5. The

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5. The United Kingdom Government feel sure that the Canadian Government will appreciate the reasons for this conclusion. They are however most anxious that our arrangements with Canada should not suffer as a result of the uncertainties of the United States situation and, given that the introduction of relaxations on a non-discriminatory basis must for the present be ruled out, fresh consideration has been given to the alternative possibility, viz of applying the relaxations to imports from Canada in advance of clarification of the United States position. It would be essential, however, in order to defend any such arrangement, that there should be some openly justifiable basis for discrimination against the United States of America. The United Kingdom Government feel that such a basis would exist in the event of a successful conclusion to the financial negotiations which are due to open in Ottawa next week since our financial relations with Canada would then be on a completely different basis from those with the United States of America. Without this justification, however, discrimination against the United States would, they feel, be impracticable.

6. Accordingly, when the Canadian Government present the result of the forthcoming discussions to Parliament in Canada, the United Kingdom Government would be full prepared for it to be stated that the Canadian Government understand that the grant of financial assistance by Canada to the United Kingdom would enable the United Kingdom to admit a small flow of imports of manufactured goods from Canada on the general basis suggested in the draft announcement worked out by officials. In the meantime, if this proposal commends itself to the Canadian Government, the United Kingdom

/Government

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Government in collaboration with Canadian representatives would propose to press on with the working out of the necessary administrative arrangements which in any case would have been necessary before the relaxation could have given rise to any actual imports. They earnestly hope that in these circumstances the Canadian Government will feel that, while it has unfortunately not been possible to meet the difficulties which the Canadian Government brought to their notice in advance of the financial discussions about to open in Ottawa, the substance of the matter will have been met and that the present plan will go some way to remove the sense of frustration which has been felt by certain Canadian manufacturers.

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Food

C230835

D R A F T

SUPPLIES OF FOOD FROM CANADA TO THE UNITED KINGDOM

Joint announcement of understandings reached in discussions between representatives of the United Kingdom and of Canada at the Ministry of Food London, January 1946

During their visit to London Mr. J.G. Gardiner, the Canadian Minister of Agriculture, and Mr. J.A. MacKinnon, the Canadian Minister of Trade and Commerce, together with officials of their Departments, had discussions with Sir Ben Smith, The United Kingdom Minister of Food, and officials of the Ministry of Food regarding British requirements and Canadian supplies of the major foodstuffs. The discussions took account of the recent announcement of the U.K.government policy in regard to home agricultural production and of the long-term prospects regarding supplies of the different foodstuffs.

2. This exchange of views has resulted in understandings on the matters set out below.

BACON AND HAM

3. The United Kingdom is prepared to purchase the maximum supplies which Canada can provide in 1946, 1947 and 1948. Canada has agreed to do its utmost to maintain these supplies at the highest possible level.

4. It was agreed that the present contract for the calendar year 1946 should be extended to cover the import of a minimum of 350 million lbs. into the United Kingdom in 1947 and 400 million lbs. in 1948 at current contract prices in both years.

* See also CWC Document 156

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5. It was agreed to have further discussions before January 1947 to consider the possibility of assessing the prospective requirements of the United Kingdom for 1949 and of negotiating a contract for that year.

CHEESE

6. The present contract for the supply of 125 million lbs. of cheese to the U.K. each year expires on 31st March 1947. It was agreed:

(a) that the present contract for the season ending 31st March, 1947, should be extended to 31st March, 1948, at the same prices. The contract should cover 125 million lbs.

"I would suggest this be eliminated. J.G.G."

(b) ~~that~~ for the season ending ~~31st March~~, 1949, the U.K. would ~~take 100~~ million lbs. of cheese ~~from~~ Canada at prices to be fixed at a ~~later~~ date.

(c) that the U.K. and Canadian representatives should review the arrangements before January 1947. "(add) with a view to determining what could be arranged for 1948-49."

EVAPORATED MILK

7. It was agreed that a contract at current basic prices should be concluded to cover a minimum of 600,000 cases per annum for the two seasons ending 31st March 1947 and 1948.

ROLLER DRIED SKIM MILK POWDER

8. It was agreed that the U.K. should purchase 3,000 tons from the 1946 production of Roller Dried Skim Milk Powder.

EGGS

9. The United Kingdom desires to obtain increased quantities of Canadian shell eggs during the months from October to April inclusive "and more especially during the months from October to December inclusive". Owing to difficulties in handling supplies in the United Kingdom during the summer months Canada was requested to cease shipments of shell eggs by 1st May each year, diverting the summer surplus to the production of

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frozen melange and/or sugar dried eggs.

10. It was agreed that the current contract which expires on December 1st, 1946 should be extended to cover the supply to the United Kingdom of 1,750,000 cases of shell eggs and 5,000 tons of dried eggs in 1947 at the current basic prices for the shell eggs.

11. The United Kingdom has agreed to furnish to Canada by the autumn of 1946 (preferably by October) an indication of the requirements of eggs in shell and dried or frozen form during 1948.

MEAT

12. In order to maintain the wartime carcase meat ration the United Kingdom will require all the beef and mutton which Canada can spare in 1946 and, so far as can be foreseen at present, in 1947 and probably 1948. It was agreed to continue discussions of the extension of the current contract to cover supplies for 1947.

13. The United Kingdom will be ready to purchase all the hog-casings which Canada can provide up to 1948. Offals and tongues will also be required and these will be the subject of further discussions.

14. The United Kingdom requested an increase in the export in carcase form of meat suitable for sausage manufacture.

APPLES

15. It was agreed to have further discussions before the end of May, when crop prospects in both countries would be better known, as to the quantities of apples which could be imported from Canada in 1946, in the fresh, dried and canned forms. (In the import of fresh apples priority would have to be given to dessert over cooking apples and imports would be needed most in the months of October to April.)

"Would suggest this be eliminated J.G.G"

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OTHER PRODUCTS

16. The United Kingdom representatives gave the following information:

(i) The United Kingdom would be prepared to contract in March for the purchase of tomato puree in 1946. This would enable the necessary advance arrangements for the planning of output in Canada to be put into effect.

(ii) The United Kingdom hoped to import substantial quantities of raspberry, strawberry and greengage fruit pulp from Canada during 1946.

(iii) The subject of honey was under consideration with a view to the resumption of imports from Canada.

(iv) The United Kingdom would probably require certain supplies of dried apple pomace in 1946. The position regarding liquid apple pectin was under review and a statement as to possible requirements would be made in May. In any event requirements would probably be below prewar levels.

(v) The United Kingdom representatives undertook to consider the possibility of importing Canadian poultry.

Ministry of Food

January 1946

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Hume Wrong to WLMK

Grain Policy
Grain - Wheat Policy
Grain - Anglo - Canadian Trade

July 23, 1946
CONFIDENTIAL

C230839

MEMORANDUM FOR THE

ACTING PRIME MINISTER -

There are attached to this memorandum:

(i) A Submission to Council concerning the signature of the Wheat Agreement with the United Kingdom;

(ii) The text of the Agreement in the form in which it is being prepared for signature on the assumption that Council will agree to certain changes in the text since it was last considered, and

(iii) A memorandum given me by the United Kingdom High Commissioner showing the changes that have been made from the text last before Council.

Of these changes those numbered 4,5,6, 7,8,9 and 10 are purely drafting points of no intrinsic importance. The United Kingdom Government maintain also that the change numbered 2 is purely a drafting point, but this is not accepted by everyone here. On this I might say that Article 1(b) was inserted at the request of the United Kingdom for the obvious purpose of ensuring that if they took more than the quantities of wheat set forth in Article 1(a) the terms of the Agreement would apply to these extra quantities. The original draft, which was prepared in Ottawa, has been modified in London on the ground that the first sentence might carry the construction that the United Kingdom would be obliged to draw its entire wheat imports from Canada, if we were ready to make the wheat available over and above the specified quantities. I think myself that we must accept their revised text as I am satisfied that the original draft was not intended to mean this and was not understood in that way in the course of the negotiations.

The major change from our text has been the modification of the preamble and undoubtedly this removes a good deal of the force of our original proposal. The reason why they desire a change is that they consider that the second clause of our draft of the preamble bore the construction that state trading and bulk purchase were to be condemned except in conditions of unsettled markets and prices.

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C230840

The change marked 3 in this paper is a completion of the original draft by the insertion of figures relating to the amount of flour to be taken by the United Kingdom. These figures correspond to proposals made by the Department of Trade and Commerce.

There is one further alteration not shown in the United Kingdom note of alterations and that is the elimination of the final sentence from Article 2(b). This sentence was to the effect that if the negotiations on the price of wheat during the last two years of the Contract failed to end in a settlement by the state specified the actual prices to be paid should be the minimum prices set forth in Article 2(a). Since the United Kingdom Government is in any event bound under the Agreement to pay the minimum prices the addition of a clause to this effect not only is superfluous but actually weakens the Agreement from our point of view. Mr. Gardiner agrees that the sentence should be omitted and so do those whom I have consulted in the Departments of Trade and Commerce and Finance.

I am arranging with Mr. MacKinnon concerning the time and place of signature. I shall not make definite arrangements until after the meeting of Council as if Council desires any further changes we shall have to re-type the Agreement for signature.

W L Mackenzie King

(Enclosures not attached)
JC

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SECRET & PERSONAL

OFFICE OF THE HIGH COMMISSIONER FOR THE UNITED KINGDOM
EARNSCLIFFE
OTTAWA, 8th October, 1946

C230841

Dear Mr.Pearson,

I think that you should know that the High Commissioner has received a telegram from London asking him to communicate a personal message from Mr.Strachey to Mr.Gardiner on the subject of bacon supplies.

In Mr.Gardiner's absence, I have communicated the message to Dr.Barton and I now enclose a copy herewith for your information.

I also enclose a table containing an estimate of United Kingdom supplies, utilisation, and stocks of bacon during the period January, 1946 to June, 1947.

Yours sincerely,

J.J.S.Garner

L.B.Pearson, Esq.,
Under-Secretary of State
for External Affairs,
Ottawa

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COPY SECRET AND PERSONAL

Personal Message from Mr.Strachey to Mr.Gardiner C230842

The Secretary of State for Dominion Affairs has telegraphed to the United Kingdom High Commissioner today about a report we have had from the British Food Mission at Ottawa that the Canadian Cabinet is likely, on Wednesday,to take a decision about the continuation of meat rationing in Canada. The High Commissioner will be able to give you full details of the effect which fall in shipments,likely to follow from such a decision,would have upon our total supplies of bacon,upon our stocks, and upon the United Kingdom bacon ration.

Before the war the consumption of bacon in the United Kingdom was about 6½ ounces(boneless) per head per week. Throughout the war we were able to maintain a 4 ounce ration,and,even for a very short period,to go up to 6 ounces. Moreover,there were supplies of American fat bacon available which we were able to distribute from time to time in addition to the ordinary ration. These additional supplies have long since been discontinued. On the 27th May,1945, within a few days of the end of the war with Germany, we were driven mainly by a reduction in supplies from America to reduce the ration to 3 ounces per week and now we are faced,unless you can help us,with going down to 2 ounces,before the end of the year.

This comes on top of a long series of changes for the worse,since the end of the war,in the food supplies of the people of the United Kingdom. Early this year we were compelled to reduce the cooking fats ration to 1 ounce only per week. The soap ration,which of course is dependent upon the general supply of oils and fats,has had to be cut twice, the combined effect being to reduce it to less than 60 per cent of pre-war consumption. I have lately had to bring the cheese ration down to 2 ounces per week and

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week and the butter ration to 2 ounces per week. Our meagre meat ration of 1/4d per week has to be made up to the extent of one-eighth by the issue of canned corned beef, and the proportion of the latter will undoubtedly have to be increased in the new year. For the first time in the history of this country, we were a few weeks ago forced to ration bread. The animal feeding stuffs supply, owing to the world shortage of cereals, is so much diminished that our pig and poultry population is seriously threatened, and already our home supply of bacon has been diminished by 1,000 tons per week, and the cereals situation here will undoubtedly be worsened by our deplorable harvest weather.

At the present time our people are faced also with heavy seasonal declines in the supply of milk, the present ration of which for ordinary consumers has been reduced to two pints per week, and of fish.

I realise, of course, that the Canadian people are anxious to get rid of war-time controls as rapidly as possible and that the recent removal of meat rationing in the United States makes it difficult for your Government to continue it in Canada. Nevertheless, I do hope that you will find it possible in some way to arrange for shipments of bacon to be made to the United Kingdom for the rest of this year and during 1947 upon something like the scale referred to in the heads of the agreement come to by my predecessor with you earlier in the year. A reduction in the bacon ration on top of all these other restrictions would be yet another blow to the British housewife.

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C230844

	Jan - Sept 28 1946 39 weeks	Oct - Nov 2 1946 5 weeks	Nov - Nov 30 1946 4 weeks	Dec - Dec 28 1946 4 weeks	Jan - Dec 1946	Jan - Feb 1 1947 - 5 weeks
			ALL FIGURES IN THOUSAND TONS			
Total stocks at beginning of period	23.5	33.2	21.5	14.5	23.5	13.5
Arrivals from Canada	99.9	7.1	7.0	13.0	127.0	14.0
Arrivals from Denmark	34.2	2.8	3.0	3.0	43.0	4.0
Arrivals from S. America	6.2	0.8	nil	nil	7.0	nil
Arrivals from U.S.A.	7.5	nil	nil	nil	6.5	nil
Arrivals from other countries	3.4	0.1	nil	nil	3.5	nil
Home production	78.4	6.6	6.0	6.0	97.0	7.0
Total supplies	252.1	50.6	37.5	36.5	307.5	38.5
Utilisation on basis of 3 oz. ration	218.9	29.1	23.0	23.0	294.0	29.0
Total bulk stock at end	33.2	21.5	14.5	13.5	13.5	9.5

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C230845

	Feb - Mar 1 1947 4 weeks	Mar - Mar 29 1947 4 weeks	Apr - May 3 1947 5 weeks	May - May 31 1947 4 weeks	June - June 28 1947 4 weeks	Jan-June 1947
Total stocks at beginning of period	9.5	8.5	4.5	nil	nil	nil
Arrivals from Canada	12.0	9.0	8.0	8.0	8.0	59.0
Arrivals from Denmark	4.0	4.0	5.0	4.0	4.0	25.0
Arrivals from S. America	nil	nil	nil	nil	nil	nil
Arrivals from U.S.A.	nil	nil	nil	nil	nil	nil
Arrivals from other countries	nil	nil	nil	nil	nil	nil
Home production	6.0	6.0	7.0	6.0	6.0	38.0
Total supplies	31.5	27.5	24.5	nil	nil	nil
Utilisation on basis of 3 oz. ration.	23.0	23.0	29.0	nil	nil	nil
Total bulk stock at end	8.5	4.5	nil	nil	nil	nil

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Grain - Wheat Policy ✓
Trade - Anglo - Can. Trade ✓

TOP SECRET C230846

Ottawa, August 20th, 1947.

MEMORANDUM FOR THE PRIME MINISTER:

As a result of the discussions in the Cabinet this morning, I understand that the Minister of Agriculture proposes to consult you today regarding price arrangements under the United Kingdom wheat contract. I am, therefore, without waiting to complete the full records of the meeting sending you a first draft of the conclusion dealing with this matter so that you may be informed of Mr. Gardiner's proposals.

Mr. Abbott expressed the opinion that Mr. Gardiner's proposals would appear to be satisfactory but indicated that he would like to consult his officials on this matter before giving a final answer. The interdepartmental committee on External Trade Policy is meeting this afternoon to discuss the proposals and will report to Mr. Abbott immediately the meeting is over.

J. R. B.

J. R. BALDWIN

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Draft

Wheat policy; U.K. contract; advances to Canadian growers

The Minister of Agriculture reported that he would be leaving shortly for the United Kingdom in order to discuss price arrangements for the third and fourth years of the U.K. wheat contract.

At the agreed price of $1.55 a bushel for the first two years of the contract, it was estimated that Canadian growers would receive about 85¢ a bushel less than the amount they would have received by sale at the going world price which stood presently at about $2.40 a bushel. It was understood that the United Kingdom would now be prepared to pay $1.55 a bushel for both years although when the contract had been signed they had been unwilling to make this commitment since the U.K. government had expected that the price would drop below $1.55.

Under the circumstances, it might be reasonable to suggest to the United Kingdom that they offer for the third year of the contract a price somewhat higher than the price recently offered by the United Kingdom to the U.S.S.R. ($2.03 a bushel). If, however, a price around $2.00 a bushel could be obtained for the third year with the fourth year price left for further negotiation, the interests of Canadian agriculture would be reasonably well served.

Meanwhile, it would be recalled that the government had established a five-year pool, paying an initial price to the farmer of $1.35 a bushel with the pool being held to offset any losses as a result of decreases in price over the later years of the contract. Funds in the pool now amounted to more than $150 million and there was every indication that no loss would be incurred by the government. It would be desirable to consider increasing the initial price to the grower over the first three years, to the end of 1947, to $1.55 a bushel.

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If this course was approved the intention of the government should be announced at an early date without necessarily naming any specific amounts, otherwise the government would give the impression of acting under pressure from agricultural organizations.

No final decision as to the amounts to be committed need be taken until after the discussions with the United Kingdom regarding further price arrangements.

The Cabinet, after discussion, agreed, subject to the approval of the Prime Minister and the Minister of Finance:

(a) that discussions might usefully be initiated with the United Kingdom along the lines indicated by the Minister of Agriculture, it being understood that any final arrangements would be submitted for government approval; and,

(b) that the matter of increasing the initial price to the farmer as suggested by Mr. Gardiner be considered further at an early meeting in the presence of the Minister of Trade and Commerce.

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TOP SECRET
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12.12.47

C230840

MEMORANDUM FOR THE SECRETARY OF STATE
FOR EXTERNAL AFFAIRS

United Kingdom Food Discussions

Mr. Towers, Dr. Clark and I saw members of the United Kingdom Food Mission last night after we left the Prime Minister's Office.

I emphasized to Liesching the desire of the Government, which I knew he shared, to work out some mutually satisfactory arrangement which could be made public, through a joint statement on behalf of both Governments. It would, of course, be most unfortunate, at this particular time, if there appeared to be a disagreement between the two Governments, which could be exploited in unfriendly quarters. Liesching heartily agreed with this, and hoped that we could reach agreement so that such a joint statement could be made. He mentioned only one point in connection with a possible statement, namely that the people of the United Kingdom would look particularly for some assurance therein that they were going to be able to secure sufficient Canadian wheat supplies in 1948 to maintain their present bread ration. Unless this assurance could be given, he was afraid that any statement would merely create alarm.

I then outlined to Liesching the new approach which the Government were making to the question, namely, that all contracts should be dropped and the credit proposed should be raised from $10,000,000 a month to $20,000,000 monthly for the three month period, an amount which would approximately equal the additional cost of the 45,000,000 bushels of wheat which the United Kingdom required during the three month period. Sir Alexander Clutterbuck remarked that, though this new arrangement was designed by us to "hold the line" for a short period in the hope that longer term arrangements might be possible at the end of that period, in fact we had, by dropping all contracts, made far reaching and dramatic alterations in the present position. It was pointed out to him that this was made inevitable by the United Kingdom

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inability to maintain contracts in products other than wheat and possibly cheese, and our inability to finance these additional supplies. Therefore, there was no alternative to a completely new approach.

The United Kingdom people spotted, of course, the mathematical disadvantage of this offer over our previous suggestion by which we turned down their proposal for a $65,000,000 purchase of beef, bacon and eggs, and guaranteed them $10,000,000 credit a month for three months. Under this earlier offer, they assumed that they would be able to use that $10,000,000 as they saw fit. Under the new offer, ~~that~~ the $20,000,000 a month would take care of the additional wheat prices only and they would have no credit of any kind left for other purposes. In other words, according to this line of reasoning, they would be $10,000,000 a month worse off under this offer than under the previous one. This, of course, is true, if they had been permitted to use the $10,000,000 per month we had offered in any way they saw fit, and if the wheat contract were retained, while the other contracts were dropped. They have never been formally told that this last assumption is unwarranted, but I understand that it is.

If the United Kingdom delegation tell us today that the new offer of $20,000,000 a month credit is a difficult one for them to accept with wheat at world prices; that they would require $30,000,000 a month for three months in order to equalize the financial position to that under our previous offer, could we be authorized to tell them that we would split the difference and make the credit for three months $25,000,000?

That is the first question. The second arises out of their anxiety that, under the new arrangements for purchase of wheat at world prices, they would have no assurance of securing the necessary supplies from Canada which might now be open to the highest bidder. Can we give such assurance of adequate supplies, at prices to be arranged, based on 1947 requirements for not merely the three months but the whole of 1948?

I have a feeling that if we can be given affirmative instructions in regard to the above two matters, we may be able to work out, finally, an arrangement with the United Kingdom which could be announced by a joint statement over the week-end.

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Most Secret

Ottawa, December 18th, 1947.
C230851

Food Talks

Agreed

~~JOINT~~ CANADIAN-UNITED KINGDOM STATEMENT

As the House is aware, it was recently agreed with the United Kingdom Government that a Mission should come to Ottawa to discuss the trade and financial arrangements between the two countries, with special reference to the United Kingdom's purchasing programme of Canadian supplies in 1948.

The Mission, headed by Sir Percivale Liesching, Permanent Secretary of the Ministry of Food, arrived in Ottawa on the 25th November. There has since been held with them a series of most valuable and comprehensive discussions covering the whole field of our trade with the United Kingdom, and I am happy to announce that as a result of the exchanges which have taken place agreement has now been reached with the United Kingdom Government on all matters under review.

Both countries at the present time face a common difficulty, namely, a shortage of United States dollars. From the Canadian standpoint, this and other factors limit the extent to which the balance of the credit, provided for under the Financial Agreement Act of 1946, can be drawn on in order to make supplies available to the United Kingdom. Canada has made a very great effort - not exceeded by that of any other state - to assist in the restoration and reconstruction of countries damaged and

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destroyed by war. But she cannot continue to export on credit, and import for cash. From the United Kingdom standpoint, her own shortage of hard currency equally limits the extent to which she can afford at this time to make payment in dollars for goods supplied from Canada.

The discussions with the United Kingdom Mission centered around (1) the necessity for Canada of maintaining a balanced agricultural programme and (2) the basic dollar difficulty in both countries. However, though there may have been a shortage of dollars on both sides, there has been also on both sides a surplus of good will and mutual understanding. Also, if there has been a common difficulty, there has been a common objective, the maintenance at this time and the extension in the future of a stable and steady market in the United Kingdom for Canadian farm produce. This means a restored and vigorous economy in the United Kingdom and a steady rise in her industrial production and exports. It means also a prosperous Canadian agriculture, the value of which has become increasingly realized in the United Kingdom during the war and post-war years. Canada wishes to continue to send to the United Kingdom all those supplies of foodstuffs and raw materials which are playing such a vital part in sustaining the United Kingdom's reconstruction programme. The United Kingdom's need for such supplies, in order to maintain the progress now visible in her recovery, is so strong and

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compelling that any interruption at this time would have very serious consequences.

In the arrangement for the provision of supplies, however, Canada has not been asked and will not be asked to go further than her financial situation permits. Likewise the United Kingdom, ~~now literally stripped for survival~~, will itself decide how to dispose of its present limited financial resources in the way most effective for its recovery.

It is in this spirit of mutual interest, mutual understanding and mutual assistance that the discussions have been conducted. It is in the same spirit that agreement has been reached.

The agreed arrangement provides for the continuance of the Wheat Agreement with the United Kingdom and for the continuance and renewal at ~~adjusted~~ prices ~~of the contracts for livestock products~~. Thus the balance of Canadian agricultural production will be preserved, and there will be no interruption in these supplies to the British market.

The arrangement also provides for continued supplies to the United Kingdom of raw materials needed for reconstruction purposes such as timber and non-ferrous metals, though the quantities have been adjusted in relation both to United Kingdom needs and the demands for these products from other countries.

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In estimating the United Kingdom's probable trading deficit on this basis, account has been taken of the increased exports from the United Kingdom and the sterling area which, following these discussions, are to be made available for the Canadian market during the coming year. The arrangement provides that in the three months period up to the 31st March next the deficit should be financed partly by drawings on the credit and ~~partly~~ by the payment of dollars by the United Kingdom. ~~The~~ Our Government will review the position at the end of the three months period.

A ~~similar~~ statement to the above is being made today ~~in the House of Commons~~ in London by

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MEMORANDUM FOR THE SECRETARY OF STATE
FOR EXTERNAL AFFAIRS

Some days ago, Sir Alexander Clutterbuck called on me to say that his Government felt that it was very likely that a question would be asked in the House in London regarding the United Kingdom-Canada food agreement; and, more particularly, certain points relating to that agreement which were raised by Mr. Gardiner's statement on January 2nd.

Sir Alexander Clutterbuck had received, from London, the line of reply which the United Kingdom Government proposed to adopt to any questions on the above subject. A copy of this is attached. I told Sir Alexander that I thought a reply in these terms would provoke unnecessary and undesirable discussion, as there were certain parts of it which were, from our point of view, controversial. He was inclined to agree, and felt that a shorter and more general reply would be better. For that purpose, he showed me a draft which he himself had drawn up and which he desired to send to London. That draft is also attached. I agreed that it was a much better one.

Yesterday Sir Alexander called on me again to say that he had now learned from his Government that they were prepared to use the shorter answer, but, if they did so, they wished to make their position quite clear in a further communication, which he had been instructed to leave with me. That communication, dated January 24th, is attached.

Sir Alexander's letter raises some difficult points. It is quite true that neither Government has, in one sense, entered into any financial commitment beyond March 31st, 1948. However, the United Kingdom has entered into an obligation to purchase certain agricultural products at certain prices. The only way by which they can relieve themselves of that obligation, if they are unable to finance these supplies, is by repudiation of the contracts. It has been made abundantly clear, I should think, that they cannot, for financial reasons, withdraw from one contract without losing

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the benefit of them all, including the wheat contract. The position, from our point of view is, I suppose, that, after March 31st, it is up to them to find a way to finance their purchases in this country and that, in their search for such a way, they must not expect to rely on financial help from Canada.

Sir Alexander's letter quotes the Prime Minister's words from the agreed statement: "The United Kingdom will itself decide how to dispose of its present limited financial resources in the way most effective for its recovery". This means no more or no less than it says, and no useful purpose would be served in reading anything extra into it, as is attempted in the penultimate paragraph of the High Commissioner's letter. The United Kingdom Government may remain, as it claims, uncommitted as to the means by which payments for supplies from Canada after the 31st March would be financed. It is, however, only uncommitted in the sense that if it does not find such means, it cannot be forced to take the goods. Such a default, however, would be a repudiation of a contractual obligation.

If you agree with this understanding of the situation, I could reply to Sir Alexander Clutterbuck's letter in terms which would emphasize that understanding.

I am sending copies of this memorandum to the Prime Minister and to the Ministers of Finance, Agriculture and Trade and Commerce, in case you wish to talk the matter over with them.

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C O P Y

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PROPOSED LINE OF REPLY TO PARLIAMENTARY QUESTIONS

(a) The contracts themselves, dealing with such matters as prices and quantities, must inevitably cover a reasonable period - e.g., one year. This was recognised in the agreed arrangement itself and was also the view adopted by the Canadian Government themselves when they announced before the negotiations had reached any conclusion the targets for cereals and livestock products for a period ahead.

(b) As was made clear in the public announcement of the 18th December, no agreement was reached on the financing of supplies from Canada beyond the first three months of 1948, when the position will be reviewed.

(c) As was also explained in the announcement, neither the Canadian Government nor the United Kingdom Government have entered into any commitment beyond the 31st March, 1948, as regards either the provision of Canadian dollars from the credit or the provision of United States dollars by the United Kingdom respectively. Thus it was made clear that, while during this period the Canadian Government would provide $45 million from the credit and the United Kingdom Government 100 million United States dollars, the Canadian Government had no credit commitment thereafter and the United Kingdom Government would itself decide how to dispose of its present limited financial resources in the way most effective to its recovery.

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The announcement was an agreed one between the two Governments and speaks for itself. As was made clear, the agreement covered the whole field of our trade with Canada and included provision for the continuation or renewal of the contracts for livestock products for 1948. These contracts have since been so renewed. Arrangements were also agreed for the financing of our net deficit with Canada up to the 31st March, 1948. No financial commitments were assumed by either side in respect of the period after that date, and the position is to be reviewed before the 31st March.

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

24th January, 1948.

Dear Mr. Pearson,

The attention of my Government has been drawn to a statement issued to the press by Mr. Gardiner on the 2nd January in which it was said that the United Kingdom had agreed to purchase Canada's surplus of beef, bacon, eggs and cheese for the years 1948 and 1949 and that the prices and quantities would not be affected by any further discussion of financial relationships at the end of the three months covered by the recent agreement.

As you know, while financial arrangements were recently reached between the two Governments to cover the period up to the 31st March next, no arrangements were made as regards the period thereafter. Thus while the Canadian Government entered into no commitment beyond the 31st March, 1948, as regards the provision of Canadian dollars, the United Kingdom Government entered into no commitment beyond that date as regards the provision of United States dollars.

My Government think it important that this statement of their position should be on record. They recall that their attitude was reflected in the statement made by Mr. Mackenzie King in the House of Commons on the 18th December that "the United Kingdom will itself decide how to dispose of its present limited financial resources in the way most effective for its recovery".

In this connection you will recall that when the exchange of correspondence was being drafted in order to record the agreement reached the fifth paragraph of your letter to Sir Percivale Liesching read:-

> "There is no credit commitment on the part of the Canadian Government for 1948 beyond the three months period."

L.B. Pearson, Esq., O.B.E.,
Under-Secretary of State for External Affairs,
Ottawa.

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In reply to this letter as drafted by Sir Percivale Liesching the corresponding paragraph read as follows:-

> "I note from paragraph five of your letter that there is no credit commitment on the part of the Canadian Government for 1948 beyond the three months period. Equally under this settlement there is no commitment on the part of the United Kingdom Government to provide United States dollars in 1948 after the expiry of the three months in question."

On the 17th December there was prolonged discussion upon the second sentence of Sir Percivale Liesching's draft, in the course of which it was stressed from the Canadian side that the form of this second sentence would cause embarrassment if it were included in correspondence which might subsequently be made public. On his side, Sir Percivale Liesching made it clear that unless this sentence or a sentence of equivalent effect was included in the exchange of letters he would be unable to agree to the exchange of correspondence proposed. It was accordingly agreed that in order to meet the point of presentation raised on Sir Percivale Liesching's draft the sentence in question should read as follows:

> "I note also the following words from the agreed statement made by Mr. Mackenzie King today: 'the United Kingdom will itself decide how to dispose of its present limited financial resources in the way most effective for its recovery'."

The letter was signed on the understanding that the text finally adopted had the same meaning as the original version, namely, that the United Kingdom Government, no less than the Canadian Government, were uncommitted as to the means by which payments for supplies from Canada after the 31st March would be financed.

My Government feel that it would be unwise in present circumstances for either Government to anticipate the results of the further conversations which are to take

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place before the 31st March regarding the means by which supplies of foodstuffs from Canada will be paid for over the longer period mentioned in Mr. Gardiner's statement.

Yours sincerely,

(Signed) Alec Clutterbuck

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Yours sincerely,

(Signed) Alec Clutterbuck

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SECRET U.S. Trade Agreement

TRADE ARRANGEMENTS WITH THE UNITED STATES

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This memorandum is a preliminary appraisal of the desireability of entering negotiations for a new Trade Agreement with the United States.

Informal discussions between officials of the two countries give reason to believe that the United States Administration would be willing to undertake such negotiations but it is not possible to make more progress until -

(a) a decision has been taken by the Canadian Government that the probable result of any such negotiations merits the undertaking;

and (b) the Canadian Government's decision, if favourable, has been communicated officially to the United States Government and that Government's concurrence obtained;

and (c) a public announcement of the proposed negotiations is made.

The U. S. Administration is empowered under the Reciprocal Trade Agreements Act to reduce individual tariffs to 50% of the level of January 1st, 1945. We obtained at Geneva by far the larger part of the concessions possible under this Act and some items not negotiated at Geneva are now listed for negotiation at Annecy. There is, however, scope for further reductions. First in items not negotiated at Geneva or on the agenda for Annecy and second, in items which at Geneva were merely bound against increase, or on which less than the maximum reductions were made. There is no mathematical formula by which the value of such reductions as are possible can be evaluated but brief notes on a number of the more important items on which Canada would seek concessions are attached.

These notes have been prepared from a preliminary study of all the items in the United States tariff to discover those on which further reductions of benefit to Canada can still be made under the Reciprocal Trade Agreements Act. A substantial number of such items

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have been discovered . It is not surprising that some of the larger items now to be considered lie in the field of papers, since Canada did not obtain concessions on papers at Geneva. In several different fields a number of small reductions are still possible which would result in attractive export opportunities.

The study is still subject to corrections and additions. It has been impossible in the circumstances to seek up-to-date information from industry at first hand. To cite only one example, the chemical industry is so complex and there is so much interchangeability both of products and materials that its position cannot be studied satisfactorily from the outside. Prior to any negotiations there would have to be opportunity for consultation with our own industries, accompanied by further study here.

It would, of course, be of the utmost importance to establish that the negotiations should be undertaken by the United States with due regard to the unbalance in our common trade. The negotiations should seek to increase the flow of goods from north to south by a greater absolute volume than the increase in the reverse direction. United States officials with whom preliminary discussions were held have not ruled this out, although it is recognized that the tariff reductions as such must be reasonably well matched.

The United States maintains the principle of negotiating particular tariff items only with countries which are the principal suppliers of the articles classified therein. While this practice is advantageous to Canada in some ways, one of its consequences is that it has proved difficult for us to seek concessions on the products of our manufacturing industries which have expanded their export potential in recent years. For many of these products, it is the case that there is little or no export to the United States at present, largely because of the prohibitive tariffs there. Once

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again preliminary discussions between officials have encouraged us that we could expect some modification of the fairly rigid application of this policy that we have experienced in the past.

Among the concessions which can be sought from the United States there are some tariff items where even the maximum reductions now possible would not permit the Canadian product to compete in the United States, but concessions should nevertheless be sought in the hope of further reductions at another time. The bill now pending in the United States will extend the President's powers to negotiate tariff reductions to June, 1951. At that time a new basis will have to be formulated for further tariff reductions if the Trade Agreements program is to be continued. In this perspective, it seems advantageous to exhaust whatever margins of reduction are available at present before a further basis of reduction is established in 1951.

For the most part the concessions in the Canadian Tariff, which would have to be considered in a further trade agreement, could be limited to reductions in rates which we would like to make in any case for our own interest. The items to be considered for reduction would be ones that enter undesirably into the cost of production of Canadian industry -- items which are either not manufactured in Canada at all, or only to a very limited extent. At present there are a considerable number of cases where duties apply that are not required for protective purposes. These cases have been accumulating over the past few years and would normally have been dealt with in the annual Budgets. Action, however, has been postponed in anticipation of further trade agreements where the reductions could be used for bargaining purposes. If it is decided to go ahead with another trade negotiation with the United States, in the near future, tariff adjustments which would ordinarily be made in the forthcoming Budget would be held up. There is scope also for some reductions in Canadian Tariffs in the adjustments which are desirable because of the many changes that have taken place in Canadian industry since before the war.

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Owing to the relatively limited, although useful, possibilities for receiving concessions from the United States, we should not consider making any reductions in our present moderate tariffs on the principal protected industries of Canada. There are a number of less important intermediate cases where reductions could be considered if they are indispenable in obtaining important and valuable concessions for our exports.

From the Canadian point of view, our export industries are becoming increasingly vulnerable and increasingly dependent upon trade with the United States. Canadian producers are losing, or have lost, substantial markets in the sterling area. Canada is still in her traditional role of large scale exporter of a relatively small number of bulk items for which the demand is volatile. If export markets can be obtained for additional commodities, tariff concessions by the United States at this time will have a qualitative importance surpassing the actual quantities of goods involved. For the next few years, our problem may well be to maintain our sales abroad, let alone increase them, and further diversification will strengthen the market position of our exporters. Maintenance of present high levels of shipments to the United States is dependent upon the continuation of a very high level of economic activity in that country. Even a moderate recession will materially reduce the U.S. dollar earning ability of Canadian producers of newsprint, pulp and other things, both by a reduction in the volume of trade and by a resultant weakening in the price structure. If Canadian producers cannot have a broader trading basis by diversification of markets throughout the world, it will be beneficial to diversify where possible the products they sell in the American market. This can be done in part through tariff reductions as industries of local, regional and cometimes national importance are able to find new outlets in this way.

In addition to a further tariff negotiation with the United States, the question should be considered as to whether or not other steps would also be appropriate. While the United States Administration

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is in a position to cut a number of tariffs which affect our goods, the possibilities are limited at this time. But tariffs are only part of our problem. The closely related subject of the administration of tariffs, even if the United States alters her administrative practices to the full extent now contemplated, presents serious obstacles. It would seem highly desirable to evolve a more flexible procedure to deal with these problems as they arise. Canada and the United States are not only two of the world's leading traders, each one the largest customer of the other, but they stand almost alone today as advocates of multilateralism, the removal of controls, and an international division of labour based upon natural resource advantages, and the freedom of consumer choice. In a large part of the world, trade arrangements are increasingly based upon bilateralsim, discrimination and controls. Canada and the United States should provide a model to the rest of the world of the advantages of unrestricted trade. It is recognized that constitutional and statutory impediments make the American tariff system inherently less flexible than our own, but the problems are important enough on both sides of the border to merit the most earnest consideration.

The existance of the International Joint Commission and the Permanent Joint Board on Defence for consideration of certain of our mutual problems suggests the possibility of some body, of equal seniority, in the trade and tariff field. To be of value any such body would presumably need powers granted by Congress.

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should nevertheless be sought in the hope of further reductions at another time. The bill now pending in the United States will extend the President's powers to negotiate tariff reductions to June, 1951. At that time a new basis will have to be formulated for further tariff reductions if the Trade Agreements program is to be continued. In this perspective, it ~~is clearly~~ seems advantageous to exhaust whatever margins of reduction are available at present before a further basis of reduction is established in 1951.

B

PULP AND PAPER INDUSTRY

Prior to Geneva the Canadian pulp and paper industry was opposed in general to reciprocal tariff cuts on fine papers and this is still their expressed attitude. They say that reciprocal reductions in paper tariffs by the two countries would almost certainly do more harm than good to Canada. Present tariff barriers against Canadian exports of paper to the United States are generally much higher than corresponding Canadian barriers against United States paper products. An equal reduction of both countries' tariffs would in many cases leave an American tariff that was still prohibitive, but would allow substantial movement over the Canadian tariff wall. The American producer can move into the Canadian market with little, if any changes in his production; the Canadian producer, now equipped to supply numerous lines to the domestic market, could only compete in the larger United States market by a major change in his productive methods. Within the limitations of the Reciprocal Trade Agreements Act, there may be many items on which tariff concessions by the United States will permit expansion of Canadian trade, but since full free trade is impossible Canadian tariff protection remains essential and it is believed that present Canadian tariff protection is no greater than is required. This is the explicit position of the industry on this question.

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It is quite possibly in the interests of the Canadian industry to modify this attitude on some major points, however. In the case of groundwood printing papers, classified in Item 1401, available tariff relief has not yet been exhausted and reduction of the present U.S. tariff might offer substantial trading opportunities. The present duty is 1/5¢ per lb. + 5% and at a current mill price of $120 f.o.b. this works out to $10 per ton. The duty could be cut in half. United States production of these items was 840,000 tons in 1948 compared with imports of 80,000 tons. This item includes our super standard newsprint and virtually all of our groundwood specialty printing papers. The potential market is very large and it would offer a desirable field of diversification to strengthen the market position of our newsprint and fine paper producers. Reduction of the tariff would put the Canadian industry in a good competitive position in this field so that they could export to the United States, once they had their machinery and production adjusted to the new lines. In the meantime, a reciprocal cut on this tariff item would force them to meet price competition in Canada from American groundwood printing papers for a year or two. In the long run, the gains would seem to be much more than an offset to the losses.

Further, it is possible that machine coated paper can be shifted by tariff court decision from Item 1405, where the duty is prohibitive, to Item 1401 where a 50% cut would open up a large market for Canadian machine coated papers in the United States.

A list of smaller items in the paper field has been prepared for further study. One possibility which is worth looking into is that a list of important by-products of the newsprint paper industry might be classified in one of the tariff items used for pulp and paper rather than in the chemical list. Lignin powder is one of these by-products.

CHEMICALS

Canada has natural advantages in certain chemicals where, for example, electric power or acetylene gas plays an important productive part or where they are the by-products of the processing of our national resources, as in the pulp and paper industry and others.

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Ground barytes is a promising item which is processed in Nova Scotia. It can be marketed in the oil fields of the southern United States. Present sales go mainly to eastern seaboard ports for use in the paint industry. This item was not touched at Geneva and the tariff can be cut from $7.50 per ton to $3.75 per ton. It is listed for negotiation with Italy at Annecy in April, 1949.

Pectin is important to the apple growers and it is still subject to a rate of duty of 25% which can be cut in half. United States negotiators at Geneva were unwilling to do more than bind this item at existing rate.

Vanillin is a by-product available in large quantity in Canada and the duty of 7¢ + 45% calculated on the American selling price can be cut in half. This tariff would still be prohibitive after the cut.

Synthetic phenolic resins were not touched at Geneva and they include polystyrene resins which are of interest to us. The duty of 7¢ + 45% can be cut in half. Neither Canada nor the United States was in a position to discuss tariffs in the field of plastics at Geneva but it is possible that some progress could be made now.

A reduction was requested on halibut-liver oil at Geneva but this item remains at the rate of 10% and can be cut in half.

The duty on cobalt oxide can be cut from 10¢ lb. to 5¢ lb. This was requested in 1947.

Cellulose acetate, sheets, rods, etc., can be cut from 25% to 12½%.

Casein glue can be cut from 30% to 15%.

Synthetic iron oxide can be cut from 15% to 7½%.

EARTHS, EARTHENWARE AND GLASSWARE

Fluorspar is exported by Newfoundland which is the principal source of this material for the United States. The tariff is $4.20 per ton on one grade and $6.30 per ton on another and it can be cut in half.

Dead burned magnesite is in this group and it was not reduced at Geneva. The tariff can be cut from 23/40¢ lb. to 23/80¢ lb. No further

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cut can be made on magnesite brick.

Gypsum, ground or calcined can be cut from $1.40 ton to 70¢ ton.

Ground mica can be cut from 15% to 7½%.

Talc can be cut from 10% to 6¾%.

METALS AND MANUFACTURES

The largest item in this group is aluminium on which the tariff was reduced from 3¢ a lb. to 2¢ a lb. at Geneva and can be reduced by a further ½¢ per lb.

Tool steels have become important to at least one Canadian producer. In this connection ferrosilicon, of a content of 8% to 30%, can be cut from 1¢ lb. to ½¢ lb. and hollow bars and hollow drill steel were reduced only in part at Geneva. A portion of the latter item is listed for the Annecy negotiations.

A concession on fourdrinier wires would be useful but this is now listed for negotiation Annecy in April.

Motor boats valued at less than $15,000 are still subject to the pre-Geneva duty of 15% which can be cut to 7½% and it is thought that Canadian producers of small craft and pleasure boats would benefit from a reduction of this duty.

In addition to a number of miscellaneous items on this list particular note should be taken of two metals of potentially great importance - titanium and lithium. These are abundantly available in Canada. They are both subject to tariffs of 25% at present and can be cut in half. In the metallic form they are not now of commercial importance but they might become very important. This is obviously the time to seek concessions on these products in the United States with little fear of active opposition just because no vested interest has yet been established. It should be noted that capital is now being invested in the development of metallic titanium by National Lead Co. and others.

This schedule contains a number of items which ought to be studied in consultation with industry.

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WOOD AND MANUFACTURES

The tariff on Douglas fir plywood is of great importance to Canada. It is listed for negotiation at Annecy as part of a larger plywood item but it is possible that Douglas fir will be omitted from concessions made by the Americans at that time. The duty of 40% can be cut to 20%.

A miscellaneous item of hardwood lumber accounted for $15 million of United States imports from Canada in 1947 and it is subject to an internal revenue tax which can be cut from $1.50 M. to .75¢ M. While this tariff is small the items under it are thought to be quite competitive and the reduction might be helpful. The effect of this reduction on the British preference would also have to be studied.

Another miscellaneous item of manufactures of wood includes doors on which the tariff was cut from 33-1/3% to 25% at Geneva but can still be cut by a further 8-1/3%. This item is of considerable importance for the maintenance of employment and income in certain parts of the Province of Quebec.

Concessions may still be sought on a number of diversified items in this list including hubs, (5% to 2½%), packing boxes and shooks (7½% to 3¾%), paint brush handles (15% to 10%), hockey sticks, toboggans and canoes, (15% to 10%), etc.

AGRICULTURAL PRODUCTS AND PROVISIONS

In this important group reductions were obtained at Geneva on most of the large Canadian items.

An important item which remains is fresh apples. The rate was reduced at Geneva from 15¢ to 12½¢ but it can be reduced by a further 5¢ per bushel. The tariff is not the principal obstacle to our exports at present but the reduction should be sought.

A partial concession was made at Geneva on barley malt but a further concession can be made to bring the tariff from its present level of 40¢ per 100 lbs. to 30¢ per 100 lbs.

Frozen blueberries are exported from Newfoundland to the United States and although partial reduction was obtained at Geneva a further

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reduction from 10% to 6-1/4% would be useful.

Canned salmon still remains at the pre-Geneva rate of 25% and a reduction to 12½% is possible on this item.

Reference should be made to the export of Canadian horse meat for manufacture into prepared animal food in the United States. A potentially important market exists in the United States for the products of the packing plant at Swift Current, Sask. A 50% reduction in the tariff would enable the Canadian product to compete to some extent although non-tariff obstacles might be raised.

A list of miscellaneous items includes seeds on which 50% cuts are possible and a number of prepared foods.

SUNDRIES

Under this heading are a number of items of sporting goods such as golf balls (15% to 10%), ice skates and boots (15% to 7½%), and golf clubs (15% to 7½%).

The tariff on patent leather is important to Canada since we specialize in this product and it remains at the pre-Geneva level of 7½% whence it can be cut to 3¾%.

There are miscellaneous items in this list which are worthy of further study.

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Coll - Can - Inter - Trade

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Re Procedure being same as in case of Canada-United Kingdom Agreement

as mistaken in that, as in tabling of correspondence.

Re Agreement being same as offered Bennett.

not true;

see Mail & Empire inspired article

re cattle - parity of prices;

We would not have accepted that offer.

Re Bennett's inemntion to negotiate - enter into agreement:

doubtful if he would have

except at moment of elections.

Conferences being held by officials within week or two.

Tone of speech - certain he would not have continued

negotiations had he been returned.

Has argued against trade going north and south.

" " " intermediate tariffs, because of most-favoured-nation treatment.

" " " shipment through American ports.

" " " competition of U.S.

" " " balance of trade on many fronts removing restrictions.

Whole attitude of last five years against trade with U.S. -

flowers and magazines.

See Cahan

Would be no Agreement but for return of Liberal government.

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Re Intermediate Tariff

Very different from what it was -

in many particulars equals general tariff

as said duties not yet as low as in 1930.

Forgets consumer -

e.g. - concessions - (Stewart - Leeds) - oranges.

Intermediate tariff devised to help -

consumers and producers.

Re Argument from persons favourable to agreement in U.S.

Quotation of persons in U.S. favourable to agreement -

Brebner (absence of others);

might have quoted Hoover and Republican Congressman and

official interests.

Better quote persons favourable to agreement in Canada.

In Canada - Might have quoted Sir Robert Borden

and Canadian press gnerally.

Not sufficient emphasis upon what agreement prevents as well as gains.

(1) Canadanon general tariff (Higher~~tariffs~~)

(2) " " " " with other nations on intermediate.

(3) Securing markets already in U.S.:

(a) on rates

(b) on free list.

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Re Termination of Agreement - Escape clause (Stewart)

If had, should appreciate those clauses, work both ways.

Real Gains -

Market for producers;

Advantage in our market to producers and consumers.

A movement in right direction - in trade, in

in international relations

good neighbourliness;

more necessary today than at any period in history.

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RECIPROCAL TRADE AGREEMENTS

ADDRESS BY HENRY F. GRADY, ASSISTANT SECRETARY OF STATE, AT THE BANQUET OF THE PHILADELPHIA REAL ESTATE BOARD, IN THE BELLEVUE-STRATFORD HOTEL, PHILADELPHIA, PENNA., AT 6:30 P.M., SATURDAY, JANUARY 20, 1940.

One of the principal subjects before Congress at the present time is the question of continuing the President's authority to negotiate trade agreements with foreign countries, which is the legal basis for the Trade Agreements Program. This authority was first granted by the Trade Agreements Act of June 12, 1934. It was renewed in 1937, but the authority to negotiate new trade agreements will expire on June 12, 1940, unless Congress in the meantime takes action to continue it.

In his message to Congress at the opening of the present session the President recommended that this authority be continued. A joint resolution to continue the legislation for three more years has been introduced into the House of Representatives and, since January 11, the Ways and Means Committee has been conducting public hearings on the subject.

Over the five and one-half years during which this Trade Agreements Program has been in operation there has been much comment and discussion regarding it, both favorable and unfavorable, from all sections of the country and from various branches of industry and agriculture. Since it is now a subject of outstanding national interest, I am happy to have this opportunity to bring to your attention the various important considerations which must be taken into account in order to form a fair and equitable judgment of its significance.

The

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The purpose of this program is to restore and expand our foreign trade, for the benefit of American agriculture, industry, mining and commerce, as a means of improving our national economic welfare through the resulting increase in economic activity through the country.

To accomplish this purpose the Trade Agreements Act authorizes the President to enter into trade agreements with foreign governments by which, in return for concessions benefiting our export trade to the other country, modifications are made in our import duties and other restrictions. The Act prescribes limits and conditions within which these reductions may be made and authorizes the President to bring such trade agreements into effect by proclamation.

The progress which has been made in negotiating such trade agreements is indicated in a general way by the fact that the **twenty** countries with which trade agreements have been concluded account for about 60 percent of our foreign trade. In 1939 our total foreign trade amounted to about 5.4 billions of dollars, of which about 2.3 billions were imports and about 3.1 billions exports.

The products which make up our foreign trade range from primary raw materials to fully manufactured articles. In 1938, fully manufactured articles accounted for one half of our exports. This demonstrates that many of our industries, despite high wage levels and shorter working hours, are nevertheless able to compete successfully in world markets, without the benefit of a protective tariff, against the lower wage levels and longer working hours of other countries.

Since 1934 there has been a substantial improvement in our trade. Our total foreign trade, exports and imports combined, which had fallen from nearly 10 billions of dollars in 1929 to around 3 billions of dollars in 1932, has risen, as I have said, to an average of more than five and one-half billions in the last three years. This entire increase cannot be attributed to the Trade Agreements Program, for there are many factors which determine the size of our foreign trade. For instance, our general industrial activity had a great deal to dc with the variation in our total foreign trade over the last three years from 6.4 billions of dollars in 1937 to 4.2 billions in 1938 and 5.4 billions in 1939. However, there is a very clear indication that the trade agreements have definitely contributed to the increase in our trade since 1934. For, if we compare the rate of increase of our trade for a period before any number of agreements were in effect, such as the years 1934-1935 and a period such as 1938-1939, after a considerable number of agreements had been in operation, we find that our trade with the trade-agreement-countries increased much faster than with the others. Actually, our exports to trade-agreement-countries increased by 50 percent between those two periods as compared with a 28.3 percent increase in exports to other countries; and our imports from trade-agreement-countries increased by 17.8 percent as compared with an 11.3 percent increase from other countries.

These increases in trade mean more business and more active business and I think that you who are mainly interested

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in real estate activity can particularly well appreciate how the prosperity of any one business is tied up with the state of business in general.

So you can appreciate the importance to all of us of the sound restoration of our foreign trade; for not only is that trade an important section of our general business activity, but its effects ramify into practically every aspect of our business life. Therefore, the restoration and expansion of our foreign trade and the efforts to bring this about through the negotiation of trade agreements in accordance with a sound policy of international economic relations is of importance to all of us.

Some of you will perhaps be inclined to say, "That is all very well in a world that is at peace, but with the state of warfare which afflicts so much of the world today, what use is there of discussing and trying to carry out a program which is based upon the fundamental conception of peaceful international trade?"

This is a very important point. Certainly the outbreak of hostilities in Europe has weighty consequences for our trade. It stimulates some lines and affects others adversely. Likewise it affects strongly the operation of the trade agreements which have been concluded and complicates or prevents the negotiation of others. But this is not an argument for discontinuing the program. On the contrary, we must, through the negotiation of new trade agreements wherever it remains possible, continue to encourage the maintenance of as much of our normal trade as is possible in these times so as to reduce as much as we can the adjustments which will be necessary when the present abnormal conditions come to an end. Secondly, we must keep in readiness this instrument of trade negotiations for mutual benefit against the day when the present unhappy state of affairs shall have been ended.

I would like to dispose of one more point in this connection. There are some who say that because the governments of countries which are now at war, and with which we have concluded trade agreements, have felt themselves compelled to take emergency measures affecting their trade which run counter to the purposes and specific provisions of our trade agreements with them, and have thereby interfered with the normal peacetime trade which we have sought to promote by these agreements, the agreements have become one-sided and we are left "holding the bag" and should therefore find some way of terminating the agreements.

I want to make it clear first of all that the agreements in question contain provisions allowing latitude to take special measures in time of war, just as they contain exceptions permitting us to take measures necessary to maintain our neutrality. The question, however, is not as to whether these agreements are violated as to whether we have lost the benefits of them to such an extent that we would be better off without them. I think there is no question that we would be worse off without them. Under wartime necessity the other governments in question have felt compelled to concentrate on purchases from us of certain lines of products and to curtail purchases of others which we are particularly anxious to sell abroad, such as apples and tobacco. But if the tariff reductions which we

granted

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granted these other countries were not in effect and they found it more difficult to sell their products to us, they would have still less money with which to buy from us, and we can be sure that the result would be a further curtailment of the purchases of those products which they regard as not essential at the present time.

The concessions which we granted on our imports from these countries were made only after very careful study of the position and needs of our domestic industries, and on the whole the outbreak of hostilities in Europe has not made the position of our producers worse as compared with the producers in the countries now in war, so that it cannot be said that our own industries now need higher protection against them.

The trade-agreements program has a number of important features which have been carefully formulated to fit most appropriately into our own circumstances and institutions and to be most effective in achieving the general purpose. As I have said, it provides for the negotiation of tariff reductions within prescribed limits and conditions in return for reciprocal concessions; it provides for the placing of these agreements into effect by Presidential proclamation; it provides for the application of the reduced duties to imports from all countries except those found to be discriminating against us; it provides for public announcements of negotiations and an opportunity for the public to be heard before the agreements are made, and for the cooperative work of the various governments departments concerned with foreign trade. These various features are designed to achieve a sound economic purpose through an essentially democratic procedure. Various of these features have, however, been subjected from time to time to criticism, mostly from lack of information or understanding of the essentials. I would like therefore to cover some of these points briefly.

In the first place, it is argued by some that the Trade Agreements Act is unconstitutional. Without going into the complicated and technical legal details of this question, I may say that when the Trade Agreements Act was drafted, when it was first acted upon by the Congress in 1934, and when it was renewed in 1937, considerable study was given to this question of constitutionality and the definite conclusion was reached that there were ample precedents for such delegation of authority as is incorporated in the Trade Agreements Act.

There are many sincere people who are in sympathy with the general objectives of the trade-agreements program, but who believe that trade agreements should be subject to ratification by the Senate. The difficulty with this proposal is evidenced in our experience with reciprocity negotiations requiring such ratification. This experience has shown beyond a shadow of a doubt that a reciprocity agreement which has to be approved by two-thirds of the Senate before it can come into effect might just as well not be negotiated in the first place.

Over

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Over the last century of our history, only three reciprocal treaties have actually come into effect with Congressional approval, which about 22 others which were negotiated never came into effect because they never received approval. The three treaties which were approved were those with Canada, Hawaii and Cuba, countries bound to the United States by special geographic or political ties. Even if there were a more reasonable chance of such agreements becoming effective, there would still be the great disadvantage of the delay necessarily involved in this procedure. It must be quite obvious that long delay before an agreement can come into operation after it is negotiated means that it loses much of its usefulness; and as a matter of fact, foreign countries would not be very anxious to enter into negotiations with us under such conditions.

It is also sometimes argued that the delegation to the President of authority to enter into trade agreements is not in accordance with the democratic principles on which this Government is based, that the sole power for making tariff adjustments should remain with the Congress. In answer to this point, let me say, that Congress retains the essential tariff-making power by defining the limitations which are placed on the President's authority by the provisions of the Act itself and simply delegates power to make adjustments in accordance with the policy it lays down for limited periods, and that the procedure followed in the administration of the Act provides ample opportunity for all interested persons to be heard in connection with any proposed negotiations.

This last point is important. Under the old methods of tariff-making, those groups who could afford high-priced tariff lobbyists to represent them in Washington, familiar with the log-rolling processes of tariff-making, had the best opportunity to have their special interests considered.

Under the trade-agreements procedure, public hearings, open to all interested persons, are held in connection with each proposed agreement. The information which these persons submit, orally or in writing, is closely analyzed and studied, together with the vast information available from official sources, by the experts of the trade-agreements organization who specialize in the various branches of commerce, agriculture and industry.

This interdepartmental trade-agreements organization draws upon the full resources of the Tariff Commission, as well as of the Departments of State, Commerce, Agriculture and the Treasury. Through a well-organized system of interdepartmental committees, the members of this organization cooperate closely in the operation of the trade-agreements program. They study the many products involved in our trade with foreign countries, as well as the particular problems affecting our trade with each country, and formulate carefully worked-out recommendations which, after being approved by the highest officials of the Administration, form the basis of negotiations with the other government.

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All in all, this is an effective and scientific procedure of tariff adjustment developed in full accord with our essential democratic institutions.

A number of people who favor tariff adjustment by Executive action under strictly defined authority delegated by Congress, claim that such adjustments should proceed solely on the basis of the differences in the cost of production in this country and abroad. The fallacy of this method of determining tariffs has been shown by such able tariff experts as Robert Lincoln O'Brien, formerly Chairman of the Tariff Commission, and the late Thomas Walker Page, formerly Vice-chairman of the Commission. Quite apart, however, from the economic principle involved, this formula is not one suitable for practical operation. Cost data adequate for this purpose can rarely be obtained; experience has shown that the attempt to obtain cost data from foreign producers is apt to arouse great resentment abroad against the United States. Even in cases where full data are obtainable, a wide variation of costs among different producers is likely to exist. Moreover, even in such cases the process of calculation involves so many variables that the cost rule as an exact criterion becomes purely fictitious. On the basis of the same data different persons are likely to get different results in harmony with their respective tariff philosophies. Costs of production are, of course, of importance in determining tariff adjustments and costs of production are taken into fully adequate account by the interdepartmental trade-agreements organization in formulating its proposals for tariff adjustment. But to use the comparative costs formula as the sole basis for effecting tariff adjustments would not be satisfactory and, furthermore, it would be sadly deficient as compared with our trade-agreements procedure, which also provides means for obtaining reductions in the trade restrictions imposed by other countries against our goods.

The most-favored-nation policy by which the tariff concessions which we grant in a trade agreement with one country are applied to the similar goods of all other countries is frequently misunderstood. The value of this policy has been challenged on the ground that it is not good business or sound trading.

In the broad sense this policy means non-discriminatory treatment. It contrasts with policies of retaliation and economic strife. It is the basis for friendly and sane commercial relations between nations leading to friendly cooperation and a mutually beneficial expansion of trade.

When we receive assurances of most-favored-nation treatment from a foreign government, it means that, in addition to the specific tariff concessions which we obtain in the trade agreement, we also get the benefit of any duty reductions or other concessions that country may grant or may have granted to a third country. This applies not only to the products included in our trade agreement but to all the products entering into our trade with the country concerned. Without the benefit of the most-favored-nation clause, we might easily lose what we get through trade-agreement negotiations,

since

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since the other countries could grant lower rates to competing countries whose products would then seize the market from us.

If we did not extend the benefit of our trade-agreement concessions to third countries, we would be discriminating against them and they would therefore be stimulated to discriminate against us; we could not expect them to grant to our goods the same treatment they grant to the goods of other countries. The assurance that our trade will receive non-discriminatory treatment in foreign markets is more than adequate compensation for extending trade-agreement benefits to other countries.

Nor do we lose valuable bargaining power by following this policy. In the negotiation of a trade agreement with one country we give consideration to granting concessions only on those products of which that country is the principal or an important supplier in the United States market. In the trade agreement with France, for instance, we gave a concession on canned mushrooms. From 85 percent to 90 percent of our imports of canned mushrooms come from France. Consequently the extension of this concession to other countries did not have as great a value for those countries as it did for France. By following the yardstick of "principal or important supplier", concessions on certain products are reserved for the countries most interested in them.

In some quarters there is considerable argument from time to time, to the effect that American agriculture has been harmed by trade agreements. Self-styled "friends of the farmer" have cited increases in agricultural imports and have demanded that the American market be preserved for the American farmer. An unbiased examination of the actual facts shows conclusively that our agricultural interests have been helped rather than hurt by trade agreements.

First of all, the American farmer is not being deprived of his home market by imports of foreign agricultural products. An analysis prepared by the Department of Agriculture indicates that agricultural imports form a very small part of our domestic consumption of farm products, whereas the greatest part of the American market is supplied by domestic production. A great part of those of our imports classed as agricultural consist of non-competitive products, such as coffee, tea, rubber, et cetera, which we do not produce.

Where reductions have been made in trade agreements in the duties on agricultural commodities, these reductions have been extremely moderate and, in appropriate cases have been further safeguarded by limitations in the quantities to which the reduced rates apply.

The real interest of American agriculture does not lie in shutting out an insignificant trickle of imports. The prosperity of the American farmer depends in large measure on his ability to find markets for his exportable surpluses. In this field trade agreements directly contribute to the farmers' business. The concessions obtained from foreign

countries

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countries in trade agreements cover nearly three-fourths of our agricultural exports to the countries with which trade agreements have been negotiated.

In addition, the farmer benefits indirectly through the increased purchasing power for farm products which results from larger industrial pay rolls in manufacturing industries benefiting from increased exports under trade agreements.

Labor, too, has an important stake in foreign trade and the trade-agreements program. Opponents of trade agreements contend that imports of foreign products have jeopardized the American standard of living and threatened the welfare of the American worker. These fears are not well founded. Great care has been taken in the granting of concessions and due regard has been given to American working conditions and wage levels. Far from seeking to destroy the jobs of American labor, the trade-agreements program is working to create jobs through expanded foreign markets. A healthy expansion of foreign markets brings with it a healthy expansion of employment.

I will conclude with a few words concerning the relation of your State and your City to this program for increased foreign trade. Total exports originating in Pennsylvania fell from 341 million dollars in 1929 to 100 million dollars in 1932. This decline in exports was accompanied by decline in purchasing power and prices, and was one factor in the general business decline.

Among the important export products of Pennsylvania which benefit from the concessions obtained in trade agreements are iron and steel products, electrical and industrial machinery, and petroleum products. Concessions designed to expand the foreign markets for iron and steel were obtained in seventeen agreements, for electrical machinery in sixteen agreements, for industrial machinery in fourteen agreements, and for petroleum products in twelve agreements.

It is estimated that of all the people employed in Pennsylvania, about 200,000 owe their jobs to the State's export trade. Practically every industry in Pennsylvania uses a variety of imported products and it is estimated that approximately 80,000 persons in the State have jobs in factories working imported raw materials into finished products for domestic consumption and for re-export. Probably 10,000 more factory jobs are dependent upon the secondary processing of some of the imported materials or upon the use of other raw materials and semi-manufactures. Reductions in duty have been made through trade agreements on a number of the important products necessary to the industries of Pennsylvania.

Philadelphia is one of the foremost ports of the United States in respect to the volume of its commerce, its harbor facilities, and the area of the territory served by it. Increased foreign trade means increased freight tonnage in

this

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this port, as well as greater activity and employment in railway and trucking transportation, foreign trade brokerage, warehousing, stevedoring, advertising, real estate, insurance, and banking.

The prosperity of every section of the country naturally depends on the prosperity of the country as a whole. Increased foreign trade, both imports and exports, means increased factory production and employment, increased farm income, and increased consumer purchasing power. This is the aim of the trade-agreements program. The agreements have, I believe, made considerable progress in achieving this aim. I hope they may continue to do so.

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JANUARY 20, 1940.
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THE RECIPROCAL TRADE AGREEMENTS OR WHAT?

ADDRESS BY HENRY F. GRADY, ASSISTANT SECRETARY OF STATE, AT THE BANQUET OF THE TEXARKANA JUNIOR CHAMBER OF COMMERCE, TEXARKANA, TEXAS, TO BE BROADCASTED BY STATION CST AND THE MUTUAL NETWORK BETWEEN 8 AND 9 P.M., TUESDAY, JANUARY 23, 1940.

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THE RECIPROCAL TRADE AGREEMENTS OR WHAT?

In formulating a sound commercial policy for this country as well as for any other country two important facts must be taken into account. The first is that there is a close connection between export trade and domestic business activity; the second is that export trade is in the long run largely dependent on imports.

The significance of foreign markets to domestic prosperity may be seen by comparing the figures of industrial production and exports of finished manufactures for the period from 1922 to the present time. It will be found that the years in which there were marked increases in such exports were also for the most part years in which industrial production increased the most; the years in which industrial production declined were years in which such exports also declined, or increased relatively little.

The dependence of exports on imports is an elementary fact of economics. In order to purchase American exports, foreign countries must, of course, be able to obtain dollars for payment. There are a number of ways in which they come into possession of dollars for such use, but a major source of dollar exchange for foreign countries consists in the sale to us of their goods. Measures affecting such sales affect our export trade.

The benefits to be derived from an exchange of imports for exports is fundamentally of the same nature as those derived from trade at home. Trade, whether foreign or domestic, permits certain regions to produce goods which they are best fitted to produce and to exchange them for other goods which can be produced elsewhere at relatively lower cost. Through trade, real income in terms of consumable goods is increased for all concerned.

In the period following the World War, that is, in the decade of the twenties and on into the first part of the decade of the thirties, we pursued a commercial policy which had little regard for basic principles of international trade. The word "policy" is hardly an appropriate term to use in this connection. "Policy" implies a plan, a set of basic principles, and an objective. We had none of these. Our so-called policy was merely a reflection of the efforts of special-interest groups to gain their particular ends irrespective of cost to the consumer or of the effect on other producers or on our relations with foreign countries.

A major depression of international scope is due in a large part to instability in international price relationships. one of the chief means by which fundamental adjustments in such price relationships may be brought about is the movement between countries of goods. Goods tend to move from one country to another with a relatively high price level, tending to raise prices in the former relative to those in the latter and thus to decrease the price spread between them. The normal

adjustments

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adjustments of international price relationships after the war were, however, partly obstructed by the rise of trade barriers. The burden of adjustments fell in a large part therefore on international movements of capital. Our exports of capital helped to stimulate prices abroad relative to our own prices and thus American goods were attracted by foreign prices and a lively export trade developed. In these circumstances, it was possible for a time to have our cake and eat it too. The home market was reserved for home products and at the same time foreign markets for American products were expanded.

The Americans who were investing money abroad were in effect supporting the foreign markets of the American exporters. The amount of interest and dividends and amortization which the foreign debtors had to pay to their American creditors was increasing each year. This meant that in order to maintain a given annual rate of growth in American export trade, the annual export of American capital had to increase at an accelerating rate. A day of reckoning was, of course, at hand. In the meantime, however, a thriving export trade acted as a potent stimulus to domestic business activity. Employment increased and so did wages. There was consequently a great increase in domestic purchasing power. By about 1929, the domestic demand for goods was outrunning the capacity of American plants and equipment to produce them. Since, owing to high tariffs, the demand of domestic consumers could not be met in a large measure by imports, it required a further expansion in home plant and capital equipment. This in turn created an intense demand for investment at home. Domestic interest rates rose and capital which had been moving abroad was kept at home.

The decline in American exports of capital in 1929 left our foreign debtors in a serious predicament. Since they had to meet, by then, heavy financial obligations either by exporting gold or turning over funds in their country to the foreign account of Americans instead of by increased borrowing as was formerly the case, money was drawn out of industrial circulation in the debtor countries and their prices slumped. This meant also a decline of profits resulting in losses and bankruptcy and in growing unemployment. Purchasing power in the debtor countries shrank. Their purchases of American products fell off greatly resulting in unemployment and depression in our export industries and finally in domestic business in general. Thus the tariff-supported business boom of 1929 in the United States resulted in a business recession and prepared the way for a major economic depression.

The situation by 1930 should have indicated a need for reconsidering our position regarding foreign economic relations and the formulation of some program in that connection, but Congress, still motivated by pressure from interests seeking further tariff increases at the expense of the general welfare, proceeded with the enactment of excessively high-tariff legislation. By the time the crisis occurred in the autumn of 1929, this legislation was already well under way. It is hard to imagine any piece of legislation less thought out, less planned, less purposeful, or more chaotic than the Hawley-Smoot

Tariff

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Tariff of 1930. It was launched by a special session of Congress called by President Hoover for June 1929 for the purpose of making limited revisions in the tariff to cure specific ills of agriculture. Log-rolling, favoritism, and intrigue resulted and the special session merged into the following regular session. The outcome was a general upward revision of the tariff. The manufacturing industries received a large share of the free-for-all handouts, leaving the farmers and workers the prospects of increased living costs.

The severity and long duration of the world-wide depression was in part due to the Tariff Act of 1930. At the beginning of 1930, it appeared that the depression would be only of short duration. The export of capital increased and a considerable rise took place in the stock markets. In the spring, production was declining at a slower pace in most countries. In the United States there was more than a seasonal improvement. Up until the summer of 1930, manufacturing countries other than the United States experienced little depression compared with those producing crude foodstuffs and raw materials. This brief revival of business came to an end just about the time, June 1930, when the Hawley-Smoot Tariff Act came into effect. Not stopping to think or to plan, without a policy to guide us, we stepped in the wrong direction and plunged downward into the abyss of an economic depression.

After the change in Administration in 1933, our foreign trade relations were reviewed in the light of existing circumstances and a constructive trade program was formulated to facilitate economic recovery on the basis of sound economic principles. It was generally recognized by 1933 that excessive protectionism had been in a large measure responsible for the world-wide economic collapse and that our tariff was in need of downward adjustments.

There were several ways in which these adjustments could have been effected. One was by unilateral tariff revision. This method of approach, however, would have dealt with only one side of the problem. Partly as direct retaliation against our high duties and partly as a result of the depression, high barriers against international trade had been erected also by other countries, and many countries had resorted to measures or systems of trade which favored some countries and discriminated against others. There was a need for a general lowering of trade barriers throughout the world, and the restoration of trade on the basis of equal opportunity to all traders. This was necessary in order that an improvement might be obtained abroad in the market opportunities for our export products and in order that the fullest benefits might be realized as a result of an adjustment in our tariffs.

A multilateral agreement offered a means, of course, for dealing with both aspects of the problem. A conference of representatives of various countries might have been called for the purpose of reaching an agreement in regard to the lowering of tariff barriers and the provision of non-discriminatory treatment. Owing to the special problems and considerations involved in the trade relations between one country and another, any formula of general application which might have been arrived

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at by this method of approach would have been exceedingly limited.

The trade program, which was adopted after careful consideration of all possible alternatives, is provided for in the Trade Agreements Act of 1934. It is based on a system of bilateral agreements and the provision therein for the granting of most-favored-nation, that is, non-discriminatory, treatment. This system, by making it possible to deal with special problems involved in our relations with individual countries, offers an opportunity for obtaining more important results than could be obtained in a multilateral undertaking, but as the number of agreements increases, their scope assumes a multilateral character.

Our country has prospered under the trade-agreements program. At present, agreements are in effect with twenty countries, covering 60 percent of our foreign trade. In the period from 1934-1935 to 1938-1939 (involving estimates for 1939 on a ten-month basis) our exports increased 40 percent; those to agreement countries increased 50 percent, whereas those to nonagreement countries increased only 28 percent. In 1938-1939, the index of industrial production stood at 95, compared with 84 in 1934-1935. The index of employment in 1938-1939 stood at 93, as compared to 84 in 1934-1935. In the period from 1934-1935 to 1938-1939, agricultural income increased 15.2 percent.

Not only have foreign markets for American products been expanded, but owing to the increased employment which growing export trade gives to our workers and industries, the domestic market has also become more active. As the result of increased activity in business at home arising in part from larger export sales abroad, it has been possible under the trade-agreements program to effect adjustments in our tariffs without injuring the domestic industries concerned.

In view of the war in Europe, our need for continuing sound commercial policy is greater than ever. Our trade and industry cannot, of course, escape the effects of the war. However, in encouraging and strengthening normal trade relations, trade agreements will tend to minimize the economic dislocations resulting from war conditions. Furthermore, no approach to a satisfactory and permanent peace after the war has ended can be made without regard to the economic factors which govern relations of countries to each other. Economic relations will have to be adjusted to insure friendly and co-operative relations among all nations. The task of statesmanship will be to endeavor so to guide affairs as to promote the re-establishment of trade on a sound basis and to avoid the mistaken and short-sighted policies which will lead from a possible temporary post-war stimulation into renewed economic depression. Our trade-agreements program should be kept in fullest possible effective operation as an essential aid to this future task of statesmanship.

The question of whether the Trade Agreements Act is to be extended for another three-year period is now before the Congress. A large part of the opposition to extension arises from interests who have become accustomed to excessive tariff

relief.

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relief. Failing to associate their own welfare with that of the nation as a whole, they naturally overrate the value of their dole and want an opportunity to get it increased. However, in view of the outstanding national benefits obtained under the Trade Agreements Act and the obviously increased need at this time for trade agreements, our opponents may despair of attempting to kill the program outright. They may seek, however, to gain their end by more subtle measures; namely, by getting the Act amended in such a way as to cripple it and to render the program ineffectual.

Among the measures which would obtain this end might be the limitation of changes in import duties to those made in accordance with the cost of production formula and the requirement of Senate or Congressional approval of trade agreements.

The cost of production formula would prohibit the change in any duty below a rate which would measure the difference in cost of production at home and abroad. It has a veiled appearance of fairness and moderation, but if it were possible to follow it with exactness and consistency, it would lead to the most extreme sort of high protectionism. The very existence of trade, whether domestic or foreign, is dependent on differences in cost of production. The fact that we have international trade indicates that our costs are lower than in foreign countries with respect to the commodities which we export and higher with respect to those which we import. In the absence of such differences there would be no trade.

Application of the formula is, furthermore, impracticable. Complete cost data can seldom be obtained. As pointed out by the Senate Committee on Finance in its report on the Resolution for the Renewal of the Trade Agreements Act of 1937, the time required for cost of production investigations would effectively obstruct the conclusion of agreements. Experience has shown, it was stated in the report, that cost of production findings "cannot be completed short of months, sometimes a year." "In view of the many investigations that would have to be conducted simultaneously if every proposed change of duty in an agreement were to be predicated upon such an inquiry", the report further stated, "it is obvious not only that the resources of the Government would be swamped but that any possibility of concluding an agreement would be indefinitely delayed."

Whenever available, cost of production data are, of course, taken into account in the adjustment of tariff rates under the Trade Agreements Act. Other factors are also considered, such as the size of the imports in relation to domestic production, comparability of the imported and domestic products as to type and quality, seasonal factors, and a great many others.

As to the proposal that trade agreements require Senate or Congressional approval, the past experience of this country demonstrates conclusively why the adoption of such a requirement would almost certainly put an end to the trade-agreements program. In the whole history of the United States only three reciprocal tariff treaties requiring Senate ratification have been put into effect. All of these were of a special character and with countries with which we had close political or

geographical

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geographical ties, Canada in 1854, Hawaii in 1875, and Cuba in 1902. Although ten other reciprocal treaties were negotiated under the general treaty-making powers of the Executive from 1844 to 1902, not a single one of them became effective. The Tariff Act of 1897 contained specific authorization to the Executive to negotiate reciprocal trade treaties with Senate ratification and Congressional approval. Twelve treaties were negotiated under this authorization, but not a single one came to a vote in the Senate.

Trade agreements fall into the category of Executive agreements as distinct from treaties. From the point of view of Constitutional law, the validity of Executive agreements entered into under the authority of Congress but not subject to Senate ratification is clearly established by precedent and judicial decision. This Government has from its earliest days entered into hundreds of such agreements covering a broad field of matters such as commercial and consular relations, patent, trademark and copyright protection, postal conventions, navigation, radio and aviation arrangements, and the settlement of claims. The validity of such agreements has never been questioned by the courts, but in every case in which such an agreement has come before the courts it has been given full force and effect.

The question of keeping the trade-agreements program alive and in effective operation is a question involving the future welfare of the nation as a whole and our influence in favor of enduring world peace. The Trade Agreements Act has provided us with a commercial policy based on sound economic principles, with the objective of national prosperity, and with a plan and method for attaining it. The program was devised to help to rescue us from an international situation of economic despair. It has been tested and has been found effective. It is the basis for hope that world economic relations may be restored to a normal and firendly basis. Without it, what would our prospects for the future be?

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R. O.D. Skelton to W.L.M.K. Bacon.

ODS/AH

C230891

February 21st, 1940.

MEMORANDUM FOR THE PRIME MINISTER. WLMK - Agriculture ✓ WLMK - Anglo Can Cooperation (economic) ✓ Trade - Can - American Trade ✓

Imports of fresh or frozen pork

There have been abnormally heavy imports of fresh or frozen pork from the United States in recent weeks and the figures for the first fortnight in February show that the amount is rapidly rising due to the fact that the large corn crop and the cutting off of the British market had brought the United States price down to a little over 5 cents a lb. as against over 9 in Canada. Recently the United Kingdom has been cutting down or postponing its imports of bacon and certain other pork cuts. The present Canadian price is statistically too high and a sudden fall in the price is quite conceivable and would undoubtedly be attributed publicly to the continuance of United States imports of fresh pork.

At the instance of the Minister of Agriculture and the Bacon Board the matter has been twice examined by the Economic Advisory Committee who reported to Council yesterday. The Committee made two recommendations.

(1) Under the ordinary export drawback system, Canadian packers are permitted to import pork from the United States and get a 99% refund of duty provided they ship out of the country an equivalent quantity of pork products. This device is utilized mainly by the large packers.

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It is not defensible under present circumstances and it was recommended that the practice should forthwith be discontinued as the Bacon Agreement with the United Kingdom expressly stipulates that Canadian bacon shall be supplied.

(2) More difficult is the question whether some further restrictions should be imposed on imports of fresh or frozen pork by arbitrary valuation under Section 43 or by imposition of a quota. It was concluded the latter was preferable and recommendation was made that imports should be limited to the average monthly quantity imported during the first nine months of 1939, the period of normal peacetime trade in which the rate of 1¼ cents a lb. conceded to the United States under the Trade Agreement was effective.

The matter was discussed informally with the State Department. They were very much upset at the development which came at a particularly awkward and difficult time since the Bill providing for the renewal of the trade agreement is under discussion in the House of Representatives. As they hoped to have the discussion in the House, though not in the Senate, concluded by Friday, it was suggested that action should at least be deferred until the end of this week.

Council decided yesterday to adopt the course recommended by the Committee and we have advised the State Department accordingly. An Order-in-Council will be passed as of Saturday.

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ADDRESS BY THE HONORABLE HENRY F. GRADY, ASSISTANT SECRETARY OF STATE, AT THE MORNING SESSION OF THE SEMI-ANNUAL MEETING (SIXTIETH YEAR) OF THE ACADEMY OF POLITICAL SCIENCE, ON THURSDAY, APRIL 11, 1940, AT 10:00 A.M., IN THE NORTH BALLROOM, HOTEL ASTOR, NEW YORK CITY.

THE RECIPROCAL TRADE AGREEMENTS AS AN EVOLUTION IN TARIFF POLICY

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The Reciprocal Trade Agreements as an Evolution in Tariff Policy

The Reciprocal Trade Agreements Program of the United States is now approaching the end of its sixth year of existence. In this period of administration its basic characteristics and principles have become well defined and established. All of its essential elements are to be found in principles, methods, and procedures which individually have characterized our tariff making at one time or another, and it may be of some interest to note the non-partisan character of these precedents, in that they are to be found in legislation enacted under Republican as well as Democratic administrations.

In the combination of these elements into a balanced, coherent and rational tariff and commercial policy, however, as has been accomplished through the Reciprocal Trade Agreements Program, they have attained a new significance which reflects a new development in our national consciousness.

The trade-agreements program was inaugurated in 1934 by an amendment to the Tariff Act of 1930, for an initial period of three years, and has twice been extended for similar periods. This amendment, known as the Trade Agreements Act, authorizes the President to enter into trade agreements with foreign governments with a view to obtaining improved market opportunities abroad for American products and pursuant thereto to proclaim modifications in our own rates of import duty, or other import restrictions, on foreign goods entering our markets. It provides, furthermore, that duties or restrictions proclaimed pursuant to such agreements shall apply to imports of the specified products, not only from the country with which the agreement is concluded, but also from all other countries which do not discriminate against American trade. It also requires that public notice shall be given of intention to negotiate a trade agreement in order that interested persons may have opportunity to present their views; and that, before concluding trade agreements, information and advice shall be sought from the Tariff Commission, the Departments of State, Agriculture and Commerce and from all other appropriate sources.

The foregoing sets forth very briefly the substance of the basic elements on which this program is founded. Each of them would in more complete presentation require qualification and amplification, but in the following we may see the six essential phases of this commercial policy, namely:

1. Reciprocity;
2. The most-favored-nation principle of equality of treatment;
3. Tariff bargaining procedure;
4. Delegation of authority by Congress;
5. Receipt and consideration of the views of private interests;
6. Formulation of proposals on the basis of expert research and analysis.

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Reciprocity as a factor in tariff making consists in the granting of favorable or improved customs treatment of foreign products in return for similar treatment by foreign countries of domestic products. It was under the Republican Tariff Acts of 1890 and 1897 that the principle of reciprocity first appeared in our tariff history. Two different procedures were involved in these Acts. With reference to a small list of specified, non-competitive imports, the terms of reciprocity were definitely prescribed by law and might be put into effect by the President without further action by Congress. A number of reciprocity agreements were entered into with foreign governments under provisions of this nature. However, the scope of trade covered thereby was very narrow and the benefits resulting therefrom correspondingly limited.

In respect of other imports, including those of a competitive nature, the provisions for reciprocity contained in the Act of 1897 did not prescribe specifically, except for certain limits, the treatment to be accorded but did require that action taken by the President thereunder be subject to Congressional approval and Senate ratification. Although a number of reciprocity agreements were concluded under these provisions, none obtained Senate ratification, and none therefore ever came into effect.

The failure of this reciprocity to achieve notable success under a regime of aggressive protectionism may be readily understood if we contrast the principle of reciprocity with the cost-of-production principle which was later explicitly adopted as the basis of Republican high tariff policy. Reciprocity is a trade-promoting principle; it secures increased opportunities for export trade by providing reciprocal opportunities for import trade. Under the cost-of-production principle, the stated function of import duties is to equalize the differences between production costs at home and abroad, and thereby to offset advantages of foreign producers over domestic producers in selling in the domestic market.

Differences in costs and prices constitute, of course, the fundamental basis of trade. The fact that American costs of producing many agricultural, mining and manufactured products are lower than foreign costs accounts for the existence of our export trade. A principle which envisages the international equalization of production costs may lead to the most extreme type of protectionism, and, if followed with logical thoroughness in application to all commodities, it would result in a virtual breakdown of our foreign trade. In actual practice, however, it has not been followed with such consistent thoroughness.

In application the principle may be qualified by restricting it to duties on so-called competitive products. This apparently clear-cut distinction becomes more idealogical than real, however, when the task of classifying the actual commodities of trade into competitive and non-competitive is essayed. There are some products, including especially certain raw materials, with respect to which the imposition or increase of duties would be strenuously opposed by the industries requiring them, even though in some cases such industries may enjoy tariff protection for their finished products. There are,

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as a matter of fact, relatively few articles which could not be produced in this country, or at least domestic substitutes found for them, if the import duties are sufficiently high.

Our import duties are high enough in some instances to permit the growth of certain hot-house fruits and vegetables for sale in the home market during the "off season" and imports during that season of naturally grown products from warmer countries are, of course, regarded as competitive with those of the American hot-house industry. Import duties on bananas have been advocated, not to encourage banana growing in the United States, but to discourage the eating of bananas by Americans in order that they might eat more apples.

The truth is that the significance of the distinction between "competitive" and "non-competitive" products depends, in application, upon the degree and directness or indirectness of competition which is taken as criterion, and this is not easily defined as a general principle. In fact, it is in some cases perhaps not too far from the truth to conclude that the real distinction, as applied under high-tariff policies, is little more than a segregation of products for which there is no strong interest demanding protection, or for which the opposition to protection or increased protection is strong enough to prevent it.

The limits to which tariff protection can be carried under a so-called equalizing of cost-of-production policy, even distinguishing competitive and non-competitive products, are vague and indefinite, and appear to be determined, not by considerations of what is good for the nation as a whole, but by the energy and political influence of individual interests. In circumstances in which an effort is made to pursue a program of reciprocity in conjunction with an aggressive tariff policy, to which the principle of cost equalization gives rise, reciprocity is relegated to a restricted and relatively unimportant field of operation. It may be pursued only in respect of so-called non-competitive imports. In other words, it is limited to a field in respect of which there is no effective demand for the existence of tariff protection or in respect of which the extension of such protection is strongly opposed by domestic interests. Foreign countries are not likely to provide substantially increased export opportunities for our products in return for a promise from us not to raise barriers which it would be to no one's interest to raise.

On the other hand, the principle of reciprocal tariff adjustment provides a much broader and sounder basis for protection of American production and trade than that which rests on the basis of excessive tariffs framed only from the point of view of the individual domestic interests demanding protection. In addition to providing for the protection and expansion of foreign markets for American products, it envisages also <u>reasonable</u> protection of the home market for home producers. In the determination of what is reasonable in this respect, it is possible to take into account under reciprocity, not only the problems of the high-cost industries, but also those of other industries, together with the general interests of the nation as a whole. All of these aspects are taken into full account in the adjustments of import duties effected under the present reciprocity program of the Government.

Another

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Another element of the trade-agreements program is the reciprocal and unconditional most-favored-nation principle, under which we extend to, and receive from, other countries automatically and unconditionally customs treatment which is no less favorable than that accorded to the most-favored-nation. In other words, it provides that each country shall grant the other treatment as favorable as that granted to any third country with respect to each of its products.

The most-favored-nation principle is necessary in order that the benefits obtained under reciprocity may be safeguarded and preserved. Suppose, for example, we obtain in an agreement a reduction in a foreign country's duty on, say, lard from 50 percent ad valorem to 25 percent ad valorem. If, after our agreement is concluded, the foreign country should make an agreement with a third country and reduce the rate to 10 percent, while we continued to pay our contractual rate of 25 percent, the value of the concession would be destroyed because our competitors would take the market. Most-favored-nation assurances prevent this by requiring that the rate of 10 percent be immediately extended to us. Thus, the most-favored-nation clause prevents the concessions we obtain from being undermined by the extension of greater concessions to our competitors which are withheld from us.

Not only is provision made in trade agreements for reciprocal most-favored-nation treatment in respect of trade between the United States and the other countries with which agreements are concluded, but also the Trade Agreements Act requires that the concessions granted to these countries under reciprocity agreements be extended to third countries which do not discriminate against our trade; any other course would impel non-agreement countries to resort to retaliatory discriminations against us and thus contribute to the process of discrimination and relatiation which constitutes a large measure of the international commercial breakdown of recent years.

The provision for unconditional most-favored-nation treatment under the trade-agreements program does not represent a departure from the established practice in our international commercial relations. The principle was formally adopted in 1923 during the Harding Administration. This principle is, moreover, one phase of the basic concept upon which our trading policies are founded. George Washington, in his Farewell Address, advocated equality of treatment toward all nations. He said:

> "Harmony, liberal intercourse with all nations are recommended by policy, humanity, and interest. But even our commercial policy should hold an equal and impartial hand, neither seeking nor granting exclusive favors or preferences; consulting the natural course of things; diffusing and diversifying by gentle means the streams of commerce, but forcing nothing."

In order to use our tariff bargaining power to the greatest advantage under the most-favored-nation principle, it has been our general practice to grant to another country in a trade agreement concessions on those products of which that

country

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country is the chief or an import supplier in our import trade. A concession on an imported product ordinarily means more to the major supplier of that product than to any other supplier and therefore usually represents the most effective use of our bargaining power with respect to the commodity in question. Not even the chief-supplier rule is altogether new. A precedent for it may be found in the Republican Tariff Acts of 1922 and 1930. The "flexible provisions" of those acts require that the differences in costs at home and abroad shall be determined with reference to the production costs of the chief competing country or chief supplier.

A system of reciprocity might be conducted on the basis of a detailed specification by Congress of the precise treatment to be conceded in reciprocity agreements. This was done, as I have stated, in certain reciprocity provisions of the Tariff Acts of 1890 and 1897. Such procedure, however, seriously limits the degree and flexibility of action and therefore the extent of benefit to be secured for our exports, since it restricts the extent of adjustment to the other country's needs and desires which may be effected by negotiations.

The more satisfactory procedure is that of tariff bargaining, whereby, within the limits authorized by law, the concessions to be granted the other country are fixed in the process of negotiation, in accordance with that country's needs and desires and in consideration for the reciprocal concessions obtained from that country. This makes possible the most flexible and effective use of our bargaining power, maintaining on the one hand due regard for the position of domestic protected interests by avoiding any concessions involving tariff reductions more extensive than the circumstances justify, but permitting the actual concessions to be formulated in the light of what the other country is most willing to pay for.

Tariff bargaining is, of course, not new in our tariff policy. It was provided for in the reciprocity provisions of the Tariff Act of 1897, pertaining to imported products not specified, including competitive imports. Since the results of bargaining under those provisions were subject to Congressional approval, and since such approval was not obtained in the case of a single agreement, the benefits to be derived by this method were never realized.

Under our system of political institutions and procedure, a limited but adequate measure of Congressional delegation to the Executive of authority to make tariff adjustments is a practical essential to a successful working policy of tariff reciprocity. The alternative, the requirement of subsequent Congressional approval of agreements reached, has been shown by experience not to be practicable and effective.

The delegation of authority to adjust tariff rates within prescribed limits and by prescribed procedure does, however, involve important considerations which have lately been receiving much attention. Under the Constitution, the President conducts negotiations with foreign governments, whereas the formulation of tariff policy is a legislative matter. The bridging of this division of powers between the legislative

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and executive branches of the Government is effected in the Trade Agreements Act by Congress delegating to the President authority to adjust rates of import duty, within prescribed limits and in accordance with prescribed principles, and invoking the power of the President to enter into international agreements in connection with the exercise of this delegated authority. The question of constitutionality which has been raised with reference to the Trade Agreements Act involves the Congressional delegation of authority to adjust tariff rates.

Congressional delegation of authority to fix tariff rates is not new. It is provided for in the flexible tariff provisions of the Republican Tariff Acts of 1922 and 1930, and has been upheld by the Supreme Court of the United States. With reference to this question in the case of Hampton Co. v. U.S., Mr. Chief Justice Taft said:

> "If Congress shall lay down by legislative act an intelligible principle to which the person or body authorized to fix such rates is directed to conform, such legislative action is not a forbidden delegation of legislative power."

In its report of March 8, 1940, recommending the passage of the joint resolution to extend the Trade Agreements Act for another three-year period, the Committee on Finance of the Senate stated:

> "The limitations and policies prescribed in the Trade Agreements Act constitute an 'intelligible principle' or standard for the guidance of the Executive which is in no degree less precise than the standards contained in the 'flexible provisions' of the Tariff Acts of 1922 and 1930, and the prior reciprocity statutory authorizations, all of which have been sustained by the courts."

The procedure provided for in the Trade Agreements Act for effecting tariff adjustments is in accordance with long-established practices of democratic government. As in the case of the fixing of tariff rates by legislation or by executive proclamation under the "flexible tariff provisions" of the law, an opportunity is given to all interested persons to present their views before any action is taken.

Moreover, in view of the growing complexity of our economy and the highly intricate and technical problems involved in tariff changes, the provision under the trade-agreements procedure for expert study and analysis in the formulation of detailed recommendations is of high importance. Such expert study and assistance has, of course, been available in the present Tariff Commission since its establishment in 1917 under a Democratic administration. Somewhat similar organizations had been established before that time under Republican administrations. In 1882 Congress passed an act for the appointment of a tariff commission. A tariff board was also provided for in 1909.

The Trade Agreements Act provides, however, that before any agreement is concluded, information and advice shall be sought not only from the Tariff Commission but also from the

Departments

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Departments of State, Agriculture, and Commerce and from other appropriate sources. The technical problems of the tariff lying within the purview of the Tariff Commission constitute only one group of problems involved in tariff adjustments under the principle of reciprocity. There are also many other types of problems requiring consideration, such as those involving export trade, foreign commercial policies, international relations and relationships between various industries and branches of our economy. An interdepartmental trade-agreements organization, composed of representatives of the various departments and agencies of the Government concerned in such problems was established to carry out the work of the trade-agreements program. Machinery has been established for making readily available to this organization information, advice and technical assistance from Government sources and information and views from private interests, in order that all may be brought to bear in a coordinated and expert fashion on the problems arising for consideration. The need and provision for such guidance testify to the broad basis of national interest on which this program rests.

The trade-agreements program seeks, of course, to reduce excessive rates of duty on imports into this country. This is not the first time, however, that such a purpose has been pursued in our tariff history. It has been followed under previous Democratic administrations which have traditionally been opposed to excessive tariff protection.

A great development has occurred in our national economic complexion since the founding of this Republic, and tariff making has become a very intricate and complex matter since the enactment of the first Tariff Act of July 4, 1789. Congress has found rate fixing an increasingly difficult task and has introduced into tariff making over a period of years a number of elements to improve and facilitate the work. The writing of tariff schedules has, however, become far too unwieldy and technical for Congress to undertake.

Concern for the preservation of democratic processes under the complexities of modern industrialism has compelled increasing recognition by legislatures of the necessity of concentrating their attention more and more upon the problem of determining general policy and the establishment of broad rules of guidance for its execution. The details of administration are necessarily left to the executive branches of government. The effective operation of the trade-agreements program has been established on a practical evolution of this principle.

I have pointed out that none of the essential elements involved in the principles, method and procedure of tariff making under the trade-agreements program is new. Reciprocity itself is an old principle. The selection of other elements which in combination with it form the trade-agreements program was made with a view to giving the fullest effect possible to the principle of reciprocity. However, the combination of these various elements represents a new development in our tariff history. Congress has provided

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in the law principles and procedure for adjusting tariff rates within specified limits, but the technical work of fixing specific rates in accordance with these directions is turned over to the executive branch of the Government. Since the Executive, in the exercise of his authority, is required to follow the provisions of the law, log-rolling and sectional pressure are no longer determining factors in rate fixing.

By the so-called flexible tariff provisions of 1922 and 1930, based upon the Republican cost-of-production principle, it was hoped to accomplish such an objective, but, owing in large measure to the defective nature of this principle, the effective scope of these provisions has in practice been extremely limited. According to Thomas Walker Page, former Chairman of the Tariff Commission, "The conclusion cannot be escaped that it is rarely possible to ascertain accurately the differences in cost of production at home and abroad." Experience has shown that the cost-of-production findings cannot be completed short of months, sometimes a year. During the eight years in which the Act of 1922 was in force, out of several thousands of items in the tariff schedules, only thirty-six tariff adjustments were made and only sixty-two have been made under the "flexible provisions" of the Act of 1930. Under the trade-agreements program, however, the means which has been found for freeing tariff making from the influence of tariff lobbies has actually been applied in a broad field of operation.

While this achievement represents a marked advance in tariff making, its great significance lies in the circumstances out of which this change grew. This country has at last come to recognize that tariff making is not solely a matter of domestic policy but involves our relations with the rest of the world. We came to realize from the shock of the depression of 1930-1932 that the world is economically inter-dependent, that our prosperity is dependent on the prosperity of other countries and on reasonable opportunities for mutually profitable international trade, and, finally, that peace, as well as prosperity, can exist only on a sound basis of international cooperation. Appreciation of the fact that tariff making effects our national livelihood and political security has raised it to a place of utmost importance in the minds of serious-thinking Americans, and accounts for the establishment of the trade-agreements program. In view of its new use under that program as an instrument for coordinating our national and foreign policies for the attainment of prosperity and world peace, tariff making must not again be permitted to serve as a plaything of politics.

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MEMORANDUM FOR DR. SKELTON

C230902

Mr. Hickerson, of the United States Department of State, telephoned last night to advise us that Mr. Grady had reported to Mr. Hull the substance of our discussion on Tuesday, with State Department officials, on the effect of anticipated Budget action on Canadian-American trade relations. The Secretary of State was worried about the effect on Congress and on critics of the Trade Agreements Programme generally of the imposition on all United States imports into Canada of a 10 percent Tax from which similar goods imported from Empire countries would be exempted. Hickerson said that they fully recognized the economic considerations which led our Government to believe that such an emergency Exchange Tax was necessary, but were afraid these considerations might not be adequately understood in the United States and the War Exchange Tax interpreted as simply a strengthening of the existing Imperial Preference.

I told him I would bring the Secretary of State's views to the attention of the Ministers concerned, but did not think, for the reasons we had given in the meeting in Washington, that the general plan discussed with them could now be modified.

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Not to be released before 10.30 E.D.S.T. Dec 13 Coll - Trade - Can - Amer - Treaty Agreements

NEW SUPPLEMENTARY TRADE AGREEMENT ~~WITH CANADA~~

C230903

T-175 1940 U-152 V-1

The Supplementary Trade Agreement between the United States and Canada, replacing the Supplementary Agreement relating to silver or black foxes and fox furs concluded December 30, 1939, was signed today by the Secretary of State, ~~the Hon.~~ United States Cordell Hull, and by the Minister ~~of Canada~~ Canada to the United States, the ~~Hon.~~ Loring C. Christie.

This Agreement supplements and amends the provisions of the Trade Agreement between the United States and Canada signed at Washington on November 17, 1938. It relates solely to the treatment of silver or black foxes, silver or black fox furs and skins, and related articles imported into the United States. It is substantially similar to the original Supplementary Agreement, continuing the quota figure of 100,000, which now, however, will apply only to whole furs and skins and lower-valued live foxes. Higher-valued animals have been exempted from the quota limitations, and separate quotas have been established for parts and articles made of fox furs and skins. The allocation among supplying countries of shares in the quota for live foxes and whole furs and skins has been changed and the Canadian quota increased from 58,300 pelts to 70,000 pelts.

The new Agreement, which becomes effective December 20, 1940, limits the total imports into the United States of silver or black foxes valued at less than $250 each and whole silver or black fox furs and skins to 100,000 units in any twelve month period beginning December 1, in the year 1941, or any subsequent year. For the period from December 20, 1940, to November 30, 1941, the quota is 100,000 less the number imported during the period from December 1 to December 19, 1940 (during which period the quota provisions of the original Supplementary Trade Agreement remain in force).

The Agreement also provides for the allocation of shares in the quota to Canada and to other foreign countries. Unless otherwise mutually agreed upon, the share to be allocated

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to Canada is 70,000, and to all other foreign countries 30,000, in any twelve month period beginning December 1 in the year 1941 or any subsequent year. For the quota period from December 20, 1940, to November 30, 1941, there is to be deducted from the foregoing quantities the number of articles imported from Canada and from all other foreign countries, respectively, during the period December 1 to December 19, 1940.

The allocation of shares in the quota is based on United States imports of silver foxes and silver fox furs during the year 1939. During 1939 and previous years a part of the United States imports of Canadian furs and furs from other producing countries entered ~~this country~~ the United States by way of the United Kingdom and these are shown in the United States import statistics as having been imported from the United Kingdom. This indirect trade has ceased as a result of the war. In order to take account of this change in trade conditions, imports from the United Kingdom during 1939 were excluded from total imports in calculating the proportion of United States imports supplied by Canada and other countries in 1939.

The quota for countries other than Canada is available not only for imports from countries which participated in the trade during 1939 (the base period for the quota allocation), but also for imports from countries which did not participate in the trade during that year. However, imports from any individual country which did not participate in the trade in 1939 may not exceed 500 silver foxes and furs. The following countries participated in the trade in 1939 and therefore are not affected by this provision:

Norway
United Kingdom
Finland
Union of Soviet Socialist Republics
France
Sweden
Newfoundland and Labrador
Mexico
Iceland

As in the previous Agreement, it is provided that

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not more than 25 percent of the articles entitled to enter from Canada or from other countries during any quota period may be imported in any one month. The period December 20 to December 31, 1940, will be considered as a month for the purpose of this provision, but there will be deducted from the amounts permitted to enter during that period the imports from Canada, and from other countries, respectively, during the period December 1 to December 19, 1940.

The exemption of live silver foxes valued at $250 each or more from the quota limitations is designed to avoid the restriction of imports of animals for breeding purposes. While this exemption will cover most of the animals imported for breeding purposes, it is also provided that live silver foxes valued at $150 or more each which are shipped to the United States prior to the effective period of the new Agreement will not be subject to the quota limitations. This provision will permit the entry of a certain number of breeding foxes valued at less than $250 but not less than $150 which have been contracted for by domestic fox breeders but not yet imported.

In addition to the quota on live animals and whole furs and skins, separate unallocated quotas have been established for parts and articles of fox furs, as follows:

(a) Tails of silver or black foxes,5,000 pieces;

(b) the paws, heads, or other separated parts of silver or black fox furs and skins (other than tails - 500 pounds;

(c) piece plates made of pieces of silver or black fox furs and skins - 550 pounds;

(d) articles, other than piece plates, made wholly or in chief value of one or more silver or black fox furs or skins or parts of such furs or skins - 500 units.*

The quotas specified are for any twelve month period beginning

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* A unit is defined as any whole silver or black fox fur or skin or any part of such fur or skin contained in such articles.

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on December 1 in the year 1941, or any subsequent year. For the period December 20, 1940, to November 30, 1941, the quantities entitled to enter will be the quantities shown above minus the respective quantities of such classes of articles imported during the period from December 1 to December 19, 1940.

The reduced duty of 35 percent ad valorem on silver or black fox furs and skins is continued in the new Supplementary Agreement. The duty on live foxes remains at 15 percent ad valorem, the rate fixed in the Tariff Act of 1930.

The new Agreement like the original Supplementary Agreement which it replaces, becomes an integral part of the Trade Agreement between the United States and Canada signed on November 17, 1938, and is terminable as a part of that Agreement, or separately at any time by Agreement between the two Governments, or on ninety days' written notice by either Government if, after consultation with the other, it considers that the emergency conditions which have given rise to the conclusion of the Supplementary Agreement have ceased to exist or have become substantially modified.

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COMMUNIQUE DE PRESSE

Pour publication à partir de 10.30 p.m. le 13 décembre.

NOUVELLE ENTENTE COMMERCIALE

SUPPLEMENTAIRE

Le Secrétaire d'Etat des Etats-Unis, l'honorable Cordell Hull, et le ministre du Canada aux Etats-Unis, M. Loring C. Christie, ont signé aujourd'hui une nouvelle entente commerciale supplémentaire entre le Canada et les Etats-Unis qui remplacera l'entente supplémentaire signée le 30 décembre 1939 au sujet des renards argentés et noirs ainsi que des fourrures de renards.

Cette entente complète et amende en quelque sorte les provisions de l'entente commerciale entre les Etats-Unis et le Canada signée à Washington, le 17 novembre 1938. Il ne s'agit ici que des renards argentés et noirs ainsi que des fourrures et des peaux de renards de même que des accessoires qui sont exportés aux Etats-Unis. L'entente supplémentaire originale qui prévoyait un quota de 100,000 ne s'appliquera plus qu'aux fourrures et aux peaux ainsi qu'aux renards vivants de qualité inférieure. Les animaux de qualité supérieure ont donc été exemptés des limites imposées par le quota. Quant aux articles et accessoires faits de fourrure de renards et de peaux, ils auront un quota spécial. Un des changements importants de ce quota est que pour les renards vivants et les fourrures et les peaux entières, il passe pour le Canada de 58,300 peaux à 70,000.

La nouvelle entente, qui entrera en vigueur le 20 décembre 1940, limite les exportations totales aux Etats-Unis des renards argentés et renards noirs évalués à moins de $250 chacun de même que des fourrures et des peaux entières de renards argentés et noirs à 100,000 unités dans une période de douze mois commençant le 1er décembre

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~~1940~~ 1941 ou dans toute autre période de douze mois subséquente. Pour la période s'étendant du 20 décembre 1940 au 30 novembre 1941, le quota est également de 100,000, moins le nombre importé entre le ler et le 19 décembre 1940.

Cette entente commerciale prévoit également l'allocation des quotas pour les autres pays. Ainsi la part faite au Canada est de 70,000 pour chaque période de douze mois commençant le ler décembre, et celle des autres pays de 30,000. Cette allocation aux différents pays est fondée sur les importations de renards argentés et de fourrures de renards argentés faites aux Etats-Unis durant l'année 1939. En 1939, cependant, de même que durant les années antérieures, une partie des importations de fourrures canadiennes par les Etats-Unis se faisait par l'intermédiaire du Royaume-Uni et apparaît aux statistiques des Etats-Unis comme ayant été importée du Royaume-Uni. La guerre a fait cesser ce commerce indirect. On a tenu compte de cet état de choses dans cette nouvelle entente commerciale. Ce nouveau quota s'applique non seulement aux pays qui faisaient ce commerce avec les Etats-Unis en 1939, mais également à d'autres pays qui ne participaient pas à ce commerce durant cette année déterminée. Quoi qu'il en soit, les pays qui n'exportaient pas aux Etats-Unis en 1939 ne devront pas exporter plus de 500 renards et peaux de renards durant l'année. Voici la liste des pays qui faisaient ce commerce avec les Etats-Unis en 1939, et dont le quota n'est donc pas changé par cette nouvelle provision :

Norvège
Royaume-Uni
Finlande
Union des républiques socialistes soviétiques
France
Suède
Terre-Neuve et Labrador
Mexique
Islande

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Comme dans l'entente commerciale précédente, il est prévu que pas plus de 25 p. 100 du quota ne peut passer du Canada aux Etats-Unis en un seul mois.

L'exemption prévue par le quota pour les renards argentés vivants évalués à $250 ou plus a été faite pour éviter toute restriction sur les importations aux Etats-Unis d'animaux nécessaires à la reproduction.

En outre du quota établi sur les animaux vivants et les fourrures et les peaux entières, voici la liste des quotas qui ont été prévus pour des parties et des articles de fourrures de renards :

(a) Les queues de renards argantés et noirs, 5,000 pièces;

(b) Les pattes, les têtes ou toutes autres parties de renards argentés ou noirs, autres que les queues, 500 livres;

(c) Ensemble de pièces faites de découpures de renards argentés ou noirs, 550 livres;

(d) tous autres articles faits en tout ou en partie d'une ou plusieurs peaux de renards argentés ou noirs, 500 pièces.

Cette nouvelle entente supplémentaire reconnaît la réduction de 35 p. 100 des droits ad valorem sur les fourrures et les peaux de renards argentés et noirs. Les droits sur les renards vivants restent les mêmes que ceux fixés par le bill du tarif de 1930, soit 15 p. 100 ad valorem.

Cette nouvelle entente, comme l'entente ~~précédente~~ supplémentaire originale qu'elle remplace, devient partie intégrante du traité de commerce entre le Canada et les Etats-Unis, signé le 17 novembre 1938, et pourra se terminer comme partie de ce traité de commerce ou séparément par une entente entre les deux gouvernements ou par un avis de 90 jours donné par l'un ou l'autre gouvernement si, après certaines consultations, on en arrive à

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à la conclusion que les conditions d'urgence qui ont nécessité la conclusion de cette entente supplémentaire cessent d'exister ou ont été sensiblement modifiées.

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Joint Econ. Com

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MEMORANDUM FOR THE PRIME MINISTER

Mr. Scully, the Steel Controller, who has just returned from two days in Washington where he has been in conference with senior officials of the O.P.M. and with Leon Henderson, the United States Price Controller, reports that we are running into increasing difficulties in securing delivery of goods required from the United States. The senior United States officials have been very co-operative and helpful, giving Canadian requirements a high priority rating. There is a big gap however between priority rating and actual deliveries, and a good many Canadian firms, dependent on United States deliveries for the completion of essential war orders which they have in hand, are complaining that their nominal priorities do not, in fact, help them very much. To some extent, their complaints are paralleled by a good many American defence industries. The latter, however, have direct facilities which our firms do not have for following up priority assignments to see that the actual schedule of manufacture and delivery is maintained.

Mr. Scully said he had also run into a number of complaints in Washington that Canadian industries were receiving priorities for materials required in the production of goods for which United States manufacturers were being refused priorities. There appeared to be a growing feeling, which

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C230912

may have some justification in fact, that the blanket priorities granted Canadian requirements by the United States Administration, on the assumption that all our imports of essential materials for which we granted import licenses and provided foreign exchange were being used for defence purposes, were being abused by some Canadian industries. There was also a feeling in some quarters that the United States had already gone further than Canada in cutting down provision of scarce materials for non-essential industries. This feeling is likely to be accentuated by the announcement yesterday that the United States passenger automobile production is to be cut by 50%, while Canadian passenger car production, for the time being at least, remains at 80% of normal.

He thought, and I agree, that a greater effort should be made to co-ordinate policy, and announcements of policy, between the American and Canadian Controls in the various industrial fields. In the case of gasolene, this co-ordination appears to have been a large measure achieved, for our announcement of an objective of 50% reduction in consumption anticipated by a few days the United States announcement of a 33⅓% reduction in those regions which, like Eastern Canada, are largely dependent on tanker borne petroleum.

.....Mr. Scully

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Mr. Scully reminded me that in the last war Canada had a very strong Mission in Washington under the chairmanship of Mr. Lloyd Harris, whose primary job was to push priorities for Canadian war requirements. At the present time, while Canada is receiving very reasonable, even generous, treatment in respect of general priorities, we are not in a position to follow this up by watching delivery schedules.

Mr. Carswell and Mr. Pierce, the representatives of the Munitions and Supply Department in Washington, are doing a very good job in this field, but they have not the staff which the Harris Mission had for their very similar assignment. There may, therefore, be a need for further strengthening and supplementing our existing representation in Washington. This is a question which Mr. Howe will likely bring forward quite soon. I thought, however, you might like to have this note on the background of our present difficulties for your preliminary information.

WLK

OTTAWA, July 21st, 1941.

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Ec/Cotton

NAR/ET
19 Sept.1941
C230914

MEMORANDUM FOR THE PRIME MINISTER:

Imports of Cotton

↑ Trade-Can-American Trade

In recent months the United States cotton prices have been a good deal higher than prices at which Brazilian and other South American cottons were available. In consequence, Canadian textile mills have switched a large part of their purchases from the United States to Brazil, from which Canada has lately been buying cotton at the rate of nearly $1,000,000 a month.

The United States Minister informed us yesterday that his Government is seriously concerned by these developments, and intends to bring American export prices into line with Brazilian in order to restore the Canadian market for American cotton. They plan to cut export prices from approximately 19 cents a pound to about 12½ cents, and will go lower if the Brazilian prices are reduced. This development will upset the arrangement under which we have been enabled to use a part of our surplus sterling to pay for cotton imports from Brazil. I do not think, however, we can object to the United States offering to sell us cotton at substantially lower prices than paid heretofore, even if it does indirectly weaken the exchange position.

N.A. Robertson

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R/C-US/EC

NAR/ET
27th Nov.1941

C230915

MEMORANDUM FOR THE PRIME MINISTER:

I enclose a copy of a memorandum left with me by the United States Minister, asking for Canadian cooperation in facilitating new negotiations under the Trade Agreements programme which the United States is initiating with the United Kingdom, Australia, New Zealand and the Union of South Africa - together with copy of a covering letter I am sending Mr.Wilgress reporting the conversation I had with Mr.Moffat on this subject.

The Canadian-American Joint Economic Committees are themselves exploring the possibility of a limited supplementary Trade Agreement between Canada and the United States designed primarily to reduce duties for the duration of the war on goods required by the defence industries of either country. If this project seems feasible on further examination, its negotiation might make it easier for us to concur in the modification of Canadian margins of preference in other parts of the Empire, which I am afraid are inevitable if the other Dominions are to conclude mutually satisfactory Trade Agreements with the United States.

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C230918

CONFIDENTIAL

27th November, 1941

Dear Mr.Wilgress,

I am enclosing copy of a memorandum left with me by the United States Minister, setting forth the reasons why his Government is anxious to secure Canadian cooperation in carrying through to a successful conclusion the preliminary trade negotiations which the United States has initiated with the United Kingdom, Australia, New Zealand and the Union of South Africa.

I told Mr.Moffat that the probable consequences for Canadian trade of the other Commonwealth countries concerned granting the requests for tariff concessions which the United States had put forward, were being studied by the interested Departments of the Government, and that the Government would wish to consider the question of policy involved in the light of their reports. As his memorandum recognized, Canada from the beginning had given cordial support to the objectives and policy of the United States trade agreements programme. In subscribing to the Lumber Declaration in Washington in 1938, we had indicated our willingness to modify guaranteed margins of preference pari passu with commensurate modifications in related United States import duties. The extent to which [illegible] this country could go in surrendering preferential privileges in Empire markets was very closely related to the

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opportunities we had for expanding our exports to the United States market. I told him that while I was not ready to comment on specific United States requests involving the modification of margins of preference bound in favour of Canada, I thought I should tell him that we were surprised and rather embarrassed by the United States request for free entry of apples into the United Kingdom. It had been our understanding that the proposed negotiation of a supplementary Trade Agreement between the United Kingdom and the United States would not involve the modification of any of the major United Kingdom preferences (except possibly tobacco which was on a rather different footing) of which Canada was the primary beneficiary. He knew how difficult and contentious the reduction of our apple preference had been in the 1938 negotiations, although at that time Canada was expecting to benefit directly from numerous and important compensatory concessions from the United States. In the circumstances I hoped the United States would not press us too hard to consent to the abolition of our apple preference as part of a series of Agreements with other parts of the Commonwealth, which Canada welcomed in principle but from which we could not hope to receive direct tariff advantages comparable to those secured in the 1938 negotiations.

Yours sincerely,

N.A.ROBERTSON

L.D.Wilgress, Esquire,
Deputy Minister of Trade
and Commerce,
Ottawa.

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CONFIDENTIAL

MEMORANDUM

The American Minister called on Mr.Norman Robertson, Under Secretary of State for External Affairs,for the purpose of telling him that confidential and informal discussions have now been taking place in the Department of State with representatives of the United Kingdom, Australia,New Zealand and the Union of South Africa, looking toward the negotiation of trade agreements between the United States and each of those countries. These discussions have now advanced to the stage where possible requests and offers by the United States have been tentatively approved by the Trade Agreements Committee.

The tentative requests and offers which are being recommended by the Trade Agreements Committee have not yet been definitely approved by the higher authorities of the American Government. They are also subject to modification in the light of information presented by interested parties pursuant to the issuance of public notice of intention to negotiate,as required by law. However,the tentative requests and offers are definite enough to indicate the scope of the agreements which the trade-agreements organization has in mind.

The successful conclusion of these agreements will of course be dependent to an important degree upon the willingness of Canada to release the several other British countries from certain of their commitments in respect of the preferential treatment accorded by those countries to products of Canada. The Government of the United States is confident that the Canadian Government will not hesitate to grant the necessary releases, not only because of its mutual interest with the American Government in the reconstruction of world trade on a sound and liberal basis, an objective which it is believed the proposed agreements would go far toward achieving,but also because Canada would obtain important immediate benefits as a result of the agreements.

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In the first place,Canada will benefit by the reductions in United States duties on many important products which will be granted to the several other British countries and generalized to Canada. For example,important concessions are envisaged on butter, meats and wool,as well as many other products of interest to Canada.

In the second place, it is believed Canada will benefit in consequence of the increased purchasing power and improved markets which should be established in the several British countries as a result of their respective agreements with the United States. The concessions envisaged on imports into the United States are such that it is reasonable to expect significant increases in United States imports from the several British countries, with a corresponding improvement in their domestic economic structures, and a corresponding opportunity for increased imports from other countries including Canada. It is believed also that the proposed concessions on primary agricultural products,particularly meats and wool,may have beneficial effects on the world price situations of those products,of which Canada is an important producer.

But even considering these direct benefits which Canada will obtain from the projected agreements,the far-reaching influence which the agreements will have on international commercial policy and on the world economic system after the war should not be overlooked or minimized. If the agreements can be concluded, it is reasonable to believe that it will be possible in the post-war period to avoid the extreme measures which will inevitably be advocated by the proponents of excessive national self-sufficiency and discriminatory trade policies,and to prevent a recurrence of the disastrous misdirection of commercial policies which played such havoc with world trade and world economy in the era following the last war. If the projected agreements fail, it

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will be difficult to avoid these unfortunate developments. In the successful conclusion of these agreements, therefore, Canada, the United States and all other nations have an important stake. In the circumstances, the Government of the United States is confident that the Canadian Government, which has in recent years so enthusiastically cooperated in the implementation of liberal trade policies, will recognize the paramount importance of the projected agreements and the vital need for their early conclusion.

Ottawa
November 17, 1941

PM/meh

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NAR.SR
20.2.42

MEMORANDUM FOR THE PRIME MINISTER

C230921

I am enclosing copy of a letter of February 5th from the United Kingdom High Commissioner regarding Newfoundland's interest in the possible freeing of trade between Canada and the United States as a consequence of the requirements of war industry. I am also enclosing a copy of my reply to Sir Patrick Duff. Copies of this correspondence have gone to the Departments of Finance, Trade and Commerce, the Foreign Exchange Control Board, the Canadian Legation in Washington, and to our High Commissioner in Newfoundland.

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C O P Y

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

CONFIDENTIAL

5th February, 1942.

915A-134

My dear Mr. Robertson,

From a telegram which the High Commissioner has received from Sir Humphrey Walwyn he learns that the Newfoundland authorities have noted with some concern certain references which have recently appeared in the press to the possibility of the removal of tariff barriers between Canada and the United States for the duration of the war.

Our impression here is that any suggestions of this kind which may have been considered (for example by the Canadian-United States Joint War Production Committee) were confined to essential war materials and have not been followed up. I imagine that a good deal would depend on the attitude of the United States Government whose tariff structure is not so flexible as that of Canada.

The High Commissioner appreciates of course that this is a matter primarily of concern to the Governments of Canada and the United States, and that it has been considered, if at all, merely as a means of assisting the common war effort. At the same time the Newfoundland Government depend for much of their revenue on their tariff and they are consequently at a disadvantage in considering any adjustment which might become necessary as a result of action taken in the United States and Canada. They would therefore much appreciate it if they could be kept informed of any proposals for the removal or reduction of duties as between Canada and the United States, or any proposals affecting the rate of exchange between the Canadian and the United States dollar. Naturally they would also be most grateful if an opportunity could be accorded them for making representations thereon.

Yours sincerely,

(Signed) Patrick Duff.

Norman A. Robertson, Esq.,
Under Secretary of State
for External Affairs,
Ottawa.

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C230923

CONFIDENTIAL

February 20th, 1942.

My dear Sir Patrick,

I wish to reply to your letter of February 5th (915A-134) regarding the interest which the Newfoundland Commission of Government have taken in reports that tariff barriers might be removed between Canada and the United States for the duration of the war.

These reports relate primarily I think to the recommendation which the Canadian-American Joint War Production Committee submitted to both Governments after its meeting in Washington on December 15th to the effect that:

> "Legislative and administrative barriers, including tariffs, import duties, customs and other regulations or restrictions of any character which prohibit, prevent, delay or otherwise impede the free flow of necessary munitions and war supplies between the two countries should be suspended or otherwise eliminated for the duration of the war."

This recommendation has been approved, in principle, by both Governments, and steps are being taken here and in Washington to study the measures which could be taken to give effect to it. Since the outbreak of the war the Canadian Government has remitted duties and taxes on materials imported from the United States to be

Sir Patrick Duff,
Deputy High Commissioner
for the United Kingdom,
Ottawa.

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worked up into munitions and war supplies for the United Kingdom and other Allied Governments. Within the last few months this policy has been progressively extended to cover the remission of duties and taxes on certified importations by wholly owned Crown Companies engaged in the manufacture of munitions, etc., for the account of the Canadian Government as well as Allied Governments. To some extent these measures taken in Canada for the remission of duties on imported war materials have had their counterpart in a device employed by the United States Government by which agencies of the Federal Government have been able to absorb, in whole or in part, the normal United States import duties on essential materials imported from Canada and from other countries. Neither of these arrangements for the ad hoc "removal of tariff barriers" is wholly satisfactory, and consideration is being given, inter alia, to the feasibility of suspending tariffs and war exchange taxes on goods imported for use in the manufacture of munitions, etc., or, alternatively, on goods of kinds which are particularly required by war industries. The various proposals which have been put forward for implementing the recommendation of the Joint War Production Committee will require a good deal more examination on our part before we are in a position to discuss them with the United States and any action we take on them will naturally be influenced by the degree to which the United States is able to take comparable and reciprocal action. As you observe in your letter, its tariff system is a good deal more rigid than ours and special enabling legislation would undoubtedly

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be required to empower the President to suspend tariffs on imports of war materials, etc.

I do not know whether the United States Administration will ultimately decide to ask Congress for authority to suspend tariffs, nor do I know what form such permissive legislation would take or to what safeguarding conditions the discretion given the President would be subject. I would be surprised, however, if such powers, once secured, were subject to regional restrictions, i.e., if the President were enabled to remove a duty on any given article he would be enabled to do so whether it came from Canada, Mexico or Newfoundland.

I note, too, that the Government of Newfoundland is exercised about the possibility that the rate of exchange between the Canadian and United States dollar may be altered. There has been a good deal of press speculation about this possibility in recent months as you know, but no recent development to support it. I have brought a copy of your letter to the attention of the Foreign Exchange Control Board which, I know, has in mind Newfoundland's interest in any question affecting the rate of Canadian-American exchange.

Yours sincerely,

21-2-42

N. A. ROBERTSON

Under-Secretary of State
for External Affairs.

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C230926

Ottawa, May 26th, 1942.

MEMORANDUM FOR MR. ROBERTSON:

Council this morning approved Resolutions Nos. 10 and 11 of the Canada U.S. Joint Economic Committees, regarding trade in potatoes and increase in the weight of hogs, respectively.

In this connection I am enclosing a copy of Mr. Gardiner's letter of May the 18th, enclosing a memorandum from the Deputy Minister of Agriculture.

A. D. P. H.

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CONFIDENTIAL

C230927

NAR/SR
24.8.43

MEMORANDUM FOR THE PRIME MINISTER

When I saw the Secretary of State last night, Mr. Atherton was with him. Mr. Hull began by saying how much satisfaction he had had over the years from the fact that you were in power in Canada while he was Secretary of State. He felt you understood each other completely and were working towards the same goals. The oncoming of the war had postponed progress in the field of economic collaboration, but he thought we should be prepared to resume our work in this direction at the very first oppotunity.

He had recently had some exploratory talks with the United Kingdom about the feasibility of a multilateral approach to the task of reducing trade barriers. He did not exclude its usefulness, but his real hopes appeared to lie in the resumption of bilateral trade negotiations, with the resultant tariff concessions generalized under the unconditional form of the most favoured nation clause. This was the method which had been used effectively in the middle of the last century. He talked about the Cobden-Chevalier commercial treaty between Britain and France in 1860, the benefits of which had been made available to third countries and which had inspired a good many other countries to action in the same direction.

I suggested that in the case of the United Kingdom, at least, the major impulse toward tariff revision and removal had been domestic and a consequence of recognition of the real interests of the United Kingdom in the expanding world economy of the middle of the 19th century. Commercial treaty negotiations had confirmed and extended the tendency toward freer trade but had not, I thought, been the decisive factor.

I told him that we had taken part in a preliminary exchange of views on questions of commercial policy with the United Kingdom and other Commonwealth countries in the early summer, and that we welcomed the initiatives the United Kingdom had in mind making in this field. Although there had been preparatory Commonwealth discussions, any proposals the United Kingdom might make would be solely in its own name and would not be put forward on behalf of the Commonwealth. While Canada was interested in the successful outcome of the United Kingdom-United States trade talks, we, of

WLK

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course, had always dealt directly with the United States on such questions of joint concern. The Secretary said that he entirely agreed with this procedure and would be very glad to explore with us the possibilities of greater and freer reciprocal trade between Canada and the United States.

I said I thought that in some ways the mobilization of our economies for war, although or perhaps because, it had placed in abeyance the considerations which usually govern commercial policy really gave us a greater opportunity than we had ever had before to see that trade should flow through the most productive and most economical channels. Tariffs and preferences had, in the last two or three years, become increasingly inoperative, not only between Canada and the United States but between the United States and all the countries of the Commonwealth and, for better or worse, one consequence of the Nazi exploitation of Europe had been the supersession of the old tariff frontiers. We would have a great chance to build afresh and on firmer foundations than ever before. In this sort of setup I thought there was a good deal of merit in working for a multilateral, overall approach to the problem rather than limiting ourselves to bilateral negotiations, which would tend to confirm the basic pre-war tariff patterns even while modifying them in detail by trade agreements. Mr. Hull appeared to be in general agreement with this way of looking at things. He thought the two methods of approach were really complementary and not in conflict, though his own preference was clearly still for tariff reductions effected by a series of bilateral trade negotiations.

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Trade - Pan Trade Policy
" - Pan American Trade file

PRIVY COUNCIL

CANADA

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1943

Ottawa, October 20th, 1943.

Memorandum for the Prime Minister

Attached is a programme of the National Foreign Trade Convention. I am to speak at its opening session on Monday morning.

This is an important organization. It will have a very large dinner Tuesday night. The nature of the organization and the people present will ensure widespread publicity.

I was asked to deliver a message from you. I understand it would be the only message of its kind. It occurred to me that if you could make constructive proposals and show Canada's willingness to carry them out, it might capture the headlines in the States and secure added publicity in Canada. We could work this up by telling the press that an important statement would be made by you.

With Pickersgill I have drafted the attached. I realize the pressure you are under and hesitate asking you to do it but believe that the opportunity justifies my asking you if you would be good enough to allow me to make this or some such statement for you.

We would like to have three or four days, if possible, in order to build up the press.

Approved with revisions Supplied to Pickersgill
22-4-43

Brooke Claxton

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THIRTIETH NATIONAL FOREIGN TRADE CONVENTION

W. L.

Message of the Right Honourable ~~William Lyon~~ Mackenzie King, Prime Minister of Canada, to the World Trade Dinner at Hotel Pennsylvania on October 26, 1943, delivered through Brooke Claxton, M.P.

- - - - - - - - - - - - - - - - -

I am pleased to extend to the National Foreign Trade Convention the most cordial greetings from one good neighbour to another. I hope that your deliberations may bear fruit in the promotion of post-war trade. An increased volume of trade means increased production, employment and general welfare for both the United States and Canada. The greater the exchange of goods among nations the greater will be the prosperity of all nations.

No country is more willing to take action to promote trade than Canada. Before the war, Canada derived 35% of her national income from her trade with other countries. Despite her small population, the volume of Canada's external trade was the fifth or sixth largest in the world, and today, owing to the war, is said to be third. Few Americans may realize that the total trade between the United States and Canada was greater than the total trade between any other two countries on the face of the earth. The trade between Canada and the United States was based on a community of interests which made

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North America two nations but in truth one community. It is significant that this trade developed between two nations which had similar standards of living and between which there was no thought of war.

Before the war, Canada and the United States had seen their common interest in increasing their trade and in maintaining the security of this continent. In 1935 and 1938 our countries entered into trade agreements which reduced the barriers between us practically to the full limit permitted under United States legislation. In 1938 our common interest in our common defence was recognized in the statement made by President Roosevelt at Kingston and in my reply at Woodbridge, Ontario. In August, 1940, from a railway car at Ogdensburg we announced an agreement to set up the Permanent Joint Board of Defence. At Hyde Park in 1941 we issued a joint declaration on the mobilization of our economic resources in which "it was agreed as a general principle that in mobilizing the resources of this continent, each country should provide the other with the defence articles which it is best able to produce and, above all, produce quickly, and that production programmes should be coordinated to this end."

No time was lost in creating the instruments to give effect to our agreements. It is not too much to say that

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Canadian-American cooperation begun at Ogdensburg is the pattern of the cooperation of the United Nations. Between the United States and Canada we have added to the ties of friendship and family stretching across the border, the feeling of comradeship which comes from fighting shoulder to shoulder for the defence of our continent, of our way of life, and of civilization itself.

These wartime developments have brought our nations closer together than ever before. Our trade is greater than it has ever been. The Canadian people do not think it desirable, and do not believe it is necessary, that we should return to the low levels of the 1930's. There cannot be too much trade between nations. All the available evidence of the state of public opinion in Canada points to the desire of our people to see even better trade relations with the United States, and better trade relations with the whole world. Canadians of all parties and all classes are coming to see that in the long run we have to import if we are going to export. Our people realize that two-way trade can raise the level of consumption and the standard of living in our country. We recognize that accepting the exports of other lands is the only way to find secure markets for our own surplus

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productive power. Such a policy is in our own national interest. We believe it is no less in the interest of every other nation.

Four conditions are needed to develop world trade, and to bring prosperity and employment.

(1) Nations must not be driven by fear of attack to cut themselves off from trade. We in Canada would like to see extended throughout the world the kind of relationship that exists between Canada and the United States and between the members of the British Commonwealth of Nations. Security is a form of insurance which depends on the pooling of risks. International security can be attained only by nations working together.

(2) We need commercial stability and the progressive removal of barriers to trade. We need stability to enable business to look ahead and plan with confidence. We need a ceiling on tariffs and trade restrictions. In Canada we would be glad to see an agreement among nations for the progressive annual reduction of tariffs until agreed minimums were reached.

(3) We need functional machinery to carry on the necessary arrangements between nations, including the

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maintaining of international monetary stability, and the provision of credit. ~~Our people would not regard it as a surrender of the sovereignty of Canada~~ to accept representation on an international agency authorized to make decisions which would ensure their security and prosperity. If that is a surrender of sovereignty, the common people of the world are looking for more surrenders of sovereignty.

(4) We need domestic policies to provide maximum employment and production, and to prevent inflation. People are more ready to accept far-sighted policies of cooperation if their own immediate needs are met.

~~We can realize~~ these four conditions. What a boon it would be to mankind if ~~we did~~. The government of Canada ~~will~~ work to these ends with other nations.

If the last twenty-five years have taught us anything, they have taught us the need of working together. The world has become too small for wars to be isolated. Nations must work together or the world will be wasted by war in every generation. Canada's interest in foreign trade, Canada's stake in world peace, Canada's geographical position and racial composition give to ~~our~~ people as great an interest as any other in international co-operation to provide for the security and prosperity of nations. Canadians are no

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less concerned than Americans about the successful co-operation of the United States and Britain and Russia and China. Without that cooperation we can have neither lasting peace nor increasing prosperity. The smaller powers have ~~also~~ much to contribute to a genuine world order. It is my conviction that the cooperation of the great powers will be easier as the small powers are considered and consulted. I think of France and Czechoslovakia and Poland and all the others. I think, too, of the other nations of the western hemisphere. The security and prosperity even of the greatest powers will depend upon all nations working together.

During your discussions no doubt there will be talk about bilateral and multilateral trade agreements. There will be little or no discussion about difficulties of production. The world can produce goods in greater abundance than any of us dreamed was possible even four years ago. The people of the world everywhere are ready and eager to consume those goods.

I believe the time has come when we should raise our sights and shoot not for the stars and the sky, but for the conditions which will permit trade in the good things we know we can produce ~~so that~~ every man will have security

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because he is more prosperous than he has ever been before, and every man will have prosperity because he is more secure than he has ever been. Security and prosperity are indivisible. The security of nations will make trade among nations flourish. As trade flourishes, we shall add to the prosperity of our own and all other peoples.

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S-108-C
Oct 1943 Premiers

Memorandum for the Prime Minister:

C230937

Mr. Pickersgill telephoned to say that Mr. Claxton had suggested the Trade message might be shortened, if you wish, by omitting the second paragraph on page 1, the whole of page 2, and the first paragraph on page 3, and substituting the following paragraph:

"Even before the war, the economic relations between Canada and the United States were close. The trade between our two countries was greater than between any other two countries in the world. In 1935 and 1938 our countries entered into trade agreements which reduced the barriers between us practically to the full limit permitted under United States legislation. Since then our common interest in our common defence has been recognized in a series of agreements made by President Roosevelt and myself, and in 1941 the economic resources of the two countries were virtually pooled in consequence of arrangements made under the Hyde Park Agreement."

NB - Mr. Claxton would, I think, prefer the longer message, but thought you might wish to have it shortened.

J. W. P.

October 23, 1943

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(GILBERT JACKSON TO W.L.M.K.)

C-5-5
1948

C230938

4-15
V.2

✓ Trade-Can.-Amer. Trade
✓ Trade-Can. Trade Policy

April 22nd, 1948.

CANADA'S POSITION ON CUSTOMS UNION

WITH THE UNITED STATES

SUMMARY OF CONTENTS

1. The LIFE Editorial of March 15th, 1948: Unsound Assumptions;
2. Canada's Economic Interdependence with Britain and Europe;
3. Customs Union in Terms of the possible Displacement of Labour and Industry;
4. Canada's Exports to the States would not be much Increased, - even by Customs Union;
5. Many Industries in Canada and the States are not Mutually Complementary but Competitive;
6. Mass Production in USA versus the need for a "Full Line" and "Short Runs" in Canadian Plants;
7. "Liaison" or "Marriage" with the States?
8. Monetary Union Inseparable from Customs Union - for Canada;
9. Why some Expert Canadian Official Opinion favours Customs Union;
10. Why the Same View is held in some Washington Circles;
11. No one has yet Seriously Studied the Real Implications of a Canada-USA Customs Union.

1. THE "LIFE" EDITORIAL OF MARCH 15th, 1948: UNSOUND ASSUMPTIONS

The leading editorial of LIFE Magazine on March 15th, was entitled: "Customs Union with Canada".

Though full of goodwill towards Canadians, it is marred by several inaccuracies and a misconception of Canada's interests. Among its unsound assumptions are:

(i) That simply by means of customs union with the States, we can in perpetuity maintain our Canadian standard of living and (so to speak) "live happily ever after";

(ii) That we can achieve this without "being put through the wringer" - that is, without undergoing a complete economic revolution at the same time;

(iii) That we can discuss this question of customs union between our two countries, as if it were just a North American question; quite without reference to the relationship of ourselves in North America, to the peoples of other continents.

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C230939

Gilbert Jackson

330 Bay Street
Toronto

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2. CANADA'S ECONOMIC INTERDEPENDENCE WITH BRITAIN AND EUROPE

Our pattern of job distribution in this Dominion is based on an age-old economic relationship with England and Western Europe: as a result of which our function has been to produce in quantity, decade by decade, what they most needed overseas.

Our own productive resources have matched so perfectly the deficiencies of England, and of Western Europe, that in the course of doing this we managed also to create the so-called "Canadian standard of living" - which almost equals that of the United States. But of course, there is a very close connection between the pattern of job distribution, which our great export industries have imposed on us, and the standard of living achieved in Canada thus far.

3. CUSTOMS UNION IN TERMS OF THE POSSIBLE DISPLACEMENT OF CANADIAN LABOUR AND INDUSTRY

We could not now drastically change our present pattern of job distribution, without in the process liquidating whole industries in certain parts of this Dominion; and thus causing painful migrations, perhaps over long distances.

In this way we might ultimately find, in our own Displaced Persons, a problem unpleasantly like that which the D.P.'s now constitute, in ex-enemy countries abroad.

It is true that we may be compelled, some day for some reason, so to change our pattern of job distribution. But the short run result of doing this would obviously be tragic; therefore, we would make the change only with deep regret.

4. CANADA'S EXPORTS TO THE STATES WOULD NOT BE MUCH INCREASED, - EVEN BY CUSTOMS UNION

Thus when customs union with the States is dangled in front of us as an objective, the supposition is implied that we could reap the benefits of union, while undergoing no such internal economic revolution. This then would imply sales by Canada to the States, after joining in a customs union, of substantially the same range of products and in substantially the same quantities, as Canada would otherwise have desired to market in England, and in Western European countries generally.

A brief reference to the pre-World-War II peace-time characteristics of our export trade, makes clear the baselessness of any such assumption.

Of our exports of shingles and whiskey, 97% went already to the States, in peace-time; of our exports of fresh fish and cattle, 88% went already to the States; of our exports of hides and skins (raw), 83% went already to the States; of our exports of newsprint, woodpulp and pulpwood (taken together), 82% went already to the States; and if to these are added our exports of nickel, precious metals (not including gold), non-metallic minerals, pine planks and boards, and seeds, we find that, in all these thirteen categories of merchandise, the States took (on an average) 73% of all our export shipments.

Today we would have, in these categories, a very small surplus of products, capable of being diverted from other countries to the States, if the proposed customs union were to create, on paper, this possibility. That is to say, the merchandise in these categories, capable of being diverted to the States, would yield us a very small amount of additional U.S. dollars - which Canada so much needs, in the present condition of world affairs.

5. MANY INDUSTRIES IN CANADA AND THE STATES ARE NOT MUTUALLY COMPLEMENTARY BUT COMPETITIVE

If we were to gain, and hold, a substantial advantage from the proposed customs union, we would thus be compelled to look at the myriad classes of Canadian merchandise, hitherto sold abroad elsewhere but not (except on a trifling scale) within the States, for our main exporting opportunities.

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5. MANY INDUSTRIES IN CANADA AND THE STATES ARE NOT MUTUALLY COMPLEMENTARY BUT COMPETITIVE (Continued)

Much of this merchandise consists of foodstuffs: goods of which the States now visibly produce a sufficiency for their own domestic needs - and so, do not constitute much of an additional market for us.

A growing proportion of this merchandise, today, consists of manufactures of many kinds, produced in Canada. We cannot afford any longer to think of this Dominion as a producer-for-export, of foodstuffs and raw materials only.

6. MASS PRODUCTION IN U.S.A. VERSUS THE NEED FOR A "FULL LINE" AND "SHORT RUNS" IN CANADIAN PLANTS

But our industrial organization in Canada differs radically from that of the United States. Theirs is the classic set-up for mass production. Our conditions, for the most part, are ill adapted to mass production.

The need for producing in most Canadian mills what is called "a full line" - coupled with the fact of our still small population - imposes on us a multitude of "short runs". Goods turned out thus cannot as a rule compete in the United States market, with their own mass produced merchandise. To compete effectively with them, Canadian mills would, in many cases, have no choice but "to make themselves over".

Following the creation of a customs union, Canadians could conceivably take a leaf out of the States' book, and in many cases re-constitute themselves on a mass production basis. We could in other cases, by means of appropriate mergers with enterprise in the States, dovetail our own relatively small mills into the continental pattern of industrial production. But the benefits of these changes would not be realized, on a substantial scale, for quite some time.

7. "LIAISON" OR "MARRIAGE" WITH THE STATES?

LIFE proposes, in effect, that Miss Canada should accept a liaison with Uncle Sam - a liaison which of course (in terms of creature comfort) has much to be said for it. (But one needs to be sure of one's "Sugar Daddy", before launching on that kind of an existence!)

The change-over industrially, which is visualized as being necessary to this end, is of a very radical character. Miss Canada needs therefore to be sure that her liaison with Uncle Sam will be for all practical purposes a marriage, before she can dream of accepting any such overtures. Even then (in the P.B.I. phrase of World War I), we may be sure that "the first seven years will be the hardest".

8. MONETARY UNION INSEPARABLE FROM CUSTOMS UNION - FOR CANADA

In the meanwhile - as we Canadians daily realize, when we cannot get carrots and lettuce, and oranges for the children - Canada finds herself now so short of U.S. dollars, that obstacles to the trade between our two countries are progressively being made more numerous and rigid. Only by the maintenance here of exchange controls, which completely belie current Canadian expressions of esteem for the principle of free trade, can we keep on functioning in the present juncture.

So long as we maintain these exchange controls, customs union would be nothing but a farce - or a mirage on the distant horizon. If we were now to remove these controls, we should quickly lose most of our residual U.S. dollars: and become paralysed - or an obvious mendicant.

If any small debtor nation, living alongside a large creditor nation, were to venture upon customs union while still maintaining its own monetary system, and its own central bank, the likely consequence would be disaster. In this case.- despite our deep and genuine affection, in this Dominion, for Uncle Sam - few Canadians, living outside Ottawa, now contemplate the deliberate abrogation of our sovereignty: which of course, acceptance of the monetary system and central banking policies of the United States would entail.

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9. WHY SOME EXPERT CANADIAN OFFICIAL OPINION FAVOURS CUSTOMS UNION

There is reason to believe that customs union looks quite attractive to several economists and senior officials in Ottawa, and in Washington.

In Ottawa, there is a feeling that we may not be able to solve our problem of U.S. dollar shortage during the next few months or years, even with large off-shore purchases in Canada under the European Recovery Programme. Canada would then be faced - so it is argued - with the alternatives of autarchy (living unto ourselves, buying and selling only what we must), or of customs union with the United States. The same persons are convinced that Canadian public opinion would choose the latter as the less painful of two evils.

This view reflects official pessimism about restoring - at any time in the future - the system of multilateral trade and convertible currencies, on which Canada has historically depended and thriven. In other words, customs union has been a sort of "counsel of desperation". But are we now ready for such extreme action?

10. WHY THE SAME VIEW IS HELD IN SOME WASHINGTON CIRCLES

The approach to customs union with Canada, in certain official circles in Washington, takes a quite different form. There it is accepted that customs unions, or their equivalent, are being officially urged by the United States for Western Europe and other nations. How could they object to a similar customs union with Canada?

This is part of a strange inconsistency in the commercial policy of the State Department, which frowns on preferential duties as "discriminatory" (even when they serve to reduce trade barriers as a whole), but which praises customs unions as worthy measures of "freer trade".

11. NO ONE HAS YET SERIOUSLY STUDIED THE REAL IMPLICATIONS OF A CANADA - U.S.A. CUSTOMS UNION

Neither of these official schools, above described, seems to have seriously studied the real implications of a Canada - U.S.A. customs union.

The LIFE editorial concludes by remarking:

> "In her new position Britain will probably be the first to see that in the 20th Century Canada's lot is inevitably cast with that of the U.S. and so give a mother's blessing to the union".

Surely this ignores altogether the present and prospective long term dependence of Britain on Canada, for essential foods and raw materials - lacking which (from some external source), the British people will soon find, either that their food

> "...would fall well below the point at which the population, already by no means over-fed, would be able to perform its work efficiently, or that shortages of raw materials would cripple their industries and throw millions out of work".
> (F. W. Paish, The American Economic Review, March, 1948, pp.118-121)

Multitudes on the continent of Europe are no less dependent in these respects, than the people of Britain.

The Marshall Plan itself makes interim, - not permanent, - provision against this weakness. If possible while still the Plan functions (and at long last, anyway) the means must be found of restoring some kind of a world market: or else, Marx may be vindicated finally.

Therefore if we wish to keep, on the North American continent, our own industrial civilization and the freedom on which it rests, we must not talk of customs union between the States and this Dominion (any more than we talk of the Marshall Plan) as if it, alone, could solve any problem.

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11. NO ONE HAS YET SERIOUSLY STUDIED THE REAL IMPLICATIONS OF A CANADA - U.S.A. CUSTOMS UNION (Continued)

Our task of preserving and improving the Canadian economy is not a local problem or a private matter which we can meet by internal measures alone. It is not even a matter for Canada and the States to solve between them. If we attempt to do so we merely create new trouble for ourselves and for others.

Our fate is linked, whether we like it or not, with the fates of Britain and of Europe. Our task is to make it possible for all nations, who value the dignity and initiative of the individual above that of the State, to live in harmony and to exchange their goods, services and cultures freely, within a stable and self-reliant community.

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PERSONAL

C230944

LBP/MB
3/5/48

MEMORANDUM TO THE PRIME MINISTER

Canadian-United States Trade Arrangements

You will recall that, after the meeting the other day in your office to discuss the above, it was agreed that every effort should be made to convey to Washington the decision regarding the suspension of informal discussions on the official level in such a way as to remove, if possible, any impression that the Canadian Ministers did not appreciate the importance of the matter or the economic advantage to Canada of the suggestions that had been made. The attached personal letter from Hume Wrong to myself indicates that there is little risk of Washington misunderstanding the situation. Mr. Howe seems to have had a very satisfactory talk with Mr. Lovett on the matter. Mr. Deutsch also reports that he had an equally satisfactory talk with the United States official in Washington with whom he had been dealing.

L B Pearson

1.5.1(US)

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TOP SECRET AND PERSONAL

C230945

CANADIAN EMBASSY

Washington, D. C.,
April 28th, 1948.

Dear Mike:

Yesterday afternoon I accompanied Mr. Howe on a call which I had arranged on Mr. Lovett. I had told Mr. Howe that the reason why I wished him to see Mr. Lovett was so that Mr. Lovett could get from him an account of the political difficulties which prevented the Canadian Government from pursuing at present the economic proposals developed by MacKinnon and Deutsch on our side and Willoughby and some others on the side of the State Department.

When we reached this subject, Mr. Howe said in most explicit terms that the responsible Ministers in Ottawa were greatly attracted by the proposals and would be prepared to conclude an agreement on this basis when our domestic political conditions made this possible. He referred to the impending change of leadership in the Liberal Party and to the reluctance of the Prime Minister to undertake a project of such great importance on the eve of his own retirement. He said that what he would like to see would be for the negotiations to be resumed late this year or early in 1949 and implied that if they could then be successfully completed, the government would in all probability dissolve Parliament and appeal to the people on this as the primary issue. He touched on the relationship between the economic proposals and the security discussions, but based the objections to further progress at present primarily on the domestic political situation.

Mr. Howe also mentioned the intention to include in the platform to be adopted at the Liberal Convention a general resolution in favour of the abolition of customs duties over wide areas. In response to an enquiry from Tyler Wood, who was with Mr. Lovett, he made it clear that this plank would not refer directly to the United States but would be expressed in general terms. Wood was concerned lest a direct reference to the United States would result in the introduction of the issue in the election campaign here, but I think that he was satisfied by Mr. Howe's explanations, especially in view of the possible development by that time of the plans for the

L. B. Pearson, Esq.,
Under-Secretary of State for External Affairs,
Ottawa, Canada.

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C230946

Customs Union or free trade areas in Western Europe. Mr. Howe mentioned that we should have to offer to the United Kingdom treatment similar to that offered to the United States, adding that the acceptance of this would, of course, involve the abolition of preferences between Canada and the United Kingdom.

Mr. Lovett made no objection to postponing the matter and putting the proposals into cold storage for the present. Indeed, he went on to say that this would suit the domestic political conditions in the United States better than any effort to go ahead before the elections. He has clearly become concerned over the difficulty of securing congressional approval and has come round to the view that it would be best to wait for a newly-elected Congress before anything definite comes into the open. This should, I think, lay to rest any possible feeling here that the proposals have been turned down because they were not regarded as satisfactory by the responsible Ministers in Ottawa. It has been my own judgment for some months, in any case, that the political timetable here would in the event have made it impossible for the Administration to get any action from Congress in 1948. I am, however, relieved to know that this opinion is now shared by Mr. Lovett.

As he may have told you, Deutsch explained the position fully to Willoughby when he was here last Friday. Wood has now heard the story direct from Mr. Howe during the discussion with Lovett. I shall have a further word about it with Hickerson when I next see him.

Yours sincerely,

(Sgd.) H.H. Wrong

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NAR/SR
6.9.45

MEMORANDUM FOR THE PRIME MINISTER

C230947

I asked Pat Conroy of the Canadian Congress of Labour to come and see me this morning before he leaves for Paris to attend a meeting of the World Trade Union Congress later this month. I had not met him before, but was very favourably struck with him. I wanted to have a warning word with him on the international position of the W.T.U.C. and its relations with the I.L.O. to make sure that he understood the general Canadian attitude toward these questions. I found him conversant with the Government's views and in full accord with them.

He told me that the Trades and Labour Congress, under pressure from the A.F. of L, had decided not to be represented at the W.T.U.C. meeting this year, a decision he, Conroy, regretted. He said he was quite as alive to the shortcomings of the Soviet trade unions as anybody in the A.F. of L, but thought you had to recognize their existance as one of the facts which had to be taken into account in the world situation today. If the Canadian and American labour unions abstained from the world organization because of their misgivings about general Soviet policy or because they knew that the Soviet trade union movement was not what its spokesmen represented it to be, the only significant result of their abstention would be consolidation of Communist control of the world trade union movement. For similar reasons, he was anxious to see the Trades and Labour Congress and the C.C.L. coalesce in Canada and the A.F. of L and the C.I.O. come together in the United States. If they could not agree to combine their forces under their present leadership, they were likely to find union brought about under Communist auspices in both countries.

Before I saw Mr. Conroy, Mr. Paul Martin had spoken to me about helping him to get an air priority for his journey to Europe and back on the grounds that he would be a useful representative of Canada at the Congress and that his steadying influence on trade union policies should not be removed from Canada for any longer period than was necessary. I found out from Conroy that the assistance the Canadian Congress of Labour would like from the Government would not simply be a passage priority but an advance toward travelling expenses. When members of the C.C.L and T.L.C. attended the organization meeting of the W.T.U.C. in London last winter, they went over by airplane, but no sum was charged for their transport. Since then, fares have been introduced by T.C.A.

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and the round trip to the United Kingdom now costs about $1200.00. Living expenses in Paris, too, will be very heavy, as I know from my talks with Vanier.

In the circumstances, I think the Government would be justified in making the same sort of financial advance towards Conroy's travelling expenses as it made last year to help the representation of the Canadian Bar Association at the Inter-American Juridical Conference in Mexico City. If you approve, I will get in touch with the Department of Labour to prepare a submission to Treasury Board.

8-8-45

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C230949 ODS/AH

May 3rd,1940.

MEMORANDUM FOR THE PRIME MINISTER.

C-750
V.6(D)-1
H-201
V.5(a)

Export of metals to Japan (or Russia)

Two telegrams were received in the middle of April from Dominions Office regarding control of imports into Asiatic Russia and to Japan, D. 123 of April 13th and D. 124 of April 14th, respectively.

An answer was sent at once to the first telegram which raised no question of difficulty (our No. 57 of April 15). A week later a reply was sent to the second telegram with particular reference to nickel (our No. 60 of April 23rd). A not particularly understanding reply to the latter was received from Dominions Office last week, No. 44 of April 27th.

On April 25th Baron Tomii called, and a memorandum was made of his request regarding a decision as to export of aluminum and particularly of nickel to Japan. Yesterday he sent a letter on the same subject.

Copies of all the above are enclosed. I attach, also, a draft reply to Baron Tomii which is about as conclusive as we can be at the present time. I think a reply should go today.

(O.D. Skelton)

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Collateral - Canadian Trade Policy

C230950

COMPARATIVE STATEMENT OF CANADIAN FOREIGN TRADE DURING SEPTEMBER AND NINE MONTHS ENDED SEPTEMBER, 1940 and 1941

		September, 1940		September, 1941	
		Qty.	Value	Qty.	Value
Total Exports (Canadian Produce) -		42,132,745	$101,439,603	55,151,434	$139,970,168
Total Exports (Foreign Produce) -		141,297	1,338,593	355,989	2,921,007
Principal items of Export -					
Wheat	Bush.	9,499,854	8,197,601	11,341,041	9,163,299
Wheat flour	Brls.	550,754	1,934,206	661,014	2,756,106
Fish	Cwt.	416,761	4,443,377	487,579	5,278,679
Furs	$	-	793,716	-	1,570,955
Meats	Cwt.	376,814	6,284,551	244,986	4,428,060
Cheese	Cwt.	177,077	2,476,085	83,515	1,213,947
Planks and boards	M. ft.	276,912	7,981,098	291,129	9,378,690
Wood pulp	Cwt.	1,808,998	5,626,357	2,786,204	8,423,975
Newsprint	Cwt.	6,025,850	14,368,002	5,863,615	13,919,047
Automobiles and parts	$	-	4,504,262	-	12,246,607

		Nine months ended September, 1940		Nine months ended September, 1941	
		Quantity	Value	Quantity	Value
Total Exports (Canadian Produce) -		505,483,036	$860,908,914	477,882,397	$1,169,960,929
Total Exports (Foreign Produce) -		1,941,212	8,403,057	3,086,460	14,640,664
Principal items of Export -					
Wheat	Bush.	100,470,813	88,606,103	144,429,658	120,547,327
Wheat flour	Brls.	5,192,380	20,202,898	9,481,375	36,885,569
Fish	Cwt.	2,750,527	23,145,172	3,109,114	25,930,541
Furs	$	-	12,038,588	-	14,057,554
Meats	Cwt.	2,812,342	46,289,067	3,547,434	58,396,611
Cheese	Cwt.	780,824	11,675,441	590,886	8,640,438
Planks and boards	M. ft.	1,788,363	48,172,957	1,726,815	54,067,503
Wood pulp	Cwt.	16,038,944	44,497,275	20,239,561	62,237,819
Newsprint	Cwt.	48,538,630	112,489,730	46,860,595	110,729,322
Automobiles and parts	$	-	34,139,184	-	114,787,366

- From the Dominion Bureau of Statistics -

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C230951

COMPARATIVE STATEMENT OF CANADIAN FOREIGN TRADE DURING SEPTEMBER AND NINE MONTHS ENDED SEPTEMBER, 1940 and 1941

		September, 1940		September, 1941	
		Qty.	Value	Qty.	Value
Total Exports (Canadian Produce) -		42,132,745	$101,439,603	55,151,434	$139,970,168
Total Exports (Foreign Produce) -		141,297	1,338,593	355,989	2,921,007
Principal items of Export -					
Wheat	Bush.	9,499,854	8,197,601	11,341,041	9,163,299
Wheat flour	Brls.	550,754	1,934,206	661,014	2,756,106
Fish	Cwt.	416,761	4,443,377	487,579	5,278,679
Furs	$	-	793,716	-	1,570,955
Meats	Cwt.	376,814	6,284,551	244,986	4,428,060
Cheese	Cwt.	177,077	2,476,085	83,515	1,213,947
Planks and boards	M. ft.	276,912	7,981,098	291,129	9,378,690
Wood pulp	Cwt.	1,808,998	5,626,357	2,786,204	8,423,975
Newsprint	Cwt.	6,025,850	14,368,002	5,863,615	13,919,047
Automobiles and parts	$	-	4,504,262	-	12,246,607

		Nine months ended September, 1940		Nine months ended September, 1941	
		Quantity	Value	Quantity	Value
Total Exports (Canadian Produce) -		505,483,036	$860,908,914	477,882,397	$1,169,960,929
Total Exports (Foreign Produce) -		1,941,212	8,403,057	3,086,460	14,640,664
Principal items of Export -					
Wheat	Bush.	100,470,813	88,606,103	144,429,658	120,547,327
Wheat flour	Brls.	5,192,380	20,202,898	9,481,375	36,885,569
Fish	Cwt.	2,750,527	23,145,172	3,109,114	25,930,541
Furs	$	-	12,038,588	-	14,057,554
Meats	Cwt.	2,812,342	46,289,067	3,547,434	58,396,611
Cheese	Cwt.	780,824	11,675,441	590,886	8,640,438
Planks and boards	M. ft.	1,788,363	48,172,957	1,726,815	54,067,503
Wood pulp	Cwt.	16,038,944	44,497,275	20,239,561	62,237,819
Newsprint	Cwt.	48,538,630	112,489,730	46,860,595	110,729,322
Automobiles and parts	$	-	34,139,184	-	114,787,366

- From the Dominion Bureau of Statistics -

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Collateral - Trade - Canadian
Trade Policy

No. 199
August 16, 1941.

C230952

Memorandum for the Prime Minister

Comparative Statement of Canadian Foreign Trade during month of July

	July 1940	July 1941
Total Exports (Canadian Produce) -	$100,782,062	$169,691,600
Total Exports (Foreign Produce) -	681,111	1,216,283
Principal items of Export -		
Wheat	10,072,905	16,284,165
Wheat flour	1,250,957	7,740,306
Fish	2,321,018	2,451,464
Furs	766,312	1,726,029
Meats	4,360,540	6,263,778
Cheese	2,669,635	3,224,648
Planks and boards	6,643,615	7,093,817
Wood pulp	6,099,340	7,901,704
Newsprint	15,221,529	14,452,796
Automobiles and parts	5,274,505	22,337,868

Comparative Statement for Seven Months ended July

	July 1940	July 1941
Total Exports (Canadian Produce) -	$648,921,294	$882,058,432
Total Exports (Foreign Produce) -	6,252,908	9,162,758
Principal Items of Export -		
Wheat	70,995,148	99,011,655
Wheat flour	16,173,935	28,177,899
Fish	15,608,004	18,218,580
Furs	9,168,389	10,525,309
Meats	35,228,289	47,687,861
Cheese	6,006,322	4,820,791
Planks and boards	32,193,575	36,043,022
Wood pulp	32,668,491	46,202,658
Newsprint	83,780,962	83,630,127
Automobiles and parts	24,384,805	87,427,535

*****

J. Muir
Dominion Bureau of Statistics

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C230953

November 4, 1941 (JAG)

MEMORANDUM FOR MR ROBERTSON

DeO. Telegrams Circular D.591, D.592, of September 30,
Your memorandum of October 3 (Lease-Lend Procedure and
U.S. "consideration" from United Kigdom

- -

In your memorandum under reference you called attention to Article 7 of the proposed draft agreement, and mentioned you thought "we should tell the United Kingdom Government that we share their misgivings about Article 7 of the A,erican draft and that, as an interim formula, the wording which they have suggested in its place is, from our point of view, much more acceptable."

Mr King has indicated that he agrees with this view. Is there anything further which can be reported on this question ?

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C230954

NAR/SR
30.12.41

DRAFT TEXT OF ARTICLE VII OF PROPOSED
UNITED KINGDOM-UNITED STATES LEASE-LEND AGREEMENT

1. Original United States Draft. (Dominions Office Circular D.592 of September 30th).

The terms and conditions upon which the United Kingdom receives defence aid from the United States of America and the benefits to be received by the United States of America in return therefor, as finally determined, shall be such as not to burden commerce between the two countries but to promote mutually advantageous economic relations between them and betterment of world wide economic relations; they shall provide against discrimination in either the United States of America or the United Kingdom against importation of any produce originating in the other country; and they shall provide for formulation of measures for achievement of these ends.

2. United Kingdom Counter-draft. (Dominions Office Circular D.591 of September 30th).

The terms and conditions upon which the Government of the United Kingdom receives defence aid from the Government of the United States of America and benefits to be received by the United States of America in return therefor, as finally determined, shall be such as not to burden commerce between the two countries, but to promote mutually advantageous economic relations between them; they shall provide for joint and agreed action by the United States and the United Kingdom, each working within the limits of their governing economic conditions, directed to securing as part of a general plan the progressive attainment of balanced international economies, and avoidance of harmful discriminations, and generally economic objectives set forth in the Joint Declaration made by the President of United States of America and the Prime Minister of the United Kingdom on August 12th, 1941.

And furthermore it is agreed that at an early convenient date conversations should be begun between the two Governments with a view to discussing best means of attaining the above objects and generally better ordering of economic intercourse between nations in the future conditions of settled peace.

3. United States Redraft. (Dominions Office Circular D.754 of December 20th).

(1) In the final determination of the benefits to be

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provided to the United States of America by the Government of the United Kingdom in return for aid furnished under Act of Congress of March 11th, 1941, the terms and conditions thereof shall be such as not to burden commerce between the two countries, but to promote mutual advantageous economic relations between them and betterment of world wide economic relations. To that end they shall include provision for agreed action by the United States of America and the United Kingdom, open to participation by all other countries of like mind, directed to expansion by appropriate international and domestic measures of production, employment and exchange and consumption of goods which are the material foundation of the liberty and welfare of all peoples; to the elimination of all forms of discriminatory treatment in international commerce and to reduce tariffs and other trade barriers; and in general to the attainment of all economic objectives set forth in the Joint Declaration made on August 12th, 1941, by the President of the United States of America and the Prime Minister of the United Kingdom.

(2) At an early convenient date, conversations shall be begun between the two countries with a view to determining, in the light of governing economic conditions, the best means of attaining the above stated objectives by their own agreed action, and of seeking agreed action of other like-minded Governments.

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NAR/ET
30 Dec.,1941

MEMORANDUM FOR THE PRIME MINISTER:

C230956

Reference: D.O.telegrams D.591 and 592 of Sept.30
D.753 and 754 of Dec.20
D.765,766 and 767 of Dec.24.

This series of telegrams from the United Kingdom Government summarizes the discussions which have been taking place between the United Kingdom and the United States looking to the conclusion of an Agreement which would clarify and define the "consideration" which the United States is asking for in return for Lease-Lend assistance. What the United States wants is an undertaking now that the United Kingdom will cooperate with the United States in pursuing a liberal international economic policy after the war. The United States regards the abolition of import discriminations as an essential objective for workable post-war economic arrangements. The United Kingdom is reluctant to accept this objective in terms at this time because it feels that it implies the ultimate abandonment of the right of Empire countries to grant each other exclusive trade preferences.

The United States is pressing very hard for the early acceptance by the United Kingdom of their revised draft of Article 7 (see para.3 of attached note). They attach the highest importance to reaching an agreement in principle

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with the United Kingdom on this question before Congress is asked for a third Lease-Lend appropriation some time in January. The United Kingdom Government is still unhappy about the United States redraft, though it recognizes that it is very much more acceptable than the original United States draft submitted in September. It has instructed the British Ambassador in Washington to endeavour to get the United States Government to agree to the two Governments going ahead with the direct substantive conversations envisaged in sub-paragraph 2 of the United States redraft, without insisting on prior agreement about the ultimate objectives of the two countries' international economic policy. These conversations would involve prior consultation between the Governments of the British Commonwealth, which would "also be of a general character requiring no final decision on Imperial preference or any other large issue".

Lord Halifax has informed his Government that he is most reluctant to approach the United States in the sense of these instructions until the matter has been further considered. He thinks such an attitude on the part of the United Kingdom so shortly after the United States has come into the war would have "a most deplorable and perhaps long-lasting effect on relations between them". He argues very cogently I think

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C230958

in favour of accepting the United States draft now, subject to the understandings about United States policy which he has received from Mr. Acheson of the Department of State and which are being confirmed by Ambassador Winant in London. London is apparently not entirely convinced by Halifax's argument, but agrees that Article 7 might be acceptable if the United Kingdom and the United States could get together on an agreed explanation of its applicability to the question of Imperial preference which could be made public in both countries at an early date. In the circumstances the United Kingdom Government suggest that Halifax take the question up directly with Churchill and ascertain his views as to the practicability of securing an agreed interpretation of the position respecting Imperial preferences. The latest telegram in the series from London states:

> "Of course we could not in any case commit ourselves without previous consultation with the Dominions to a policy of putting future Imperial preferences in the melting pot. If a satisfactory interpretation were agreed, however, it would make it very much easier to carry on our consultations with the Dominions to finality, and we should hope to be able to reach early agreement with them as to the course to be pursued".

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The question at issue in these negotiations is a very big and important one which concerns a great many other countries than those directly identified with the United Kingdom-United States negotiations. On the one hand it concerns all the countries of the Commonwealth which give and get exclusive Imperial preferences. Clearly, if the United Kingdom is not to be in a position to grant exclusive tariff preferences, other parts of the Empire will not be able to continue granting tariff preferences to the United Kingdom. On the other hand, these negotiations will affect the international economic position of all countries now excluded from trading in Empire markets on terms as favourable as those accorded to other Empire countries. The interests of all our Allies, particularly of those with colonial possessions like the Dutch and Belgians, and of the countries of South America, are in more or less degree identified with those of the United States in pressing for the abolition of discriminatory treatment.

Canada's special interest in respect of these negotiations is different ~~fro~~ that of other parts of the Commonwealth in that this country is not a direct beneficiary of Lease-Lend assistance, and is not a member of the sterling area. We have a certain interest in perpetuating whatever preferred marketing positions we can hope to maintain after the war. At the same time, I think we have a greater interest in supporting the main objectives of American international economic policy. As Atcheson pointed out to Lord

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Halifax, the United States proposals recognize the primary importance of increased economic activity, both national and international, in employment, production, consumption and exchange of goods. It is against this background and in conjunction with it that there are added the objectives of the elimination of discriminatory treatment, reduction of tariffs and the achievement of other economic objectives of the Atlantic Charter. They recognize explicitly that a liberalization of commercial policy is a question that requires action by all participants and that high standards of productivity and consumption will be required to succeed in it.

We have been worried about the disposition on the part of the United States to determine, by bilateral negotiations with the United Kingdom, questions of policy intimately affecting us. Under present circumstances, however, I do not think we would be justified in pressing our objections on this score to the point of imperilling the direct negotiations between the United Kingdom and the United States. There is, I think, a considerable block of opinion in the United Kingdom ready to see these negotiations fail, and to ascribe the United Kingdom's inability to reach agreement with the United States to the paramount necessity of preserving preferential trade relations with the Dominions. All things considered, including the practical impossibility of putting any kind of price on the value of particular post-war preferences, I

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am inclined to think we should let the United Kingdom and the United States know that we are glad to see them trying to work out new arrangements governing international trade which would be of so broad a character as to make the continuance of Imperial preferences unnecessary to protect the commercial interests of the Commonwealth.

It is quite likely there will be a wave of nationalistic sentiment in the United States and also probably in the United Kingdom. There is something in the idea that these Lease-Lend negotiations could be used in order to secure an agreement helpful in resisting the onset of post-war economic nationalism.

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LLB/3 C230962
NAR/SR
14.2.42

MEMORANDUM FOR THE PRIME MINISTER

When Mr. Churchill was in Ottawa, you had a word with him about the reply which should be returned to the United States request for an assurance of Commonwealth cooperation in working out liberal post war commercial policies. The United States proposals have been revised and improved a good deal since they were first presented to the United Kingdom in September last. I thought it would be difficult for us to interpose any objection to the United Kingdom accepting them. Churchill, I gathered, felt the time was inopportune for any consideration, however preliminary, of post war economic relationships, and was confident he could get the President to withdraw the American request for assurances on this subject from the United Kingdom.

We have no information as to any discussion which the President and Mr. Churchill may have had on this matter after Churchill's return to Washington, but last week the United Kingdom Government instructed their Ambassador in Washington to sound out the United States about the feasibility of linking the signature of the Lease-Lend Consideration Agreement with an Exchange of Notes reserving inter-Imperial preferential arrangements from the undertaking to work towards the objective of abolishing discriminatory commercial treatment. Massey reported on Thursday that he had learned at the Foreign Office that the terms of the proposed draft notes had met with a very unfavourable reception at the State Department. Last night I received word that the views of President Roosevelt and the United States Government had been received. They urged strongly that there should be no reservation by either the

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C230963

United Kingdom or the United States as to the scope of the discussions to be entered into under Article 7 of the proposed Lease-Lend Agreement. They feel it would be discouraging to public opinion in the United States and in the United Kingdom and would give corresponding encouragement to our enemies if the statement of common purpose and demonstration of unity which it is intended to give the world were hedged by cautious reservations such as would appear if notes were exchanged on the lines which the United Kingdom proposed.

In view of the United States attitude, the United Kingdom Government have come to the conclusion that Lord Halifax should be instructed to sign the Agreement as it stands on behalf of the United Kingdom Government without any formal Exchange of Notes. Having reached this decision, they are very anxious to close the matter by signing at the earliest possible date and to meet the desire of the United States Government to make a definite statement on the subject to Congress in the immediate future. They ask, as a matter of urgency, whether any of the Dominion Governments have any objection to this course.

I have not had any opportunity of securing the views of the various Departments of Government concerned with questions of commercial policy, but last night, at the meeting of the Foreign Exchange Control Board where the Deputy Ministers of Finance, Trade and Commerce, Customs, and the Governor of the Bank of Canada were present, I explained the recent developments in the matter. Their view was that, in present circumstances, we should not object to the course which the United States wishes and with which the United Kingdom was prepared to agree. Nobody

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can foresee what the pattern of our economic relations after the war will be with the United States and the other countries of the British Empire. All we do know is that none of us can return to the precise arrangements prevailing before the war.

I am attaching a draft telegram, for your approval, intimating that the Canadian Government does not object to the signature of the Lease-Lend Consideration Agreement between the United Kingdom and the United States.

I am attaching an additional copy of the memorandum I gave you on this subject on December 30th, together with copies of the recent telegrams which have been received from Dominions Office and from our High Commissioner in London.

Memo to War Committee
18.2.42

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N.A ROBERTSON TO WLMK.

C230865

NAR/SR
28.1.44

Trade - Can Trade Policy (2)

MEMORANDUM FOR THE PRIME MINISTER

The Minister of Trade and Commerce's recommendation for the establishment of a "Canadian Export Board" was referred by Council to Finance and External Affairs for consideration. Dr. Clark and I went over the draft with Mr. Master and suggested a number of changes in it which bring out more clearly the limited purposes for which the Board is to be established, and define its powers more precisely than in the original draft. The name "Canadian Export Board" still takes in a little more territory than is strictly necessary, but the preamble explains pretty clearly just what work it is expected to do. I think it is important that its functions should be clearly explained when the Board is set up. Otherwise the press might assume that the Government of Canada was going in for state trading in a large way.

As the order now stands, I see no objection to

(OVER)

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it going through, and have told the Department of Trade and Commerce that I have so advised you.

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THE UNDERSIGNED has the honour to report that:

WHEREAS the Governor General in Council, under authority of the War Measures Act, has established Boards to engage in the export of certain specified commodities; and

WHEREAS under present trading conditions there is a need for a Canadian Government export agency to co-operate with governmental procurement agencies in certain countries particularly in certain British colonies, where emergency wartime trade control measures have been adopted; and

WHEREAS it is considered to be in the best interests of Canadian export trade to have Government facilities available for the execution of export transactions relating to such markets as cannot be served by normal commercial facilities;

THEREFORE, the Undersigned has the honour to recommend that the Governor General in Council, under and by virtue of the authority of the War Measures Act, Chapter 206, Revised Statutes of Canada 1927, establish a Canadian Export Board for the purpose of purchasing civilian goods for export to the British Colonial Empire, other portions of the British Commonwealth of Nations and other countries, as occasion may require, during the period of continuance of the aforesaid trade control measures and until trade can again be conducted by and through normal peacetime trade channels, such Export Board to function in accordance with the following regulations and to consist of the following:

Department of Trade and Commerce. -

C.H. Croft, Director, Commercial Intelligence Service.
J.H. English, Director, Export Planning Division.
T.G. Major, Commodity Officer.

Department of Agriculture. -

A.M. Shaw, Director of Marketing.

Department of Fisheries. -

Stewart Bates, Special Assistant to Deputy Minister.

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REGULATIONS RESPECTING THE CANADIAN EXPORT BOARD

1. These Regulations and any amendments and additions thereto may be cited as the Canadian Export Board Regulations.

INTERPRETATION

2. For the purposes of these Regulations, unless the context otherwise requires:

   (a) "Board" means the Canadian Export Board.

   (b) "Minister" means the Minister of Trade and Commerce.

CANADIAN EXPORT BOARD

3. (1) There shall be a Board to be called the Canadian Export Board consisting of five members appointed by the Governor in Council to hold office during pleasure.

   (2) Three members shall be appointed from the staff of the Department of Trade and Commerce, one member from the staff of the Department of Agriculture and one member from the staff of the Department of Fisheries.

   (3) The Minister may, from time to time, designate one of the members to be Chairman.

   (4) If any member is unable at any time, by reason of absence, incapacity, or other inability, to perform the duties of his office, the Minister may appoint temporarily a substitute member upon such terms and conditions as he may determine.

   (5) The Board, subject to approval of the Minister, may establish at any place or places in Canada such office or offices as are required for the exercise of the powers of the Board, and may provide therefor the necessary accommodation, supplies and equipment.

   (6) The Board, subject to the approval of the Minister, may appoint such officers, clerks, and other assistants as may be deemed necessary to assist the Board in the performance of its duties, and such persons shall receive such remuneration as the Board shall, with the approval of the Governor General in Council, determine.

   (7) The Board may appoint such temporary agents or other persons as may be necessary to assist the Board in the performance of its duties, who shall receive such remuneration as the Board shall determine.

   (8) Three members of the Board shall form a quorum, and the concurrence of at least three members shall be necessary for the execution of any act by the Board, and the act of three of its members shall be deemed to be an act of the Board.

   (9) Members of the Board and officers, clerks and other employees of the Board shall be entitled to be paid their reasonable

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3. (Continued)

disbursements for travelling expenses necessarily incurred by them in connection with the discharge of their duties.

(10) The headquarters of the Board shall be at Ottawa, and meetings of the Board shall be held at Ottawa or at such other place as the Chairman of the Board may decide.

POWERS OF THE BOARD

4. For the purposes for which the Board is established it shall have power -

(a) to buy, sell, negotiate the purchase or sale of and to engage in export trade in such commodities to such extent as the Board may consider advisable;

(b) to negotiate the prices at which products required by the Board for export shall be purchased, and to determine the prices at which such products shall be sold by the Board, provided that the selling prices shall not exceed nor be less than the aggregate of the prices paid for such goods by the Board and any additional charges which are necessarily incurred in completing any export transactions;

(c) to requisition cheques to be drawn against the special account hereinafter referred to for the payment of export products delivered pursuant to the requirements of the Board;

(d) to accept payment and receive moneys for goods sold by the Board in accordance with an order accepted from a government, agency or importer in another country, and to use such funds in reimbursement of the Canadian supplier;

(e) to cause to be inspected any goods purchased when such inspection is deemed necessary by the Board; to pay reasonable charges for such inspection service, and to reject any commodities which do not conform to the standards required by the Board;

(f) to charge and collect such buying and selling commissions as may be deemed appropriate by the Board to cover the costs of these operations, provided, however, that it will not be incumbent upon the Board to charge any such commission;

(g) to incur expenditures out of a separate allotment under the War Appropriation Acts for the maintenance of offices, and for payment of salaries and travelling expenses of all persons appointed or employed under or pursuant to these Regulations;

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4. (Continued)

(h) to make such rules not inconsistent with the provision of these Regulations as the Board may deem expedient for the conduct of its business and proceedings:

(i) to do all such acts and things as the Board may deem incidental or conducive to the attainment of any of the objects or the exercise of any of its powers;

5. (1) There shall be a special account called the Canadian Export Board Account, to which shall be credited moneys received for the sale of commodities by the Board.

(2) A revolving credit of $50,000 shall be established in the name of the Canadian Export Board out of funds provided under the War Appropriation Acts, such credit to be increased, if required, by such amount as may be necessary to provide the Board with adequate working capital.

(3) The Minister of Finance may, subject to the provisions of these Regulations, on the requisition of the Board, pay out of the special account sums necessary to compensate persons for the particular commodity delivered, or services rendered by them pursuant to the requirements of the Board.

6. The Board shall maintain complete and accurate records of all its transactions, and the Minister of Finance may at any time by means of an officer of his Department inspect such records.

7. The Board shall report to the Minister as and when required to do so by the Minister.

8. No information with respect to the business of any person, which has been obtained under or by virtue of these Regulations, shall be disclosed without the consent of the person carrying on that business; provided that nothing in this subsection shall apply to the disclosure of any information -

(a) to a Government Department or any person authorized by a Government Department requiring such information for the purpose of the discharge of the functions of that Department; or

(b) for the purpose of any prosecution for any offence.

9. These Regulations shall come into force on the date of the passage of the enabling Order in Council, and any subsequent regulation or amendment or repeal of any regulation shall be effective from the date of approval thereof by the Governor in Council, and shall be published in the Canada Gazette or War Orders & Regulations and

.....any

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9. (Continued)

any order of the Board shall be effective on and from the date thereof.

Respectfully submitted,

Jas. A. MacKinnon,
Minister of Trade and Commerce.

OTTAWA,
January 18, 1944.

P.

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9. (Continued)

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Respectfully submitted,

Jas. A. MacKinnon,
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E & R P

SECRET

March 15, 1948.

C230971

MEMORANDUM FOR THE PRIME MINISTER:

I am enclosing herewith a telegram from London with the text of the speech being made in Paris by Mr. Bevin today.

This statement seems quite satisfactory from our point of view, but it might not have been if it had not been for Mr. Robertson. You may recall that Mr. Robertson wired us on March 12 (telegram No.298) that Mr. Bevin had discussed with him last week a draft of his speech. At that time he, Mr. Bevin, stated that he might have to make it clear in his Paris statement that the U.K. plans for economic association with Western Europe might cause inconvenience or even worse things for some of the countries in the Commonwealth. Mr. Robertson intervened to state that this way of presenting the problem might cause serious misunderstanding. Though the policy itself would command the support of all, he, Mr. Robertson, felt that (I am quoting from his telegram):

> "The heavy emphasis on cutting down dollar imports, unless qualified by other considerations, might lead to the belief that what was in prospect in western Europe was an economic system resembling that which had grown up in the decade before the war, when all types of uneconomic production were encouraged and when, for example, attempts were made to grow wheat to the top of the Apennines. The Foreign Secretary had spoken vividly of the need to restore the standard of living in Europe as it had existed in 1938 and as it might exist again with the help of the Marshall Plan and he added that, looking further in the future, it must be the aim of European policy to create 'a standard of consumption to give effect to the higher aspirations of the peoples.' This could not be done, I argued, by encouraging high cost producers and by shutting out imports, particularly of primary products, from countries which could produce them more cheaply and efficiently. However necessary such an attempt might be in the short run, it could only end by reducing standards of living in Europe".

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Mr. Robertson went on to say: C230852

> "it would be dangerous if the measures towards European economic co-operation were presented in such a way as to deny the arguments which had been used by those responsible for securing the first wave of post-war financing in North America. In Canada, for example, producers of foodstuffs and primary products had been told that the justification of the Canadian credit (entailing large shipments of unrequited exports from Canada) and of prices for Canadian foodstuffs well below prices ruling in the world market was that these measures would ensure in the future a stable and expanding market for Canadian exports. What would they think if they were now to learn that the upshot of these sacrifices was to be a market increasingly closed against goods coming from Canada? It would be dangerous for this impression to get abroad when the United Kingdom and western Europe as a whole were still heavily dependent on assistance from North America."

Mr. Bevin seemed to get the point on this and indicated that changes to remove the above dangerous impressions might be made in his speech. This has apparently been done and the final text seems to be quite satisfactory.

I think personally, that we owe Mr. Robertson a real debt of gratitude for his successful intervention in this matter.

16-3-46

L B Pearson

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C230973

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

IMMEDIATE

LONDON, March 13, 1948.

CYPHER - PUBLRX

CIRCULAR H. 74

Circular H. 74. Confidential. My No. 53 (External Ottawa), No. 78 (External Canberra), No. 59 (External Wellington), No. 31 (Primus Capetown), No. 419 (Foreign New Delhi), No. 326 (Foreign Karachi), No. 70 (External Colombo), paragraph 7, E.R.P.

Following are provisional draft notes for Foreign Secretary's speech to be made in Paris on Monday, Begins:

It was a little over nine months ago when the United States Secretary of State made his famous Harvard speech. Two principles emerged from that speech - one, which we regard as the most important, was a call to Europe to co-operate in order to save itself.

There was also encouragement that if that step was taken there would be an urge for supplementary aid to enable us to emerge from the difficulties that had been thrown up, I will not say by the last war alone, but by the two wars which have meant for Europe nearly thirty years of struggle interwoven with economic disorder.

That speech could not be ignored if we were to do our duty to the masses who were suffering as a result of the war. We should not have been doing our duty to the people we represent unless we had given a constructive answer to that great offer.

Happily, there was a great response in spite of all the difficulties.

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From . THE SECRETARY OF STATE FOR ~~DOMINION AFFAIRS~~ COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

Three months later sixteen countries of Europe had responded, our experts had been to work, they were ready with their reports and a full statement of the economic position of those countries, what they could do for themselves and each other, and the extent to which they would need our assistance in their complete recovery.

We all gave to the task the best that was in us in thought and action.

The report presented in detail to the United States indicated as clearly as we could ascertain what we thought we could do for ourselves and each other, and set forth in a very clear form the minimum requirements to set going the process of recovery. By our resolution in the adoption of that report, before we signed and forwarded it, we had clearly expressed our determination to overcome our difficulties as far as we could by our own exertion. It is significant that while this has been the subject of long investigation and protracted debate in the United States, the European countries have not waited.

We have been striving to lay the foundation of recovery.

We have had many handicaps and difficulties to surmount, but I feel more hopeful now than at any time either during or since the war.

It is clear that these very meetings, investigations and discussions are not only creating a profound impression, but are promoting both technical and political understanding, of which the world is so much in need at the present moment.

Monsieur Bidault and I have watched this progress and reviewed it from time to time as we have had to consider when and how to take the next step. In conjunction with all of

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C230975

TELEGRAM

From THE SECRETARY OF STATE FOR ~~DOMINION AFFAIRS~~ COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

you we have proclaimed our sense of the overwhelming importance and urgency of the task before us. We have maintained our confidence in its success. We have had the advantage of the reports of the visits of Mr. Berthoud and Mr. Marjolin to as many countries as they could reach in the time at their disposal.

Our Embassies have been busy in the work of consultation.

When the reports were examined, it was quite clear that they showed that your Governments felt very much the same as we did, and matters had progressed so far that it seemed desirable to have a further meeting.

Monsieur Bidault and I accordingly jointly issued the invitations to you to attend today.

The first matter to consider is the progress report which is now before us. I shall not talk very much about it as it deals with the past.

I am sure every one of us met here today is thinking more of the future.

But it is worthy of this comment: in reading the report, together with the valuable reports which have been received from the Technical Committees, one is bound to be encouraged by what has been accomplished already.

But what has been done brings out clearly and emphasises the far more important things that are still to be done.

The report also brings out clearly that we cannot prevent the deterioration of our economies, much less revive them, unless we first find how to secure in the near future both food and raw materials which must come from the dollar area and be paid for in dollars, the very currency which we lack.

Another item on the agenda which does not call for much

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TELEGRAM

From THE SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

- 4 -

LONDON,

comment at this stage is the Multilateral Agreement. We are fully conscious of the pledges we made when we agreed to the Paris report. We have now given further consideration to it, and my Government stands by these pledges. I have no doubt that all the nations represented here today do the same.

I cannot imagine that our experts will have much difficulty in drafting these pledges into the form of an agreement.

There are few precedents to guide us in this matter. Therefore, in taking the necessary steps we are really making history. It must not be thought that because I do not dwell on this matter very long we do not consider it important.

On the contrary, I think it is vital that our pledges and obligations should be solemnly codified and affirmed so that they may be quite clear to our Parliaments and our peoples and become binding on ourselves.

The next matter I would like to refer to and dwell upon for a moment is the other item on the agenda - the continuing organization.

I would like to give my views as to what we suggest the organization's main purpose should be, and what it should do to carry out the purposes for which it is intended.

First, I think the main purpose is quite clear. It is to make a great success of the European recovery programme, which is intended to bring Europe to the healthy state which is essential if it is to be a self-respecting and independent community.

The draft before the United States Congress puts it in this way:- "The participating countries must become independent

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To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

of extraordinary outside economic assistance". If the position of the participating countries is to be restored and maintained we must not be dependent on relief.

We are, however, perfectly justified and it is quite consistent with our independence to seek aid, that aid to be used to carry through a programme of full recovery.

This needs, as the United States Administration have recognized, a generous contribution over a limited period which will enable us to stoke up the engine of recovery and to get it well on its way. But by the end of the period we must aim at arriving at a situation in which Europe will stand on its own feet and cease to be a claimant upon the taxpayers of any other country.

In fact, we should aim at getting ourselves by the end of the period into a position in which we are contributing to the increased production of the world and to the general raising of the standard of life.

The United States help, therefore, gives us a breathing space, and we must use this period to make sure that we build up our co-operation on a sound basis.

But when that period of help ends and the programme has succeeded I do not believe that we shall break apart; I believe that our co-operation will go on.

In other words, during these four years the habit of voluntary co-operation will have been so strengthened that it cannot and will not cease when the pressure of present need diminishes.

I am sure we are all turning over in our minds how the organization will work.

In the first place, one of the striking things in the work which we have already done is the large measure of agreement that has been reached, with a minimum of talk but

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To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

real activity and constructive thinking.

I think the world might be assured that this organization will not be a mere conference. It will be charged with the duty of determining practical steps to build up European production and to promote European exports, particularly to the Western Hemisphere.

It must seek to reduce the dollar deficit. It must strive to reduce trade barriers in Europe, and - a very vital matter indeed - it must work out a system of improved clearing arrangements within Europe.

At the same time it must do everything possible to promote European economic and social well-being. After all, our present difficulties come from the destruction and dislocation caused by the war. One often hears criticism of the lack of stability in Europe, but on the other hand, when one appreciates what the occupation of the enemy meant - the destruction; the forced labour; the breaking up of the homes; the enormous movement of displaced persons; the rebuilding of Constitutions and all the tasks that have had to be undertaken since the enemy was defeated - I marvel at its achievements. If now Europe is receiving aid to help it over the next stage in its rehabilitation it is justified in accepting that aid, first because of the price it paid, and secondly because of its concentrated efforts to preserve both justice and liberty for the future.

If this is appreciated and understood and we together co-operate in this great endeavour, then the establishment of the necessary equilibrium will not prove so difficult as some imagine. The organization may also have to tackle problems of allocation in many important fields, subject of course to the continuance of those allocation schemes that are already

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C230979

TELEGRAM

From THE SECRETARY OF STATE FOR ~~DOMINION AFFAIRS~~ COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

working successfully. Wherever we have built up anything successful we do not want to break it or change it. It will no doubt have to undertake careful studies, investigation and research.

Again some of us are responsible for the administration of overseas territories and those territories will have a special contribution to make. Europe in turn can contribute to their economic success, and thus make a mutual contribution to the mutual raising of standard of life in Europe and overseas.

But there is one other important factor that has to be faced in all these matters. It does mean some sacrifice for the common good. I do not want to bring in any abstract discussion on sovereignty.

It does not arise.

What I do suggest is that if we are entering into co-operative efforts on an international basis, we should do so on the understanding that everyone taking part becomes a member of the club, and there must be tolerance and a contribution from each one as the price of taking part. Indeed, that was the foundation of the United Nations Organization itself, and we are but one part of world organization.

Therefore, we want to use this machinery to agree on positive programmes in the common interest.

The common interest, however, surely does not lie in any short term selfish interest of any one of us, but a conscious working for the realization of the benefit that can accrue to all of us. My Government has considered this in all seriousness and has authorized me to say that from the wider point of view, whatever contribution we can make to promote the recovery and economic stability of Europe as a whole. wewill make it.

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From THE SECRETARY OF STATE FOR ~~DOMINION AFFAIRS~~ COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

8 -

LONDON,

And we will make it with the confidence that all our partners in this enterprise will be equally prepared to do likewise.

I do not say this lightly for it is not easy to do. Nonetheless, having regard to the future needs of the world we feel this must be the common approach to our task in this organization.

I do not of course want to be misunderstood when I make this declaration.

It is known to all there is a traditional relationship between the United Kingdom and to other countries of the British Commonwealth and that will be maintained.

My Government cannot see any ground for conflict in that field.

Equally of course our world-wide trade with other countries will be maintained but we shall endeavour to harmonize it all with an even closer economic association with Europe than has existed hitherto.

Therefore, we believe we can make this task easier if we set up the right kind of organization with the right kind of objective.

We want this organization to function rather as a Working Committee than merely as a conference of representatives of different Governments.

In saying this, I am not referring to status so much as to procedure and method of work.

Members of the Committee are bound to get to know each other, and I am confident that they will work together as a team.

In appointing our representative we should all appoint

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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,

persons with high qualifications, trusted by their Governments and in closest touch with them and able to take the right action on their behalf.

Let me again repeat - we do not want an external organization imposing itself upon Governments.

On the other hand, we do not want it feeble and unable to grapple with these grave economic problems.

The Governments themselves will no doubt assist in creating an intimate, businesslike and effective body.

I regard it as important that the organization should create the confidence in all the participating countries, great and small, that their interests are fully taken into account, with no riding rough shod over anyone. In this work the organization will be so designed to ensure that there should be the closest and continuous co-operation with the United States administrator appointed for the European Recovery Programme.

Now may I refer to our attitude in this matter to the United Nations, its subsidiary bodies and its specialized agencies.

We are quite convinced that we shall all derive much benefit from the work of these bodies, especially those which concern themselves with the relationship between the economy of the European Continent and that of the world as a whole.

We also attach great value to the work at present being done by the Economic Commission for Europe.

Much of its work will be complementary to the work of this new organization which we are now setting up. But there should be no danger of competition.

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C230982

TELEGRAM

From THE SECRETARY OF STATE FOR ~~DOMINION AFFAIRS~~ COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

LONDON,

While the continuing organization is at present limited to certain number of States, we will do our best to bring the whole of Europe back to a healthy existence.

Now may I say a word about Germany?

At our recent talks in London the representatives there agreed that both the Anglo-American zone and the French zone should be fully associated with the economic work of this continuing organization, and you will be asked to discuss a proposal to that effect.

This proposal will have for its object the securing of a positive contribution from Germany towards European recovery.

I am sure we all felt that when the United States administration initiated this European recovery programme it demonstrated its confidence in a revived and stable Europe.

There is a confident belief in the United States of America that Europe can and will recover both its economic and spiritual strength.

I am convinced that this confidence will not be misplaced.

May I remind you here of what we said when presenting the Paris Report to Mr. Marshall: "The participating countries believe that the programme of concerted action which it sets forth marks the advent of a new stage of European co-operation."

We shall reaffirm that today with all our power and with added urgency.

Notwithstanding all that has occurred, let us resolve the Europe shall not lose its position as the inspiration to the Western world which has been its role for so many centuries.

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C230983

TELEGRAM

From THE SECRETARY OF STATE FOR ~~DOMINION AFFAIRS~~ COMMONWEALTH RELATIONS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

- 11 -

LONDON,

Neither shall it lose its economic independence.

The challenge which was made has been taken up.

We have met it.

We shall continue the great effort, to prove that we are worthy of the trust put in us.

We shall use all our courage and resources which have characterized our countries throughout the past, and I am confident that this meeting will prove an historic milestone on the way towards that goal.

SECRETARY OF STATE FOR COMMONWEALTH RELATIONS

NOTE: Delay due to message being received partially corrupt, repetition received 9:00 a.m. March 15th.

COMMUNICATIONS OFFICE

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Chile

OFFICE OF THE PRIME MINISTER

MEMORANDUM

C230984

For File:

Mr. Fernandez (Minister of Foreign Affairs, Chile) told the Prime Minister that at the Chaputapec Conference an arrangement had been made among a number of Latin American states regarding export of nitrates from Chile. He was anxious that similar arrangements should be made from Canada.

The Secretary who accompanied him mentioned the desirability of a larger share of Canadian newsprint for magazines in Chile.

The Prime Minister said that they might take up this question with Mr. Robertson.

JAG.

JAG

San Francisco
May 11, 1945

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Exports / Wheat
Lumber

NAR/SR
19.6.41

MEMORANDUM FOR THE PRIME MINISTER

C230985

The Department of Trade and Commerce have asked for an indication of Government policy for their guidance in granting export permits for the shipment of wheat and flour to Shanghai.

Their recommendation, with which I concur, is that we should continue to grant permits for the export of flour provided the quantities are not excessive in relation to the average daily consumption of flour in Shanghai, and that we should not grant permits for the export of wheat to Shanghai unless the local United Kingdom representatives there expressly approve the consignee and the quantity of wheat asked for.

A more or less similar question arises with regard to lumber, in which there is a regular trade from the Pacific Coast to Shanghai, where it is used for general construction purposes. Both Canadian and United States lumber exporters participate in this trade. The Department of Trade and Commerce have before them an application for the export of 650,000 feet of common Douglas Fir lumber to a well known British firm in Shanghai. They recommend the granting of the permit on the ground that it is

(a) a continuation of a well established trade;

(b) intended for use in the International Settlement; and

(c) is not a large quantity in relation to normal imports of lumber into Shanghai which, before the war, averaged 35,000,000 feet a year.

In the ordinary course, all export permits covering shipments to the Far East are considered by the Interdepartmental Advisory

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C230986

Committee which assists the Export Permit Branch of the Department of Trade and Commerce in dealing with difficult cases. In the present instance, it would be helpful, however, to have Governmental approval of our inclination to grant the specific applications noted in this memorandum.

21-6-41

N.A. ROBERTSON

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M. Eikun

NAR/SR
9.4.46

C230987

MEMORANDUM FOR THE PRIME MINISTER

The Chinese Ambassador came to see me yesterday about the possibility of negotiating a commercial agreement between Canada and China. China is one of the few remaining countries whose exports are still subject to the maximum Canadian tariff rates, although Canadian exports to China receive most favoured nation treatment. What the Ambassador hoped for was an agreement which would provide for the exchange of most favoured nation treatment on a basis of reciprocity.

I told him that the Government had looked forward to concluding such an agreement with China once the end of hostilities in the Pacific had made resumption of normal trade possible. We did not wish to embark on substantive commercial treaty negotiations prior to the preliminary meeting of the drafting countries in England in September, but would probably not object to the negotiation of an interim arrangement with China along the lines of the treaty we had just concluded with Mexico. At the same time, we would be glad to receive from the Chinese Government a schedule of Canadian tariff items on which they might wish to negotiate reductions during the preliminary meeting of the drafting countries. The Ambassador did not appear to have been kept informed by his Government of the preparations which the participating countries had been asked by the United States Government to make for the preliminary meeting, and I suggested he ask the Chinese Embassy in Washington to get him a copy of the United States memorandum on procedure, so that he would be familiar with the general background against which any interim Canadian-Chinese trade negotiations would have to take place.

O.K. Mack 10-4-46

Noted

Mack

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C230988

(For immediate publication)

DEPARTMENT OF EXTERNAL AFFAIRS

PRESS RELEASE

No. 49 Ottawa, September 30, 1946.

Commercial Modus Vivendi with China

A commercial modus vivendi between Canada and China was completed on September 26th in Nanking by an exchange of notes between the Chinese Government and the Canadian Ambassador to China.

The modus vivendi provides for the reciprocal exchange of unconditional most-favoured-nation treatment. This means that the products of each country on importation into the other country will not be subject to customs duties or charges greater than those which apply to any third country. Similarly any concessions which either Canada or China may grant in the future to a third country will be automatically extended to the other. Thus imports into Canada from China will be subject to the Intermediate tariff and lower rates rather than the General tariff as heretofore. The tariff treatment which Canada affords to British countries is specifically excepted from the operation of the modus vivendi so that the British Preferential system is not affected by it.

The new arrangement is the first commercial agreement concluded between Canada and China by direct negotiation. It will continue in force for a definite period of one year. Following the one year period, it will continue in force until terminated by either country on three months' notice.

It is expected that more formal and comprehensive negotiations may be entered into in conjunction with the international conference on trade and employment to be held next year.

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C230900

1.11.46

MEMORANDUM FOR THE PRIME MINISTER:

Commercial Modus Vivendi with China

On the 26th September, 1946, notes were exchanged in Nanking establishing a commercial modus vivendi with China granting most-favoured-nation treatment for the period of one year from the date the notes were exchanged. The terms of the agreement were approved by Cabinet. It is now necessary to extend most-favoured-nation treatment to China.

Attached for your signature, if you approve, is a Submission to Council, which has the concurrence of Finance, Trade and Commerce and National Defence.

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TO: HIS EXCELLENCY THE GOVERNOR GENERAL IN COUNCIL

The Prime Minister, acting on behalf of the Secretary of State for External Affairs has the honour to report:

1. By an exchange of notes dated September 26th, 1946, the Governments of Canada and China have entered into a commercial modus vivendi which came into effect September 26th, 1946, and will remain in force for a period of one year and thereafter unless terminated by one of the parties on three months' notice;

2. The modus vivendi provides that the Canadian Government, in return for reciprocal concessions, shall extend to China most-favoured-nation treatment in tariff matters and in all matters related to imports; and

3. Under authority of Section 11 of the Customs Tariff the Governor in Council is empowered to make such reductions of duties on goods imported into Canada from any other country as may be deemed reasonable by way of compensation for concessions granted by such country;

NOW THEREFORE, the Acting Secretary of State for External Affairs with the concurrence of the Minister of Finance, the Minister of Trade and Commerce and the Minister of National Revenue has the honour to recommend that His Excellency the Governor General in Council be pleased to order as follows with effect from and including September 26th, 1946:

1. Articles, the growth, produce or manufacture of China shall not, on importation into Canada, be subject to higher duties or charges than those levied or which will be levied on like articles, the growth, produce or manufacture of any other foreign country.

2. In order to secure the advantages aforesaid, such articles shall be conveyed, without transhipment, from a port of China or from a port in a country enjoying the benefits of the British Preferential or Intermediate Tariffs, into a customs port of Canada.

All of which is respectfully submitted.

W. L. Mackenzie King

for Secretary of State for External Affairs.

OTTAWA, 1946.

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C230991

Dr. Gibson:
For Laurier House Files

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C h i n a

Memorandum for file C230992

An original of the exchange of notes establishing a commercial modus vivendi, signed at Nanking on Sept. 26, 1946, and brought back to Canada by General Odlum, forwarded to Department of External Affairs (Mr. Menzies) for Departmental Archives.

J.A. Gibson

4 xi 46

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C230993

Memorandum for the Prime Minister:

File D-12-d
Trade - Can. - India Policy 1946
Dept. of External Affairs
Mr. King - Requests for Interviews

A telegram from Mr. Ahuja, the India Government Trade Commissioner in Toronto, to Mr. Norman Robertson, contains the information that a delegation of the All India Manufacturers Organization will be arriving in Ottawa about noon tomorrow and will be leaving again for Toronto Friday evening. The Department of Trade and Commerce are arranging an official luncheon on Friday and are trying to arrange a meeting with Mr. Howe for discussion of reconversion plans. The leader of the delegation is Sir Mokshagundam Visvesvaraya, who states that he has previously met you and who is most anxious, if at all possible, to arrange for an interview during this visit.

The names of the delegation, as they have been given to the Department of External Affairs, are as follows:

Sir Mokshagundam Visvesvaraya
Mr. S. G. Shah
Mr. S. N. Haji
Mr. Hansraj Gupta
Mr. Hansraj Dhanda
Mr. Haji Mumtazuddin Mullick
Mr. G. V. Puranik
Mr. Ranjit Singh

If it is not possible for you to see either Sir Mokshagundam Visvesvaraya singly, or the delegation as a whole, presumably we could simply pass the word on to Mr. Norman Robertson to let Mr. Ahuja know when the group arrives tomorrow.

R.O.R.

I'll see Mr Ahuja tomorrow if I will not be in the City today or tomorrow
W.L.M.K.
14-9-46

18th September, 1946.

R-10-a

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C230984

LBP/SR
15.11.46

MEMORANDUM FOR THE PRIME MINISTER

Extension of Intermediate Tariff to Italy

The attached submission, for your signature, recommends that the benefits of the intermediate tariff be extended to Italy.

Italy's products at the present time are subject to general tariff rates and it is proposed to extend the benefits of the intermediate tariff to Italian products as a measure of assistance to Italy and to promote the resumption of trade between Canada and Italy.

The draft peace treaty with Italy provides for the extension by her of most-favoured-nation treatment to the United Nations on a reciprocal basis. The extension of the intermediate tariff to Italy now merely anticipates the coming into effect of the peace treaty.

Signed Ilsley
12
17-11-46

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TO: HIS EXCELLENCY THE GOVERNOR GENERAL IN COUNCIL

The Prime Minister, acting on behalf of the Secretary of State for External Affairs, with the concurrence of the Minister of Finance, the Minister of Trade and Commerce, and the Minister of National Revenue, has the honour to report:

1. The Commercial Convention between Canada and Italy, signed January 4, 1923, provided for reciprocal most-favoured-foreign-nation treatment in tariff matters.

2. This Convention was automatically terminated by the outbreak of war with Italy in 1940, and therefore any goods now imported into Canada from Italy are subject to the General Tariff.

3. Under the Armistice by which hostilities between Italy and the United Nations were terminated, it was provided that the products of the United Nations should be admitted under the minimum tariff of Italy.

4. There are a number of Italian products for which a ready market exists in Canada at the present time.

5. The Italian people lack foreign exchange resources with which to purchase Canadian products of which they are urgently in need and desire to be permitted to acquire such exchange by the export of their own domestic goods.

6. It is desirable that there should be a resumption of trade between Canada and Italy, and for this purpose a Canadian Trade Commissioner's office has been set up in Rome and a Representative of Italy has established his headquarters in Canada.

7. Section 4(g) of the Customs Tariff empowers the Governor in Council to -

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"from time to time, extend the benefit of the Intermediate Tariff, in whole or in part, to any British or foreign country the produce or manufacture of which have previously been subject to the rates of customs duties set forth in the General Tariff, and from and after the publication of such order in the Canada Gazette, the rates of duty set forth in the Intermediate Tariff, so far as they are mentioned in the said order, shall apply to goods the produce or manufacture of such British or foreign country, when imported direct from such foreign country or from a British country, subject to the provisions of this Act."

Now, therefore, the undersigned has the honour to recommend, with the concurrence aforesaid, that it be ordered by His Excellency the Governor General in Council that the benefits of the Intermediate Tariff be extended to products originating in and coming from Italy when conveyed without transhipment from a port in Italy or from a port of a country enjoying the benefits of the British Preferential or Intermediate Tariffs into a Customs port of Canada.

All of which is respectfully submitted,

Secretary of State
for External Affairs

Ottawa, November , 1946.

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EXPORTS TO JAPAN

Canadian Attitude

British Columbia Representations

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EXPORTS TO JAPAN

Papers to illustrate attitude of Canadian Government, including requests for diminution or stoppage of exports of certain key commodities;
also, representations to and from British Columbia

A - General: Export of nickel and other key metals to enemy countries

B - Exports to Japan:
Nickel, copper, scrap iron and other metals

C - Exports to Japan:
Wheat

D - Exports to Japan:
Pulp wood and miscellaneous

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SECRET

Export of Nickel and Other Key Metals to Enemy Countries

1939

Oct. 20	-	Tel. 457 (Secret) to H. C. London		
20	-	458 " " " "		
24	-	Memo for PM/NAR (Secret)		Export of Nickel to USSR
23	-	Tel. 548 to H. C. London		reply to 457, 458
24	-	D. A. 252 (Secret)	H.C.London	further to 457, 458, 548
Dec. 23	-	Tel. 846 (Secret)	H.C.London	General restriction on exports to Japan, Russia, Germany
24	-	127 (Most Secret)	D.O.London	Comment on U.S. proposals re
30	-	707 (Secret) to	H.C.London	reply to 846
30	-	152 (Most Secret to	D.O.London " "	127

1940

Mar. 2	-	Memo for PM/NAR		Japanese demand for nickel
29	-	Tel. 368 (Secret) from	Wrong	reply to 218 (Mar.12)
30	-	334 (Secret) to	Wrong	reply to 368
Apr. 1	-	Memo for PM/DDS		Control of export of essential metals

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B

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EXPORTS TO JAPAN

Nickel, Copper, Scrap Iron and other metals

1940

Apr. 2	Tel. 381 (Wrong)	Ministry of Economic Warfare hoped that all exports of nickel to Japan might be deferred for present; note on "bargaining value" of nickel in Pacific area
May 23	Hansard p. 157	Question by M. J. Coldwell, M.P; reply by Prime Minister, quoting export figures (nickel)
Aug. 19	Memo /ODS	Japanese efforts to meet restrictions on shipments on nickel, also cobalt (note P.M's. comment in writing)
Aug. 28	Memo /ODS	Representations by Baron Tomii on export restrictions (aluminum, nickel)
Aug. 30	Tel. 155 to D.O.	Considerations governing Canadian policy on exports to Japan; urging separate agreement with Japan
Aug. 30	Tel. 156 to D.O.	Comment on proposed delay in issuing export permits; summary of action covering nickel, aluminum, cobalt, mica, asbestos, lead; other restrictive measures
Sept.28	Memo /NAR	British Columbia Copper situation; proposal to withold export permits for copper to Japan, but suggesting enquiry re U. S. position
29	Memo /LB	Covering exchange of telegrams with Hon. Grote Stirling, M.P. (Granby contract for supply of copper concentrates to Japan
Oct. 5	C.P.T. 605	Flying Column, Vancouver, B.C., reporting plan to prevent loading of copper concentrates aboard "Syomi Maru" for Japan
7	Memo /NAR	Report on copper concentrates awaiting shipment from Vancouver; also on lead; summary of situation and recommendation that no export permits (for copper) be issued except for British Empire & U.S.A.
8	Memo /NAR	Draft statement of policy incorporating the above; summary statement re export permits for scrap iron and steel, zinc, nickel, aluminum, cobalt; copper

NOTE: Statement made public on Oct. 8; see Ottawa Morning Citizen Oct.9 (attached)

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1940

Oct.	8	Tel. 1577 to H. C. L	Precis of foregoing statement
	12	Memo /ODS	Report of interview with U. S. Minister on latter's return from Washington; includes comments on U.S. licensing and embargo regulations; copper (excerpt marked in green)
	22	Note:	Japanese Legation, Ottawa: representations on effect of policy announced Oct. 8 ("discriminatory treatment"); adding policy clearly directed against Japan
Nov.	5	U.K. H.C. (520/174)	Correspondence with British Ambassador, Washington; trade relations with Japan; limiting exports (especially, key metals)
	12	Hansard p. 50	Warning by Prime Minister re statements on Japan; assurance situation in B.C. receiving most careful attention of Administration
Dec.	5	Ottawa M. Citizen	Statement by Dr. R. B. McDlure, alleging shipments of Canadian nickel to Japan
	5	Hansard p. 750	Question by T. C. Douglas, M.P., re above; reply by Prime Minister; also text of telegram sent to McClure by Under-Secretary of State for External Affairs
	5	Ottawa E. Citizen	Further statement by Dr. McClure, in reply to foregoing telegram; text of his telegram in reply
	6	Hansard p. 805	Further question by Douglas; reply by Prime Minister and full re-statement of Canadian position
	7	Memo /ODS	Report of interview with McDlure (ODS,NAR); asked to provide authority for his statements; agreed to issue statement to the press.
	7	Exchange of correspondence between Dr. McClure and the Prime Minister and copy of statement issued to press by Dr. McClure after conference with ODS. (see also Toronto Star, December 7)	
	27	U.K. H.C. 850H/220	U.K. proposal to stop export (additionally) of all other scrap metals, including scrap tin plate. Canadian action invited.
1941			
Feb.	24	Letter /NAR	to National Secretary IODE; full statement of position about export of metals (and other commodities) to Japan.
Mar.	3	Letter /NAR	To President of Chamber of Commerce, Duncan, B.C., in reply to resolution regarding U.S. shipments of metals to Japan

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EXPORTS TO JAPAN

Wheat

1940

July 17 - Memo NAR — Enquiry whether Canadian Wheat Board prepared to offer wheat for sale out of Vancouver for Vladivostock

Oct. 4 - 1556 to H.C. L. — Further to above; request for views of U.K. authorities re completion of transaction

10 - 1691 to XA — Reply to above; U.K. Government (M. of E.W.) suggest Canadian prohibition on wheat exports to Russia be maintained

Dec. 5 - 908 from President Vancouver Merchants' Exchange — Asking indication of Canadian Government attitude re shipments of wheat to Japanese controlled territory

5 - Memo /NAR — Further details of enquiry in foregoing telegram

6 - Memo /NAR — Summary of position on export of wheat to Japan and Japanese controlled China; (U.S.A., Australia, United Kingdom)

6 - Reply to 908 above; decision pending

6 - 1907 to H.C. L. — Enquiry if U.K. authorities still suggesting "normal exports" of wheat and flour to Japan and Japanese controlled China

6 - 98 to H.C. A. — Same enquiry

6 - 265 to C.M. W. — Same enquiry

7 - 126 from H.C. A — Reply to 98 (exports permitted on strictly cash basis)

7 - Memo /NAR — Reply to 265; no change in current U.S. policy of export on cash and carry basis

1941

Jan. 31 - Memo /NAR — Summary of developments since December

31 - Memo /JAG — Further summary of position

31 - 15 to D.O. — Enquiring if export permits for wheat to Japan, should be required and/or refused

Feb. 1 - Memo /HLK — Examination of favourable and unfavourable results likely to follow imposition of embargo on exports to Japan and Japanese controlled territory.

10 - Memo /NAR — Japanese offer to buy 50,000 tons of Canadian wheat; Wheat Board had declined to quote a flat price for bulk sale to any neutrall buyers

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Mar. 14 - Despatch 64 From Tokyo

Quoting substance of telegram sent by British Ambassador at Tokyo (Craigie) to Foreign Office, Mar.11; corresponds to No. 35 of Mar.10 (see opposite page)

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EXPORTS TO JAPAN

Pulp wood and Miscellaneous

1940

Dec.	17	- Note 45 from Japanese Legation, Ottawa	Representing unfortunate effect of war exchange conservation act, 1940 (passed H. of C. Dec.6) on trade relations between Canada and Japan; stated to be viewed by Japanese Government with "serious concern"

1941

Feb.	27	- 31 to Tokyo	Requesting discrete enquiries as to disposition and use of hemlock logs exported to Japan from British Columbia (for reply see March 8 below)
Mar.	3	- Letter NAR to R.W. Mayhew, M.P.	Re Canadian exports of unmanufactured logs to Japan; possibility that licenses will be required for export
	4	- Letter NAR to Can. Chmbr.Com.Montreal	Same subject
	8	- 34 from Tokyo	Reply to 31 above (paper and rayon)
	29	- Letter /NAR to President Associated Boards of Trade of Vanc.Island	Similar to Mar.3 letter above
	24	- Re Order in Council 2050 of March 24	Note: this Order repeals several earlier ones and the effect is to require a permit for any export to any country outside the Western Hemisphere and not part of the British Empire. (Explanatory press statement also attached)
Apr.	23	- Memo /NAR	Re Control of Exports to Japan; review of position leading to export restrictions
	28	- Memo /NAR 62) 63) from Tokyo 66) 131 - XA to CM US	Enc.copies of telegrams (62,63,66 from Tokyo and XA 131) re Japanese representations against refusal of export permits for pulp logs and wheat; comments on detention of Greek ship "Boris"
May	5	- 71 to D.O.	Can.Govt. reaction to proposals concerning trade relations with Japan
	5	- D 262 from D.O.	Reporting line to be taken by Ambassador at Tokyo when question of economic pressure raised by Japanese
	16	- 81 from D.O.	Acknowledging tel.71, May 5rd; further consideration being given whole question
June	21	- D 360 from D.O.	U.K. stand re question of trade relations between Hong Kong and Japan

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C231004

1941

Feb.	12	Memo /NAR	Covering draft recommendation to Council requiring export permits for wheat and wheat flour passed as P.C. 1124, Feb.13 copy attached
	18	Letter NAR to D.M. Tr. and Com.	Re report from Japanese Legation that export permit had been refused on firm offer to purchase: 1) 20,000 tons of wheat (Feb.3) 2) 50,000 " " " " 12 indicated this wheat intended for North China
Mar.	4	Letter NAR to D.M. Tr. and Com.	Comment on sale of Australian wheat to Japan, and reasons influencing sale
	10	35 from Tokyo	Reporting call to Japanese Foreign Office about Canadian unwillingness to grant export permits for 70,000 tons of wheat (see above, Feb.19) Charge d'Affaires urged reconsideration of decision
	22	494 from H.C. L.	Enquiry if Canadian wheat being shipped to Shanghai and whether in neutral or British tonnage
	25	430 to H.C. L.	Reply to 494 (only one shipload to China in past four months; S.S. "Valiente" of Panamanian register
Apr.	17	62 from Tokyo	Text of note from Vice-Minister for Foreign Affairs protesting that restrictions implied by Order in Council of Feb.13 (above) constituted "a blunt manifestation of ill will entertained by Canada against Japan"; also, representing contrary to established international usage to refuse to permit export of goods for which contract of purchase has already been concluded.
	17	63 from Tokyo	Relaying view of Vice-Minister for Foreign Affairs that Canadian action virtually cut off economic relations, and raison d'etre of "unjustifiable representation" had largely disappeared; Charge d'Affaires adds feeling that further economic action against Japan may have serious repercussions
	19	Memo /NAR	Interview with Japanese Minister to Canada (NAR, HLK); attention called to seriousness of situation in British Columbia; Minister informed nothing to be added to explanations pregiously given to him.
	20	54 to Tokyo	Reply to foregoing; states restrictions on export of wheat and pulpwood, not explainable in terms of conservation nor of risk of reaching enemy destinations, but because of special situation in British Columbia further consideration promised

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C231005

1941

Apr.	23	- 66 from Tokoy	Reporting Foreign Office view that Canadian explanations were not deemed satisfactory; fear that Canadian action may spur on extreme elements advocating aggressive action in south sea area. (this is reply to XA 54 to Tokyo, Apr.22)
	24	- 59 to Tokyo	Reply to 66 of Apr.23 outlining modification of export control policy to permit exportation to Japan of: 1) Wheat - up to quantity which had been purchased in Canada on Japanese account before Feb.15 (when permits required) 2) Pulp Logs - Firm orders before Feb.15
	26	- 131 to C.M. W.	Repetition of substance of above
	26	- 601 to H.C. L.	Repetition as above; communication to U.K. Government instructed.
	28	- Despatch 125 from Tokyo	Reporting call at Foreign Office on Apr.26 forecasting some relaxation in Canadian restrictions
	28	- Despatch 1118 from Washington	Enclosing copy of memorandum left at State Department (see XA 131, above)
	28) 29) 30)	- Interviews by Prime Minister with Mr. Yoshisawa and B.C. Members of Parliament	
May	3	- 61 to Tokyo	Further to 59 above, report of interview between Prime Minister and the Japanese Minister at Ottawa on April 28; incorporates substance of 3 foregoing memoranda
	10	- Memo /NAR	Enclosing copy of letter to Press Censor from Assistant Press Censor in B.C. re arrangements to restrain precipitate press comment on export of wheat and pulp logs to Japan
	13	- Memo /NAR	Re further request from Japanese Legation for single export permit covering 70,000 tons of wheat (see above, Feb.18); Legation informed that blanket export permits were never granted
June	4	- Press release	Shipments of wheat from British Columbia to Far East (North China)
	5	- Letter Hon.R.B.Hanson to Hon.J.A.MacKinnon	Enclosing question to be asked on Orders of the Day re source and destination of certain wheat shipments (see below, June 11)
	10	- Memo /NAR	Re communication with Press Censor's representative in B.C. to restore restrictions on news about shipments to Japan (this had been maintained voluntarily since April; also, reporting conversation with Howard Green, M.P.
	10	- Memo /JAG	Summary of position re export of wheat
	11	- Hansard p. 4085	Statement by P.M. (covering question asked by Mr.Hanson (see June 5, above)
	19	- Memo /NAR	Covering report on Canadian exports of wheat to Japan by Commercial Secretary of Canadian Legation, Tokyo; confirms earlier information that shipment of 70,000 tons (see Feb.18 above) was required for consumption in North China

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WLMK (1940)

C231006
Econ. Foreign Policy
WW II - Japan
236

EXPORT OF METALS TO JAPAN

Criticism: By exporting metals and other war materials to Japan, government is assisting an aggressor nation and a potential enemy.

Mr. Coldwell in House of Commons, July 31/40 — Exhibit #1

Mr. Douglas in House of Commons, July 22/40 — Exhibit #2

Letter from President Canadian Legion, August 23/40 — Exhibit #3

Mrs. McInnis' telegram Sep. 27/40 — Exhibit #4

Reply: Exports controlled by license since Sep. 20/39 to:

(a) make sure that no Canadian materials, directly or indirectly, find their way into enemy hands; and

(b) safeguard supplies for domestic and Allied requirements of essential materials for military and civilian purposes;

Control extended from time to time to additional commodities;

No direct discrimination against neutral countries, which would be tantamount to an economic sanction and would be ineffective while alternative markets

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open to purchasers;

(See letter to President, Canadian Legion, Sep. 4/40. Exhibit 5)

(See also Prime Minister in House of Commons, May 24/38. Exhibit 6)

In practice, Canadian shipments of metals small because of priority of war needs.

(See reply to Mr. McInnis Sep. 27/40 Exhibit 7)

Exports of Zinc and Nickel limited to United Kingdom, Allied countries and United States in Feb. /40; Aluminum added to this list in April; Cobalt in August; and Copper on October 8;

(See press statement re. copper. Exhibit No. 8)

The following papers have expressed approval of the policy of banning the export of copper: Vancouver Province, Vancouver Sun, Lethbridge Herald, Calgary Herald, Calgary Albertan, Edmonton Journal, Regina Leader-Post, Winnipeg Free Press, Toronto Telegram, Halifax Herald, Toronto Globe and Mail, Montreal Gazette, Ottawa Citizen, Ottawa Journal.

N.B.: A note on the policies of United Kingdom and United States is included for reference.

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Unrevised Hansard
July 31st, 1940, pp. 2343-4

Mr. COLDWELL: I would say that if we were meeting in a closed session that argument would be eliminated. After all, we were told at the close of the great war that the time of secret diplomacy had passed away. Recurrent wars have often been due to the fact that secret diplomacy has been practised. The time has come when all the facts should be placed before this house. We should understand exactly the dangers which we face and we should know the policies that are being followed and the needs of our country's defence in every particular.

A few days ago I asked the Prime Minister whether we had been consulted with regard to the closing of the Burma road. He replied that we had not been asked for advice, had given no advice and had made no comment. That is exactly the answer which was given in this house a year ago April when the right hon. gentleman was asked if he had been consulted in connection with the Polish guarantee, the giving of which resulted in our being involved in war a few months later. The situation in the orient is threatening, yet we continue to allow Japanese people to control valuable Canadian resources.

We are erecting fortifications on the Pacific coast and at the same time we are permitting dummy companies, operating under English names but controlled by Japanese interests, to acquire bodies of valuable ore and timber limits in the vicinity of our defence preparations. In May, 1939, Mr. Grant MacNeil directed the attention of this house to the fact that a Japanese controlled firm had acquired the old Tidewater mine, about eighty miles north of Port Alberni on Vancouver island. Some of the shares were held by gentlemen such as Nelson Spencer, of Vancouver; O. F. Lundell, of Vancouver; and L. L. McGhee, of Vancouver, but the majority of the shares in this company are held by Japanese interests. At that time Mr. MacNeil also questioned the government in connection with the harbour of the Sidney Inlet mining camp and four other harbours on the west coast of Vancouver island which had been dredged and where preparations had been made by the construction of tunnels to provide for the storage of oil. Some of this work had been carried on under the supervision of a former Japanese naval officer.

The Louise Mining Company of Vancouver controls the old Iron Duke mine on Louise island, in the Queen Charlottes. In order to get this control the Japanese had to buy nine crown grants. Although certain Canadians are listed at Victoria as being shareholders, the majority of the stock is controlled by well known Japanese interests. The N. S. McNeil Trading Company, Limited, controls six hundred million feet of timber near Port Hardy. The real owner of this timber is the Nisso Rayon Pulp Company, Tokyo, which is controlled by the Nippon Soda Company, Limited. The Granby mine at Princeton renewed a contract lately, with the approval of the government, whereby Mitsui and Company, Limited, have agreed to purchase all the copper this mine can produce for the next three years.

At least some of these operations, and perhaps others of which I have no knowledge, are going on at a time when Great Britain is threatened with war in the orient by Japan, at a time when British citizens are being thrown into prison in Japan, and at a time when one has been done to death. Perhaps it may be said to be unwise to discuss these matters openly in the House of Commons, but the Prime Minister has left us no alternative, and we would be negligent in our duty if we did not protest the arming by ourselves of potential enemies who may eventually destroy us.

I believe this war is a war between two ways of life. The lines have been clearly drawn in the past few months and we must make every sacrifice in order to defeat those who would destroy the freedom which our forefathers dearly won. I am sure the government have realized this, but are they still casting a wistful eye backwards to the days of Mr. Baldwin and Mr. Chamberlain?

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 335, pages C230861-C231421

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C231089

MR. M. J. COLDWELL (Rosetown-Biggar)

in House of Commons, July 31/40.--Unrevised Hansard

pp. 2343-2344.

A few days ago I asked the Prime Minister whether we had been consulted with regard to the closing of the Burma road. He replied that we had not been asked for advice, had given no advice and had made no comment. That is exactly the answer which was given in this house a year ago April when the right hon. gentleman was asked if he had been consulted in connection with the Polish guarantee, the giving of which resulted in our being involved in war a few months later. The situation in the orient is threatening, yet we continue to allow Japanese people to control valuable Canadian resources.

We are erecting fortifications on the Pacific coast and at the same time we are permitting dummy companies, operating under English names but controlled by Japanese interests, to acquire bodies of valuable ore and timber limits in the vicinity of our defence preparations. In May, 1939, Mr. Grant MacNeil directed the attention of this house to the fact that a Japanese controlled firm had acquired the old Tidewater mine, about eighty miles north of Port Alberni on Vancouver island. Some of the shares were held by gentlemen such as Nelson Spencer, of Vancouver; O. F. Lundell, of Vancouver; and L. L. McGhee, of Vancouver, but the majority of the shares in this company are held by Japanese interests. At that time Mr. MacNeil also questioned the government in connection with the harbour of the Sidney Inlet mining camp and four other harbours on the west coast of Vancouver island which had been dredged and where preparations had been made by the construction of tunnels to provide for the storage of oil. Some of this work had been carried on under the supervision of a former Japanese naval officer.

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MR. T. C. DOUGLAS (Weyburn) in House of Commons,

July 22/40. --Unrevised Hansard pp. 1936 - 7

CLOSING OF BURMA ROAD

QUESTION AS TO STOPPING SHIPMENT OF WAR MATERIALS TO JAPAN

On the orders of the day:

Mr. T. C. DOUGLAS (Weyburn): Mr. Speaker, may I direct a question to the Prime Minister (Mr. Mackenzie King)? In view of the fact that the closing of the Burma road for the next three months will shut off all supplies to the Chinese government headed by General Chiang Kai-Shek, will the government give consideration to stopping the shipment of all war material to Japan for the same period of time?

Right Hon. W. L. MACKENZIE KING (Prime Minister): My hon. friend was kind enough to give me notice of his question. I am sure he will appreciate, as other hon. members of the house must, that in answering any such question in the House of Commons of Canada I have to consider what effect the answer may have in the United Kingdom, what effect it may have in Japan and what effect it may have in China. At this particular time when the relations between the different countries are what they happen to be, I rather hesitate to make any formal reply to my hon. friend. I would be glad to have a word with him privately about the situation as I understand it. In the meantime I would answer him as follows:

The question is so phrased as to convey the implication that the Canadian government has taken steps to stop shipments to China. This is not the case.

As to the question itself, the hon. member is aware that it is not the practice in answering questions to make forecasts of future policy.

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BRITISH EMPIRE SERVICE LEAGUE
CANADIAN LEGION

OFFICE OF THE
DOMINION PRESIDENT

Ottawa, Canada August 23rd, 1940.

The Rt.Hon.W.L.Mackenzie King,C.M.G.,P.C.,M.P.,
Prime Minister of Canada,
Ottawa.

Dear Mr. Prime Minister:

Representations have been received from several Legion points, and particularly from the Pacific Coast, to the effect that there should be some check on the export of Canadian copper and other metals, and raw material, to foreign countries (other than the United States), under circumstances where such materials are likely to be used for the manufacture of war products.

I have no doubt at all but that this question has received the careful consideration of the Government and I will be very grateful for any information you are able to give, and which I, in turn, could convey to my Executive and Branches.

Yours most sincerely,

A. WALKER

DOMINION PRESIDENT

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NIGHT MESSAGE	
NIGHT LETTER	

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RECEIVER'S NO.	TIME FILED	CHECK

Send the following message, subject to the terms on back hereof, which are hereby agreed to

C O P Y

~~EXHIBIT 1~~

Vancouver B.C. 1940 Sept 27 AM 6 51

Rt Hon W. L. Mackenzie King

Prime Minister of Canada Ottawa, Ont.

Todays papers carry Washington report stating President Roosevelt has moved to stop the export of scrap iron and steel to Japan STOP In view of Canada's Defence Agreement with the United States will your Government cooperate in stopping Japanese aggression by immediately banning all shipments to Japan of scrap iron copper and other war materials.

ANGUS MACINNIS MP.

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C231013

5

Ottawa, September 4th, 1940.

Dear Mr. Walker,

In reply to your letter of August 23rd regarding the control of exports from Canada of essential raw materials, I may say that since September 20th, 1939, an export permit from the Minister of National Revenue has been required for the shipment from Canada to any destination of any of the metals and minerals of which Canada is an important supplier of world requirements. From this date, the export of copper, nickel, lead, zinc, asbestos, cobalt and scrap metal, etc., has been subjected to a close regime of control designed to

(1) make sure that no Canadian materials, directly or indirectly, found their way into enemy hands; and

(2) safeguard supplies for domestic and Allied requirements of essential materials for military and civilian purposes.

Subsequent Orders-in-Council extended the list of materials for which special export permits were required, and other Orders intended to implement Canadian cooperation in the Allied blockade of Germany and Italy, have progressively enlarged the areas for which export permits are required for the shipment of any commodity from Canada. Apart from the permits required to ship copper, nickel, etc., to any destination, shipments of any articles at all to European and North African neutral countries and to the U.S.S.R. require export permits from the Department of National Revenue.

Whether or not an export permit is to be granted for a particular shipment of a particular commodity depends on a number of factors, all of which must be taken into consideration. The competent Department has to assure itself first, that domestic and Allied requirements, both for immediate use and for stock, are fully met before permission is given for goods to be exported to a third country. Secondly,

Alex Walker, Esq.,
Dominion President,
Canadian Legion of the
British Empire Service League,
Ottawa.

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it insists on satisfactory assurances that the goods in question will not be re-exported by the third country to an enemy destination or that their importation into the third country will not enable it to release similar quantities of the same material for enemy uses. Thirdly, there is a continuous check, carried out in cooperation with the United Kingdom authorities, on the bona fides of the consignees in neutral countries to see that there is no enemy interest in the individuals or firms concerned and that they furnish us with suitable guarantees against the re-export to enemy destinations of goods imported from Canada.

When these primary conditions are satisfied, we keep an eye on the volume of the particular article that is being shipped to a particular country to see that it is not out of line with its normal peacetime takings from Canada.

It will be appreciated that the urgency of Allied or enemy needs for particular products is bound to vary a great deal. Special precautions are taken to control the export trade in goods which Germany needs and lacks. Less elaborate controls are necessary in the case of products which we export and of which Germany and Italy are also known to have large surpluses.

There are some raw materials which Canada produces in large quantities and of which the United Kingdom needs every ton we can produce. For such commodities, no export permits to other countries are granted. There are other commodities, often quite as useful in themselves for war purposes, of which the supply under Allied control is considerably in excess of all present and prospective Allied requirements. In such cases the refusal of an export permit for shipment to a neutral country may mean the complete closing down of a Canadian mine or factory and the loss of employment to people whose

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labour is presently bringing into the country considerable quantities of foreign exchange which we are able to use in financing our greatly expanded programme of armament purchases from the United States.

It should be remembered too, that, though the export from Canada of all essential raw materials is subject to close control, no such control exists in Central and South American countries which are often large producers and exporters of similar goods and that in the case of the United States where export licences are now required for a number of materials, the range of control is not nearly as complete and extensive as it is in Canada. We have, therefore, to recognize that refusal to grant export permits in some cases will have no effect on another country's imports because stocks of the commodities in question are freely available for export from other countries where no export control exists.

In the circumstances, the position of the Government in granting or withholding export permits is not easy. It must take a good many different factors into consideration, and endeavour to maintain a policy which, in the long run, will best serve the national interest.

Yours sincerely,

W. L. Mackenzie King.

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re: Export of Metals

Unrevised Hansard
May 24, 1938, pp. 3448-9

Mr. King:

It is, however, the trade in raw materials and particularly in non-ferrous metals, against which complaint is mainly directed. Our exports of lead, zinc, aluminum and nickel to Japan are substantial, and take a leading place in the list of our exports to that country. They have increased since the war broke out, though in some cases they they are again declining. The exchange restrictions introduced by the Japanese government before the war, in the endeavour to conserve its declining gold supply, have given that government a power of discrimination, and altered the proportions of the commodities imported into Japan. To China, our exports of these commodities are much smaller. It has been contended in some quarters that Canada's supplies and Canada's supplies alone are vital to the continuance of Japan's war effort, and that it is our duty as it is within our power, to take action to end this effort.

Let us first get the facts in perspective. Our total exports to Japan have increased rapidly, but they are still far below the total of 1929. The recent increase in that trade is part of the general improvement in exports as a result of the industrial revival of recent years. Our exports to all countries are much nearer the high water mark than our exports to Japan:

	Canadian exports to Japan	Canadian exports to all countries
1929..	$37,504,692	$1,182,412,313
1932..	11,995,887	493,808,841
1935..	14,915,577	729,293,800
1937..	25,851,829	1,110,192,151

In our exports, as in our production, and in fact in the revival of prosperity and stability in Canada, minerals have come to hold a relatively greater place in recent years as the result of new discoveries mainly in the pre-Cambrian shield. We are now among the world's important producers and exporters of gold, silver, platinum, copper, lead and zinc, as we long were of nickel. In many cases, as is generally known, these are joint products, lead or copper or zinc being found in the same veins with silver or gold, and recovered in the same operations.

So far as our exports of lead, zinc, aluminum, copper and nickel are concerned, there is nothing special in our shipments to Japan. Of nickel in the last two years we exported ninety-eight millions in all, of which only five millions were to Japan; of aluminum twenty-five millions, of which five million were to Japan; of lead, twenty-one millions, of which seven were to Japan; zinc, twenty-two, of which two were to Japan; of copper, over ninety-one millions, of which less than one million were to Japan. Incidentally, over 75 per cent of all these exports went to the British empire and the United States, (less than 10 per cent to Japan, Italy, and Germany, and the balance to other foreign countries). It is true we are the largest exporters of nickel to Japan as to most other countries, and important suppliers of aluminum and zinc. But it also is true that of iron and steel and scrap, and of copper, we supply only an insignificant fraction. (One single country's exports of iron and steel and scrap alone are three times in value our total exports of all goods whatever to Japan). It is also true that of the oil, coal, cotton and rubber which are equally necessary for mechanical operations, whether in war or in peace, we supply nothing whatever, nor of the wool necessary to clothe the armies in the field.

Some misconception exists regarding certain figures given out at Brussels by the Chinese delegation to the conference, showing the percentage of certain materials—oil, coal, cotton, rubber, wool, iron, aluminum, antimony, manganese, tungsten, chrome, copper, zinc, tin, etc., exported in 1936 to Japan, with the object of showing that an embargo on exports would be effective if imposed by all parts of the British commonwealth, the United States, France, Holland and a few other countries. Canada was said to have supplied 71.7 per cent of Japan's imports of aluminum, 97 per cent of the copper and 34.5 per cent of the zinc. It may be pointed out first that the figures referred to 1936, a period of peace; that only three items were listed affecting

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Canada, and that as regards copper, the statistics were highly erroneous, the percentage from Canada being one-half of one per cent instead of 97 per cent. These misconceptions formed the basis of much of the demand for a Canadian embargo on raw materials.

Having noted the facts in some perspective, the implications that are drawn may next be considered. In the first place, it is erroneous to assume that metals such as lead, zinc and nickel are used only for armament purposes; quite the contrary is the case; the vast bulk of these three metals is used for industrial purposes, though it is of course true that when a country is at war, the industrial uses will be rationed and restricted. In any case, an embargo would be economically futile. It must be evident to anyone familiar with foreign trade that no system of administrative control which we could devise in peace time could hope to prevent Canadian nickel, lead, zinc, copper, aluminum, scrap-iron, and the rest, sold to purchasers in third countries, from reaching Japan. Once these commodities leave Canadian territory and enter into the commerce of another country, this parliament has not and cannot have any further control over them.

It is equally evident that, except in the case of nickel, of which Canada produces about 90 per cent of the world's annual production, this country has no monopoly, nor even an approach to a monopoly of production. There are, with respect to all these commodities, including nickel, other producing countries, alternative sources of supply, to which Japan, or any nation desiring to place an order, could easily turn. In addition to other sources of production, there are—and this aspect of the question is frequently overlooked—enormous stocks of all these metals readily available, stocks far more than sufficient to fill any possible Japanese demand. It is clear, therefore, that an embargo on the export to Japan of nickel, lead, copper, zinc, aluminum, and other commodities necessary to the production of war supplies, on Canada's part alone, would not achieve the ends proposed.

As to concerted action for that purpose, there is no present prospect of such a policy being adopted. No proposal for an embargo either on munitions or on war materials was made either by the league assembly or by the Brussels conference. No country has placed an embargo on shipments to Japan or to China. In the circumstances it would appear there is nothing in Canada's position which would make isolated action on our part either necessary or effective. It has been stated that New Zealand has placed an embargo on exports to Japan. This is not correct. Last year a New Zealand labour union refused to load scrap-iron on a vessel sailing to Japan. The New Zealand government induced the union to abandon this action. Later, the government prohibited the export of scrap-iron to any country. No embargo has been imposed on the export of wool or any other commodity to any country.

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D. E. GALLOWAY, Assistant Vice-President, Toronto, Ont.

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RECEIVER'S NO.	TIME FILED	CHECK

Send the following message, subject to the terms on back hereof, which are hereby agreed to

C O P Y

Exhibit 2

Ottawa September 27, 1940.

Angus MacInnis, Esq., M.P.,
Vancouver, B. C.

I have received your telegram in which you refer to recent action by President Roosevelt in stopping export of scrap iron and steel and suggesting that Canada cooperate on similar lines. The export from Canada of scrap metals of all kinds has been prohibited since October, 1939, except under licence and no scrap iron or steel has been exported to any country since that month.

W. L. Mackenzie King.

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Ban on export of

OTTAWA
8.10.40

8.

C231019

FOLLOWING STATEMENT RE METALS EXPORT ISSUED AFTER COUNCIL TODAY.

Since the outbreak of the war, the export to all destinations of all essential metals and minerals of which Canada is an important supplier of world requirements has been subject to direct control, and individual export permits have been required for each shipment. Government policy in granting or withholding export permits for particular commodities for particular destinations has been worked out in close consultation with the United Kingdom Ministry of Economic Warfare. No export permits have been granted for goods when there was any reason for believing they would directly or indirectly fall into enemy hands. No permit has been granted for the export of any product of which Empire and Allied supplies fell short of requirements.

In pursuance of this policy, no scrap iron or steel has been exported from Canada since October 1939, and there has been no export from Canada, except to the United Kingdom, Allied countries and the United States of zinc and nickel since February, of aluminum since April and of cobalt since August.

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Shipments of other metals and minerals from Canada to destinations outside the British Empire and the Western Hemisphere have been kept within the limits of our normal peacetime trade with the other countries concerned. The situation in respect of individual products and particular foreign markets has been kept under continuous review and our export permit policy modified from time to time to meet the exigencies of a rapidly changing situation.

The copper position, in particular, has engaged the close attention of the competent authorities since the outbreak of the war. About 80 percent of the output of Eastern Canadian producers goes under direct contract to the United Kingdom Ministry of Supply. The British Columbia producers, having in mind their higher production costs and freight rates, were not at that time in a position to share in filling a demand which was, in fact, adequately met by other Canadian and Rhodesian producers. The Metals Controller however has during the last two months made a new examination of the copper supply situation in relation to known United Kingdom needs, and the very considerable expansion anticipated in Canadian consumption when the fabricating

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plants now under construction are completed. It is now probable that all available Canadian copper will be needed to meet these demands. In these circumstances, since no copper will be available for export from Canada except to British Empire countries, and, possibly, the United States, where it may be needed in completing Allied munitions contracts, no further permits will be issued.

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NAR/SR
11.3.40

C-760
V-6(D)-1

MEMORANDUM FOR THE PRIME MINISTER

Export of Nickel to Japan

The Japanese Legation have been pressing us fairly hard for the past fortnight to grant an export permit for a shipment of nickel on the S.S. "Hie Maru", due to sail from Vancouver on March 22nd. Their first request was for a permit for the export, by this boat, of 200 tons, which was replaced by a request for 800 tons. As it takes ten days to move the nickel, by freight, from Port Colborne to Vancouver, the export permit will have to be granted this afternoon if it is going to be granted at all.

Since commencing this note, I have had two calls from the Japanese Legation on the subject and have promised to let them know by five o'clock this afternoon whether or not an export permit will be issued.

Since January 1, 1940, there have been two export permits issued for nickel for Japan of 400 and 435 tons respectively. These shipments concluded the outstanding pre-war contracts. Their present request is on current account and without prejudice to the larger question of rationing nickel exports to Japan for the balance of the current year. In ~~all the circumstances~~ the ordinary course I would recommend issuing a permit for 200 tons.

W.L.M.K.

In the ordinary circumstances
I would recommend
that a permit be given, to grant
the present request be
borne in mind in the larger question of the
rationing of nickel exports, and that
we should proceed with the larger question as much (over)

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Mais en Saskatchewan, ils n'ont pas changé d'opinion
à leur gouvernement, ils n'ont pas modifié
fondamentalement les circonstances. Il
refuse d'en tenir compte. Il continue à
agir comme si rien ne s'était produit
et à agir comme si les élections
n'avaient pas eu lieu, et comme s'il
n'y avait aucun recours à faire
à la volonté populaire exprimée
lors des élections générales
au Canada
- sauf le pouvoir de vivre de plus en plus
dans le mépris de la population.

Dans de telles circonstances
le gouvernement fédéral est autorisé
à agir comme il le juge bon, ainsi
que dans toutes circonstances
semblables qui pourraient survenir
à l'avenir.

11-3-40.

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C231023

E. 750
V.6(D)-1

Ottawa, March 11th, 1940.

MEMORANDUM FOR MR. ROBERTSON:

Re: Export of Nickel to Japan

The original of your memorandum of today, on this subject, has been returned by the Prime Minister, with the following notation:

"In existing circumstances of a general election, to grant the permit would be to precipitate the whole question into the realm of political controversy at a general election, and must certainly prejudice the larger question as well.

This the Japanese Minister should explain to his government. They should readily understand the situation. It can be understood that the withholding of the export for the remaining period of the election can be without prejudice to any right in the matter, to be conceded later on. It is a small matter relating to Japan. It becomes a nation-wide subject of controversy in Canada to permit it to arise at this time. I am quite certain my colleagues in the government would find it impossible to agree to the export today, and in the circumstances I do not feel that I would be justified in so doing.

11-3-40. W.L.M.K."

A. D. P. Heeney.

AH/R

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N-305-3
1940

C231054

ODS/AH

April 11th, 1940.

(Off. of Corgl)

MEMORANDUM FOR THE PRIME MINISTER.

Re Baron Tomii.

I asked Mr. Heeney to arrange to have Baron Tomii call at your office at 2.45 this afternoon.

As regards nickel the position is that after having placed a check on the very large Japanese purchases of nickel before the outbreak of the war we have gradually been reducing shipments. In recent months they have been cut to very low amounts and we have this past week declined to give an export permit for 200 tons. Japan has asked us to authorize a shipment of 11,000 tons in the coming year in addition to three or four thousand tons held over from orders placed last year. We, of course, are giving no such commitment.

It has been difficult to give a plausible reason for limiting our shipments to Japan in view of the fact that our production, as the Japanese well know, is much greater than the British and French and our own war demands. Canada in fact is selling the United States over 50,000 tons a year.

The situation is complicated by the fact that Mr. Morgenthau feels very righteous about the moral embargo he has placed on molybdenum and apparently expects us instead of merely rationing

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shipments of nickel to Japan to block them entirely.

I think at present in speaking to Tomii there is not much else to do but to say that in view of the uncertainty of the war we have to consider carefully the possible future requirements of the Allies. He was willing to give an undertaking that they would not trans-ship any to Russia, but this would not really meet the American angle, or the question of our own sympathy with China as a victim of Japanese aggression.

I have asked Keenleyside to do a short note on the very unsatisfactory conduct of Japan towards our missionaries in the occupied territory in China.

(O.D. Skelton)
DS.

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B 7 Montreal

OFFICE OF THE PRIME MINISTER

MEMORANDUM

file

C231026 N.305-3

Off. & Cypl.
R-100-T
1940

For the Prime Minister:

Mr. Henry has received a call from the Japanese Legation inquiring if it might be convenient for the Baron Tomii to see the Prime Minister sometime next week.

D.R.

April 6, 1940

Secy

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C231027

April 25th, 1940.

MEMORANDUM

C-750
V-6(D)-1

Japanese Nickel Requests.

Baron Tomii called today and repeated his enquiry as to when a decision could be reached with regard to permitting shipments of aluminum and particularly of nickel to Japan. He referred to the various discussions that had taken place and the understanding he had received that a definite reply would soon be forthcoming. He asked very directly whether the postponement in giving a decision was due to outside pressure and particularly whether the United Kingdom had asked us to refuse nickel shipments to Japan. I told him that was a question, as he was aware, that could not be answered whatever the facts were; that he had previously been informed that we had to take into account the military needs of Great Britain and France, present and prospective, and we were, of course, obtaining all necessary information on this point, but that decisions on Canada's policy in wartime, as in peacetime, were made by the Government of Canada in the light of all the facts available.

Baron Tomii said that he would appreciate having a definite answer as regards nickel, one way or the other. If the fact should be that there was no prospect of Japan's requirements for the next few months being met by Canada as in the past, Japan would have

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to consider taking other steps. I enquired what other steps he had in mind and he replied - seeking supplies of other metals that could be used for hardening and alloy purposes.

I informed him I would report the matter and give him a reply whenever it was possible.

O.D.S.

(O.D. Skelton)

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ODS/HMP. C231029
OTTAWA, September 5th, 1940.

from

file "C"

MEMORANDUM FOR THE

PRIME MINISTER -

for meeting of Sept 11

C-750
V-6(D)-1

N-305-3
1940

The President of the Canadian Legion has written asking for an explanation of the shipment of war metals to foreign countries, i.e. Japan. He says that he would be glad ~~for~~ of any information which he could convey to the Executives and Branches.

Mr. Robertson has prepared the attached reply. It goes into the question as fully as possible, I think, and skates over the thin places carefully. Evidently Mr. Walker proposes to send copies to the branches so that it will eventually become public.

I have not the original letter from Mr. Walker here. I am enclosing the carbon copy.

For convenience, I enclose a duplicate copy of our telegrams No. 155 and No.156 of August 30th to D.O., in which we set out our policy of restriction of metal exports, in general terms in the first telegram, and in detail in the second.

(O.D. Skelton)

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Cell Trade Cell Trade with Japan

Note.

C231030

236

THE POLICIES OF GREAT BRITAIN AND THE UNITED STATES WITH RESPECT TO THE EXPORT OF METALS, ETC. TO JAPAN

GREAT BRITAIN

The British Government has licensed the export of all commodities necessary for the successful prosecution of the war, and the permission to export commodities to foreign states is determined by the needs and policies of the British Government and British industry.

As stated in the Prime Minister's letter to Mr. Alex. Walker, of the Canadian Legion, the Canadian Government has cooperated very closely with the British Ministry of Economic Warfare in the matter of granting licenses for the export of commodities of all kinds to foreign countries.

THE UNITED STATES

It was not until July 31st, 1940, that the United States Government undertook to check the flow of supplies to Japan. The following are the steps which have been taken by the United States in embargoing supplies destined for Japan :

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C231031

July 31st - Export of high octane aviation gasoline forbidden.

September 13th - Export of oil refining equipment, formulae, plans, etc. permitted only under license.

September 26th - Export of scrap iron and steel to countries outside the western hemisphere, except Great Britain, forbidden.

October 25, 1940.

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FILE: N.A. ROBERTSON TO O.D. SKELTON FXCB

Prime Minister

C231032

NAR/SR
19.11.40

MEMORANDUM FOR DR. SKELTON WWII Can-American Cooperation
WWII Finance
WWII - Japan
Mandarins and Tangerines J Trade - Can American Trade
Trade - Can Trade with Japan

There is a question on the Order Paper by Tom Reid, M.P., due to be answered tomorrow, as to whether or not the F.E.C.B. has granted United States funds for the importation of Japanese oranges. This question may start a debate and I think the Prime Minister should perhaps know the status of the Sub-Committee's recommendation on this subject. Finance will report on the question.

When the Sub-Committee's recommendation for the immediate prohibition of the importation of Japanese oranges was made, it was expected that it would be followed within the next few days by recommendations applicable to the whole range of fruit and vegetable imports, which would make it clear that conservation of foreign exchange was the object of the restriction. Since then, the United States have been pressing us very hard to agree to prior consultations before the imposition of any import restrictions. It was not feasible to discuss the mandarin and tangerine recommendation without reference to the general programme of import regulations which is only now in shape for discussions with the Americans. In the circumstances it was thought wiser not to proceed with isolated action in respect of Japanese oranges which would inevitably take on a wider political significance than was intended.

Confidential

There are some grounds for believing that importers of Japanese oranges, sensing the growing consumer objection to any Japanese imports and anticipating Governmental import restrictions, will cut down their takings from Japan this winter. (In any event, if consumers ~~they~~ don't want to buy, they don't have to.)

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replying to the question from the Honourable Member for .. . Yesterday I referred to a telegram which had been sent to Dr. McClure. A C231033 telegram has been received in the department ~~which I am~~ reading as follows:

At the same time a further press statement, given by Dr. McClure, indicates that his charges were based on a statement by some unnamed Canadian official and information from some United States Committee. I have instructed the department, when Dr. McClure arrives, to request precise particulars on both these points. The telegram itself requires no comment. ~~I am not in the habit of giving assurances demanded in such a tone in an obvious attempt to evade a plain question.~~ Such circumstances.

I have given this House information as to

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The export of nickel from Canada has been under extremely close control since the beginning of the war. Permits are C231034 required for its shipment from this country in any form to any destination, and permits have not been granted when there was any reason to believe that the nickel might directly or indirectly reach a hostile destination.

We have not only made certain that no nickel was exported direct from Canada to any dangerous or possibly dangerous destination, but we have taken far reaching precautions to see that nickel exported from Canada to another country is not re-exported in primary or fabricated form to any destination for which we would not grant an export permit for nickel in the first place. It is obvious that this secondary control cannot be as completely watertight as is our direct control over the shipment of nickel in its primary forms. Nevertheless, I have reason to believe that it is operating satisfactorily except with regard to nickel scrap. Here there is undoubtedly a ~~certain~~ small re-export trade from other countries to which the Canadian system of export control and guarantees cannot effectively be extended.

Suggested that I am prepared to arrange to have any member of the House furnished with full confidential information as to the control procedure in force in Canada.

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C231035

CANADIAN PACIFIC TELEGRAPHS

C.D. 2X

CLASS OF SERVICE	
Full Rate	
Day Letter	
Night Message	
Night Letter	

Please mark an X opposite the class of service desired.

MONEY TRANSFERRED BY TELEGRAPH TO PRINCIPAL POINTS IN CANADA AND THE UNITED STATES

CANADIAN PACIFIC COMMUNICATIONS

CABLE CONNECTIONS TO ALL PARTS OF THE WORLD RADIOGRAMS TO SHIPS

TIME FILED
CHECK

W. D. NEIL, General Manager of Communications, Montreal

Send the following message, subject to the conditions on the back thereof, which are hereby agreed to.

GX.Y. 244 NL

TORONTO, Ont., December 5th,1940.

O.D.SKELTON,
UNDER-SECRETARY OF STATE FOR EXTERNAL AFFAIRS,
OTTAWA,ONT.

In view of the disturbing reports I have been given from what I consider an authority and in view also of persistent rumors which have been given credence by less informed persons, I believe it would be in the best interest of Canada and the Empire if you would unequivocally state that in addition to no permits being granted for the direct export from Canada to Japan of nickel that every precaution has been taken to ensure that no Canadian nickel, in any form whatsoever, is finding its way, even circuitously, to Japan or to any country dominated by or friendly to Japan from which trans-shipment might be made. I think your statement also should apply to Canadian copper in all forms and to zinc and lead. I do know from the disquiet in certain circles in China, Canada and United States that such a comprehensive,unequivocal statement would allay many fears. The information which I consider authoritative and on which I based my statement was not to the effect that shipments of Canadian nickel were being made directly from Canada to Japan but that they were reaching Japan after having been shipped from Canada to some other nations, such as United States or to some Pacific nations dominated by Japan. If the facts permit you to state that such trans-shipments do not occur, I will be most happy to apologize fully for having added to your cares at this time. Arriving Ottawa Friday evening.

MCCLURE.

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C231036

MEMORANDUM

Office of the Prime Minister

Ottawa, 28 - vii - 41

Prime Minister

A remarkable change in the Globe: unqualified commendation of your Japanese policy!

JWP

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PRESS CLIPPINGS

Office of
The Prime Minister

Name of Publication Toronto Globe & Mail

Date July 28/41

Subject

MR. KING IS VINDICATED.

The economic embargo imposed by the English-speaking world against Japan not only indicates the extent of the co-operation which exists between the British Empire and the United States in matters affecting the Orient, but it constitutes a reminder to the saner elements in Tokyo that they have nothing to gain and everything to lose by going to war with Great Britain and the United States.

If the dogs of war are loosed in the Pacific in the face of the conciliatory attitude of Prime Minister Churchill and President Roosevelt, it will be perfectly plain to the whole world that the aggressor is Japan, the Eastern partner of the Axis alliance, acting under the evil influence of the Nazi Fuehrer.

It is gratifying to Canadians to observe that their Government, which was subjected to a barrage of well-meant but ill-informed criticism concerning the recent export of Canadian wheat to the Orient, is co-operating harmoniously with Great Britain and the United States in the application of economic sanctions. The fact is that Canadian measures restricting commercial relations with Japan were ready for the signature of the Governor-General before Britain notified the Tokyo Government that she was abrogating all trade treaties between British Empire units and Japan as a companion step to the freezing of Japanese credits in the United Kingdom and the United States. Total blockade of Japan has been contemplated, and it will be found that Canada is acting in concert with the Mother Country and the sister Dominions of Australia and New Zealand in all measures necessary to stop the shipments of wheat, oil, lead, cotton, zinc, iron, manganese and bauxite to the war mongers.

It is now obvious why Mr. Mackenzie King was obliged to maintain silence in face of the barrage of criticism recently levelled at his Government over the export of Canadian grain to Japan. Nothing in recent months has subjected the head of the Dominion Government to such bitter denunciation as the wheat transaction. The Globe and Mail declined to join in the chorus of disapproval, believing that Mr. King had sound reasons for the policy he was pursuing. His hands and his tongue were tied by high political policy, and he was unable to justify his position. One of the qualities of the Canadian Prime Minister is that he is able to hold his tongue under great provocation, especially when he knows that the passage of time and the revelation of all the circumstances will vindicate his policy.

It is meet and proper that the circumstances which dictated his course in respect to Canadian relations with Japan should now be noted by the Canadian people, who cannot help but be convinced that he was acting in the best interests of the nation and in a manner that was most agreeable to Mr. Churchill and the British Government.

Should the war clouds break in the Pacific, the military party which now controls the reins in Tokyo will be responsible for the untold misery and suffering which will be visited upon the people of Japan. Their economic future depends entirely upon the continued good-will of the United States and the British Empire, and if they permit themselves to be forced into the maelstrom of a world conflict they will pay a heavy price in blood and treasure for half a century to come.

The Japanese military machine is bogged down in China after four years of fighting, and it is a midsummer madness which seeks to align Tokyo with Hitler and Mussolini in a losing struggle against the English-speaking world.

Inevitably the stern measures which have been adopted to make Japan understand that her latest move in aggression will not be supinely tolerated will entail considerable sacrifices for a number of Canadian business interests, notably exporting firms in British Columbia, but they will have to endure them as part of the price which must be paid for checkmating the formidable Eastern ally of the totalitarian powers of Europe.

The steps recently adopted by the Roosevelt Administration mark the final discard of the policy of "moral embargo" which was first employed in 1937 in collaboration with the League of Nations and was promoted independently at Washington after 1938. Its object was to warn Japan of American displeasure at her policies, and while its gradual developments deprived Japan of certain important supplies they did not seriously impair the efficiency of her war machine. It was, as President Roosevelt

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PRESS CLIPPINGS

Office of
The Prime Minister

C231037

Name of Publication Toronto Globe & Mail

Date July 28/41

Subject Relations with Japan

MR. KING IS VINDICATED.

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PRESS CLIPPINGS

Office of
The Prime Minister

Name of Publication .....

Date C231038

Subject .....

has recently explained, considered advisable to stop short of any wholesale embargo which might reduce Japan to such desperate straits that she would feel herself impelled by sheer necessity to launch a campaign against the Dutch East Indies for the purpose of securing substitute supplies of oil and other commodities.

Now, however, it has become plain that leniency of the "moral embargo" has completely failed to operate as a deterrent to Japanese aggression, and so Japan is destined to feel the full weight of the tremendous economic pressure which the British Commonwealth and the United States can together apply for the weakening of her industrial system and her whole economic life. Undoubtedly she has been able to accumulate gradually in recent years very substantial reserves of oil, metals, cotton and other essential war materials, and she might be in a position to maintain her vast war at full effectiveness for some time to come. But the wastage of the accumulated reserves will proceed steadily, and in the case of many vital commodities there will now be no possibility of replacing them.

In the course of time the cessations of trade relations with Japan's most important customers cannot fail to produce a damaging dislocation of her domestic economy. Her great cotton mills cannot operate indefinitely without the supplies of raw cotton which they have been drawing from the United States and India, and her immense silk industry, bereft of its chief market, which has been in the United States, will soon find itself in difficult straits. Indeed one of the immediate results of the embargoes has been a complete suspension of trading in the great silk market at Yokohama.

The Japanese Government is taking retaliatory measures, but the harm which they can do to the trade of its opponents will be comparatively small. Meanwhile the financial and business elements, which have been opposing the pro-Axis policies of the militarist party, will shortly have abundant evidence to prove that their warnings about the consequences of challenging the joint might of the United States and the British Commonwealth are coming true, and enthusi asm at Tokyo for further aggressions may soon become cooler.

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R . .

R/J— Fz O 25-7-41

C231039

MEMORANDUM FOR THE PRIME MINISTER

As you will have seen from the telegrams in this box, the United States have decided to proceed with their freezing order tying up Japanese and Chinese assets in the United States as from nine o'clock tomorrow morning (Saturday, July 26th). The extension of the order to Chinese assets has been effected with the concurrence of the Chinese National Government who are relying on United States assurances that funds will continue to be made freely available for all strictly Chinese transactions, while payments to Japanese occupied China, which might enure to the benefit of Japan, will be subject to strict control.

The Foreign Exchange Control Board are advising all Canadian banks tomorrow that all exchange transactions on Japanese account or involving a Japanese interest should be referred to the Board for disposition. These instructions to the banks will have substantially the same effect as the United States freezing order.

The question has arisen whether our instructions should also apply to Chinese transactions. I think we should take the same line as the United States and include Chinese assets in the instructions to the banks, on the understanding which we can give to the Chinese Consul General that all

.....legitimate.....

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legitimate patriotic Chinese remittances will be freely permitted, but that Chinese benevolent remittances to Japanese occupied China will be subject to very close scrutiny.

Agreed to memorandum WLK

WLK

OTTAWA, July 25th, 1941.

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R

NAR/ET
2n Aug.1941

MEMORANDUM FOR THE PRIME MINISTER:

C231041

Exports to Japan

Enclosed in this bag are copies of Dominions Office Circulars M.201 M.202, M.203, & M.204 of August 2nd, and telegram No. 324 of August 1st from the Legation in Washington. The latter is in part a reply to our telegram No. 294 of July 31st, copy of which is attached for reference. This telegram to our Legation in Washington was repeated to the Dominions Office in London for the information of the United Kingdom Government. We have received today a message from Earnscliffe that the United Kingdom Government are grateful to us for keeping them informed of developments in the situation here.

As you know, the Japanese ship KOZUI MARU is due in Vancouver tonight. We have assured the Japanese Legation that she will be permitted to enter and clear from Vancouver without interference. If she has any cargo on board for Canada, she will be allowed to discharge it. We have not,however, given the Japanese Legation any answer to their enquiry whether this vessel will be permitted to load the 4500 tons of wheat for which an export permit had been granted before the Japanese aggression in Indo-China.

We asked our Legation in Washington to ascertain whether the United States authorities would refuse to permit such export under similar circumstances (see para.3 of our telegram 294). Mr. Wrong took the matter up with Dean Acheson,Assistant Under-Secretary

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C231042

of State, in charge of the United States policy under the freezing order. Acheson pointed out that there were no current sales of wheat being made to Japan by the United States, but their position in respect of exports of raw cotton is probably very similar to our position in respect of wheat. Under present circumstances they would be inclined to "judiciously grant export licences".

I think we can sit tight over the weekend, and defer until Monday a decision whether or not we will allow the wheat to be exported. The United Kingdom Government ~~apparently~~ are ~~rather~~ very exercised about divergencies developing between United Kingdom and United States policy in applying the freezing order to exports to Japan. We want to keep in step with both of them. This is obviously impossible until they get in step with each other. The British Ambassador is being instructed to take up at once with the United States authorities the question of how the freezing order is to be applied and we should know the results of his approaches very quickly. I am relaying to the Dominions Office for their information copy of Washington telegram No. 324.

RAR

All round above L

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J-FJA

NAR/SR
5.8.41

MEMORANDUM FOR THE PRIME MINISTER

C231043

The Japanese Minister called at six o'clock this afternoon and, on instructions from his Government, left the attached memorandum enquiring whether the Canadian Government would be prepared to consider arrangements under which a limited number of Japanese vessels could continue to discharge their cargoes at Canadian ports and load goods in Canada for return to Japan. I told him that this suggestion would receive early consideration, and I would let him know whether it would be feasible to proceed with discussions of the type his Government had in mind.

Copies of Mr. Yoshizawa's memorandum are being cabled to the United Kingdom Government and to our Legation in Washington. Before examining the proposal on its merits, it would appear to be important to ascertain whether this Japanese initiative is a feeler directed particularly to Canada or whether it is a general approach to all the Governments participating in the freezing policy.

Shortly before Mr. Yoshizawa called, I received word that the "Kozui Maru", a ship which had been granted permission to load wheat, had sailed from Vancouver today in ballast, without waiting for her cargo. I have not yet received a full report on the matter, but I assume that the funds to pay for the wheat, for which we granted export permits, were blocked in

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Seattle by the United States freezing order, and that, instead of attempting to negotiate their release, the Japanese shippers decided to get their boat out quickly. Mr. Yoshizawa professed to know nothing about the departure of the "Kozui Maru".

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R Prime Minister

You requested this information
recently / Sec.

J - Shipping

NAR/SR
2.10.41

MEMORANDUM FOR MR. GIBSON

C231045

In reply to the Prime Minister's enquiry as to how matters now stand in regard to the ship "Boris", the answer is as follows:-

> After the War Cabinet had authorized the requisitioning of the ship's cargo of scrap iron, we sent the attached note to the Japanese Minister, enquiring whether the owners were willing to have it sold at the price prevailing in the best available market, viz., Seattle, Washington. We asked for an early reply to this enquiry and we told him that we could not afford to allow the ship to be tied up any longer. No answer has yet been received. If Mitsui and Company agree to sell, the question is settled. If they refuse, we have been authorized to proceed with requisitioning.

11-10-41

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Prime Minister
You requested this information
recently / Sec.

J - Shipping

NAR/SR
2.10.41

MEMORANDUM FOR MR. GIBSON

C231045

In reply to the Prime Minister's enquiry as to how matters now stand in regard to the ship "Boris", the answer is as follows:-

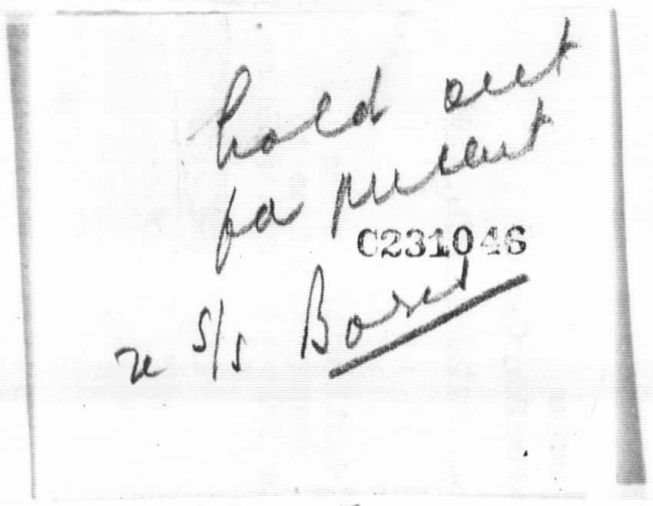
> After the War Cabinet had authorized the requisitioning of the ship's cargo of scrap iron, we sent the attached note to the Japanese Minister, enquiring whether the owners were willing to have it sold at the price prevailing in the best available market, viz., Seattle, Washington. We asked for an early reply to this enquiry and we told him that we could not afford to allow the ship to be tied up any longer. No answer has yet been received. If Mitsui and Company agree to sell, the question is settled. If they refuse, we have been authorized to proceed with requisitioning.

H-10-41

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COPY OF MEMORANDUM LEFT WITH DEPARTMENT OF EXTERNAL AFFAIRS BY JAPANESE MINISTER ON AUGUST 5th, 1941.

1. As a result of the recent measures taken by the Canadian Government "freezing" Japanese assets in Canada, apprehension is felt on the part of the Japanese Government that payment for cargoes which are being transported on Japanese vessels proceeding to Canadian ports will be "frozen" when these cargoes are discharged upon their arrival at their destinations, and that these same vessels may not be permitted to take on Canadian cargoes for their return voyage. In view of this apprehension, the Japanese Government find it difficult to decide whether or not to allow Japanese ships to continue to enter the aforementioned ports; however, as it is not the desire of the Japanese Government to sever trade relations completely with Canada, a part of Japanese shipping has been ordered for the present to continue calling in ports of the Dominion.

2. In the circumstances the Japanese Government desire to be acquainted whether the Canadian Government can assure the former that they will not "freeze" payment on cargoes discharged by Japanese vessels calling in Canadian ports under direction of the Japanese Government, and further whether they will permit loading of cargoes on these vessels for which shipping space has been contracted previously.

3. It is, further, the intention of the Japanese Government to have Japanese vessels continue calling at ports in Canada if assurances can be given by the Canadian Government that they will not "freeze" payment on cargoes, of reasonable volume, transported to and discharged in ports in Canada, and that they will let these vessels take back

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Canadian cargoes which are also reasonably sizable. In case such assurances are agreeable to the Canadian Government, the Japanese Government are prepared to discuss the kinds and quantities of such commodities as may be exchanged between the two countries under such assurances.

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C231049

NAR/SR
15.12.45

MEMORANDUM FOR THE PRIME MINISTER

The Department of Trade and Commerce have nominated Colonel L.M. Cosgrave as Economic Consultant to the Canadian representative on the Far Eastern Advisory Commission during its forthcoming visit to Japan. This should be a useful opportunity for the Department of Trade and Commerce to gain first-hand information about prospects for the revival of Canadian trade with the Far East. I have prepared a note announcing Norman's appointment as substitute for Pearson on the Commission, and Cosgrave's designation as Economic Consultant to him, which you can make public when our Estimates are before the House.

21-12-45

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M-85-3
V. 2

OFFICE OF THE PRIME MINISTER

MEMORANDUM **for the Prime Minister**

O-10
1947

C231050

At 11 a.m. on Tuesday, May 6th, the formal ceremony will take place of the exchange of ratifications between Canada and Mexico covering the trade agreement concluded some time ago between the two countries. The Chargé d'Affaires at the Mexican Embassy will act for Mexico and Mr. St. Laurent for Canada. The ceremony is not one of great importance but it is often useful to have photographs taken, and Mr. St. Laurent was wondering if you would have any objection to having the exchange take place in Room 401.

R.G. Robertson.

May 2nd, 1947.

informed Mr Sicotte (S.A) that 401 could be used.
3/v/47.

ceremony not
any more in
moved to room
desired
IC
3-5-47

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OFFICE OF THE PRIME MINISTER

MEMORANDUM

M-652
v. 3

C231051

Mr. Robertson,
Under-Secretary of State
for External Affairs.

The writer of the attached used to work for me in the Post Office Department. For about three years now she has been indicating her interest in our South American legations, particularly any one which we might open up in Mexico.

She is ambitious; might be described as a bit pushy but is a good worker and I think would be quite efficient.

Re. Miss B. Carlopsky

W.J.T.

July 12, 1943.

WJT/CEB.

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BF CA/MK

NAR/SR
23.1.46

C231052

MEMORANDUM FOR THE PRIME MINISTER

Keenleyside arrived in town this morning from Mexico. He is here, primarily, to try to expedite the negotiation of the Canadian-Mexican trade agreement, which it is hoped to have in shape for signature when Mr. MacKinnon makes his visit to Mexico next month, and also to take up a number of Embassy questions which can be dealt with during his visit here. He will be returning to Mexico at the end of this week. He would like to have an opportunity of a short talk with you while he is here.

Mack

Ken Keenleyside informed JG

Seen at LH 25/1/46 JG

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NAR/SR
15.7.42

C231053

MEMORANDUM FOR THE PRIME MINISTER

Relations with Peru

The trade agreement with Peru, the negotiation of which was begun by Mr. MacKinnon's Mission to South America and concluded during the visit to Ottawa a couple of months ago of Mr. Beltran, will be finally ready for signature about the end of this month. I should be glad to have your views as to who should sign for Canada. The other South American Trade Agreements negotiated by Mr. MacKinnon's Mission were concluded en route and signed on the spot, under authority of a general Full Power given him. He was authorized to negotiate and sign a trade agreement with Peru, but such authorization was not of indefinite duration, and I think that a separate Governmental Full Power will be needed for the signature of the present agreement. Most international agreements signed for Canada in Ottawa are signed by the Secretary of State for External Affairs, but there are precedents for the signature here of trade agreements of lesser importance by other members of the Cabinet. In the present case, I should be glad to learn whether you would wish to sign the agreement or whether a Full Power should be prepared enabling Mr. MacKinnon to do so.

Information has been received from the Canadian Trade Commissioner in Lima which suggests that the Peruvian Government wish, at the time of the signature of the agreement, to secure our agreement, in principle, to the exchange of diplomatic representatives between Canada and Peru. They are ready to send a Minister to Canada, but would be prepared to wait awhile for us to reciprocate. I do not think we can make any formal commitment to Peru until a decision with regard to the exchange of diplomatic representatives with Mexico has been taken, nor can action very well be taken with respect to any additional Latin American posts until we get the Legations at Moscow and Chungking set up.

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Statement re ratification March 17 of trade agreements between Brazil and Canada	18	Ottawa E. Citizen " 5 o'c. " " M. Citizen

C231054

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fin

NAR/SR
5.4.40

MEMORANDUM FOR DR. SKELTON C231055 a-101 V-1 Canada

Diplomatic Relations with the Argentine

While you were away, Senor Irigoyen of Buenos Aires, who is the senior official of the Argentine Department of Finance and of the Argentine Central Bank, was in Ottawa for two or three days. He saw Clark, Wilgress and Towers and called at the Department. His primary mission was in New York where, I understand, he was attempting to arrange a United States dollar credit for the Argentine Government. While here he raised the question of a special trade agreement between Canada and Argentina under which they would grant us the benefit of the official exchange rate on imports of automobiles now enjoyed by the United Kingdom if we would take sterling in whole or in partial payment. The official exchange rate is 15 pesos to the pound against 17 pesos in the free markets in which currency for the payment of United States automobiles must be purchased. The difficulties in the way of such an arrangement are obvious, but in view of the narrowing of Empire export markets for automobiles, it had attractive aspects which could not be entirely overlooked.

When he came to see me at the Department, he referred to his letter to Towers of last November, copy of which you have seen, in which he said he had been asked by the Foreign Minister to prepare a report on the pros and cons of establishing direct diplomatic relations between Canada and Argentina. His Government were quite interested in such a development and he understood that the Foreign Minister had twice within the last few months raised

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the question informally with the British Ambassador in Buenos Aires. I gave him some indication of the limiting factors which operate to restrict the expansion of Canadian diplomatic representation abroad. He wondered whether the Government here would receive an Argentine Minister even if we were not prepared to reciprocate by establishing a Legation in Buenos Aires right away. He agreed that it would be almost impossible for us to have a Minister in Argentina without also appointing a man to Rio de Janeiro and to Santiago, and recognized that simultaneous appointments to three South American posts might seem a disproportionate expansion of our service. He insisted, however, that his Government was very anxious to establish closer connections with Canada, instancing our common but competing interests in the world wheat market and in the United Kingdom market in particular, as well as the importance for both of us of our relations with the United States.

(N.A. ROBERTSON)

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Can. Representation to Rio de Janeiro ✓
Can. Representation to Buenos Aires ✓

C2310[illegible]

ODS/ET 4½ VM
19 Nov.1940

Grain - Wheat Policy ✓
Trade - Can. Trade with So. Amer. Republics ✓
Trade - Can. Trade with Central America ✓

MEMORANDUM FOR THE PRIME MINISTER:

I regret that by an oversight I did not send this note regarding Mr.MacKinnon's mission when it was prepared. I have therefore redated the draft letter to Mr.MacKinnon to the 19th instead of the 7th November.

O. D. SKELTON

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ODS/ET
7 November, 1940

C231058

MEMORANDUM FOR THE PRIME MINISTER:

I think Mr.MacKinnon's suggestion of a mission to Latin American countries is a very good one. The public, or at least the business and financial world, would probably prefer to see some business man on it, but it might be difficult to find an entirely suitable man. It would be better if the visit could be made after we had established our Legations in Argentina and Brazil, but that probably would mean postponing it until a time that would be more inconvenient from the point of view of the Parliamentary session. I have therefore drafted a brief letter to Mr. MacKinnon.

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Trade - Com. Trade with South American Republics
Trade - Com. Trade with Central America

NAR/SR
12.7.41

MEMORANDUM FOR MR. GIBSON

C231059

I am returning Mr. J.A. MacKinnon's letter to the Prime Minister of June 13th regarding the proposed Trade Mission to South America, together with a copy of a letter I sent Mr. King on the subject on July 2nd.

I understand from the Department of Trade and Commerce that Mr. MacKinnon discussed these arrangements with the Prime Minister in Edmonton, and that it was agreed that they should proceed with their plans for the Mission to leave on August 16th. Trade and Commerce are going ahead with steamship, airline and hotel reservations, but no public statement has been made about the resumption of the Mission.

I have suggested to Mr. Wilgress that Mr. Escott Reid could usefully accompany the Mission as a representative of the Department of External Affairs.

N.A. ROBERTSON

(Enclosures filed separately)

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Trade - Can. Trade with South American Republics
Trade - Can. Trade with Central America

NAR/SR
25.10.41

MEMORANDUM FOR THE PRIME MINISTER

C231000

Attached is a set of Escott Reid's reports on the progress of Mr. MacKinnon's Trade Mission in South America. You have received reports from Ecuador and Peru. The present batch covers Chile, Argentina and Uruguay.

I am also enclosing copy of Desy's airmail report on Mr. MacKinnon's reception in Brazil.

By all reports, the Trade Mission has done an extremely good job. They have been most cordially received, and left excellent impressions behind them. The speed with which they were able to conclude trade agreements with every country (except Peru) on which they called is an indication of the friendly feelings which South American countries hold for Canada.

You will see from the despatch of September 29th that the Chilean Government is expected to name a leading man from the public life of the country as first Minister to Canada and not promote the present Consul General, Mr. Feliu.

Esp

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CANADIAN TRADE MISSION
TO SOUTH AMERICA.

BUENOS AIRES.

CONFIDENTIAL.

September 29th. 1941.

Sir,

I have the honour to refer to my despatch of September 8th. on the visit of the Canadian Trade Mission to Perú and to report on the visit of the Mission to Chile, September 3rd. to 11th. 1941.

2. Mr. MacKinnon has already reported to you on the successful conclusion of a most favoured nation trade agreement with Chile, which was signed at Santiago on September 10th.

3. I made the usual explanation to the British Ambassador, Sir Charles Orde, of the reasons why he had not been made a co-signatory of the trade agreement. The explanation appeared unnecessary since Sir Charles said he would have considered such action a retrograde step.

4. The Minister of Foreign Affairs and Commerce of Chile, Sr. Juan Bautista Rossetti, expressed his pleasure a number of times, both in public and in private, over the establishment of direct diplomatic relations between Canada and Chile. The leading newspapers of Chile also referred cordially to this matter. Sr. Rossetti, when he first received the Canadian Mission, said that Chile would appoint a leading man from public life as Minister to Canada and a number of newspapers mentioned the name of the Alcalde (Mayor) of Viña del Mar, Sr. Grove, a brother of Colonel Marmaduke Grove, Secretary General of the Socialist Party - the most pro-Allied political party in Chile. Sr. Grove, whom we met in Viña, has an engaging personality. His grandfather was Irish and he speaks a little English, though rather broken.

5. The British Embassy has given me copies of their correspondence with the Chilean Foreign Office concerning the accrediting of a Canadian Minister to Chile. Though you have no doubt received copies

The Right Honourable

The Secretary of State for External Affairs,

OTTAWA - ONT.,

C A N A D A.

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of this correspondence, I enclose an additional set for your records.

6. I did not see this correspondence until after I had sent you my telegram of September 5th. concerning Canadian diplomatic relations with Perú and Chile. In that telegram I reported that the Chilean Government had asked the British Ambassador who would be the channel of communication with Canada when the Canadian Minister is in Buenos Aires. I note that this question was answered in part in the "informal explanation" which the British Ambassador gave to the Chilean Foreign Minister on August 16th., the last sentence of which reads as follows:

> "Should any matter arising during the absence of the Canadian Minister require action through diplomatic channels, the Canadian Government could request the Canadian Minister to proceed from Argentina to Chile for the purpose of dealing with such matter".

7. Since the enquiry of the Chilean Foreign Office must have been made after they had received this "informal explanation" they must have assumed that the Canadian Minister would be instructed to make a special visit to Chile only on matters of great importance. The Chilean Foreign Office would therefore, I think, appreciate learning from you what the normal channel of communication will be when the Canadian Minister is not in Santiago.

8. I assume that the channel of communication will be direct by telegraph or mail from the Foreign Office in Chile to the Canadian Minister in Buenos Aires, and that in no case will the British Embassy in Santiago be used as an intermediary. To continue to use the British Embassy as a channel of communication would in fact make the British Ambassador Chargé d'Affaires for Canada. The Ambassador would certainly not like to take on this role, and it would be confusing to the Chileans.

9. Correspondence by telegraph or mail between the Chilean Foreign Office in Santiago and the Canadian Minister in Buenos Aires is clearly not going to be entirely satisfactory, due to the great distance between the two capitals.

10. It was for these reasons among others that I said in my telegram of September 5th. that the only permanent solution to the problem of

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Canadian diplomatic relations with Perú and Chile is the accrediting of one Minister to the two countries on a six months' basis with a first or second Secretary at each post.

11. I discussed this hypothetical solution informally with Sr. Felix Nieto del Rio, political adviser to the Minister of Foreign Affairs and Commerce, and with the British Ambassador. They both agreed without hesitation that it would be entirely satisfactory to Chile.

12. On September 10th. at a luncheon which Sr. Rossetti, Minister of Foreign Affairs to Chile gave in our honour, Sr. Rossetti gave a most interesting speech which must have been carefully prepared. (The principal author of the speech was, I think, Sr. Nieto). I enclose three copies of an English translation prepared in the office of the Canadian Trade Commissioner in Buenos Aires.

13. In his speech Señor Rossetti emphasized the importance from the point of view of hemisphere solidarity of the visit of the Canadian Trade Mission and of the signature of the Trade Agreement. He referred to the "Pan-American" spirit of the members of the Mission, and said that the signature of the Agreement "is historic because it constitutes one of the first steps towards the inclusion of Canada in the system of continental collaboration and solidarity" in which Canada could play an important role economically and politically. He went on to say that the union of the Saxon and Latin races in Canada supported the Chilean contention that it was not necessary that America be divided into two rival racial blocs - one Anglo-Saxon, the other Latin. He also referred to the defence which Canada is now making of "her future integrity", and to the noble example of the friendship and fruitful collaboration between Canada and the United States. Towards the conclusion of his speech he said:

> "In entering into diplomatic relations with Canada, Chile is convinced that this great country is a co-operator of immense capacity in continental economy and an effective support for the strengthening of democratic principles which no country of America is disposed to abandon under any circumstances.
>
> Contact with this country is comforting and promises new triumphs for the common cause of continental unity. It also signifies a new means put at the disposal of the American collectivity, so that we may all contribute, when the time comes, towards the reconstruction of that Europe which we love so much for being the birthplace of our culture and which we would wish to see prosperous and in peace again".

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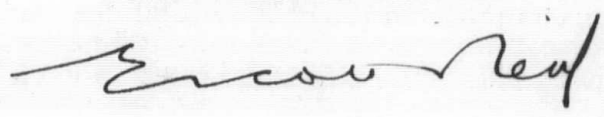
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14. The British Ambassador was particularly pleased with the Foreign Minister's references to Canada's role in the war, and with his statement that no country of America is disposed to abandon the principles of democracy under any circumstances, as well as with the toast to the King. The Ambassador felt that the Foreign Minister had gone further than was necessary in order to be polite and he welcomed these indications of support for the Allied cause and for democracy.

15. I am giving a copy of this despatch to Mr. Kirkwood to be given by him to the Canadian Minister to Argentina and Chile.

I have the honour to be
Sir,
With the highest respect,

Your obedient servant



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His Majesty's Ambassador at Santiago presents his compliments to The Secretary of State for External Affairs and has the honour to transmit to him the undermentioned documents.

British Embassy,

Santiago,

Chile.

:September 8th. 1941.

NAME AND DATE	SUBJECT.
Copy of Note No' 173 dated August 16th. 1941, from Sir Charles Orde to the Chilean Government.	Appointment of Canadian Representative to Chile.
Copy of Note No. 174 dated August 16th. 1941, from Sir Charles Orde to the Chilean Government.	
Copy of Note No.05829 dated August 28th. 1941, from the Chilean Government to Sir Charles Orde.	
Translation of Note No.05829 dated August 28th. 1941,from The Chilean Government to Sir Charles Orde.	

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Enclosure No' 1 in Santiago despatch No. 71 of September 8th. 1941.

C O P Y

BRITISH EMBASSY,
SANTIAGO.
August 16th' 1941.

No. 173.

Your Excellency,

At the instance of His Majesty's Government in Canada, and under instructions from His Majesty's Principal Secretary of State, I have the honour to inform you that His Majesty's Government in Canada have come to the conclusion that it is desirable to appoint an Envoy Extraordinary and Minister Plenipotentiary accredited to the Government of Chile.

2. Such a Minister would be accredited by His Majesty The King to the President of Chile, and he would be furnished with Credentials which would enable him to take charge of all affairs relating to Canada. The arrangement proposed would not denote any departure from the principle of diplomatic unity of the Empire, that is to say the principle of consultative cooperation amongst all His Majesty's Representatives, as amongst His Majesty's Governments themselves, in matters of common concern. Methods of dealing with matters which may arise concerning more than one of His Majesty's Governments would therefore be settled by consultations between Representatives of His Majesty's Governments concerned.

3. In proposing the appointment of a Canadian Minister, His Majesty's Government in Canada trust that it will promote the maintenance and development of cordial relations not only between Chile and Canada but also between Chile and the whole British Commonwealth of Nations.

4. It would be contemplated that for the present the Canadian Minister to be appointed to Argentina would also be serving as Canadian Minister to Chile. He would treat through ordinary channels of communication with Chilean Government on matters relating to Canada. The Canadian Government have been enquiring at the same time whether it would be agreeable to the Government of Chile if the question of stationing a Chargé d'Affaires at Santiago during the absence of the Canadian Minister could be deferred for the time being.

I avail myself of this opportunity to renew to Your Excellency the assurance of my highest consideration.

(Sgd.) C. W. Orde.

His Excellency
Señor don Juán B. Rossetti,
Minister for Foreign Affairs,
Santiago.

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INFORMAL EXPLANATION

The Canadian Government are experiencing some difficulty under existing circumstances in providing trained diplomatic staff for an additional Legation, and for this reason, while they wish the Canadian Minister to present his Letters of Credence in no distant future after he has presented his Letters of Credence to Argentina, they would desire to postpone for the present the appointment and stationing of a Chargé d'Affaires and Legation Staff at Santiago in the absence of the Canadian Minister. Should any matter arising during the absence of the Canadian Minister require action through diplomatic channels, the Canadian Government could request the Canadian Minister to proceed from Argentina to Chile for the purpose of dealing with such matter.

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Enclosure No.2 in Santiago despatch No.71 of September 8th. 1941.

C O P Y

BRITISH EMBASSY,
SANTIAGO.
August 16th. 1941.

No. 174.

Your Excellency,

With reference to my note of today's date expressing the desire of His Majesty's Government in Canada to appoint an Envoy Extraordinary and Minister Plenipotentiary accredited to the Government of Chile, I have the honour to inform Your Excellency that His Majesty's Government in the United Kingdom endorse in the fullest manner the hope entertained by the Canadian Government that such an appointment would promote the maintenance and development of cordial relations not only between Chile and Canada but also between Chile and the whole British Commonwealth of Nations.

I avail myself of this oportunity to renew to Your Excellency the assurances of my highest consideration.

(Sgd.) C. W. Orde.

His Excellency
Señor Juán B. Rossetti,
Minister for Foreign Affairs,
SANTIAGO.

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Enclosure No. 3 in Santiago despatch No.71 of September 8th. 1941.

C O P Y

REPUBLICA DE CHILE
MINISTERIO
DE RELACIONES EXTERIORES.

Santiago, 28 de Agosto de 1941.

No 1 4-0-1-22.- 05829.

Señor Embajador:

Tengo el honor de acusar recibo de las atentas comunicaciones de esa Embajada, Nos. 173 y 174, de 16 de Agosto en curso, en las cuales Vuestra Excelencia se sirve manifestares que el Gobierno de Su Majestad en el Canadá ha estimado conveniente proceder a la designación de un Ministro Plenipotenciario ante el Gobierno de Chile.

Mi Gobierno ha tomado nota con la mayor satisfacción del mencionado propósito del Gobierno del Canadá y comparte, asimiemo, su opinión en el sentido de que el establecimiento de vinculos diplomáticos entre ambas naciones servirá para promover el mantinimiento y desarrollo de cordiales relaciones de amistad no mólo entre Chile y el Canadá, sino, además, entre nuestro país y toda la Comunidad de Naciones Británicas.

Por otra parte, me honro en manifestar a Vuestra Excelencia que, si bien, mi Gobierno no tiene inconveniente alguno en que se acredito como representante en Chile a la misma persona que debe ocupar dicho cargo en la República Argentina, ni en que sea postergada, por el momento, la designación de un Encargado de Negocios en nuestro país para que reemplace durante mu ausencia al Ministro titular, abriga la esperanza de que dicha situación habrá de ser transitoria y qye ella se normalizará, cuando las circunstancias lo permitan, con el nombramiento de un representante diplomático permanente del Canadá en Santiago.

Junto con rogar a Vuestra Excelencia, quiera transmitir al Gobierno de Su Majestad en el Canadá, los agradecimientos del Gobierno de Chile por tan feliz determinación que permitirá hacer efectivo su anhelo de vinculación americana, sírvase aceptar, señor Embajador, las seguridades de mi más alta y distinguida consideración.

(Sgd.) Juán B. Rossetti.

AL EXCMO, SEÑOR CHARLES ORDE
EMBAJADOR EXTRAORDINARIO Y PLENIPOTENCIARIO DE SU MAJESTAD BRITANICA,
PRESENTE.

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Enclosure No. 4 in Santiago despatch No. 71 of September 8th. 1941.

TRANSLATION.

REPUBLIC OF CHILE
MINISTRY FOR FOREIGN AFFAIRS.

SANTIAGO, August 28th. 1941.

No. I 4-0-1-22.- 05829.

Your Excellency,

I have the honour to acknowledge the receipt of Your Excellency's notes Nos. 173 and 174 of August 16th., in which you inform me that His Majesty's Government in Canada have come to the conclusion that it is desirable to appoint a Minister Plenipotentiary accredited to the Government of Chile.

My Government has noted with great satisfaction the above mentioned proposal of the Canadian Government, and likewise shares their opinion that the establishment of diplomatic relations between our two countries will serve to promote the maintenance and development of cordial and friendly relations not only between Chile and Canada, but, further, between our country and the whole of the British Commonwealth of Nations.

At the same time, I have the honour to inform Your Excellency that, while my Government have no objection to the same person accredited as representative in the Argentine Republic also being appointed to Chile, nor to the postponement of the appointment of a Chargé d'Affaires in our country to replace the titular Minister during his absence, they hope that this situation will only be temporary, and that it will be regularized when circumstances permit, by the appointment of a permanent Cahadian diplomatic representative in Santiago.

While requesting that Your Excellency will be good enough to convey to His Majesty's Government in Canada the gratitude of the Chilean Government for such a happy decision, which will permit the realization of her desire for American unity (vinculacion), I avail myself of this opportunity to renew to Your Excellency the assurance of my highest consideration.

(Sgd.) Juan B. Rossetti.

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CANADA IS A COOPERATOR OF ENORMOUS CAPACITY FOR WORLD ECONOMY.

Speech of the Minister of Foreign Affairs, Mr. Rossetti, at the luncheon given on the 10th. of September at Santiago de Chile.

"It is a pleasure for me to declare that during the brief days of their stay amongst us, the Canadian Trade Mission presided by His Excellency the Minister of Trade and Commerce, Mr' James Angus MacKinnon, have won the sympathy and profound appreciation of the Government and the people of Chile. This Mission has brought us a message of friendship from Canada which we have received with the sincerest pleasure. The country from the extreme North of America has come to bind itself to the country in the extreme South, sending a select group of men whose intelligence, preparation and Pan-American spirit are a reflection of the splendid Canadian democracy. After a few hours of work, we have agreed to draw up a commercial agreement based on the principles of the most-favoured-nation, with provisions which consecrate, also, the traditional doctrine sustained by Chile, to reserve for our country the right to concede exclusive favours to border countries.

The discussion of this agreement took place in an atmosphere of simplicity and harmony, as between old friends, discussing with entire frankness the respective points of view of the Governments involved. It was therefore easy to come to an understanding, and we realized the possibility of later investigations towards the creation of a direct current of trade between both nations. It is well known that treaties do not always result in certain business, but in this case I am sure that once the recently established diplomatic relations are settled down, mutual goodwill and a detailed examination of the markets, will bring about as a consequence, a considerable current of interchange. Our wishes and those of the Canadian Mission coincide in the desire to increase this current. The celebration of the agreement is historic because it constitutes one of the first steps towards the inclusion of Canada to the system of continental collaboration and solidarity. Canada shows herself to be a very solid element in the political and economic life of our America, by the comprehensive and calm attitude of her leaders, her industrial

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power, her wonderful efforts on the road to progress and the advancement of her methods in the most varied manifestations of human life. Moreover Canada is an example of great civil virtue and national energy. Whoever knows her history, understands the wisdom which she has exercised to unite the Saxon and Latin races, proving that this is possible in America if it is done with a spirit of authentic understanding. We Chileans are not in favour, generally, of that old division of America into two blocks, racially, who consider themselves as rivals. We do not oppose a Latin America and an Anglo Saxon America. We believe that in spite of language differences, there are solid links which unite the people and assure a perfect social harmony. Canada is an example of how Anglo Saxons and Latins may constitute a homogeneous conglomeration. Canada is also a living example of the benefits derived by a young nation from a select and adequate immigration. Her history shows how she has conquered, slowly, her immense and fertile territories by means of the peaceful penetration of work, and the settlement of millions of immigrants on the agricultural lands along the gigantic Canadian-Pacific Railway. The excellency of free government, obtained in 1867, provoked the affluence of immigration which spilt itself over the fertile plains of Canada, a percentage of 100,000 colonists per year, a figure which rose to 400,000 annually in the second decade of this century.

Loyal to her King, Canada gave proof of immense sacrifice and unheard-of heroism in the world war, and now, in this conflict which has spread confusion and horror in all corners of the earth, the country is again engaged in the defence of her future integrity, using her powerful material and moral resources and her unbreakable faith in her destiny.

A noble example of Canada is her frontier life. She is the nation which has, with another, one of the most extensive frontiers in the world. Nevertheless, since the United States and Canada fixed their frontiers, there has never been any friction between the two countries of any kind, and, on the contracy, a most fruitful collaboration has been created. Since the convention of 1818 between Great Britain and the United States, perfect peace between both countries has eliminated any

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cause for misunderstanding. Since John Quincey Adams, no statistician has repeated in his private diary the words: "I am afraid that we will have to fight over this", referring to the incidents at that time of negotiations, because since then, a perpetual friendship has come to assure peace between each nation.

In entering into diplomatic relations with Canada, Chile is convinced that this great country is a co-operator of immense capacity in continental economy and an effective support for the strengthening of democratic principles which no country of America is disposed to abandon under any circumstances.

Contact with this country is comforting and promises new triumphs for the common cause of continental unity. It also signifies a new means put at the disposal of American collectivity, so that we may all contribute, when the time comes, towards the reconstruction of that Europe which we all love so much, for being the birthplace of our culture and which we would wish to see prosperous and in peace again.

When you are back in your country, gentlemen members of the Canadian Delagation, I ask you to manifest to your Government, and especially to your illustrious Prime Minister Mr' MacKenzie King, that the nation of Chile and her Government, presided by the Most Excellent Mr' Pedro Aguirre Cerda, nourish towards Canada, her country and her institutions, a profound sentiment of admiration and friendship. Not only do we give you to-day a commercial agreement signed and sealed with the arms of the Republic, but also, our sincere affection.

Gentlemen, I rise to drink to the health of His Majesty the King, the Government of Canada, and of you gentlemen members of the Delegation, to whom, and to whose chief, Mr. MacKinnon, I render special tribute of sympathy and affection.

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CANADIAN TRADE MISSION
TO SOUTH AMERICA.

- BUENOS AIRES.

CONFIDENTIAL. September 30th. 1941.

Sir,

I have the honour to refer to my despatch of September 29th. on the visit of the Canadian Trade Mission to Chile, and to submit a report giving my impressions of the three countries on the West Coast, which we have visited - Ecuador, Perú and Chile. I should be grateful if you would consider this report as giving merely impressions and not considered conclusions. We were in Ecuador for only two days and in Perú and Chile only a week each, and in all three countries almost all our time was taken up with discussions on the possibility of making a Trade Agreement or with official receptions.

2. The Governments of the three countries treated us most hospitably and with perfect courtesy. It is, I think, important that Canada treat officials from these countries who may visit Canada with at least the same amount of hospitality and courtesy. Due to the importance which the officials of these countries obviously attach to the formalities of international visits they might feel that they were being slighted if they were not accorded the formal courtesies and hospitality which they are accustomed to accord visiting foreign officials, e.g. reception at the border by an official conveying greetings from the Head of the State, reception on arrival at the capital*, official calls on the Head of the Government and on the principal ministers, lavish banquets. Since governments change frequently in these countries, it would be wise to extend these courtesies not only to leading officials, but also to other leading citizens who are likely to play an important role in their country.

The Right Honourable
The Secretary of State for External Affairs,
OTTAWA - ONT.,
C A N A D A.

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3. The heads of the British Missions in the three countries and the members of their staffs have been very hospitable and have helped us to the limit of their abilities. I regret to say, however, that I have not been impressed by the ability of either the Minister to Ecuador, Mr. Bullock, or the Minister to Perú, Mr. Forbes. Mr. Bullock is about to be replaced by Mr. Hughes-Hallett. The Ambassador to Chile, Sir Charles Orde, who has been in Chile for only a year definitely seems to have ability, but it is possible that he may rely too much on the judgment of his first secretary, Mr. Robert Allen, whose ability does not seem to be more than mediocre.

4. The work of the British Press Officer in Lima, Mr. Scelle, did not impress me. The treatment of the Allied cause in the newspapers in Lima is remarkably good, but I am inclined to believe that it might have been better if the British press office had not existed. This office is now spending $50,000 (U.S.) a year of which $32,000 is contributed by the United Kingdom Government and $18,000 by British and Canadian firms in Perú, a considerable part of this sum coming from the Royal Bank of Canada and International Petroleum Ltd. The Chief British press officer in Lima was away during our visit, but I was favourably impressed by his assistant, Mr. Robert Hogge. However, on the whole, I have doubts about the wisdom of the press policy which the British are now following on the West Coast - a policy of direct and indirect subsidies, and of threats of withdrawal of advertising and of newsprint. Certainly the ultimate decision as to whether newsprint should be cut off from newspapers on the West Coast should not be put in the hands of the British Mission in any of the countries concerned.

5. The relations between the British and American communities in Lima and between these communities and the citizens of Perú seem to be fairly intimate. In Santiago, however, I have the impression that the British and American communities, both official and business, are not on intimate terms, and that the British community on the whole lives too much apart from the Chilean. One indication of this is that the Prince

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of Wales Golf Club to which most of the British belong contains almost no Americans and, so far as I know, no Chileans. Should a Canadian Legation be established in Santiago it might be useful to suggest to its members that they should be active members of only such social or recreational clubs which have a reasonable number of Chileans as members.

6. It is clear that any Canadian diplomatic officer living in Santiago will have difficulty in arriving at a satisfactory relationship with the local British community. They will overwhelm him with kindness and unless he is careful he will find he is spending most of his time with them and not with Chileans. He will also have difficulty in making it clear that he is not a member of either the British or American communities to the exclusion of the other.

7. Both the British and American Ambassadors in Santiago agree that German influence in Chile constitutes a greater danger than in any other South American country. Their opinions must of course be discounted because of the natural inclination of every man to exaggerate the importance of his own post. It certainly seems clear, however, that the Allies and the United States can depend more on Ecuador and on Perú than on Chile, even though in both Ecuador and Perú the Foreign Minister is considered to be pro-German.

8. The American Ambassador said that the extent of German influence in Chile is in part due to the fact that the Germans in Chile are relatively more numerous than in any other South American country. Nor do they as in Brazil live in separate communities, but they have long ago become part of Chilean life by intermarrying with leading Chilean families, and by rising to prominent positions in Chilean business firms.

9. It seems to me that another reason for the peculiarly dangerous situation in Chile is the bitterness of the Right over their expulsion from power by the Frente Popular two years ago. The Right is struggling to get back into power; it is beginning to believe that it cannot get back into power by a free vote; it is honestly frightened of Communism and considers the mild measures of the Popular Front Government as being

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communistic if not socialistic. The Right might therefore make a temporary alliance with the Nazis in order to get into power by a "coup d'état" thinking that they could dish the Nazis afterwards. Another danger is that the Popular Front Government is not "delivering the goods" to the working class, which may, in despair of rising above their present poverty, support a revolutionary movement.

10. One official in the Chilean Foreign Office is reported to have explained Chile's middle of the road policy in international affairs by saying that if the Government went too far in the Allied direction the right wing would revolt, and if it went too far in the opposite direction the communists would revolt.

11. The United States however appears to believe that if it enters the war it can carry Chile in too. I was reliably informed that it has received assurances to this effect, and that the necessary staff conversations have been held. On the other hand the British Ambassador does not believe that Chile would enter the war but he is, I think, inclined to underrate the extent of United States influence in Chile to-day.

12. Mr. Robert Hogge, assistant British Press Officer in Santiago, who strikes me as being intelligent and well informed, believes that the group in Chile which stands most in need of Allied propaganda are the devout Roman Catholics. Certainly it is generally agreed that the Catholic Party, which is the Conservadores, contains the greatest proportion of pro-Germans of any political party. The same thing may be true in Ecuador and Perú. In both these countries the Foreign Minister is said to be a devout Catholic and pro-German, and to be on terms of intimate friendship with the German Minister who is also a devout Catholic. It is clear therefore that the situation on the West Coast might be improved if the Roman Catholics in these countries had a better understanding of the role which Catholic French Canada is playing in the war under the able leadership of Cardinal Villeneuve, Mr. Lapointe and Mr. Godbout.

13. I am giving a copy of this despatch to Mr. Kirkwood to be given

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by him to the Canadian Minister to Argentina and Chile.

I have the honour to be

Sir,

With the highest respect,

Your obedient servant,

Ernest Reid

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CANADIAN TRADE MISSION
TO SOUTH AMERICA.

Rio de Janeiro,

October 10th. 1941.

Sir,

I have the honour to refer to my despatch of September 30th. in which I submitted a report giving my impressions of Ecuador, Perú and Chile, and to report on the visit of the Canadian Trade Mission to Argentina, September 16th. to October 3rd. 1941.

2. Mr. MacKinnon has already reported to you on the successful conclusion of a most favoured nation agreement with Argentina, which was signed at Buenos Aires on October 2nd.

3. I made the usual explanation to the British Ambassador, Sir Esmond Ovey, of the reasons why he had not been made a co-signatory of the Trade agreement. Sir Esmond did not seem to have been put out by not having been made a signatory.

4. During our whole stay in Argentina we were guests of the Argentine Government which paid every item on the hotel bill of each member of the delegation, and provided us with three official cars which were always at our disposal, and which were escorted by two motorcycle policemen. They also attached to the delegation two officials in the government, Dr. Eduardo Vivot of the Foreign Office, and Dr. Alejandro Marshall of the Department of Agriculture. The high standard of hospitality and courtesy which had been accorded us by the governments of Perú, Ecuador and Chile was excelled by the Government of Argentina. It is clear that the Argentine Government accord even more importance to these formal hospitalities and courtesies than do the Governments of Perú, Ecuador and Chile.

5. We were reliably informed that the Argentine Government accorded the Canadian Trade Mission more hospitality and courtesy than they had ever accorded a comparable delegation from a foreign country.

The Right Honourable
The Secretary of State for External Affairs,
OTTAWA, ONT.,
C A N A D A.

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Rio de Janeiro,

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The Right Honourable
The Secretary of State for External Affairs,
OTTAWA, ONT.,
C A N A D A.

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6. In my immediately following secret despatch, dated October 11th., I shall report on my impressions of Argentina.

7. I am giving a copy of this despatch to Mr. Kirkwood to be given by him to the Canadian Minister to Argentina.

I have the honour to be,

Sir,

With the highest respect,

Your obedient servant,

(Sgd.) ESCOTT REID.

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CANADIAN TRADE MISSION
TO SOUTH AMERICA.

Rio de Janeiro,

October 11th. 1941.

SECRET.

Sir,

I have the honour to refer to my despatch of October 10th. reporting on the visit of the Canadian Trade Mission to Argentina, and to report on my impressions of that country. I should be grateful if you would consider this report as giving merely impressions and not considered conclusions. Every competent observer whom I met in Argentina agreed that the Argentinos - and by that I mean the Argentine upper classes who govern the country - are a most difficult people to get to know and to understand. It would be stupid for me to believe after less than a fortnight's stay in the country during which most of my time was taken up with formal receptions that I had been able to penetrate beneath the surface of Argentine life. To save time I shall make flat statements but these unqualified statements are all subject to the implicit qualification that I am not really certain about the truth of any statement about Argentina.

2. Argentina is rather like the England of the late eighteenth century. It is governed by a small landed aristocracy, the estancieros. The small middle class and the large urban and rural working class have little influence on government.

3. The governing classes are, on the whole, not as charming as the Chileans, not as cultured as the Peruvians. They know they do not come of as good Spanish families and that they do not speak as good Spanish as the Peruvians and that the upper classes on the West Coast look down on them as wealthy but rather raw and uncultured. They are therefore a bit unsure of themselves and take offence easily.

4. Partly as compensation for this inner feeling of unsureness,

The Right Honourable
The Secretary of State for External Affairs,
OTTAWA - ONT.,
C A N A D A.

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partly because the facts do provide justification, the Argentinos claim that Argentina is the natural leader of Latin-America and they tend almost to despise the other Latin-American countries. Brazil is a "nigger republic"; Perú and Mexico are Indian countries; the mass of the Chilean population is partly Indian and besides Chile is a poverty-stricken country; the other countries of Latin-America are all small or are not "white". Argentina is the only white power of importance south of the Rio Grande. Argentina has a national mission - to be the leader of Latin-America against the Anglo-Saxon United States. The crux of the tragedy of Argentina's present plight is that it is now a very bad third to the United States and to Brazil in the political and economic leadership of Latin-America. The shrewd, patient good-neighbour policy of the last ten years, and the financial power of the United States, the fact that the war is every day cutting off Latin-America more and more from transoceanic markets and sources of supply of essential products, and is putting the economic life of Latin-America at the mercy of the United States - all this is bringing the other Latin-American countries closer and closer to the United States, while Argentina, which still refuses to cooperate with the United States, is becoming almost isolated politically. And while in danger of being isolated politically, it sees the gap between its economic strength and the much greater economic strength of Brazil constantly increasing.

5. The feelings of dislike, contempt and fear which the governing classes in Argentina seem, on the whole, to have for the United States, arise in part from their belief that Argentina has a national mission to be leader of Latin-America against the United States. Another reason is that the economic ties of Argentina have in the past been with Europe and not with the United States. The business connections of the Argentinos have consequently taken them to Europe, not to the United States. Their cultural links were also with Europe. Thus the governing classes in Argentina have not known the United States at first-hand and they have found it easy to believe that the United States was a materialistic, imperialistic nation with no culture, and that Argentina bulked almost as large in the minds of the government and people of the United States as the United

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States did in the minds of the governing classes of the Argentine.

6. The American Ambassador, Mr. Norman Armour, believes that dislike of the United States is lessening as more and more of the members of the governing classes visit the United States. Their fears that the good-neighbour policy is a mere temporary crisis expedient diminish after they talk to leaders in United States life; they see that the United States has some culture; and finally they become fully conscious of the great wealth and resources of the United States compared with which those of Argentina look minute, and they realise that Argentina looks too small when seen from the United States for it to be reasonable to believe that persons of influence in the United States lie awake at nights plotting the economic and financial domination of Argentina.

7. These ancient prejudices and misunderstandings do not by themselves explain the failure of the Argentine Government to cooperate with the United States to-day. The Argentino is intelligent and once he was convinced that the national interest of Argentina (which he would probably equate with the interest of the large land owners) demanded a policy of cooperation with the United States, he would cooperate, even though reluctantly. Argentina does not cooperate to-day because a sufficiently large number of men in important positions still believe that Germany is going to win the war, and that after the war Germany will reward its friends and punish its enemies.

8. The Foreign Minister, Dr. Ruiz Guiñazu, definitely believes that Germany is going to win the war. Competent observers do not rate his abilities very high and hold that his belief in a German victory is in part the result of wishful thinking, since he prefers a German victory to an Anglo-American victory. Other high officials in the Foreign Office, including Dr. Torriani, the chief of the commercial division, share the Foreign Minister's views. There is a story, which cannot be confirmed, that the Army chiefs reported to the Government some time in the middle of August that Germany could not win the war. However, it is clear that this opinion is not shared by all the army.

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9. I have not been able to get any reliable information about the views of Dr. Castillo, who is vice-president and acting president. The general impression, however, is that he is coldly neutral and that he has not much strength of decision or character.

10. Some observers believe that the bulk of the cabinet desire and expect not a German victory but a stalemate peace which would leave Germany in command of the European continent. Under such circumstances these members of the cabinet are said to think that the southern half of South America would be debatable ground between Germany and the United States. Argentina could then play one off against the other and thus preserve its independence and make good bargains.

11. I find it hard, however, to believe that this last interpretation is correct. The Argentinos must realise that there is a good chance that a stalemate peace would find the United States strong enough to assume control of the whole hemisphere, and so afraid of Germany that it would do so, and that in consequence their chances of being dominated by the United States are greater if the war ends in a stalemate than if it ends in an Anglo-American victory. Thus the intelligent Argentino, though he may expect a stalemate, can hardly hope for it.

12. As in Ecuador, Perú and Chile, so in Argentina, pro-Germanism is stronger among devout Roman Catholics than among any other important section of the community. I asked the American Ambassador for his explanation of this. His reply was interesting and strikes me as being reasonable. He said: "The reason is that the Church in Spain falls like a curtain between the Church in Argentina and the Vatican. The policy of the Vatican is as satisfactory as we could hope for, but the Church in Argentina is not influenced by Vatican policy. It is influenced by the Church in Spain. This dates only from the civil war in Spain. The Roman Catholics believe that Germany and Italy saved Spain from communism. That is why they are pro-German and pro-Italian".

13. He went on to say that when Germany invaded Russia he had been worried by the effect on Roman Catholic opinion in Argentina of the entry of Russia into the war as an ally of Great Britain. However, he now

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believed that the entry of Russia into the war had changed the balance of public opinion in Argentina remarkably little. It was true that Roman Catholic opinion had been adversely affected to some extent but this had been offset by added support for the Anglo-American cause from socialists and communists and from others who believed that Germany's chances of victory had diminished or disappeared as a result of its losses in the Russian campaign.

14. The relations between the British and the American communities in Buenos Aires are definitely bad, and appear to be getting worse. I was told that after the fall of France the Americans tried to patch up their differences with the British. They feel that the British did not even try to meet them half way but that they patronized them. The result is that the British and the Americans still live in separate communities and see little of each other. One young American, for example, who has been in Buenos Aires for three months or so studying political conditions and who knows the officials in the American Embassy fairly well, told me that he had not yet met an Englishman at any American party.

15. The gulf between the British and the American communities in Buenos Aires has existed for long, but it seems to be widening as a result of the war. The British, as a whole, feel they have a proprietory interest in Argentina. They built its railroads, organized its meat industry, gave it loans. The Americans are now, in their opinion, reaping where the British sowed and are taking advantage of Britain's participation in the war to supplant Britain in Argentina. Some of the British are also bitter because the United States is not in the war and they do not realise the extent of the aid which the United States is now giving in the war against Germany.

16. This antipathy between the British and the Americans in Buenos Aires is going to be an embarrassment to the Canadian Minister to Argentina He is going to find it difficult to prevent himself being used by one group against the other. His only hope is to keep himself separate from each. This will require great tact on his part, especially at the beginning of his mission when the British Embassy will do their best to take him in tow,

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introduce him to their friends, fill him up with their prejudices, and pass him off as a sort of subsidiary official of the Embassy.

17. He will also be embarrassed by requests for cooperation from the Argentine Association of English Culture. Mr. Millington Drake, former British Minister in Uruguay, has just been appointed head of this organization in South America. Mr. Millington Drake is a wealthy, eccentric enthusiast. He says that he believes that Great Britain lost its political influence in Argentina during the last war, that it is losing its economic position in this war, and that it can only retain its influence by "selling" British culture to the Argentinos. This will offset the growing influence of American culture and the old-established influence of French culture. He does not seem to have even the vaguest notion that such an objective might not receive the whole-hearted cooperation of a country such as Canada which is not only British but also American and French.

18. The Canadian Minister to Argentina is going to have a difficult role to play. But if he plays it well, it will be a role of the greatest importance. Since he is both British and American he can do something to break down the barriers between the British and the United States communities. As a citizen of a small American nation lying alongside the United States he can understand better than can a citizen of the United States the fear of Argentinos of United States domination, and at the same time, because of his knowledge of the United States, he can reassure the Argentinos about the United States. In order to do this he may have to initiate them gradually into some of the mysteries of the three-cornered relationship between Canada and the United Kingdom and the United States for some of the Argentinos believe that Canada is protected against United States domination not by the good sense of the peoples of the two countries but because Great Britain stands ready to defend Canada against the United States. He can thus do something to break down the barriers of misunderstanding between the United States and Argentina. Furthermore by merely telling the story of the support which Roman Catholic French-speaking Canada is giving to Canada's all-out war effort he can prove to the

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Catholics of Argentina that Catholics who are every bit as devout as they are (and are not tinged with protestantism as many of them consider the Roman Catholics in the United States to be) nevertheless heartily support the Anglo-American cause.

19. I am giving a copy of this despatch to Mr. Kirkwood to be given by him to the Canadian Minister to Argentina.

I have the honour to be

Sir,

With the highest respect,

Your obedient servant

(Sgd.) ESCOTT REID.

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C231003

CANADIAN TRADE MISSION
TO SOUTH AMERICA.

Rio de Janeiro,

October 12th. 1941.

CONFIDENTIAL.

Sir,

I have the honour to refer to my despatch of October 11th. giving my impressions of Argentina and to report on the visit of the Canadian Trade Mission to Uruguay, September 27th. to 30th. 1941.

2. The Mission has already reported to you by two telegrams of September 30th. the terms of the arrangement reached with the Uruguayan Government on foreign exchange.

3. Uruguay is the only country we have so far visited in which the members and officials of the Government are openly and fervently pro-Ally. After listening to the two speeches which the Foreign Minister, Dr. Guani, delivered at luncheons given in our honour, I can fully concur in a statement made to me by one of the members of the British Legation in Montevideo - "Every time Dr. Guani speaks, he declares war against Germany".

4. The most significant recent development in the international policy of Uruguay is, of course, Uruguay's agreement with the United States for the construction of air and naval bases in Uruguay. Apparently the most important of these bases is to be constructed at Punte del Este. This will command the entrance to the Rio de la Plata and, though nominally Uruguayan, will, no doubt, be under the effective control of the United States. Uruguay has agreed to the construction of these bases, as one Uruguayan official said to me, "in spite of what Argentina may say". Uruguay is doing this because it is a democratic, pro-United States country which is anxious to cooperate with the United States in defending the hemisphere against aggression. But by its action it is also doing something more. Uruguay is calling in the

The Right Honourable

The Secretary of State for External Affairs,

OTTAWA - ONT.,

C A N A D A.

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United States to redress the balance in the Rio de la Plata. In the past Uruguay has maintained its independence by being a buffer state between Argentina and Brazil. It is now becoming a buffer state between Argentina and the United States and has secured the United States as a protector against Argentina.

5. The new British Minister to Uruguay, Mr. Stephenson, had presented his credentials in Montevideo only a few days before our Mission arrived. He was very kind and helpful to us and from my brief talks with him I am inclined to believe he is the ablest British Minister or Ambassador we have yet met on our trip. His appointment to Montevideo may indicate that the British Foreign Office have given up their previous policy of considering South America as a convenient graveyard for mediocre ministers and ambassadors.

6. The question of the establishment of direct diplomatic relations between Uruguay and Canada was raised by the Foreign Minister, Dr. Guani, during the Mission's official call on him on September 27th. He said that Uruguay would like to establish direct diplomatic relations with Canada; that for a beginning they hoped that the Canadian Minister to Buenos Aires would also be accredited to Montevideo; and that perhaps later a separate Canadian Minister might be accredited to Montevideo. Mr. MacKinnon replied that we were very honoured by the suggestion and that he would immediately transmit Dr. Guani's message to you.

7. Dr. Guani did not say whether Uruguay would want to send a Minister to Ottawa or whether it would want to accredit to Ottawa its Ambassador to Washington. The British Minister will be seeing Dr. Guani shortly on another matter and, at my suggestion, will sound him out as to what he has in mind and will report to you.

8. I should not like to express an opinion myself on the nature of the reply which should be given to Dr. Guani until I have been able to give the matter further consideration and until I know the kind of representation which Uruguay would establish at Ottawa. I certainly feel that we should not go back on our well-established rule not to accept at

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Ottawa ministers who are also accredited to Washington.

9. The main argument for agreeing to Uruguay's request is that it would cost Canada virtually nothing in money or personnel since the Minister at Buenos Aires would also be accredited to Montevideo and would visit Montevideo only occasionally, and that it would please, and increase to some extent the prestige of, a friendly nation, which is the most pro-Allied country in South America and probably the most democratic. The main argument against agreeing to the request is that it would make it very difficult to refuse similar requests from the other neighbours of Argentina - Paraguay and Bolivia.

10. The President of the Republic, General Baldomir, in his conversation with Mr. MacKinnon during the official call on September 27th., said that he would like the Uruguayan Military Mission which is now in the United States to visit Canada. Mr. MacKinnon said that he was sure you would be very glad to have the Mission come to Canada. The British Minister, Mr. Stephenson, is going to discuss this matter with Dr. Guani and will telegraph you direct.

11. I am giving a copy of this despatch to Mr. Kirkwood to be given by him to the Canadian Minister to Argentina.

I have the honour to be,

Sir,

With the highest respect,

Your obedient servant

(Sgd.) ESCOTT REID

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Canadian Legation

Rio de Janeiro.

October 18th 1941.

No. //

Sir,

I have the honour to report that the Canadian Trade Mission to South America, headed by the Honourable James A. MacKinnon, arrived in Brazil on October 6th., spending four days at São Paulo, and arriving at Rio de Janeiro on October 10th. They left Rio on their homeward journey today.

Detailed reports on the programme and results of their visit in Brazil will be furnished to you in due course. I merely wish to submit to you in this communication a general impression of the Mission's visit.

2. I would say without reserve that Mr. MacKinnon personally has made a very deep impression here among all the Brazilians, Canadians and other residents whom he has met. His sincerity, friendly manners and sympathetic understanding of the country have won the esteem and affection of all. Thanks to a very extensive programme of official and social functions, he has had an opportunity of meeting hundreds of Brazilians in all professions, and has won enconiums and enjoyed an unwontedly cordial welcome. The Brazilian official authorities have excelled themselves in their consideration of this mission; and this evidence of good will was especially manifested by the luncheon which President Getulio Vargas himself gave to the mission - an action which is regarded here as an exceptional and unusual honour. Another evidence is given by the fact that the Foreign Minister in person came to meet the Hon. MacKinnon on his arrival in Rio and attended his departure at the airport at 6. A.M. As the Foreign Minister stated to me, this mission received an unprecedented welcome.

The Right Honourable

The Secretary of State for External Affairs,

OTTAWA - ONTARIO,

CANADA. -

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3. Needless to say, the Minister's suite, comprising Mr. L. D. Wilgress, Mr. Y. Lamontagne, Mr. Escott Reid, and Mr. A. Adams, lent a strong support to the Minister and enhanced the favourable impression the Mission created in Brazil. On the practical side, the conversations held by all these officials on commercial matters have been of utmost value, and the material results include the conclusion, with rapid and amicable concurrence on both sides, of a Canadian-Brazilian most favoured nation trade agreement.

4. You will doubtless hear personally of Mr. MacKinnon's impressions of Brazil. I can only emphasize here the very favourable Brazilian impressions of Mr. MacKinnon and the Canadian Trade Mission. The visit of the Trade Mission has contributed enormouly to putting Canada "on the map" in Brazil and arousing an appreciative interest in the Dominion, and has to an uncalculable extent facilated my own mission here.

I have the honour to be

Sir,

With the highest respect,

Your obedient servant

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N.A. ROBERTSON TO WLMK

ER/MMB

October 31st, 1941.

Trade-Con. Trade with South American Republics

MEMORANDUM FOR THE PRIME MINISTER.

C231093

SOUTH AMERICAN TRADE AGREEMENTS.

1. The Canadian Trade Mission to South America signed unconditional most favoured nation trade agreements with Chile, Argentina and Brazil, and entered into an exchange of notes with Ecuador which constitutes a modus vivendi. This modus vivendi also provides for most favoured nation treatment.

2. These four documents are now being printed so that they may be tabled in the House of Commons.

3. The three trade agreements require approval by resolution of both Houses of Parliament. Our practice is that resolutions approving of trade agreements of major importance such as that with the United States are introduced by the Secretary of State for External Affairs but that resolutions for trade agreements of lesser importance are introduced by the Minister of Trade and Commerce.

4. I suggest that the three resolutions for the agreements with Chile, Argentina and Brazil should be introduced simultaneously in the House of Commons by the Minister of Trade and Commerce.

5. The Minister of Trade and Commerce will be expected to report to the House of Commons on his mission to South America. I suggest that he give this report when he introduces the resolutions of approval for the three trade agreements. This will make it unnecessary for him to give two speeches covering much the same ground.

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6. The exchange of notes with Ecuador does not require approval by Parliament. The Minister of Trade and Commerce can, however, in his speech, mention the nature and effect of this exchange of notes. He can also refer to the joint declaration entered into with Peru affirming the desire of both Governments to enter into a most favoured nation trade agreement and the agreement made with Uruguay concerning the granting of foreign exchange for the purchase of Canadian products by Uruguay.

7. A decision must be made on when the resolutions should be introduced. If the parliamentary time table will permit, there is much to be said in favour of introducing them as soon as possible while the Mission is still fresh in the public mind .

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31st Oct.,1941

C231095

Also enclosed in this bag:

Memorandum for the Prime Minister
re South American Trade Agreements.

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April 9, 1942.
MW/MB

C231096

6-1051
v.1

MEMORANDUM FOR THE PRIME MINISTER

Re: Ratification of 1941 Trade Agreements with Chile, Argentina and Brazil

a-101
v.1 en 1941

B-251
v.1

The Senate and House of Commons approved these agreements, and their ratification has been authorized by Council.

a-300
1942

P-652-2
1942

Annexed for your signature are the three Instruments of Ratification.

(N.A. ROBERTSON)

signed + returned to Mr Robertson

✓

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C231097

N A ROBERTSON TO WLMK

Brazil
C. Trade for South American Republics

NAR/SR
8.3.43

B-25-1
V-1

MEMORANDUM FOR THE PRIME MINISTER

Both Canada and Brazil have now ratified Canada the Trade Agreement signed at Rio de Janeiro on October 17th, 1941, and arrangements are being made for the exchange of ratifications which is to take place in Ottawa. I should be glad to know whether any day this week would suit you. The exchange of ratifications is usually effected in your office in the East Block. Probably some morning at eleven o'clock, before Council or War Committee, would be suitable. Since the exchange of ratifications will conclude our first Agreement with Brazil, I think it would be an occasion to have the newsreel photographers in.

N A ROBERTSON

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W.L.M.
16.iii.43.

Memorandum for the Prime Minister

Ceremony of exchange of ratifications of the Trade Agreement between Canada and the United States of Brazil.

The following arrangements are suggested for a ceremony for the exchange of ratifications on Wednesday morning, March 17 at 11.00 a.m. in the Prime Minister's Office, East Block. This time and place are convenient not only to the Prime Minister, but to the Honourable J.A. MacKinnon, Minister of Trade and Commerce and the Honourable Caio de Mello Franco, Minister of Brazil. A short memorandum is attached of particulars of the Trade Agreement. A Treaty Series copy of the Trade Agreement is attached.

Persons attending:

The Prime Minister
Hon. J.A. MacKinnon
Mr. N.A. Robertson
Mr. Escott Reid
Mr. Oliver Master
Mr. Y. Lamontagne
Hon. Caio de Mello Franco
Mr. J.B. de Berenguer-Cesar
Mr. Edgard de Mello
Mr. F. Murtinho-Braga
Mr. F.C. de Betancourt-Berenguer

Programme

Mr. King will wish to shake hands with all the members of the Brazilian Legation and express to Mr. de Mello Franco the pleasure it affords him to participate in the ceremony.

The bound copy of the Canadian ~~copy of the~~ Instrument of Ratification is handed to the Prime Minister by Mr. Measures.

The Prime Minister hands the Canadian Instrument of Ratification to the Brazilian Minister.

The Brazilian Minister hands the bound copy of the Brazilian Instrument of Ratification to the Prime Minister.

Mr. Measures places before the Prime Minister for signature two copies of the Protocol of Exchange; Mr. King signs the Canadian copy above the place for the Brazilian Minister's signature, and the Prime Minister signs the Brazilian copy below the place for the Brazilian Minister's signature.

The Prime Minister affixes his seal with sealing wax opposite his signatures.

The Brazilian Minister signs in the places provided and affixes his seal.

This concludes the ceremony.

Publicity

A sound "movie" and still pictures will be taken of the ceremony. It is desired to have both for possible distribution in Canada, and the still pictures will be sent to Mr. Desy for publication in Brazilian newspapers.

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Wartime Information Board will arrange to have the "still" pictures transmitted by wire to Rio de Janeiro.

The Press Gallery has arranged to have one or two news agency representatives present, particularly British United Press and Canadian Press.

Dress

Mr. MacKinnon thinks the Brazilian Minister attaches importance to the ceremony and as photographs of it will appear in Brazil he thinks the Minister will wish to wear his short black coat, rather than an ordinary business suit.

Pens, Sealing Wax

It was proposed to have engraved silver pens for use at the ceremony, but because of wartime restrictions they are not procurable.

Sealing wax will be provided. The Prime Minister will wish to bring his seal with him.

Brazilian Minister's Full Power

The Full Power by which the President of Brazil authorizes Mr. de Mello Franco to exchange ratifications will be handed by Mr. Berenguer-Cesar to Mr. Robertson at the beginning of the ceremony. So far as Canada is concerned, the Secretary of State for External Affairs does not need such a document to authorize him to exchange ratifications.

Comparing the Instruments of Ratification

As mentioned in the Protocol of Exchange, the ratifications have been "carefully compared and found to be exactly conformable to each other".

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C231100

STATEMENT FOR THE PRESS.

For release at 11 a.m. March 17, 1943.

Exchange of Ratifications of Trade Agreement Between Canada and Brazil.

During the MacKinnon Trade Mission to South America in 1941, Trade Agreements were signed with several of the South American republics. A Trade Agreement, which provides for unconditional and unrestricted most-favoured-nation treatment concerning customs duties, was concluded in Rio de Janeiro on October 17, 1941. The Agreement was signed on behalf of Canada by the then recently arrived Canadian Minister to Brazil, Mr. Jean Desy, and by Hon. James A. MacKinnon, Minister of Trade and Commerce, who headed the Trade Mission. The Brazilian Foreign Minister, Dr. Oswaldo Aranha, signed on behalf of Brazil.

The Trade Agreement, which came into force provisionally at the time of signature, will come into force definitively thirty days after the exchange of ratifications and will then remain in force for two years, and for further periods of one year, unless terminated by either Government.

The Agreement was approved by a Résolution of the House of Commons on March 3, 1942, and by a Resolution of the Senate on March 11, 1942, and the exchange of ratifications was then authorized by an Order-in-Council of March 17, 1942 (P.C.2063).

The formal exchange of ratifications took place this morning, March 17, at 11 o'clock, in the office of the Prime Minister, when the Prime Minister and the Minister of Brazil, Honourable Caio de Mello Franco, exchanged the Canadian and Brazilian instruments of ratification and signed a Protocol of Exchange to this effect. Others present at the ceremony were: Hon. James A. MacKinnon, Minister of Trade and Commerce; Mr. Norman A. Robertson, Under Secretary of State for External Affairs; * Mr. Oliver Master, Acting Deputy Minister of Trade and Commerce; and Mr. Escott Reid and Mr. Yves Lamontagne, of the Departments of External Affairs and Trade and Commerce, respectively, who were present in Rio de Janeiro when the Agreement was signed. The Minister of Brazil was accompanied by the members of his Legation staff, Mr. J. B. de Berenguer-Cesar, First Secretary; Mr. Edgard de Mello, Commercial Counsellor; Mr. F. deMurtinho-Braga, Second Secretary, and Mr. Fernando Cesar de Betancourt-Berenguer, Attache.

OK Mack

(The Trade Agreement is published as No.18 in the Canada "Treaty Series, 1941").

Mr W. H. Measures, Protocol Officer, External Affairs

* ~~Dr. H.L. Keenleyside, Assistant Under Secretary of State for External Affairs.~~

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RECUEIL DES TRAITES 1946

No 7

ACCORD COMMERCIAL

ENTRE

LE CANADA ET LA COLOMBIE

Signé à Bogotá le 20 février 1946

(Cet Accord n'a pas encore été ratifié)

OTTAWA
1946

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ACCORD COMMERCIAL ENTRE LE CANADA ET LA COLOMBIE

Signé à Bogotá le 20 février 1946

(Traduction)

Le Gouvernement du Canada et le Gouvernement de Colombie, animés du désir de renforcer les liens traditionnels d'amitié qui unissent les deux pays ainsi que de faciliter davantage et d'étendre les relations commerciales existant entre le Canada et la Colombie, ont résolu de conclure un accord commercial et ils ont nommé à cet effet pour leurs plénipotentiaires:

Le Gouvernement du Canada, l'Honorable James Angus MacKinnon, Ministre du Commerce; et

Le Gouvernement de Colombie, Son Excellence le Docteur Fernando Londoño y Londoño, Ministre des Affaires étrangères;

Qui, après s'être communiqué leurs pleins pouvoirs, trouvés en bonne et due forme, sont convenus des dispositions ci-après:

Article Premier

1. Le Gouvernement du Canada et le Gouvernement de Colombie se concèdent réciproquement, sans conditions et sans réserves, le traitement de la nation la plus favorisée tant en matière de droits de douane et de taxes subsidiaires de toute espèce sur l'importation et l'exportation établis dans leur juridiction respective que quant au mode de perception de ces droits, de même qu'en matière de règles et formalités relatives à l'importation ou l'exportation et de toutes lois et tous règlements visant l'imposition, la vente, la distribution ou l'usage des marchandises importées dans leur territoire respectif.

2. En conséquence, les produits du sol ou de l'industrie des deux pays importés dans le territoire de l'un ou de l'autre ne seront en aucun cas assujettis, quant aux matières susdites, à des droits, taxes ou redevances autres ou plus élevés, ni à aucune réglementation ou formalité autre ou plus onéreuse que ceux auxquels sont ou pourront ultérieurement être assujettis les produits similaires du sol ou de l'industrie de tout autre pays étranger.

3. De même, les produits exportés du territoire du Canada ou de Colombie à destination du territoire de l'autre pays ne seront en aucun cas assujettis, en ce qui concerne l'exportation et à l'égard des susdites matières, à des droits, taxes ou redevances autres ou plus élevés, ni à aucune autre réglementation ou formalité autre ou plus onéreuse que ceux auxquels les produits similaires à destination du territoire de tout autre pays étranger sont ou pourront ultérieurement être assujettis.

4. Tout avantage, faveur, privilège ou immunité qui a été ou pourrait ultérieurement être concédé par le Canada ou par la Colombie, quant aux matières précitées, à un produit provenant de tout autre pays étranger, ou à destination du territoire de tout autre pays étranger, sera concédé immédiatement et sans compensation au produit similaire en provenance ou à destination du territoire de Colombie ou du Canada, respectivement, et sans égard à la nationalité du voiturier.

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Article II

Au cas où le Gouvernement de l'un ou l'autre pays entendrait réglementer les importations provenant de l'autre pays ou en modifier la réglementation, ou attribuer des contingents aux pays exportateurs ou modifier les contingents en vigueur, il devra en donner avis par écrit à l'autre Gouvernement et ménager audit Gouvernement la possibilité de se concerter avec lui au sujet de la mesure envisagée.

Article III

Au cas où l'un ou l'autre des deux Gouvernements établirait ou maintiendrait un monopole de l'importation, l'exportation, la vente, la distribution ou la production d'une marchandise quelconque, ou accorderait, formellement ou de fait, le privilège à un ou plusieurs organismes d'importer, exporter, vendre, distribuer ou produire une marchandise donnée, le Gouvernement du pays qui établirait ou maintiendrait ce monopole, ou qui accorderait ce privilège exclusif, s'engage à assurer au commerce de l'autre pays un traitement juste et équitable en ce qui regarde les ventes ou achats à l'étranger de ce monopole ou ces organismes. A cette fin, il est convenu que, dans leurs ventes ou achats à l'étranger, lesdites institutions n'obéiront qu'à des considérations de prix, de qualité, de facilité d'écoulement, de transport et de conditions d'achat et vente, tout comme le ferait d'ordinaire une entreprise privée effectuant une transaction commerciale et se préoccupant seulement d'acheter ou de vendre lesdits produits aux conditions les plus avantageuses.

Article IV

1. Les produits du sol ou de l'industrie du Canada ou de la Colombie seront, après leur importation dans l'autre pays, exonérés de tous impôts, taxes, redevances ou prélèvements autres ou plus élevés que ceux qui sont applicables aux produits semblables de provenance indigène ou de toute provenance étrangère, sauf s'il en est décidé autrement par les lois en vigueur au moment de la signature du présent Accord.

2. Les dispositions du précédent paragraphe n'empêcheront pas le Gouvernement du Canada ni le Gouvernement de Colombie d'imposer en aucun temps, à l'occasion de l'importation de toute marchandise, un droit équivalent à une taxe domestique frappant un produit indigène analogue ou les matières premières dont ladite marchandise est fabriquée en tout ou en partie.

Article V

1. Au cas où le Gouvernement de l'un ou l'autre pays adopterait une mesure qui, tout en n'étant pas en opposition avec les termes du présent Accord, semblerait au Gouvernement de l'autre pays avoir pour effet d'empêcher ou d'entraver la réalisation d'un objet du présent Accord, le Gouvernement ayant adopté cette mesure examinera toutes représentations ou propositions que l'autre Gouvernement pourra formuler et ménagera l'occasion aux deux parties de se concerter en vue d'un règlement satisfaisant.

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2. Le Gouvernement de l'un et l'autre pays examinera avec bienveillance, et, sur demande, ménagera l'occasion de se concerter à leur sujet, toutes représentations faites par l'autre Gouvernement, concernant l'application des lois et règles douanières, le contrôle du change étranger, les restrictions quantitatives et leur mise en application, l'observation des formalités douanières et l'application des lois et règlements sanitaires visant à la protection de la vie ou de la santé humaine, animale ou végétale.

3. Si l'accord ne se fait pas de concert dans les conditions ci-dessus indiquées, chacun des deux Gouvernements sera libre de mettre fin au présent Accord, en tout ou partie, sur préavis par écrit de trente jours.

4. Ni le Canada ni la Colombie n'imposeront d'amendes autres que nominales, à l'occasion de l'importation de produits du sol ou de l'industrie de l'autre pays, en cas d'erreurs documentaires évidemment attribuables à l'inadvertance des employés ou au sujet desquelles la bonne foi peut être démontrée.

Article VI

1. Sous réserve qu'en des circonstances et des conditions analogues ni l'un ni l'autre pays ne fera de distinction arbitraire au détriment de l'autre pays en faveur d'aucun tiers pays étranger, et sous réserve des dispositions des paragraphes 1 et 2 de l'Article V, les stipulations du présent Accord ne s'appliqueront pas aux prohibitions ou restrictions:

a) relatives à la sécurité publique;

b) imposées pour la sauvegarde de la santé publique ou pour des motifs d'ordre moral ou humanitaire;

c) destinées à protéger les plantes et les animaux, y compris les mesures de protection contre la maladie, la dégénérescence et l'extinction ainsi que les mesures contre les graines, les plantes et les animaux nuisibles;

d) visant les articles fabriqués dans les prisons;

e) se rapportant à l'application des lois et règlements pénaux; ou

f) imposées pour la protection de patrimoines nationaux présentant une valeur artistique, historique ou archéologique.

2. Aucune stipulation du présent accord ne devra empêcher l'application de telles mesures que l'un ou l'autre Gouvernement peut juger à propos d'adopter:

a) concernant l'imposition ou l'exportation d'or ou d'argent;

b) concernant la réglementation des importations ou des exportations ou la vente en vue de l'exportation d'armes, de munitions ou de matériel de guerre, et, dans des cas exceptionnels, de toutes autres fournitures militaires.

3. Il est entendu que les dispositions du présent Accord visant les lois et règlements affectant la vente, l'imposition ou l'emploi de produits importés au Canada ou en Colombie, sont subordonnées aux dispositions constitutionnelles limitant l'autorité des Gouvernements des pays respectifs.

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Article VII

1. Les avantages qui sont ou pourront ultérieurement être concédés par le Canada ou la Colombie à des pays limitrophes en vue de faciliter le commerce frontalier, ainsi que les avantages résultant d'une union douanière à laquelle l'un ou l'autre pays peut devenir partie, font exception à l'application du présent Accord.

2. Les avantages qui sont ou pourront ultérieurement être concédés par le Canada exclusivement à d'autres territoires sur lesquels s'exerce la souveraineté de Sa Majesté le Roi de Grande-Bretagne, d'Irlande et des Territoires britanniques au delà des mers, Empereur des Indes, ou qui sont placés sous la suzeraineté, la protection ou le mandat de Sa Majesté, font exception à l'application du présent Accord.

Article VIII

1. Le présent Accord sera ratifié et les instruments de ratification seront échangés à Ottawa dès que faire se pourra. L'Accord entrera en vigueur trente jours après l'échange des ratifications et demeurera en vigueur pendant une période de deux ans. Si aucun des deux Gouvernements n'a donné avis à l'autre, au moins six mois avant l'échéance de ladite période de deux ans, de son intention de mettre fin à l'accord, celui-ci restera en vigueur pour une nouvelle période d'une année et pour d'autres périodes successives d'une année chacune, jusqu'à ce que l'un des deux Gouvernements ait signifié à l'autre, au moins six mois avant l'expiration de l'une desdites périodes, son intention de le dénoncer.

EN FOI DE QUOI, les Plénipotentiaires prénommés ont revêtu de leurs signatures et de leurs cachets le présent Accord fait en double exemplaire tant en langue anglaise qu'en langue espagnole, en la ville de Bogotá, ce vingtième jour de février mil neuf cent quarante-six.

(Cachet) JAS. A. MacKINNON.

(Cachet) FERNANDO LONDOÑO.

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CANADA

TREATY SERIES, 1946

No. 7

TRADE AGREEMENT

BETWEEN

CANADA AND COLOMBIA

Signed at Bogotá, February 20, 1946

(This Agreement has not yet been ratified)

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C231103

TRADE AGREEMENT BETWEEN CANADA AND THE REPUBLIC OF COLOMBIA

Signed at Bogotá, February 20, 1946

The Government of Canada and the Government of Colombia, desiring to strengthen the traditional bonds of friendship which unite the two countries and to facilitate further and to develop the commercial relations existing between Canada and Colombia, have resolved to conclude a Trade Agreement and have appointed for this purpose as their Plenipotentiaries:

The Government of Canada, the Honourable James Angus MacKinnon, Minister of Trade and Commerce; and

The Government of Colombia, His Excellency Doctor Fernando Londoño y Londoño, Minister of Foreign Affairs;

Who, having communicated to each other their full powers, found in good and due form, have agreed on the following Articles:

Article I

1. The Government of Canada and the Government of Colombia will grant each other, reciprocally, unconditional and unrestricted most-favoured-nation treatment in all matters concerning customs duties and subsidiary charges of every kind on importation or exportation established in their respective jurisdictions and as regards the method of levying such duties, and, further, as regards the rules and formalities connected with importation or exportation, and with respect to all laws and regulations affecting the taxation, sale, distribution or use of imported goods within the country.

2. Accordingly, articles the growth, produce or manufacture of either country imported into the other shall in no case be subject, in regard to the matters referred to above, to any duties, taxes or charges other or higher, or to any rules or formalities other or more burdensome, than those to which the like articles the growth, produce or manufacture of any other foreign country are or may hereafter be subject.

3. Similarly, articles exported from the territory of Canada or Colombia and consigned to the territory of the other country shall in no case be subject, with respect to exportation and in regard to the above-mentioned matters, to any duties, taxes or charges other or higher, or to any rules or formalities other or more burdensome, than those to which the like articles when consigned to the territory of any other foreign country are or may hereafter be subject.

4. Any advantage, favour, privilege or immunity which has been or may hereafter be granted by Canada or Colombia in regard to the above-mentioned matters, to any article originating in any other foreign country or consigned to the territory of any other foreign country shall be accorded immediately and without compensation to the like article originating in or consigned to the territory of Colombia or Canada, respectively, and irrespective of the nationality of the carrier.

C231109

CONVENIO COMERCIAL ENTRE EL CANADA Y LA REPUBLICA DE COLOMBIA

Firmado en Bogotá, el 20 de febrero de 1946

El Gobierno del Canadá y el Gobierno de la República de Colombia, deseando fortalecer los tradicionales vínculos de amistad entre los dos países, y facilitar y desarrollar aún más las relaciones comerciales existentes entre el Canadá y Colombia han resuelto celebrar un Convenio Comercial, a cuyo efecto han designado sus plenipotenciarios respectivos, a saber:

El Gobierno del Canadá, a Su Excelencia el señor James Angus MacKinnon, Ministro de Comercio e Industria; y

El Gobierno de Colombia a su Excelencia el señor doctor Fernando Londoño y Londoño, Ministro de Relaciones Exteriores.

Los cuales, después de haber canjeado sus respectivos plenos poderes, hallados en buena y debida forma, han convenido en los siguientes artículos:

Artículo I

1. El Gobierno del Canadá y el Gobierno de Colombia se concederán mutuamente el tratamiento incondicional e irrestricto de la nación más favorecida en todos los asuntos que se refieran a derechos aduanales y cobros subsidiarios de todo género establecidos para la importación o exportación dentro de sus jurisdicciónes respectivas, así como en todo lo relativo a los métodos para la aplicación de tales impuestos, y además para cuanto se relacione con los reglamentos y formalidades referentes a la importación y exportación, y a todas las leyes y reglamentos que afecten los gravámenes, venta, distribución o uso de mercaderías importadas dentro del país.

2. En consecuencia, los productos cultivados, producidos o manufacturados en cualquiera de los dos países y que se importen en el otro, no estarán sujetos en ningún caso, con relación a los asuntos arriba mencionados, a ningún derecho, contribución o carga diferente o más elevado, ni a ninguna formalidad o reglamento distinto o más oneroso, a los que están o puedan en lo futuro estar sujetos productos similares cultivados, producidos o manufacturados en cualquier otro país extranjero.

3. De igual manera, los productos exportados del territorio del Canadá o de Colombia y consignados al territorio del otro país, no se someterán en ningún caso, con respecto a la exportación y en relación a los asuntos arriba mencionados, a ninguna clase de derechos, contribuciones o cargas diferentes o más elevados, o a reglamentos o formalidades diferentes o más onerosos, a que están sujetos o puedan estarlo en el futuro productos similares cuando se consignan al territorio de cualquier otro país extranjero.

4. Todas las ventajas, favores, privilegios o inmunidades ya concedidos o que en el futuro puedan concederse por el Canadá o por Colombia con respecto a los asuntos arriba mencionados, a cualquier artículo originario de cualquier otro país extranjero o consignado al territorio de cualquier otro país extranjero, se concederán inmediatamente y sin compensación, sin tener en cuenta la nacionalidad del transportador, a los correspondientes productos originarios del territorio del Canadá o de Colombia, respectivamente, o consignados a cualquiera de los dos países.

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Article II

Whenever the government of either country proposes to impose or alter quantitative restrictions upon imports from the other country, or to allocate shares to the countries of export or change existing allocations, it shall give notice thereof in writing to the other government and shall afford such other government an opportunity to consult with it in respect to the proposed action.

Article III

If either country establishes or maintains a monopoly for the importation, exportation, sale, distribution or production of a particular commodity or grants exclusive privileges, formally or in effect, to one or more agencies to import, export, sell, distribute or produce a particular commodity, the Government of the country establishing or maintaining such monopoly, or granting such monopoly privileges, agrees that in respect of the foreign purchases or sales of such monopoly or agencies the commerce of the other country shall receive fair and equitable treatment. To this end it is agreed that in making its foreign purchases or sales of any product such monopoly or agency will be influenced solely by those considerations such as price, quality, marketability, transportation and terms of purchase or sale, which would ordinarily be taken into account by a private commercial enterprise interested solely in selling or purchasing such product on the most favourable terms.

Article IV

1. Articles the growth, produce or manufacture of Canada or Colombia shall, after importation into the other country, be exempt from all internal taxes, fees, charges or exactions other or higher than those payable on like articles of national origin or any other foreign origin, except as otherwise required by laws in force on the day of the signature of this Agreement.

2. The provisions of the previous paragraph shall not prevent the Government of Canada or the Government of Colombia from imposing at any time on the importation of any article a charge equivalent to an internal tax imposed on a like domestic article or on the raw materials from which the said article may have been manufactured or produced in whole or in part.

Article V

1. In the event that the Government of either country adopts any measure which, even though it does not conflict with the terms of this Agreement, is considered by the Government of the other country as tending to nullify or impair any of its objects, the Government which has adopted such a measure shall consider such representation and proposals as the other Government may make and shall afford adequate opportunity for consultation with a view to reaching a mutually satisfactory agreement.

2. The Government of each country shall accord sympathetic consideration to, and when requested shall afford adequate opportunity for consultation regarding such representations as the other Government may make with respect to the operation of customs regulations, control of foreign exchange, quantitative restrictions or the administration thereof, the observance of customs formalities, and the application of sanitary laws and regulations for the protection of human, animal or plant health or life.

Artículo II

Cuando uno de los Gobiernos se proponga imponer o alterar restricciones cuantitativas sobre las importaciones del otro país, o señalar cupos a los países exportadores, o cambiar los cupos existentes, dará de esto aviso por escrito al otro Gobierno, brindándole la oportunidad de consultar con él sobre la proyectada medida.

Artículo III

Si cualquiera de los dos países establece o mantiene un monopolio para la importación, exportación, venta, distribución o producción de un determinado artículo, o concede privilegios exclusivos, formalmente o de hecho, a una o más entidades para importar, exportar, vender, distribuír o producir un artículo especial, el Gobierno del país que establezca o mantenga dicho monopolio o que conceda tales privilegios de monopolio, conviene en que, en relación con las compras extranjeras o de las ventas de dicho monopolio o agencia, el comercio del otro país recibirá un tratamiento justo y equitativo. Para este efecto, se conviene en que al hacer sus compras o ventas extranjeras de cualquier producto, tal monopolio u organismo se guiará únicamente por consideraciones como las de precio, calidad, aceptación en el mercado, transporte y condiciones de compra y venta, consideraciones que ordinariamente serían tenidas en cuenta por una empresa comercial particular interesada únicamente en vender o comprar tal producto en las condiciones más favorables.

Artículo IV

1. Los artículos cultivados, producidos o manufacturados en el Canadá o en Colombia, después de importados al otro país, quedarán exentos de todo gravámen, contribución, carga o exacción internos distintos o mayores que aquellos pagaderos sobre artículos análogos de origen nacional o de cualquier otro origen extranjero, excepción hecha de lo que en contrario dispongan las leyes vigentes el día de la firma de este Convenio.

2. Las disposiciones del parágrafo anterior no impedirán al Gobierno del Canadá o al Gobierno de Colombia imponer en cualquier tiempo sobre la importación de cualquier artículo, un gravámen equivalente al gravámen interno impuesto a un artículo similar de producción nacional o a las materias primas que hayan podido emplearse para la manufactura o producción de tal artículo en su totalidad o en parte.

Artículo V

1. En caso de que el Gobierno de alguno de los dos países adopte cualquier medida que, aún no siendo contraria a las cláusulas de este Convenio, sea considerada por el Gobierno del otro país como medida que tienda a anular o perjudicar cualquiera de los objetos del Convenio, el Gobierno que haya adoptado tal medida considerará las peticiones y propuestas que el otro Gobierno pueda hacer y le dará adecuada oportunidad de consulta con la mira de llegar a un arreglo mutuamente satisfactorio del punto en cuestión.

2. El Gobierno de cada uno de los dos países otorgará benévola consideración a las observaciones que haga el otro Gobierno y a su solicitud le concederá las oportunidades adecuadas en relación con las peticiones que pueda hacerle respecto a la aplicación de reglamentaciones de aduanas, control de cambio extranjero, restricciones cuantitativas o aplicación de las mismas, observancia de formalidades aduaneras y aplicación de leyes sanitarias y disposiciones para la protección de la vida o sanidad humana, animal o vegetal.

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3. If agreement is not reached after due consultation as described above, either Government shall be free to terminate this Agreement in whole or in part on thirty days' written notice.

4. Greater than nominal penalties shall not be imposed by Canada or Colombia in connection with the importation of articles the growth, produce or manufacture of the other country because of errors in documentation which are obviously clerical in origin or with regard to which good faith can be established.

Article VI

1. Subject to the requirement that, under like circumstances and conditions, there shall be no arbitrary discrimination by either country against the other country in favour of any other foreign country, and without prejudice to the provisions of paragraphs 1 and 2 of Article V, the provisions of this Agreement shall not extend to prohibitions or restrictions:

(*a*) relating to public security;

(*b*) imposed for the protection of public health or on moral or humanitarian grounds;

(*c*) imposed for the protection of plants or animals, including measures for protection against disease, degeneration or extinction as well as measures taken against harmful seeds, plants or animals;

(*d*) relating to prison-made goods;

(*e*) relating to the enforcement of police laws or regulations; or

(*f*) imposed for the protection of national treasures of artistic, historic or archæological value.

2. Nothing in this Agreement shall be construed to prevent the adoption or enforcement of such measures as the Government of either country may see fit to adopt:

(*a*) relating to the importation or exportation of gold or silver; or

(*b*) relating to the control of the import or export or sale for export of arms, ammunition, or implements of war, and, in exceptional circumstances, all other military supplies.

3. It is understood that the provisions of this Agreement relating to laws and regulations affecting the sale, taxation or use of imported articles within Canada and Colombia are subject to the constitutional limitations on the authority of the Governments of the respective countries.

Article VII

1. The advantages now accorded, or which may hereafter be accorded, by Canada or Colombia to adjacent countries in order to facilitate frontier traffic, and advantages accorded by virtue of a customs union to which either country may become a party, shall be excepted from the operation of this Agreement.

2. The advantages now accorded, or which may hereafter be accorded, by Canada exclusively to other territories under the sovereignty of His Majesty the King of Great Britain, Ireland, and the British dominions beyond the seas, Emperor of India, or under His Majesty's suzerainty, protection or mandate, shall be excepted from the operation of this Agreement. The advantages now accorded, or which may hereafter be accorded, by Colombia exclusively to contiguous countries and Bolivia, shall be excepted in like manner from the operation of this Agreement.

3. Si no se llegare a un acuerdo después de la debida consulta, conforme a lo dispuesto anteriormente, cualquiera de los dos Gobiernos, quedará en libertad para dar por terminado, en su totalidad o en parte, este Acuerdo, dando aviso escrito con treinta días de anticipación.

4. Ni el Canadá ni Colombia impondrán mayores multas que las equitativas, en relación con la importación de artículos cultivados, producidos o manufacturados en el otro país, por causa de errores en la documentación, obviamente imputables a involuntarios descuidos de subalternos y respecto a los cuales se pueda establecer la buena fé.

Artículo VI

1. Con sujeción al requisito de que, en igualdad de circunstancias y condiciones similares, no habrá ninguna discriminación arbitraria por ninguno de los dos países contra el otro y en favor de otro país extranjero, y sin perjuicio de las disposiciones contenidas en los parágrafos 1 y 2 del Artículo V las disposiciones de este Convenio no se aplicarán a prohibiciones o restricciones:

a) relativas a la seguridad pública;

b) impuestas para la protección de la salubridad pública o por razones morales o humanitarias;

c) impuestas para la protección de plantas o animales, incluso medidas de protección contra enfermedad, degeneración o extinción, así como medidas tomadas contra semillas, plantas o animales dañinos;

d) relativas a objetos fabricados en prisiones;

e) relativas al cumplimiento de leyes y de reglamentos de policía fiscales;

f) impuestas para la protección de tesoros nacionales de valor artístico, histórico o arqueológico.

2. Nada de lo contenido en el presente Convenio se interpretará como impedimento para expedir o aplicar medidas que el Gobierno de cualquiera de los dos países juzgue oportuno adoptar:

a) sobre la importación o exportación de oro o plata; y

b) sobre el control de la importación, exportación, o venta para la exportación de armas, municiones o instrumentos de guerra y, en circunstancias excepcionales, de cualesquiera otros suministros militares.

3. Queda entendido que las disposiciones de este Convenio relativas a leyes y reglamentos que afecten la venta, tasación o uso de artículos importados dentro del Canadá o de Colombia, están sujetas a las limitaciones constitucionales de la facultad de los Gobiernos de los respectivos países.

Artículo VII

1. Las ventajas ya concedidas o que en lo futuro puedan concederse por Canadá o Colombia a países adyacentes con la mira de facilitar el tráfico fronterizo y las ventajas resultantes de una unión aduanera de la que uno u otro país pueda llegar a formar parte, quedarán exceptuadas de la aplicación de este Convenio.

2. Las ventajas ya concedidas o que en lo futuro puedan concederse por el Canadá exclusivamente a otros territorios bajo la soberanía de Su Majestad el Rey de la Gran Bretaña, Irlanda y dominios británicos. allende los Mares, Emperador de la India, o bajo el señorío, protección o mandato de Su Majestad, serán exceptuados de la aplicación de este Convenio. Las ventajas ya concedidas o que en lo futuro conceda Colombia exclusivamente a países limítrofes y a Bolivia, quedarán de igual manera exceptuadas de la aplicación de este Convenio.

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Article VIII

1. The present Agreement shall be submitted for legislative approval in both countries and the instruments of ratification shall be exchanged at Ottawa as soon as possible. The Agreement shall come into force thirty days after the exchange of ratifications and shall remain in force for a period of two years. In case neither Government shall have given to the other Government, at least six months before the expiration of the aforesaid period, notice of intention to terminate the Agreement, it shall continue in force for a further period of one year and for further successive periods of one year each, until such time as the Government of either country shall have given to the other Government, at least six months before the expiration of one of the aforesaid periods, notice of intention to terminate the Agreement.

In witness whereof, the above-mentioned Plenipotentiaries sign and seal this Agreement, in duplicate in English and Spanish, at the City of Bogotá, this twentieth day of February, nineteen hundred and forty-six.

(*Seal*) JAS. A. MacKINNON.

(*Seal*) FERNANDO LONDOÑO.

Artículo VIII

El presente Convenio se someterá a la aprobación legislativa de ambos países y los instrumentos de ratificación se canjearán en Ottawa tan pronto como sea posible. El Convenio entrará en vigor treinta días después del canje de ratificaciones y tendrá vigencia durante el término de dos años. En caso de que alguno de los Gobiernos no haya notificado al otro, seis meses por lo menos antes de la expiración del indicado plazo, su intención de terminar el Convenio, éste seguirá en vigor durante un período adicional de un año y durante períodos adicionales de un año cada uno, hasta que el Gobierno de uno cualquiera de los dos países haya dado al otro aviso, seis meses por lo menos antes de la expiración de uno de los plazos indicados, de su intención de terminar el Convenio.

En testimonio de lo cual, los Plenipotenciarios arriba nombrados firman y sellan el presente, en duplicado, en los idiomas inglés y español, en la ciudad de Bogotá, a los veinte días del mes de Febrero de mil novecientos cuarenta y seis.

(*Sello*) JAS. A. MacKINNON.

(*Sello*) FERNANDO LONDOÑO.

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Colombia
Grain - Wheat Policy C-23-1
Trade - Canadian Trade Policy

C231113

MEMORANDUM:

Re - Telegram from the President of Colombia concerning Wheat and Wheat Flour.

External Affairs have taken this matter up with Trade and Commerce and on the basis of present information the position is that it will be extremely difficult to provide any wheat or wheat flour as requested during the first quarter of the present year. Allocations and commitments have already been made to cover the amounts expected to be available.

So far as the second quarter of the year is concerned, allocations will be made at a meeting of the Wheat Board to be held in February. It would be possible to have the request given sympathetic consideration at that time, although the allocations to Colombia of wheat flour have apparently been at a high level. During 1947 they received more than in 1946 or in the base period.

If general considerations or any special factors are sufficiently important, it may be that by special measures some small amounts could be secured for the first quarter. External Affairs are looking into this further.

January 31st, 1948.

R.G.R.

(R.G. ROBERTSON)

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C231117

S-101
1940

Y-100
V.1

S-501
V.1

Quotation from Speech by Under Secretary of State for Foreign Affairs (Mr. Butler) on April 24, 1940, in Debate on Trade and Payments Agreement with Spain.

"The attitude of His Majesty's Government towards this strong feeling and towards Governments of a certain type and certain countries is, I think, quite clear. The political regime and form of governments in other countries are no concern of ours any more than our political institutions are the concern of other countries which are governed by an authoritarian regime. But it is by the policy and not by the character of a foreign Government that we are affected. When we look at the relations which have been maintained between ourselves and Spain since the outbreak of war, I think we can safely say that they have steadily improved and that we have no cause for complaint of the attitude of the Spanish Government, which has been one of strict neutrality. We respect that attitude and shall continue to do so as long as it is respected by others. Moreover, His Majesty's Government are convinced that Spain is determined to maintain the neutrality of herself and of her possessions."

Secret
Mr. Turnbull
Mr. Wrong
Mr. Patterson
Mr. Heeney

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Spain
C231118 NAR/SR
28.2.46

MEMORANDUM FOR THE PRIME MINISTER

The Postmaster General came to see me this afternoon to report a conversation he had had with Senor de Yturralde, the Spanish Charge d'Affaires in Washington, who had asked him to ascertain, informally, if the Canadian Government would be willing to negotiate a commercial agreement with Spain. I told Mr. Bertrand that, under present arrangements, Spanish goods received m.f.n. treatment on importation into Canada, and that Spain could expect no better commercial treatment of its exports as a result of a trade agreement. As far as procurement of supplies was concerned, our market was now a pretty open one, in which Spain could buy what it could get for United States dollars. I therefore did not see what object Spain could have in seeking a commercial agreement except, possibly, an export credit. Under present conditions, and having in mind particularly recent diplomatic developments, I did not think the Government would for one moment consider granting an export credit to General Franco.

I told Mr. Bertrand that some months ago we had been approached, informally, through the Spanish Embassy in London, about the possible exchange of diplomatic missions between Canada and Spain, and had replied that, under present conditions, we were not prepared to exchange legations.

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C O P Y

MEMORANDUM

TO Hon. James A. MacKinnon, M.P.,
Minister of Trade and Commerce.

DEPARTMENT OF TRADE AND COMMERCE, OTTAWA
November 25, 1941.

MOST SECRET COPY FOR MR. N.A. ROBERTSON

SOUTH AFRICAN TRADE NEGOTIATIONS
WITH THE UNITED STATES

Dr. P.R. Viljoen, Secretary of Agriculture of the Union of South Africa, called to see me yesterday for the purpose of discussing the attached statement of the proposed requests of the United States Government affecting existing preferences granted by the Union of South Africa to Canada. Dr. Viljoen has been in Washington since October 3, taking part in the trade negotiations with the United States, and, as he is leaving shortly for South Africa, he wishes to settle soon the general principles on which South Africa would be prepared to conclude a trade agreement with the United States.

He, first of all, referred to the United States requests for modification of preferences in the United Kingdom, particulars regarding which have already been furnished us by the High Commissioner for the United Kingdom in Ottawa. I told Dr. Viljoen that I did not think we could agree to any further modification of the preference on apples imported into the United Kingdom, particularly since we had been led to understand that Canada would not be required to agree to any further modifications of preferences in the United Kingdom market for the purpose of facilitating a supplementary trade agreement between the United Kingdom and the United States. I also told him that the same applied to pears, although possibly the Canadian attitude regarding the preference on pears would be affected by the attitude of Australia and South Africa regarding modification of the preference during the spring and summer months. He told me that both the Australians and the South Africans had decided that they could not agree to any modification of the preference on either apples or pears imported into the United Kingdom during their season because the benefits would be derived chiefly by the Argentine rather than by the United States. In other words, any modification of the preference on both apples and pears would be at the expense of Canada and not of the Southern Dominions. Under these circumstances, I do not see that we have any alternative other than to indicate to the United Kingdom that we cannot agree to any further modification of the preferences on apples and pears, because we had understood that Canada would not be asked to make any such sacrifices with a view to facilitating the conclusion of a supplementary trade agreement between the United Kingdom and the United States.

As regards the United States requests for tariff concessions from South Africa, the first four of the items on the attached statement are the ones which cause us the most difficulty.

CANNED SALMON - Exports of canned salmon from Canada to South Africa in 1939 were valued at $331,601. The existing Trade Agreement guarantees us a margin of preference of 1½d per lb. The United States are asking for the abolition of the preference and the South Africans are proposing that this should be done by placing both countries on the basis of 2d. per lb., the present rate to Canada being 1½d. per lb. Dr. Viljoen said that there was also a

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possibility of South Africa placing a maximum rate of 4d. per lb. on tinned salmon and applying the maximum rate to Japan. Our trade with South Africa is almost entirely in pink and chum salmon and our chief competitor has been Japan. We would benefit from the proposed increase in the margin of preference against Japan to 2d. per lb., so long as South Africa did not conclude a trade agreement with that country - a possibility which is very remote. We could either (1) agree to the removal of the preference on red and silver (Sockeye and Cohoe) salmon, leaving pink and chum salmon subject to the existing margin of preference, or (2) a preferential rate of 1½d., a rate to the United States of 2d., and a maximum rate of 4d. per lb. on all canned salmon.

OTHER TINNED FISH - We do a very large trade with South Africa both in sardines and canned herring, the values of our exports of these two products in 1939 being $294,822 and $128,512 respectively. Undoubtedly, the expansion of this trade has been due to the preference and any modification would be resented by our exporters. It is also probable that after the war Norway and other countries would obtain the most benefit from this concession rather than the United States. For this reason I do not feel we can very well accede to the United States proposal.

FRESH APPLES - The Trade Agreement guarantees us a margin of preference of 5 per cent ad valorem and the present tariff accords free entry to Canadian apples from October 1 to December 31, as against an intermediate rate of 5 per cent. The United States are asking for the abolition of the preference and the South Africans are proposing to accede to this request, if we concur, by introducing a flat rate of 5 per cent throughout the year.

I told Dr. Viljoen that the existing margin of preference was so small that I did not think we could agree to any modification of the preference. The trade, however, which we have enjoyed under this preference is very small, imports from Canada amounting in 1939 to only 43,515 cases, of a value of £19,329. If pressed, we could agree to the modification of this preference although I did not indicate to Dr. Viljoen that there was any possibility of our doing so.

HOSIERY - The Trade Agreement guarantees us a margin of preference of 5 per cent, under which we have developed a very large trade with South Africa in silk stockings, the imports into the Union from Canada in 1939 being valued at £272,321. The existing preference is very small, but represents such a valuable trade that I do not think it would be possible for us to agree to any modification and I advised Dr. Viljoen accordingly.

PLYWOOD - The proposal is to place Douglas fir plywood on an equality, as regards tariff rates, with alder and birch plywood. At the present time there are no preferences on plywood imported into South Africa and normally we are not able to compete with Finland in birch plywood. Canada, generally, is more competitive in world markets in Douglas fir than in any other kind of plywood and it would probably help us if South Africa acceded to the United States request. I told Dr. Viljoen that as no bound margin was involved we could not raise any objection to this request.

Lumber - The United States request is simply that when the import excise tax on Canadian lumber imported into the United States is removed the existing preference of 3s. per 100 cubic feet should be abolished and United States lumber admitted at the same rate as Canadian lumber. This is in line with the Joint Declaration subscribed to by the Governments of Canada and the United States at the time the Trade Agreement between Canada and the United States was concluded on November 17, 1938, and, therefore, is free of objection on our part.

L.D. Wilgress
Deputy Minister.

Statement attached.

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C O P Y

MOST SECRET

PROPOSED REQUESTS OF THE UNITED STATES GOVERNMENT AFFECTING EXISTING PREFERENCES GRANTED BY THE UNION OF SOUTH AFRICA TO CANADA

TARIFF ITEM	ARTICLE	PREFERENTIAL RATE	INTERMEDIATE RATE
ex 19(e)(i)	Salmon, tinned :		
	Present rate, per lb.	1½d	3d
	Proposed rate, per lb.	2d	2d
ex 19(e)(i)	Other tinned fish, n.o.o.:		
	Present rate, per lb..	1½d	3d
	Proposed rate, per lb..	1d	1d
22(a)(1)	Apples, fresh:		
	Present rate	Free¥	5%
	Proposed rate	5%	5%
	¥ (1st October to 31st December)		
70	Hosiery, full-fashioned silk, rayon or other, not in chief value of cotton or wool:		
	(a) Socks		
	(b) Stockings		
	Present rate	10%	15%
	Proposed rate	15%	15%
273(a)	Plywood - Alder and Birch, etc.		
	Present rate	1/3 per cu.ft.	1/3 per cu.ft.
	It is proposed to add to this item Douglas fir Plywood, now dutiable, under item 273(b), at 4/- per cubic foot or 25% ad valorem, whichever is the greater. This change may affect the automatic preference which Canadian Birch now enjoys.		
279(a)	Wood, unmanufactured		
	(i) Softwood, coniferous		
	Present rate, per 100 cu.ft.	9/-	12/-
	It is proposed that the existing preference be abolished when the United States import-excise tax on lumber is removed in terms of the United States-Canadian Lumber Declaration, 1938. All softwoods, irrespective of origin, will then be subject to the duty of 9/- per 100 cu.ft.		

WASHINGTON, D.C.
17th November, 1941
(Dr. P.R. Viljoen)

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C231122

C O P Y

UNION OF SOUTH AFRICA

Ref. 51/1.

SECRET AND URGENT

ACCREDITED REPRESENTATIVE
OTTAWA

December 13th, 1941.

The Secretary of State
for External Affairs,
Ottawa.

Sir,

Dr. P. Viljoen, Secretary for Agriculture in the Union of South Africa, and Head of the South African Trade Delegation at present in the United States to discuss a Treaty between the Union of South Africa and the United States, has, as you are aware, recently discussed with Mr. L.D. Wilgress, Deputy Minister of Trade and Commerce, the question of modifications to certain of the preferences entrenched in the South Africa - Canada Trade Agreement of the 30th June, 1933, in order to facilitate the conclusion of a trade treaty between our country and the United States.

At the time Dr. Viljoen expressed the hope that the Canadian Government's reply to his suggestions might be given at an early date, and he has now requested me to ascertain whether the Canadian Government's decision may be communicated to me without further delay as his negotiations with the United States Government have now reached the stage where they are being held up pending a reply from the Canadian Government.

It would accordingly be greatly appreciated if you could secure your Government's decision at the earliest possible date.

Please accept, Sir, the assurances of my highest esteem.

D. de W. Meyer
Accredited Representative.

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NAR/SR
20.12.41

MEMORANDUM FOR THE PRIME MINISTER

The South African Government is examining the possibility of negotiating a reciprocal trade agreement with the United States. From preliminary discussions, it is clear that the Canadian-South African Trade Agreement of 1932 would have to be modified before a mutually satisfactory trade agreement could be concluded between the Union and the United States. Dr. Viljoen, who has been in Washington conducting the preliminary negotiations for the Union Government, was in Ottawa some weeks ago, and discussed with Mr. Wilgress certain modifications in preferences now granted Canada to which the Union Government would like us to consent in order to facilitate their agreement with the United States.

During the 1938 trade negotiations between Canada and the United States, South Africa was quite forthcoming in consenting to modifications of its preferences in Canada to facilitate our reaching an agreement with the United States. We are, therefore, under a certain obligation to help them to reach a similar agreement themselves.

As you will have seen from Mr. Moffat's memorandum of November 15th, he is hopeful that Canada will help to facilitate projected trade agreements between the United States and other parts of the Commonwealth by consenting to certain modifications in preferences guaranteed to us under earlier Empire trade agreements.

In the circumstances, I think we should indicate to the South African Government that the Canadian Government would be prepared to

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release South Africa from her obligations to maintain preferences in favour of Canada to the extent indicated in Mr. Wilgress' attached memorandum. It may be that we should go a little further than this memorandum suggests with regard to the margin of preference on fresh apples, particularly if there are any reasons for believing that a concession on this commodity in the South African market might help us to retain a preference on apples in the vastly more important United Kingdom market.

As you will see from the attached letter from the South African Accredited Representative, his Government would be grateful for an early indication of the Canadian attitude toward the United States request for tariff modifications in the Union.

Mack

Copies of the above - with an indication of the P.M.'s views regarding the suggestions have been sent to the Ministers of Finance and Trade & Commerce

R

5.1.42

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C231125

DEPARTMENT OF EXTERNAL AFFAIRS

Mr Robertson:

Mr King says he thinks this should be considered in council, and should also have the prior approval of Minister of Finance & Minister of Trade & Commerce. Please speak to him re, at first opportunity.

4 1 42 (JAG) Jag.

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A.D.P HEENEY TO WLMIC. C231126 Y-251 v.1

✓Trade - Can. Tr. with U.S.S.R.
✓U.S.S.R. - Russ.-Can. Relats.
✓W.W.II - U.S.S.R.
✓W.W.II non-belligerents
✓Grain - Wheat Policy
✓W.W.II - agriculture
✓Trade - Can. Trade Policy
✓W.W.II - Anglo-Can. Coop. (economic)

GT/LAM
January 20, 1940.

MEMORANDUM FOR THE PRIME MINISTER:

Re Sale of Canadian Wheat to Soviet Russia

Mr. L. D. Wilgress, Director of the Commercial Intelligence Service, reports that he has been informed by Mr. George McIvor, Chairman of the Canadian Wheat Board, that the Board has sold large quantities of wheat stored in Vancouver elevators on the basis f.o.b. Vancouver to Canadian exporters.

Mr. Wilgress explained that the Canadian Wheat Board sell to exporters f.o.b. Canadian ports, but that they do not know to whom the exporters resell the wheat.

Mr. McIvor has learned from trade sources that Canadian exporters have sold three or four shipments to Soviet Russia, which would mean from 750,000 to 1,000,000 bushels of wheat, but ~~that~~ the Board has no official knowledge of such transactions.

However, Mr. McIvor has learned, confidentially, that the firms of Cargill Company and the Continental Grain Company recently sold some wheat to Soviet Russia.

According to Mr. Wilgress, the wheat purchases by Soviet Russia for shipment to Vladivostok have been a normal feature of the grain trade for a number of years past. It is some years since Canadian wheat was sold for shipment to Vladivostok, but in recent years purchases have been made by Soviet Russia of United States and Australian wheat. Shipments to Vladivostok would be for the purpose of feeding the civilian population in the Russian far East, and the large military forces which the Soviet Union maintains in that part of the world. The reason for Russia purchasing this wheat is that it is cheaper for her to buy wheat for shipment to Vladivostok, rather than transport the wheat across Siberia, the bulk of the Russian wheat production being in the Southern part of European Russia and in the western part of Siberia.

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Mr. Wilgress added that since there is no regulation in force prohibiting exports to Soviet Russia, there is no reason to doubt the accuracy of newspapers reports that Canadian exporters have sold wheat to Soviet Russia.

Communications regarding this matter, which have been referred to the Minister of Trade and Commerce, have been received from:

1. The President, Chamber of Commerce of St. Catharines, Ontario;

2. Honourable W. R. Motherwell;

3. Albert A. Brown, M.P. for Hamilton East;

4. C. L. E. Olyphart, 223 Willow Avenue, Toronto, Ontario.

Will the Prime Minister wish this matter to be brought before Council?

A. D. P. H.

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C231128

low 11 - USSR
Dept. of Transport

D-480 (Confl.)
U-201
V. 1

Ottawa, January 22nd, 1940.

N-305 (Confl.)

MEMORANDUM FOR THE PRIME MINISTER:

Re: Sale of Canadian vessels to Soviet Russia 8-600 V.1

I spoke to the Minister of Transport, this morning, who informs me the facts are as follows:

The vessels sold to the U.S.S.R., are not ice breakers, nor can they be used as such. They are harbour tugs and were sold to the Russian government about a month or more after war broke out, after full advertisement, and after consultation with the Department of External Affairs. At present the tugs are somewhere on the Pacific, en route to Vladivostok.

Mr. Howe points out that at the time of the sale, the United Kingdom government were engaged in trade negotiations with Russia, and there were no reasons of policy against the transaction. The vessels are not suitable for war purposes and the Canadian government hold a Bond to secure payment in case war breaks out between Russia and Canada.

A. D. P. H.

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C231129

FOR THE PRIME MINISTER

FOR COUNCIL: January 22nd, 1940.

SUBJECT: Sale of Canadian vessels to Soviet Russia.

REMARKS: Mr. Heeney's memorandum attached.

CONSIDERED BY COUNCIL:

ACTION TAKEN: Read to Council.

A.D.P.H.

DISPOSED OF:

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V. Trade - Can. Tr. w. USSR
USSR - Russo - Can. Relats.
WW II - USSR
WW II - Agr. Developments
Grain - Wheat Policy
WW II - Agriculture
Trade - Can. Tr. Policy
WW II - Anglo - Can. Coop. (economic)

N. A. ROBERTSON TO WLMK — JAN. 22, 1940.

C231130

NAR/SR
22.1.40

J-251
v. 1

MEMORANDUM FOR THE PRIME MINISTER

Export of Wheat to the U.S.S.R.

According to press reports, arrangements have been made, through the Amtorg Corporation, on behalf of the Soviet Government, for the purchase of a certain quantity of Canadian wheat for export to Vladivostok via Vancouver. We have no exact information about the quantity of wheat involved, but the trade understands that it amounts to three or four cargoes or between 750,000 and 1,000,000 bushels. The sellers are said to be the Cargill Grain Company and the Continental Grain Company who recently purchased considerable quantities of wheat from the Canadian Wheat Board for export F.O.B. Vancouver. According to information received yesterday from the Collector of Customs in Vancouver, the ships that are being chartered to carry the grain have not yet arrived, so that loading has not begun.* He has been instructed to advise Ottawa immediately of any developments in the situation out there.

* Corrected w P.S. attached

2. The U.S.S.R. is normally an intermittent buyer of wheat in Pacific countries for the requirements of Vladivostok and the maritime province of Siberia which is not self supporting in foodstuffs. In the past it has bought the wheat it needed from the United States or from Australia rather than from Canada. As a matter of record, Canadian exports of wheat to the U.S.S.R. (presumably all to Vladivostok) was as under in the fiscal years

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1934-1938:

1934 - 13,866 bushels
1935 - nil
1936 - 98 "
1937 - 3,832 "
1938 - nil

3. We have made enquiries over the weekend in London, Paris and Canberra as to the steps, if any, they were taking to restrict exports to the U.S.S.R. in the present situation. Their answers may be summarized as follows:

United Kingdom:

No licences are being granted for exports of raw materials. Some licences are being granted for machinery and manufactured goods purchased under pre war credits, although now articles so ordered are being commandeered, to Russian annoyance. Shipments of rubber and tin under the October Barter Agreement have been completed. Restrictions have not been imposed on goods not requiring export licences, but it is stated that no such goods are likely to be of value to the U.S.S.R.

France:

No licences are being granted for exports to the U.S.S.R. Commercial Treaty existing between France and the Soviet Union expired on December 31st, 1939, and has not been renewed. Commercial relations may be regarded as suspended altogether.

Australia:

Shipments of wheat to neutral countries are not permitted without approval of Australian Contraband Control Board. On January 9th Australian firms asked for permission of the Board to sell 25,000tons of wheat to the U.S.S.R. The Board has asked for advice of the British Government. We are advised that no answer has yet been received, but that shipper's application is regarded as having been virtually withdrawn. Permits have been granted recently by the Australian Board for shipments of wheat to Japan.

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The United States:

The United States has imposed a moral embargo on exports to the U.S.S.R. of aluminum, molybdenum, bombing airplanes and high octane (aviation) gasoline. There are no restrictions on the export of foodstuffs from the United States, but in view of current price and crop situation, the United States is no longer on an export basis for wheat, so that they are not faced with the present problem.

4. At the present time there are no restrictions on the export of wheat from Canada to any country other than those implicit in the general provisions of the Trading with the Enemy Regulations. The other belligerent countries have all instituted systems of import and export control regulating the great bulk of their foreign trade. By prohibiting exports except under licence, they are able to maintain a pretty close check on the ultimate destination of their exports and, if they wish, can prevent exports to a given country by purely administrative measures without publicly formulating any general policy in the matter. This, in fact, appears to be what the United Kingdom and France are now doing in respect of exports to the U.S.S.R. and is what we have been doing with regard to a limited number of so-called "key commodities" of which Canada is an important supplier of world requirements and for which export permits from the Minister of National Revenue are required before the goods can be shipped out of Canada.

5. In the present situation there are two ways in which Canadian goods can be prevented from reaching Russia. One is by a formal embargo on exports to the U.S.S.R., the other is by

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requiring export permits for all shipments to European neutrals, including particularly the countries contiguous to Germany and then simply refusing to grant export permits for shipments to the Soviet Union.

6. The principal argument against the first course is that thus far no other country has resorted to it. The last initiative Canada took in the way of an embargo on Soviet imports in 1931 was an ill-starred move which left us committed for a number of years to an isolated and ineffectual policy about the wisdom of which opinion in this country was sharply divided.

7. With the second course we could deal with the Russian situation effectively by refusing to grant export licences without taking any overt action which might accelerate the Soviet Union's rapprochement with Germany and Japan. At the same time we would be in a much better position than we are now to collaborate with the United Kingdom and French Ministries of Economic Warfare in maintaining an effective blockade of enemy countries. The requirement of an export permit would apply in the first instance to all exports to European neutrals, but it could be modified or relaxed in respect of particular commodities and particular countries having regard to Canada's commercial and political relations with those countries.

8. In the present case public opinion appears to be nearly unanimously opposed to Canada supplying Russia with anything

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which could even remotely and indirectly be regarded as assisting that country in its war on Finland. United States opinion takes a similar line. Nevertheless it will be noted that both Congress and the President have recently been very cautious in dealing with proposals for aid to Finland which might tend to aggravate relations with the U.S.S.R. and lead to that country's alignment with Japan in the Pacific. We have asked the High Commissioner to ascertain whether London sees objections on grounds of high policy to a formal embargo of exports to the Soviet Union and should get some reply in the course of the day.

(see P.S. attached)

(see memo to P.M. for Council, attached. JE)

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P.S. - Since preparing this memorandum, I have learned from Mr. McIvor of the Wheat Board that the quantity of wheat involved is five cargoes or about 1,250,000 tons; that the Cargill Grain Company - one of the sellers, plans to start loading Wednesday on an American boat chartered for the voyage, and that the Continental Grain Company's shipments are to clear on February 10th ~~and~~ 20th.

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P.S. - Since preparing this memorandum, I have learned from Mr. McIvor of the Wheat Board that the quantity of wheat involved is five cargoes or about 1,250,000 tons; that the Cargill Grain Company - one of the sellers, plans to start loading Wednesday on an American boat chartered for the voyage, and that the Continental Grain Company's shipments are to clear on February 10th ~~and~~ 20th.

W.L.M. K.

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(Keep attached to memo of N.A. Robertson to King, JAN. 22, 1940) file
jc

FOR THE PRIME MINISTER

C231136

FOR COUNCIL: January 22nd, 1940.

SUBJECT: Sale of Canadian wheat to Soviet Russia.

REMARKS: Mr. Robertson's memorandum of today, and copy of Mr. Heeney's memorandum, attached.

CONSIDERED BY COUNCIL:

ACTION TAKEN: Read to Council,

A.D.P.H.

DISPOSED OF:

(For Heeney's memo. see A.D.P. Heeney to King, JAN. 20, 1940)

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DJ ~~CM~~/USSR

August 26th, 1943.
C231137

MEMORANDUM FOR THE PRIME MINISTER.

Aug.24

I attach a copy of a letter addressed to you by the Soviet Chargé d'Affaires expressing the gratification of the Soviet Government for our decision to send Canadian supplies direct to the Soviet Union. We communicated our offer of supplies to Mr.Gousev on June 9th. Since then the offer has been reexamined in consultation with two representatives of the Commissariat of Foreign Trade who visited Ottawa for the purpose. After clearance in Washington with the British and American authorities, we communicated a revised and expanded offer to Mr. Tounkin on August 10th. Our earlier notes have only been formally acknowledged by the Soviet Legation. The attached letter is clearly based on instructions from Moscow. It is interesting to note that it includes reference to the hope of the Soviet Government that our action will lay the foundation for the development of trade relations after the war.

The Protocol covering the provision of supplies during the year beginning on July 1st last has not yet been signed because negotiations are still continuing between the United Kingdom and Soviet Governments on the shipping commitments of the former. It is expected that the Protocol will be signed in London by the four Governments concerned some time next month. The shipment of supplies from Canada, however, has already begun. A Soviet vessel left Vancouver last week with substantial quantities of aluminum, nickel, flour and other items and a further ship is expected to sail this week.

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SOVIET LEGATION
OTTAWA.

Ottawa, August 24th, 1943.

Dear Mr. Prime Minister,

C231138

With further reference to your letter of June 9th, 1943 and to the Note of the Department of External Affairs of August 10th, 1943 concerning the draft of a Third Protocol, covering supplies to be shipped to the Soviet Union during the year July 1st, 1943 to June 30th, 1944, I have the honour to inform you that the Government of the Union of Soviet Socialist Republics highly appreciate the decision of the Government of Canada to render aid to the Soviet Union in its struggle against the common enemy of the United Nations - hitlerite Germany, by making direct deliveries to the Soviet Union of munition and other supplies.

The Government of the U.S.S.R. hope that shipment of necessary munition and other supplies from Canada to the Soviet Union will lay foundation for the development of trade relations between our two countries after the war.

Yours sincerely,

(Sgd) -- G. Tounkin.

Rt.Hon.W.L.Mackenzie King, P.C.,M.P.,
Prime Minister,
Secretary of State for External Affairs,
East Block,
Ottawa.

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(H.H. WRONG TO W.L.M.K.)

C231139

RHW/SR
3.1.44

D-120-J
see 1943

MEMORANDUM FOR THE PRIME MINISTER

P-100-S
see 1943

U-201
V-1

W-350
see 1943

W 347
see 1943

Mr. Vasilii Sergeev, the Deputy Commissar for Foreign Trade in Moscow, and his wife will be in Ottawa for a few days, arriving probably on Friday. Sergeev seems likely to be a coming man in Russia. We first heard of him when he was sent to Ottawa last June to negotiate for the Canadian supplies included in the Third Soviet Protocol. He then spent two or three months in this country. A few days after his return to Moscow, he was named by the Soviet Government as one of the four officials to participate, with Molotov, in the Moscow Conference in October. Immediately after this Conference he returned to this continent as Soviet representative at the first meeting of the Council of U.N.R.R.A. He got along very well with our people, both here during the summer and at Atlantic City in November. I think that he is becoming a good friend of Canada, and we may need good friends at the upper levels of the Soviet hierarchy. He will return to Moscow very shortly. His business here is concerned with the shipment of supplies, and he also hopes to take back with him the Mutual Aid Agreement between Canada and Russia.

I think that it would please him greatly, and would produce good results, if you could see him while he is in Ottawa for a few minutes. He is quite fluent in English and talks more freely than any other Soviet official whom I have encountered. He will probably arrive here on Friday morning. I am not sure how long he intends to stay, and I am trying to find this out. We are arranging a small luncheon for him on Friday or Saturday.

He is an engineer by profession, not yet 40, and a graduate of the Petrograd Polytechnic. His wife will be with him on this visit.

5.45 P.m Jan 4 - Mr Wrong telephoned & says ...
... proposed visit ... to ... in ... Ottawa ...

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CONFIDENTIAL

COPY USSR

LDW/HM
August 22nd, 1945.

C231140

MEMORANDUM TO MR. ROBERTSON: pour archives

I called yesterday on Mr. Zaroubin, the Soviet Ambassador, and paid my respects before returning to Moscow. I was with him for an hour and 20 minutes since he pressed me to stay when I got up to go earlier in the interview. He said it was the first opportunity we had had of having a long talk together.

The first part of the interview was mostly about conditions in the Soviet Union and did not bring out anything very significant. It was during the latter part of my talk with him that Mr. Zaroubin dealt with prospects of trade between Canada and the Soviet Union, and some of the things he said are worth reporting to you.

Mr. Zaroubin recounted to me the difficulties which had arisen over the payment due on the electro-technical equipment now ready for shipment to the Soviet Union. He said that the latest difficulty had been that Mr. Timchenko, the acting Commercial Attaché, had received a telegram from Mr. Mikoian, the Peoples Commissar of Foreign Trade, authorizing him to apply for a 5-year credit to cover payment of this equipment. Since these instructions came from the Commissariat of Foreign Trade and not from the Commissariat of Foreign Affairs, the Ambassador had been in doubt as to whether he could give a letter applying for the credit in the name of the Soviet Government, but had eventually agreed that Mr. Mikoian's authority was sufficient. This seems to indicate some interdepartmental jealousies with which we are not unfamiliar in Ottawa.

Mr. Zaroubin then told me that negotiations for credit covering future Soviet purchases would become active as soon as Mr. Krotov returned to Ottawa. He expected that Mr. Krotov would bring with him full instructions as to which of the four alternatives best suited the convenience of the Soviet Government.

The Ambassador explained that Mr. Mikoian had declared their desire to make very large purchases in Canada and Mr. Molotov had repeated the same thing to him when he met him in Edmonton. The deciding factor, however, will be the prices which Canadian manufacturers can offer. In this connection he showed me a statement which he had given to Mr. Howe. This compared the prices for similar equipment in Canada and the United States, based on actual contracts recently placed. The comparison of prices

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showed that Canadian prices were from 19.5 to 90% higher than the corresponding United States prices. The products concerned were steam locomotive cranes, mine hoists, compressors and electric motors. I explained to Mr. Zaroubin that while it might be true that on some products our prices were higher than the United States prices, I thought there would be a wide field of equipment in which we would be competitive. I derived the impression, however, that the Ambassador was preparing the way for possible non-fulfilment of the previous indications of large Soviet buying in Canada. What he told me also confirmed my own impression that we are not likely to be competitive in the great bulk of industrial equipment and technical appliances required by the Soviet Government organizations.

I asked the Ambassador whether orders would be placed with private firms in view of the cessation of Mutual Aid. His reply was very definite that the Soviet Government wished to deal with the Canadian Government. He referred to the large orders for wheat and flour which would be required for some time in order to supply the needs of the troops and civilian population in the Soviet Far East. He said he thought that this trade would continue for a long time. I asked if any plans had yet been formulated for handling future trade between the two countries, and he replied in the negative, indicating that the organization of a "Cantorg" for Canada similar to that in New York would depend largely upon their experience in securing competitive quotations from Canadian manufacturers for the goods they required.

The Ambassador then introduced the subject of the duties on Soviet products imported into Canada. He said he had been receiving many letters from Canadian firms, complaining that the rates of duty on Soviet products were higher than those on similar products imported from other countries. I explained that this was due to the absence of a trade treaty between the two countries, since under Canadian law we could only extend most-favoured nation treatment in exchange for concessions received from the other country, and that in the case of the Soviet Union such a concession might take the form of an undertaking to purchase goods up to a certain value and similar to the trade agreements which the Soviet Government concluded with the United States before the war. Mr. Zaroubin said that some officials of the Canadian Government had told him that this provision in Canadian law might be altered, and intimated that he would probably be instructed to seek the granting of most-favoured nation treatment on Soviet products imported into Canada. Among those products on which he thought trade might be developed, were - anthracite coal, oil products, flax, and Russian peasant art. In the case of oil products, however, he recognized the complications arising out of well-established distribution channels.

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The impression I derived from my interview with Mr. Zaroubin was that he was very pleasant and friendly during the early part of the conversation, but that when we got onto the subject of future trade, he was talking very carefully and according to a line developed by his Government.

LK
26-8-45

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Coll - Trade with West Indies.

EDITORIAL FROM "THE DAILY GLEANER",
Kingston, Jamaica.

C231143

FAREWELL

The Canadian Commission leaves Jamaica for Colombia today; the members go by plane; we wish them a happy landing. They have been in Jamaica some four days; they have met a fair number of our Jamaica businessmen and producers; they have made an excellent impression on the Jamaica representatives who have met them. We hope that the latter have made a good impression upon them also.

Had time permitted they would have come into contact with far more people, but the exigencies of their itinerary have not permitted them to stay as long as one week in any country. They planned to cover a very wide field within a couple of months; nevertheless they will acquire during that period that personal knowledge of countries and trade situations which will be helpful to them in making future arrangements for the development of Canadian trade and commerce. But the more we think the matter over, the more we are convinced that one of the principal objects of this Canadian Trade Commission has been to establish a sort of personal, friendly contact with the places they will visit. They have wished to show that Canada appreciates the custom of such countries and has as one of her leading aims the establishment of co-operative relations with them.

Personal touch is more important in business than the unimaginative may realise. When the Duke of Windsor, then Prince of Wales, went many years ago from country to country he was often described as Great Britain's unofficial Commercial Ambassador. He transacted no business, he mentioned no particular commodity in the manufacture of which Great Britain excelled, he met no specific delegations to discuss trade treaties. But he pleased the nations to whom he was sent, his visit was regarded as a compliment and therefore won much good feeling for England; in the end the benefits were conspicuous. This particular Commission from Canada has some such aim in view. It will negotiate no treaty; certainly in Jamaica it has not entered into any details

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with our businessmen and producers connected with matters of trade. But all Jamaica knows through its visit that Canada is anxious to retain and eventually to expand her trade with this country, is anxious also to assist this country to the best of her ability - and her ability to do this is considerable - and so has deputed a Minister of the Crown, his principal assistant, and two of his leading officials, to hold out as it were the hand of friendship to Jamaica - a gesture which assuredly will be fruitful of good results.

We bid the Canadian Delegation goodbye today in a spirit of sincere appreciation. It may rest assured that, apart from the natural tendency engendered by war conditions, which must bring Jamaica and Canada more closely together than ever before, its visit here will of itself cause and incline us to think more of Canada, to feel ourselves more united to Canada, than hitherto. These are no mere words. A little reflection will show that we but state an incontrovertible fact. Our connection with the United States of America has become more intimate than before, owing to the lease of a Jamaica site for the American naval base shortly to be constructed. American affairs will become, in the language of Mr. Winston Churchill, more mixed up with Jamaica affairs than hitherto. But so will Canadian and Jamaican affairs; this is what the Canadians and the Jamaicans hope and wish for: neither forget that Canada is a part of the British Empire, both believe profoundly that Canada has a great future as the leading self-governing Dominion within the Empire's circle, and will be worthy of that future. The Delegation which arrived on Thursday, and which leaves Jamaica today, therefore, is not at all a Delegation of friendly strangers; every member of it is a child of the House. It is as such that we Jamaicans have greeted these Canadians, it is as such that we wish them Godspeed, it is also as such that we express the hope of seeing them in this country once more, knowing their own friendly feeling towards us, being satisfied that they will do their best to strengthen the friendliness of Canada towards this British colony of Jamaica. Their visit, we repeat, has drawn us more closely to Canada. And this was one of its intentions.

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N.A. ROBERTSON

C231145

MARCH 13, 1940

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NAR/MG
Trade with West Indies

D-6-1
v. 1
Canada

TRADE AGREEMENT WITH THE DOMINICAN REPUBLIC

A Trade Agreement between Canada and the Dominican Republic was signed at Ciudad Trujillo on March 8, 1940, the British Minister signing on behalf of Canada.

The Trade Agreement provides for the reciprocal exchange of most-favoured-nation treatment in tariff matters as well as for concessions on specific Canadian products. The Dominican Government agreed to extend the concessions on specific Canadian products as from the date of signature of the Agreement. The other provisions of the Agreement were to come into force upon exchange of ratifications.

A telegram has now been received from the British Minister at Ciudad Trujillo, proposing that arrangements should be made to give provisional effect to the other provisions of the Trade Agreement on the basis of reciprocity. This has become a matter of some urgency because there is a possibility of the Dominican Republic concluding shortly trade agreements with France and Newfoundland, providing for concessions on cod, which is not included among the products on which concessions were granted to Canada, these covering hake, pollock, herrings, etc., of which Canada is the chief source of supply of Dominican imports. In order that we

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may benefit immediately from any reductions on cod which may be accorded to France or Newfoundland, it is desirable that effect should be given to the reciprocal exchange of most-favoured-nation treatment from the earliest date on which it can be agreed between the two Governments to bring the Trade Agreement into provisional operation.

Order in council passed
May 13

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(G. B. SMITH ?) DEC., 1940.

Canadian Trade Mission to
Caribbean and Central America points - December 1940.

C231147

November 29th -- The Mission left Ottawa.

Personnel - Jas. A. MacKinnon, Minister of Trade and Commerce;
L.D. Wilgress, Deputy Minister;
Yves Lamontagne, Director of Commercial Relations; and
G.B. Smith, Assistant Director of Commercial Relations.

Mr. Smith also acted as Secretary for the Mission.

Doctor Skelton, Mr. Aquilar, Argentine Consul General, Mr. Feliu, Chilean Consul General, and others were at the station.

November 30th -- Day spent in New York. Entertained at pre-arranged luncheon by Joseph C. Rovensky, Vice-President of the Chase National Bank, and Chief Assistant to Mr. Nelson Rockefeller, Co-ordinator of Cultural and Commercial Relations between the United States and the American Republics. Mr. Rovensky appeared anxious to impress upon us that the policy of the United States was to bring about better relations between all the American Republics and that the United States has been assisting some of these countries by means of loans, not only for the purpose of relieving their financial difficulties resulting from the loss of European markets, but chiefly with a view to assuring that these countries would not become susceptible to the economic penetration of the Axis powers after the war. Mr. Rovensky considered it essential for the United States to make the South American countries realize that the loans were being granted solely to enable them to get on their feet and were not to be regarded as the forerunner of an endless stream of financial advances. Mr. Rovensky did not think that Canada had any reason to fear too narrow a practice on the part of the United States in the granting of these loans. It was true that certain of the loans had been earmarked specifically for purchases of United States goods or for unfreezing credits owing to United States exporters, but the

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general policy behind the granting of loans to Latin American countries was to resuscitate their economies and this was essential if they were to become good customers of Canada as well as of other democratic countries. Canada for her part could assist in this objective by taking a larger share of the exportable products of the Latin American countries consistent with its treaty obligations towards the component parts of the British Empire.

Mr. Rovensky frankly stated that the United States would adopt a sympathetic attitude towards the efforts of the United Kingdom and Canada to solve their economic problems in that area.

December 1st -- The Mission left New York early this Sunday morning by Eastern Airlines plane, arriving Miami late afternoon.

December 2nd -- Mission left Miami early morning by Pan-American Flying Boat, arriving Nassau before noon.

His Royal Highness, the Governor of the Bahamas, showed great interest in the work of the Mission and at his request . Mr. MacKinnon spent an hour with him at his office at Government House the following morning, discussing matters of Canadian participation in the war, matters of interest to His Royal Highness dealing with Alberta particularly, and with trade relations between the Dominion and the Colony. Later the Duke and Duchess of Windsor entertained the members of the Mission at an informal reception at their residence.

Official calls were made on Mr. W.L. Heape, Colonial Secretary; Honourable R.W. Taylor, Receiver-General and Chairman of the Foreign Exchange Control Board; and Mr. J.K. Cole, Comptroller of Customs and the Competent Authority for the control of imports into the colony. Other people interviewed in the course of trade negotiations and discussions were W.K. Moore, President of the Legislative Council; Sir

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Frederick Williams-Taylor, former Chairman of the Bank of Montreal; Mr. H. C. McLean, Manager of The Royal Bank of Canada; and Mr. R.H. Curry, Agent of the Canadian National Steamships. Two days were spent in trade problem discussions.

Sir Frederick Williams-Taylor enquired most kindly for the Prime Minister, expressing his high personal esteem.

It was made very clear that, following war dislocations of trade the authorities of the colony were doing everything possible to divert trade to Canada and there was no evidence of discrimination against Canadian trade in favour of imports from the sterling area. Complaints were general that Canadian exporters did not show sufficient interest in the possibilities for the sale of goods to the colony, the requirements of which - on account of the large tourist trade - were fairly substantial. The chief complaints against Canadian exporters were (1) indifference to enquiries, such as inattention to correspondence, lack of care in documentation and failure to send samples; (2) the raising of prices since the control authorities commenced to require the importers to purchase in Canada rather than in the United States. Another obstacle to Canadian trade was the need of ordering from Canada in large quantities, whereas importers had formerly been in the habit of buying through Miami in small lots.

There were very few complaints against Canadian purchases of Bahamas products. Reference was made to the lack of sufficient refrigerator space on the French vessel now being operated by the Canadian National Steamships, which also made it difficult to bring in adequate supplies of meat from Canada. The Government were endeavouring to relieve the situation by the provision of further cold storage facilities both for handling the tomato crop and for storing imported meat.

Arrangements concluded with the Canadian Foreign Exchange Control Board for the payment of transportation

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through the United States by Canadian tourists visiting the Bahamas appeared to be satisfactory to the colonial authorities.

December 5th -- Took Pan-American Flying Boat at Miami for Kingston, Jamaica, arriving at noon. The arrival coincided with the visit of President Roosevelt who was on a cruise of inspection of the new United States naval and air bases in the West Indies. The President did not land at Jamaica, but the Governor, Sir Arthur Richards, was invited to board the cruiser for lunch and, incidentally, accompanied the President on part of the inspection. Sir Arthur returned, warm in his praises of the President.

Mr. MacKinnon and Mr. Wilgress were the guests of the Governor at King's House during the Jamaica stay. The Governor gave dinner parties on two consecutive evenings, which gave the members of the Mission an opportunity to meet business and financial men with whom they were, or would be, dealing.

An office was placed at the disposal of the Mission in a Government office building, and for the next two days a series of delegations were received from the Jamaica Imperial Association, the Jamaica Sugar Manufacturers' Association, the Jamaica Chamber of Commerce, and the Jamaica Association, as well as visits from individuals concerned with different aspects of trade with Canada.

A very noticeable feature of these interviews was the desire, frankly expressed, to maintain and further the closest possible trade relations with Canada. On various occasions during our Jamaica visit, the hope was expressed by men of prominence that Jamaica might become more definitely allied with Canada in its future.

The hope was expressed that means might be found of Canada taking larger quantities of citrus fruits from Jamaica.

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Mention was also made of the attention being paid to the production of cocoanuts and of the possibility of Canada buying cocoanut oil from the colony. The delegation from the Jamaica Association emphasized the need of encouraging the investment of Canadian capital in Jamaican industries as a means of providing an outlet for some of the surplus sterling which Canada has and will have for disposal. The delegation from the Jamaica Chamber of Commerce referred particularly to the obstacles placed in the way of imports from Canada by the Import Control Authorities, who had received explicit instructions from London to curtail imports of goods from non-sterling sources. All of the delegations mentioned the importance of Canada as an outlet for Jamaican bananas in view of the recent decision of the United Kingdom Government to take no more bananas from the colony, owing to the need of conserving shipping space, for the duration of the war.

On the conclusion of the meetings with the above delegations the Trade Mission conferred with the Jamaica Imports Exports and Prices Control Boards. This gave an opportunity of discussing fully the restrictions which had been placed on imports of Canadian goods into the colony. All of the complaints received by the Mission from Canadian exporters before they left Canada were reviewed and Mr. F. E. V. Smith, the Chairman of the Board and the Competent Authority for the control of imports, outlined the position of the colonial authorities, who were acting on instructions from London to curtail imports of non-essential goods from sources outside of the sterling area. The situation pertaining to the importation of Canadian flour was one of the chief subjects discussed at this conference. Mr. MacKinnon referred to the serious situation in Canada resulting from the large surplus of wheat and gave this as the reason for Canada seeking to do everything possible to maintain all existing outlets for Canadian flour.

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Emphasis was placed on the fact that Canada in recent years had enjoyed two-thirds of the flour trade with Jamaica, while the decision of the Control Authorities would give Canada only one-third and Australia two-thirds of the total imports. It transpired that in view of the instructions received from London the Jamaican authorities felt unable to change their decision, although the suggested switch in flour purchases was uneconomic. The Trade Mission, therefore, before they left Jamaica undertook to make representations through the High Commissioner for Canada in London on the subject of Jamaican imports of flour.

On the third day of their stay in Jamaica the Trade Mission attended a conference with the leading officials of the colony, at which the Governor, Sir Arthur Richards, presided. A frank exchange of views took place, which served to enable the officials of each Government to appreciate better the point of view of the other. Mr. MacKinnon explained that the Mission had not come to Jamaica to make complaints but to create good-will and to explore the possibilities of greater reciprocal trade. He described the recent Canadian fiscal measures to promote the war effort and to assist the United Kingdom. His Excellency, the Governor, concluded the conference by extolling the war work of Canada and stated that the close friendship between the Canadian Prime Minister and the President of the United States of America was an invaluable asset to the Empire.

Following the Government conference the Trade Mission were tendered a luncheon by the Jamaica Imperial Association and the Jamaica Chamber of Commerce, jointly.

In the evening the Mission attended a reception in their honour given by the Canadian Club of Jamaica.

The next day was devoted to a series of interviews to clear up points which had arisen during the discussions of the

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previous two days. The most important of these interviews was one with Mr. Charles E. Johnson, Managing Director of the Jamaica Banana Producers' Association, at which Mr. F. E. V. Smith, the import authority, was also present. Reference was made to the importation into Canada of around 600,000 banana stems from foreign countries and it was pointed out by Mr. Johnson that diversion of this importation to Jamaica would save Canada "hard" foreign exchange, would provide the sterling area with additional Canadian dollars and would relieve the financial burden on the United Kingdom Government, which had guaranteed the Jamaican producers a fixed sum per stem up to 12,000,000 stems, of which less than half was likely to be exported in 1941. Further discussions later took place with other Jamaican officials on this subject, where the addition of bananas to the list of goods, the import of which into Canada from non-sterling sources was prohibited, was proposed.

Mention must be made of the very warm reception given everywhere and by everyone to the Canadian party -- as representing Canada, for whose war efforts there was the highest and most sincere praise.

An interesting feature of the Kingston stay was a visit to Gibraltar Camp on the outskirts of the city, built to accommodate about 7000 evacuees from Gibraltar -- older men, and women and children -- of whom some 1400 were already in camp.

December 9th -- The Mission left Jamaica by Pan-American Flying Boat shortly after noon and four hours later arrived at Barranquilla, the chief port of Colombia. They were met here by Mr. H. W. Brighton, Canadian Trade Commissioner at Panama, whose territory includes Colombia, and by Mr. B. T. Bradbury, the Manager of the Royal Bank of Canada. Later in the afternoon there was a reception given in their honour by Mr. Bradbury, which was attended by Senor Joaquin Ramon Lafaurie, the Governor

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of the Province of Atlantico. Others attending comprised many of the leading citizens of Barranquilla, including Senor Rafael Obregon, head of a textile mill and former Colombian Minister at Berlin; his brother, Senor Pedro Obregon, and Senor Ramon Emiliani, President of the Liga de Commercio.

One's observations and talks with these gentlemen reveal that Barranquilla is a dynamic city with the spirit of the western plains, transplanted in the tropics. In spite of restricted markets for coffee Colombia is a country of great future possibilities, based on a variety of natural resources. The country has been held back by its difficult topography, but this is being overcome by the development of air transport. Although exchange control has been in force for a number of years, it has been wisely administered and with continued good government Colombia should be one of the first of the South American countries to recover from the shock of the recent economic crisis caused by the loss of European markets.

The following day Mr. MacKinnon and Mr. Wilgress called officially on the Governor, who introduced them to his leading Governmental Advisors, and the Governor and his party then drove the members of the Mission through the city, during which visits were paid to the expansive modern docks, some of the leading factories, the stadium, the new Normal School, and the Country Club. This conducted tour through the city served to strengthen further the impression of a thriving, industrious and most up-to-date community.

It was at this point that the Mission came to a definite conclusion that in again arranging a similar trip more time must be left for small trade-conferences as well as for rests between visits to the different countries. Colombians everywhere seemed anxious to establish closer reciprocal trade relations with Canada and the discussions and the goodwill engendered should bring results.

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December 10th -- In the late afternoon of December 10th the Mission flew from Barranquilla to Cristobal, Canal Zone. From December 10th to December 19th was spent by the Mission, excluding Mr. MacKinnon, calling on the business men and business organizations at Cristobal, Colon, and Panama. There was a public reception at the British Legation for the Mission, and calls were made on Pan-American Government officials, particularly Senor Paul de Raux, Secretary of Foreign Affairs, and Senor J.E. Heurtematte, Under-Secretary of Commerce. Senor de Raux recalled that he had been adviser to his Government when Canada had adhered in 1935 to the Anglo-Panama Commercial Treaty. He was familiar, therefore, with the subject of trade relations between the two countries and expressed his anxiety to assist in the development of still closer relations. Senor Heurtematte mentioned the need for Canadian exporters to pay more attention to the market in Panama and urged particularly that they should send samples of their goods instead of merely being content with submitting catalogues and prices.

An official call was also paid His Excellency, Dr. Arnulfo Arias, President of the Republic of Panama. In this case the Canadian party were accompanied by the British Minister, Mr. Dodd. His Excellency was most cordial and expressed the warmest regard for Canada as a North American country with which Panama desired to maintain the friendliest possible relations.

Official calls were also made on Lieut. General Van Voorhis, United States General Officer Commanding in the Canal Zone, and on Mr. Glen Edgerton, Governor of the Panama Canal.

During these days the Mission interviewed the agents of Canadian exporters and other business men in the Canal Zone, both Atlantic and Pacific Coasts. They were also able to discuss very fully with the Canadian Trade Commissioner in his office, the situation pertaining to the development of Canadian trade with Panama, the Canal Zone, Costa Rica, Colombia and Venezuela,

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the countries comprising the territory of the Canadian Trade Commissioner at Panama.

December 20th -- Owing to medical advice that necessitated the return of Mr. MacKinnon, and owing to very definite advice that it would be inadvisable and undiplomatic for a portion of the Mission to proceed without the Minister, the party, being unable to secure flying accommodation without a long wait, left by S.S. Washington for New York via Havana, Cuba.

December 22nd -- Eight hours were spent in Havana. Little more than brief conversations in connection with some very pressing trade matters were possible.

Among others who greeted the Mission on its arrival were the British Minister, Sir George Ogilvie Forbes, and a representative of the Cuban Department of State.

The S.S. Washington docked at New York early on Christmas Day and the members of the Trade Mission proceeded without delay to Ottawa, where they arrived that evening.

This rather brief report of what the Mission were able to do during that part of the tour which they were able to complete will afford good indication of the goodwill and closer relations which a Mission headed by a Minister of the Crown are able to promote through visits to those parts of this Hemisphere which afford important prospective markets for Canadian goods.

Attached hereto, and to show the interest that was taken in the visit of the Canadian Trade Mission, are copies of letters addressed by the Canadian Trade Commissioners at Lima, Peru, and at Buenos Aires to the Deputy Minister of Trade and Commerce, regarding arrangements being made for our visits.

Attached are also copies of editorials, one from 'The Daily Gleaner', Kingston, Jamaica, and the other from the 'Panama Star and Herald', Panama.

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C231157

COPY OF EDITORIAL PUBLISHED IN PANAMA STAR AND HERALD of FRIDAY, DECEMBER 20, 1940.

CANADIAN TRADE COMMISSION.

It was unfortunate that the tour of the Canadian Trade Commission to South America had to end here through the illness of its leader, the Hon. James A. MacKinnon, the Dominion Minister of Trade and Commerce but, as it has been stated, the trip is not permanently abandoned - merely postponed to a more convenient season.

The mission, as we understand it, was in part a good-will gesture and in part a desire of the Dominion Government to establish a friendly business footing in the countries to the south of us preliminary to the extension of increased trade relations. For years Canada has had an office of its Trade Commission in Panama.

Canada feels, as its friends on the outside feel, that it is to emerge from this war with its standing greatly enhanced. Its far-flung domain, its tremendous natural resources, as yet only partially developed, and its push and initiative demonstrated in the past 12 months, all tend to make Canada, when the war ends, stronger than ever before.

The Dominion is filling a far more important role in this war than in the last, although its efforts then rated high, but today Canada is Britain's right bower. While other colonial dependencies are performing their parts yeomanly, it is on Canada, among all the overseas British commonwealth of nations, that England must place the most reliance. On it is placed the responsibility of relaying to British ships war materials purchased in the United States; on its industries is the self-imposed burden of supplying all possible from Canadian sources. Canada has responded to the call upon it with an alacrity and whole-souled concentration that commands admiration.

But though the Dominion's task is great they are equal to it. They have set their shoulders to the wheel as one man and are completely imbued with the never-say-die spirit. Yet, notwithstanding the problems to be faced, the Ottawa Government is giving thought to the future. One of these thoughts irresistibly concern the revival of general trade after the war. With its millions of acres of arable agricultural lands; with its vast store of fur-bearing animals; with its important producing gold mines, today the most valuable in the Western Hemisphere, and with its up-and-coming new-found industries, Canada justly feels that in the years to come it is to figure larger than ever before in the marts of international trade. This, we infer, is what has led the Dominion trade authorities to explore the possibilities of new markets of which those of the Latin American countries are increasingly attractive.

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IMPORTANT

C231158 NAR/SR 11.5.42

MEMORANDUM FOR THE PRIME MINISTER

I believe Mr. MacKinnon is bringing up in Council today the question of Canadian representation at the Conference to be held in Jamaica on [redacted] 15th to consider what measures should be taken to deal with the threatened shortage of essential foodstuffs and other commodities in the Caribbean area as a result of acute shipping difficulties due to enemy action. In view of Canada's close shipping and trade connection with the British West Indies and their dependence on this country for most of their staple foodstuffs it is, I think, important that Canada should be adequately represented in the discussions in Jamaica, which are likely to determine not only the immediate emergency arrangements for provisioning the Islands but also affect their post war relations with the United States and Canada. I would suggest that Mr. Wilgress and Mr. J.S. Macdonald of this Department, who are both very familiar with West Indian trade and shipping questions, should represent Canada. They would have to leave tomorrow to join the American Delegation at Miami and thence proceed to Jamaica by plane, which the United States State Department is reserving.

The Agenda for the Conference includes:

(1) Ascertainment of minimum supplies essential to maintain wartime economy.

(2) Co-ordination of steamship services from North America.

(3) Establishment of emergency stores of concentrated foods.

(4) Scheme of control of local steamers, schooners etc., for

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inter-island distribution.

(5) Feasibility of land and sea supply routes through the Greater Antilles.

(6) Promotion of further production of foodstuffs locally.

(7) Obtaining of priorities for equipment needed for local production, processing and preservation of foodstuffs.

(8) Recommendations to the Home Governments regarding increase of inter-Caribbean trade.

N. A. Robertson.

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C231160 West Indies

GOVERNMENT OF CANADA

PRESS RELEASE

INFORMATION DIVISION
DEPARTMENT OF EXTERNAL AFFAIRS
OTTAWA - CANADA

NO. 8 FOR IMMEDIATE RELEASE

January 16, 1948.

The Department of External Affairs announced today that a Delegation from the British West Indian Governments is arriving in Ottawa on January 20 in order to discuss Canadian flour exports to the West Indies and other commercial matters of mutual interest.

The members of the West Indian Delegation are as follows:

Lt. Colonel A. O. Spencer - (Chairman), Economic Adviser, British Guiana

Hon. Major Alan Storey, D.F.C. - Member of the Legislative Council of Trinidad

G. G. R. Sharp, Jamaica

The Delegates will be accompanied by:

Mr. Stephenson of the Associated West Indian Chamber of Commerce

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MEMORANDUM FOR THE PRIME MINISTER:

LQ
C231161

NAR/ET
21 Nov.1944

SECRET

Mr.Percy Bengough,President of the Trades and Labour Congress of Canada,is attending a conference of the Inter-American Federation of Labour in Colombia in the second week of December. We are arranging air passage priorities for him and getting the travel visas he needs. We are also giving him a "special" inscription for his passport.

The Deputy Minister of Labour and the former Minister of Labour,Mr.MacLarty,have both spoken to me about the desirability of the Government meeting some part of Mr.Bengough's travelling expenses. It is,I think,good that the Trades and Labour Congress of Canada should be represented at this conference of the Inter-American Federation of Labour,and Mr.Bengough will be a very respectable representative of Canada abroad. He will not,however,be attending the conference in any official or representative capacity.

I don't think we should be drawing a precedent in this case by doing it.

If you think it would, on balance, be desirable to pay some part of Mr.Bengough's travelling expenses(perhaps his transportation as distinct from his living expenses),there is a sort of precedent to be found in the Government's payment of expenses of the three members of the Canadian Bar Association who attended the Pan American Juridical Congress in Mexico City last summer.

noted

WLK

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R-10-R
file (2) C231162 1948

Memorandum for the Prime Minister

Mr. Mitchell's office telephoned this morning with regard to the arrangements for tomorrow for meeting the delegations from the Railway Brotherhoods and from the Trades and Labour Congress. At present, the tentative schedule for tomorrow morning is as follows:

10:00 a.m.	--	Railway Transportation Brotherhoods (in the Prime Minister's Office in the East Block).
11:00 a.m.	--	Trades and Labour Congress of Canada (in the Railway Committee Room, Centre Block).
12 o'clock noon	--	Cabinet meeting.

If the above arrangements are satisfactory, the details as to time and place will be confirmed by Mr. Mitchell's office with the respective delegations. If there are any alterations, they would appreciate if they could be informed to-day in order that alternative plans may be made.

-- Attached is a copy of the memorandum which apparently is to be presented by the Trades and Labour Congress at the meeting tomorrow. It arrived without covering letter to-day.

Taxation - Income
Mr King - Interviews
Labour - Railway Transportation Brotherhoods

for copy
R-10-T
Trades + Labour Congress of Canada

March 3, 1948.

R.G.R.
(R.G. ROBERTSON)

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R-10-I

C231163

The Annual Meeting of the Trades and Labour Congress of Canada with the Federal Government - March 4, 1948

1. The following members of the government were present:

The Prime Minister
Hon. D. C. Abbott
Hon. Lionel Chevrier
Hon. Brooke Claxton
Hon. Alphonse Fournier
Hon. Colin Gibson
Hon. Milton Gregg
Rt. Hon. C. D. Howe
Rt. Hon. J. L. Ilsley
Hon. Joseph Jean
Hon. J. A. Mackinnon
Hon. Humphrey Mitchell
Hon. J. J. McCann
Rt. Hon. L. S. St. Laurent

2. Mr. Bengough read a brief on behalf of the Congress (attached).

3. Mr. Mitchell congratulated the Congress on the manner in which their brief had been prepared and presented. He also said that he felt great strides in labour and social legislation had been made in the past generation; that fundamentally the same labour bill introduced in the last session of Parliament would be introduced during the present session; that his department was continually looking at the Unemployment Insurance Act. As regards injunctions, he pointed out that these were a provincial matter. In connection with Immigration, he assured the Congress that the ~~Department of Labour~~ Federal Government had the final say as to what immigrants were to enter Canada.

4. Mr. Chevrier outlined in general the amendments that were going to be made to the Canada Shipping Act at the present session of Parliament, and said that he was grateful for the Congress's submissions in relation thereto. He said he would give careful consideration to the portion of the brief relating to railway repair shops.

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5. Mr. Abbott defended the government's action in relation to de-control and pointed out briefly why it was not possible to revert to an overall price control programme.

6. Mr. Howe agreed with the Congress that more low-rental housing was needed and he thought that the objective for producing houses in 1948 would be larger than ever before. One of the serious bottlenecks was the shortage of skilled building tradesmen.

7. Mr. Claxton said that he thought his department was the largest single direct employer of labour in the government. He added that an officer of his department had now been appointed for the specific purpose of giving him advice on labour matters.

8. Mr. St. Laurent made a few remarks in connection with the National Health Insurance Programme, and asked everyone present to give some consideration to the problem of providing convalescent institutions so that more hospital space could be made available for active treatment. He felt that initiative in this direction must start locally before any real progress couldbe made.

9. The Prime Minister congratulated the Congress on their manner of making their representations. He felt that much progress had been made in recent years in labour and social legislation, and that the workers in the Congress were in a large degree responsible for this. As regards an all-embracing social security programme, he pointed out that a good deal of it was in effect now, but that we must bend our energies to bring a full programme into realization. He paid a tribute to former leaders of the Congress who had done so much for the labour movement, and said that he enjoyed no greater friendship than he had with members of the labour movement.

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✓ Mr King - Interviews
✓ Labour Disputes
✓ Labour - Trades & Labour Congress

R-10-T
1948

C231165

Memorandum for File:

On July 6th I spoke to Mr. J. W. Buckley by telephone and informed him that the pressure of matters in the concluding week of the session of Parliament had made it impossible for the Prime Minister to arrange any time to meet a delegation of the Trades and Labour Congress as requested. I added that arrears of matters requiring his attention were also pressing severely at the present time.

Mr. Buckley said that he appreciated that it might be difficult for the Prime Minister to arrange an interview, but asked if the matter could be brought forward at a later date when the pressure might be less. He said that if it was not possible to meet a delegation, he would appreciate it if he could see the Prime Minister personally with regard to the Seamen's strike as it would almost certainly be coming up at the annual meeting of the Congress in October.

R. G. R.
(R. G. ROBERTSON)

July 7, 1948.

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C231166 a-150
V-5(a)

(1)

Ottawa, June 24th, 1940.

MEMORANDUM FOR THE PRIME MINISTER:

Re: Trans-Atlantic Air Service

At the Prime Minister's direction, copies of Sir Edward Beatty's letter were sent to Mr. Ralston and Mr. Howe, a copy was also sent to Mr. Power.

Mr. Howe feels that it is so obvious that this is not the time to undertake the development of such a service, that the matter need not take up the time of Council. He has drafted a suggested reply to Sir Edward's letter.

Mr. Power suggests that the question be referred to an Interdepartmental Committee, representative of Finance, Transport, Post Office and National Defence for Air.

Attached are copies of:

1. Sir Edward Beatty's letter.

2. Mr. Howe's note to me and draft reply to Sir Edward.

3. Mr. Power's letter to me suggesting reference to the Committee.

A. D. P. H.

AH/R

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C231167

a-150
V-5(a)

FOR THE PRIME MINISTER

FOR COUNCIL: June 24th, 1940.

SUBJECT: Trans-Atlantic Air Service.

REMARKS: Mr. Heeney's note attached.

CONSIDERED BY COUNCIL: June 27th, 1940.

ACTION TAKEN: Agreed that matter should not be raised at present.

DISPOSED OF: Mr. Howe's draft letter revised and sent.

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C231168

JWP/TAS
18.1.41

MEMORANDUM FOR THE PRIME MINISTER:

Re: Position of Trans-Canada Airways

The attached letter from the Postmaster-General points out that nearly all the private air lines in Canada are being absorbed or controlled by Canadian Airways--which, in turn, is controlled by the C.P.R.

The map shows how a few extensions and connections would make possible a transcontinental air route in competition with T.C.A., located farther north and therefore better situated for future developments of international traffic.

The effect of such a development would almost certainly be to squeeze T.C.A. out of the profitable through traffic and thus demonstrate that "public ownership" was a failure. This would serve the double purpose of discrediting public ownership and the present government which developed T.C.A.

The proposed amendments to the Commercial Aircraft Regulations, which have been advanced by Mr. Howe as a result of his concern over alleged cut-throat competition between private air lines, would have the effect of creating monopolies in each zone fixed by the Transport Board and thus of facilitating the design of the C.P.R. to unite all these private lines into a single huge monopoly which would replace T.C.A. as the natural Canadian link in any international services which develop later. It is suggested that the amendments to the Regulations should not be approved by Council, at least until their whole effect is fully explored.

W. J. T.

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C231169 file

a-150
v.4

TRANS-CANADA AIR LINES

Canada's National Air Service

Winnipeg, Man.,
July 28th, 1942.

Dear Air Traveller:

During normal times, Trans-Canada Air Lines' Traffic Representatives have endeavored to call on you personally, or to communicate with you by mail, their objective being to acquaint you with the many advantages of air transportation and to supply you with current information about our services. However, because of the need to utilize our experienced personnel in other duties directly connected with the vital part played by TCA as an essential service in the United Nations' war work, it has been necessary to curtail this particular type of activity.

This personal note is consequently to let you know that, although we have been obliged to suspend temporarily some of the pleasant contacts we have had with you in the past, we are still at your service. By this I mean we want to be of assistance to you in arranging your travel plans.

Because of the large volume of wartime traffic, sometimes it may not be possible for us to provide accommodations for you on a specific date you may wish to make an important trip. On such occasions you may consider a revision of your plans to enable you to travel on another TCA flight. Or you may even consider basing your business appointments upon the dates airline reservations are available. By such planning, the time saved at your office or destination can help you do your part in providing those extra "man-hours" so valuable right now.

On the other hand, perhaps some other transportation service may be your alternate choice. In this case, I hope you will let us handle these other reservations, as our offices are entirely at your disposal in the preparation of any travel arrangements.

Looking forward to a continuance of our enjoyable relations, I am.

Sincerely,

W. J. DALBY,
(Acting) General Traffic Manager.

AIR MAIL • PASSENGERS • AIR EXPRESS

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C231170

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also a-150
V-4

TRANS-CANADA AIR LINES

Canada's National Air Service

Winnipeg, Manitoba,
February 10th, 1943.

DO I NEED A PRIORITY TO FLY WITH TCA?

It has become evident recently that there is considerable doubt in the minds of many business men as to the correct answer to this question, so it is hoped this letter will clarify the situation. Actually, the right answer is—No! Business travellers do not require any priority rating to secure a reservation on Trans-Canada Air Lines, provided space is requested sufficiently in advance. However, many executives and key men of firms engaged wholly or partly in war work cannot plan their travel in advance and consequently there may be occasions when space is not available at the time it is requested. In such cases, a Government priority or "Must Ride" authorization can and should be requested to ensure completion of an urgent business trip.

Business men should make their request for a "Must Ride" authorization to that department of the Government with which their particular war work is directly connected. This request may be made to the Governmental department or board in Ottawa, or to local offices such as those of the Department of Munitions & Supply, Wartime Prices & Trade Board, etc., whichever is most familiar with the particular war job being done. The "Must Ride" request should be handled by telephone or telegram in order to expedite reply. Generally speaking, "Must Rides" should not be requested for short trips where other forms of transportation are adequate, or for short trips when reservations by air are available through the usual channels, unless the trip is particularly urgent.

On the other hand, many travellers, such as those concerned with the production and distribution of food, clothing or other basic commodities, are not engaged directly in war work but are nevertheless in a business essential to the every-day life of our Country. There is no reason why such persons cannot also use air transportation, as an efficient system of passenger classification accords them preference. The possibility of their deplanement by a priority passenger is exceedingly slight, except on the rarest of occasions. Similar preference is accorded those travelling on war work who have not been issued a "Must Ride" authorization.

As the fastest possible means of transportation is essential to all-out war production, air transportation is the answer today and saves many of those very precious man-hours so vital to Victory.

W. J. DALBY,
Traffic Manager.

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C231171

GOVERNMENT OF CANADA

PRESS RELEASE

INFORMATION DIVISION
DEPARTMENT OF EXTERNAL AFFAIRS
OTTAWA - CANADA

FOR RELEASE AT 5 P.M.

No. 57 July 7, 1948

The Department of External Affairs announces that the United Kingdom and Canada today concluded an agreement which provides for an air service by Trans-Canada Airlines between Canada and the Bahamas. This agreement took the form of an Exchange of Notes amending the Agreement for Air Services between Canada and the United Kingdom territories in the West Atlantic and Caribbean Areas signed at Ottawa on July 17, 1947.

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OFFICE OF THE PRIME MINISTER

MEMORANDUM

C231172

file

L-425
W.322
1944

For Mr. Pickersgill

Re Translation of "Family Allowances" and "Dependents' Allowances".

I have noticed the translation for the above mentioned is, the same: "Allocations familiales".

Do you think it would be a good thing to draw the attention of the translators to this little matter, to avoid confusion later?

(L.A. BEAUDRY)

LAB

July 15, 1944.

Information passed on to Mr Claxton 17.VII.44 JWP

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C231173

FOR THE PRIME MINISTER

FOR COUNCIL: October 21st, 1941.

SUBJECT: Application of G. A. Stone for re-appointment to Board of Transport Commissioners.

REMARKS: Mr. Stone's letter and copy of acknowledgment attached.

CONSIDERED BY COUNCIL: October 21st, 1941.

ACTION TAKEN: For consideration at appropriate time.

DISPOSED OF: Send to Prime Minister's Office to note and fyle.

a D. P. Heeney

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C231174

OFFICE OF THE PRIME MINISTER

MEMORANDUM for the Prime Minister:

Re: ~~Railway~~ Freight Rates

Attached are original communications from the Premiers of Alberta, Saskatchewan and British Columbia, regarding the Order of the Board of Transport Commissioners, together with acknowledgements sent by Mr. Heeney at Mr. St. Laurent's direction.

Also attached is a copy of telegram from the Transportation Commission of the Maritime Board of Trade addressed to His Excellency the Governor in Council, which has been acknowledged by Mr. Heeney.

J.W.P.

5th April 1948.

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Laurier House

C231175

Statement by Prime Minister

Re Board of Transport Commissioners

House of Commons, June 8, 1948.

On May 26th, I gave in this House a statement as to the legislation which remained to be dealt with during the present Session. At that time I indicated that amendments to the Judges Act and to the Railway Act relating to the Board of Transport Commissioners would be introduced.

The proposed legislation has reference to government plans for a reconstitution of the Board of Transport Commissioners in view of substantially increased responsibilities which it is expected that Board will have to assure over the coming years. I am now in a position to give further details regarding the proposed legislation.

A single bill will be introduced to amend the Railway Act, the Exchequer Court Act and the Judges Act, 1946. This bill will provide that a Judge of the Exchequer Court of Canada shall hold the office of Chief Commissioner of the Board of Transport Commissioners. Such Judge, however, while acting as Chief Commissioner will devote his full time to the work of the Board.

The bill will also provide, with a consequential amendment in the Judges Act of 1946, that in the light of the foregoing change the Exchequer Court will be increased by one, to consist thereafter of the President and four Judges, instead of the President and three Judges as at present.

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The bill will not in any way change the term of appointment to the post of Chief Commissioner from a ten-year period. When a Judge of the Exchequer Court has served for this term as Chief Commissioner he will, unless his term of office is extended, return to the Exchequer Court; his successor will then be appointed from that body.

Colonel J. A. Cross, C.M.G., D.S.O., K.C., whose term of office expires in February, 1950, having been advised of the intention of the government to reconstitute the Board as indicated and of the heavy additional duties and responsibilities which the Board will be expected to perform over the coming years, has informed me that, in the circumstances, taking into consideration the fact that he is not far from completing his term of office as Chairman, it would be in the best interests of all concerned for the government to make immediate arrangements for a new appointment to the post of Chief Commissioner and has accordingly tendered his resignation as Chief Commissioner of the Board, to take effect at the pleasure of the government.

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The government shares the view expressed by Colonel Cross, and intends to accept his resignation as soon as the bill I have referred to is enacted. I am pleased to be able to announce that the Honourable Maynard Brown Archibald, a member of the Supreme Court of Nova Scotia, has agreed, when the necessary legislation has been passed, to accept the appointment of Chief Commissioner of the Board of Transport Commissioners. Mr. Justice Archibald will then be first appointed to the Exchequer Court of Canada and immediately thereafter be named as Chief Commissioner of the Board.

I should like to take advantage of this opportunity to extend to Colonel Cross the thanks of the government for the valuable services performed by him during the years he has been holding the very responsible position of Chief Commissioner of the Board of Transport Commissioners. A former Attorney-General for the Province of Saskatchewan, Colonel Cross brought with him to Ottawa years of experience at the Bar which have been of great service to him in his capacity of Chief Commissioner, and which, in turn, have enabled him to perform many years of devoted public service to Canada.

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25 March, 1942

NAR/ET

MEMORANDUM FOR THE PRIME MINISTER:

C231178

G-550-A 1942 (Empl) File

Secret:

I am enclosing copy of a letter of March 19th from the Minister of Munitions and Supply, suggesting the advisability of a judicial enquiry into the activities of International Highway Forwarders Limited, an organization which has been working very hard here and in the United States to secure a franchise for trucking in bond between Detroit and Buffalo through Southern Ontario. I was doubtful whether a judicial enquiry was the right sort of instrument for the investigation Mr.Howe had in mind, and after discussing the question with the Minister of Justice, I passed on to Mr.Howe his suggestion that the matter might more appropriately be referred to the Board of Transport Commissioners, who could be asked to examine and report on the advisability of granting the trucking in bond concession.

There are on the Order Paper for today two questions on this subject put on by Mr.Ross(St.Paul's), which affect a number of Departments. I understand from Mr.Howe that the Minister of National Revenue is going to move that these questions be converted into an Order for Return, which can be met after the House reassembles.

28-3-42

(N.A.ROBERTSON)

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COPY

Office of the Minister of Munitions and Supply
Canada

Ottawa, March 19th, 1942

CONFIDENTIAL

C231179

6-5-50-a
1942
(Confl.)

Dear Mr.Robertson:

I note that our Legation in Washington are disturbed with regard to possible criticism in the United States press about trucking in bond between Buffalo and Detroit. I may say that the matter was brought up at the last meeting of the Joint War Production Committee of the United States and Canada when the U.S.Section of the Committee asked that a resolution favouring the bonding privilege be adopted by the Committee. Fortunately,the Canadian Section stated that this was a matter of high government policy and that they could only refer the subject matter of the resolution to the Government for decision. There is evidence that the White House is disturbed about representations being made by influential United States citizens asking that pressure be put on Canada to accede.

I am inclined to think that Canada should take active steps to bring the real situation into the open,and for that reason I am placing the facts before you as I understand them.

International Highway Forwarders is a Canadian company that has obtained a concession from the Government of Ontario for an exclusive franchise to transport goods between Buffalo and Detroit in its own trucks as a public carrier. The only proposal that has been placed before the Canadian Government is that International Highway Forwarders will build special trucks for this purpose,that the gasoline for the trucks will be purchased in Canada and that the company will pay heavy licence fees to Ontario in order to maintain an exclusive service. All that is needed is that bonding privileges be extended by Canada to goods moved by truck.

Canada has recently stopped the manufacture of trucks and truck tires,is instituting a rationing system to reduce the consumption of gaso-

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C231180

line and is actively engaged in reducing truck traffic on the highways as a method of conserving rubber and gasoline. To me it is inconceivable that under these circumstances it would be prepared to advance the fortunes of International Highway Forwarders.

I understand that International Highway Forwarders has recently enlarged its activities by taking in some Americans. Just what the position is now I am not sure,as no representations have been made to us recently. In my opinion,we should know the whole story,and I am inclined to think that the matter is of sufficient importance to hold a judicial enquiry for the purpose of obtaining the facts. An enquiry of this kind would determine who is behind the proposal,the exact nature of the Ontario franchise, and would in addition bring before the public the fact that the purpose of the present campaign is not to permit all United States trucks to move in bond across Ontario,but rather to permit a group of Canadians,with possibly some Americans,to work out a profitable franchise for themselves. The fact that this group has been concentrating their efforts on Washington for the past two years and have carried the matter to the President of the United States would,I think,be ample reason for Canada to investigate this situation.

I would again remind you that five railway lines connect Buffalo and Detroit across Canada. These railway systems are not congested and are well able to handle all war traffic between the two points. At a time when Canada is attempting to conserve rubber and gasoline by forcing traffic back on the railways,public sympathy,if properly informed,will not be with those who are attempting to defeat this objective.

I will be glad to have your opinion as to the desirability of a public enquiry into the affairs of International Highway Forwarders Limited. I am inclined to think that such an enquiry would bring to light an interesting situation touching the Government of Ontario.

Yours very truly,
(sgd) C.D.HOWE

N.A.Robertson,Esq.,
Under-Secretary of State for External Affairs,
Ottawa

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C231181

US

NAR/SR
3.9.43

MEMORANDUM FOR THE PRIME MINISTER

In conversation this morning Mr. Atherton mentioned the note he had given us last week about the trucking in bond situation. His Government are very anxious that the facilities granted last year should be further liberalized so that maximum use can be made of the economies in time, gas and tires offered by the existence of the direct trucking route from western New York to Michigan through southern Ontario. Copies of his note have gone to Customs, Munitions and Supply and Transport, and I sent an additional copy this morning to the Minister of Labour, who had asked if any recent representations had been received on this subject.

Atherton emphasized that his Government was only pressing us on this subject because of the importance it had in the organization of defence industries, but he recognized that it might conceivably have a wider and more lasting importance, for the purely economic advantages of a direct trucking route would, of course, still be valid in peace time. He hoped, therefore, that we could consider their request both in its immediate terms and as related to the desire of both countries to facilitate simpler and easier border traffic.

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C A/I

March 6, 1944.

C231182

MEMORANDUM FOR THE PRIME MINISTER

INTERNATIONAL AIR TRANSPORT DISCUSSIONS

IN THE HOUSE

1. Mr. Howe has been good enough to show me the notes for his statement in the House next week on international air transport, I have returned them to him with a few minor suggestions for revision. Mr. Howe's statement will, I think, be a very useful exposition of the general lines of our policy. Though necessarily vague at certain points, it will constitute the most detailed exposition yet made by any government.

2. Certain aspects of policy on international air transport are so closely bound up with general external policy that you may wish to deal with them in a statement which would supplement Mr. Howe's.

3. I attach some notes which you might find useful.

The quotation on page 3 is I think, true and well put. It is however from a document which could not be produced - and perhaps therefore should not be used. There is no copyright on the opinion expressed in it - and you could simply paraphrase it as part of your speech

WLM

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CA/I

ER/ML,
February 19, 1944.

C231183

SECRET

THE POLICY OF THE CANADIAN GOVERNMENT ON INTERNATIONAL AIR TRANSPORT

1. In view of the importance of the subject I wish to add a few words to supplement what the Minister of Munitions and Supply has said about the policy of the Canadian government on international air transport.

2. When we read day after day of the destruction wrought in Germany and elsewhere by our bombing planes, when we read of the increasing range and destructiveness of military aircraft, there must arise in each of us an uneasy feeling that, as a result of man's conquest of the air, we have created a monster which will destroy civilization unless it can in time be tamed and harnessed to the service of mankind. The monster must be tamed and harnessed now - not after another war of increased ferocity and destructiveness.

3. It would be a confession of despair if our aim were simply to tame the monster - ~~to hobble it, to crib, cabin and confine it.~~ That would be to reject the great contribution which air transport can make to the world's civilization. The monstrous power of air transport must, as Vice-President Wallace has so well put it, be used first "to increase the chance of peace and to guard against the chance of war - in other words, to give the world freedom from fear", and second "to accelerate economic development and the attainment of material well-being throughout the world - in other words, to help bring freedom from want."* That it can be so harnessed is ~~the determination~~ and belief of all men of goodwill in all the United Nations.

4. This means that we cannot permit a reversion after the war to the devious international air diplomacy of the prewar years. The result of such a reversion would be wasteful competition, excessive government subsidies, failure to meet genuine air transport needs on an economic basis, and serious international friction resulting from the efforts which nations would make to build up their own international air transport services and to hinder the development of the international air transport services of other countries. International disputes over such matters as air transport are not likely themselves to cause war but when nations are constantly quarrelling over questions which involve national prestige, national security and national prosperity, they are not likely to cooperate to keep the peace.

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* Henry A. Wallace, "Freedom of the air - a momentous issue". New York Times Magazine, June 27, 1943.

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5. One thing is clear. Considerations of national and of commercial prestige must give way to considerations of international security. The problem of the international security aspects of air transport cannot be easily dismissed by saying that the forthcoming international discussions of international air transport policy should be based on the assumption that the United Nations will achieve an operative security system and that air transport can therefore be discussed as a purely commercial problem. This is a very dangerous assumption to make since an effective means of regulating air transport is an essential feature of an enlightened international political and economic settlement.

6. Failure to reach an enlightened settlement on air transport ~~will~~ lead to endless friction among the United Nations in the postwar period, ~~will~~ muddy all their relations and ~~will~~ thus prejudice the establishment of an effective world security organization and so increase the likelihood of another world war in the foreseeable future. If we cannot devise a working system of cooperation and collaboration between the nations of the world in the field of air transport there will be a good deal smaller chance of our enjoying peace for the remainder of our harassed lives.

7. Time is drawing short. There is today grave danger that if the United Nations do not reach agreement in the near future on the general lines of a working system of cooperation and collaboration in air transport the situation will revert to something much worse than that of the 1930's. A competitive struggle will break out between the chief air powers of the United Nations. Each nation will try to secure a favoured position for itself in as many foreign nations as possible. The driving force of national and commercial prestige, the instinct of self-preservation, the lack of any basis for confidence in the possibilities of organized international cooperation, will in this, as in other fields, more and more drive harassed and hard-pressed governments to follow selfish, restrictive, unilateral or bilateral policies. The kind of international friction which would result would put a dangerous strain on the relations between the United Nations.

8. The proposals which the Canadian government is supporting for the establishment of powerful international air transport authority subject, on questions affecting world security, to the international security organization which is to be set up by the United Nations, may appear too large and far-reaching. It may be said that we should start with more modest objectives, that the United Nations should, for example, seek to establish an international authority with relatively little power and if it succeeds gradually give it more and more power. I do not think, however, that this is

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is a realistic approach. The establishment of an effective international air transport authority requires of states that they should renounce certain of their sovereign rights and be prepared to abandon certain important national functions.

> "These things", as an eminent English student of the problem has written recently, "are so difficult to achieve as to discourage attempts in normal times, but when the social and political structure has been shaken loose by a world war a brief opportunity occurs in which to rebuild in an atmosphere of idealism. If that opportunity is not grasped it may not recur for many years. It would be unwise, therefore, to hope that what we have been unable to achieve in such favourable conditions would be attainable later when vested interests had recovered their power and national rivalries had reasserted themselves."[x]

9. Canada occupies a central position in the postwar air world. The most important trunk routes connecting North America with Europe will pass over Canada. The main route will go by way of Goose Bay in Labrador or Gander in Newfoundland. Other routes may, in course of time, connect Europe and the central and western parts of North America by way of Hudson Bay and Baffin Island. Next in importance to the routes to Europe will be the "north to the Orient" routes connecting North America with Asia by way of the Canadian North West Airway or the Mackenzie River Airway.

10. Canada's central position in the air world carries with it great opportunities and grave responsibilities. The implications are large and far-reaching. We can no longer be described as a country occupying a fringe of settlement along the northern borders of the United States, or as a country with only one neighbor, the United States. Canada is now a neighbour of two of the greatest powers of the world, the Soviet Union and the United States. We are no longer a part of an island continent separated from Europe and Asia by thousands of miles of sea. We are part and parcel of a northern region which includes all the great powers of the world. ~~Canada is today a world power whether we like it or not.~~ A parochial nationalist attitude, a parochial North American attitude, a parochial Commonwealth attitude would none of them fit the realities of our present position.

11. It is this conception of Canada's place among the nations of the world which underlies the government's approach to the problem of international air transport policy. The problem is an international problem. It

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[x] Secret report by Lord Finlay to the United Kingdom government.

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cannot be solved by any one country or by any small group of countries. What is required is a general settlement to which all, or substantially all, the nations of the world, large and small, will find it in their interest to adhere.

12. In the period of the long armistice between the wars, the support which successive Canadian governments gave to collective security was based almost entirely on Canada's long-run general interest in the creation of an ordered and prosperous world. We felt that we were producers of security rather than potential consumers. We did not fear involvement in war either by a direct attack on our own territory or by an attack on the United States over our territory. We were reluctant to play an active role in threatening sanctions against possible aggressor nations because, if the aggression occurred and the sanctions were applied and led to war, the brunt of the disaster and the sufferings would fall not on our peoples and cities but on the peoples and cities of countries closer to the centre of disturbance. The revolutionary developments in air transport and air warfare which have already occurred and which are likely to be accentuated in the next decade or two are changing all that. ~~Any future great war will involve the United States. That means that it may be fought over our heads for we stand athwart the great airways connecting the United States with most of the other great and powerful areas of the world.~~ We are potential consumers of security in the future and may expect to draw out of a pool of international security as much as we put in. It is thus in our immediate national interest today to support or, if necessary, to initiate proposals for putting force behind the organization of peace.

13. As one of the lesser powers our direct influence on the solution of the problem of postwar military security cannot be determining. We are, however, an important air power - important both in war and in peace - and we are thus in a position to have a good deal to say about the settlement of international air transport policy. In this way we can make a substantial indirect contribution to a sound settlement of the whole problem of postwar security.

14. Six years ago I said in this House that we must in some way, "adjust our international relations to the economic forces, the scientific inventions which have made all nations neighbours, adjust our theories and practices of national sovereignty to the requirements of world cooperation," that we must develop "the new political machinery, the new political attitudes, the new political experience and capacity that are required for living together in such close quarters." These changes were overdue in 1938. We must put them into effect without further delay. They can be made only as a result of a supreme effort of social imagination and social invention based on intellectual integrity and intellectual courage of a high order.

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NAR/ET
20 July, 1944

C231187

MEMORANDUM FOR THE PRIME MINISTER:

C-5-5-0-a
(Cont'd)

CONFIDENTIAL

Railway Policy
Dept. of National Revenue
WW II - Can. Amer. Cooperation

7 June

I am returning for your records the memorandum I gave you last month on the trucking in bond question. We have told the United States Embassy that if they wish to send a representative of the Office of Defence Transportation to Ottawa to discuss this question again, we shall be glad to talk to him, though we cannot hold out any encouragement that the present regulations will be further liberalized.

I do not think the Americans' request is unreasonable in itself, but I do not consider that getting the concession they seek would help them as much as giving it might hurt the Government. The railroad companies are solidly against any change in the present practice and they have mobilized the railway unions in support of their position. Mr.Gibson, Mr.Mitchell and Mr.McLarty all have seats in the area directly interested in the trucking in bond question. In the circumstances I think we shall simply have to try to convince the Americans that they are not doing badly under present regulations and that it would be a mistake to press for further amendment.

19 July

I attach copy of a letter from Dave Sim, to whom I gave a copy of the note I had given you. Sim will see the representative of the Office of Defence Transportation if he comes to Ottawa, and is confident he can put up a pretty respectable defence of our dog-in-the-manger position.

Mack

(W. L. MACKENZIE KING)

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COPY

DEPUTY MINISTER OF NATIONAL REVENUE
CANADA
Customs and Excise C231188

C-5-50-a
1944
(Copy)

Ottawa, July 19,1944

N.A.Robertson,Esq.,
Under Secretary of State
for External Affairs,
Ottawa

Dear Mr.Robertson,

Thank you very much for your letter of July 15th,enclosing a copy of your memorandum to the Prime Minister on the subject of trucking in bond.

As I mentioned to you over the telephone, if it is felt in order to preserve the existing cordial relationship that someone here should receive additional representations from United States sources, and the other suggestions made in your memorandum are not acceptable,I think I could undertake this task without embarrassment.

I would be fortified by the knowledge that our administration had been extremely liberal. Indeed,there is not a case of any truck having been refused passage because of non-compliance with the present requirements. The instructions to our Collectors are that should a doubtful case arise they are not to delay the movement,but are to allow the truck to proceed and report the particulars to the Department.

There has been a steady and continued increase in the number of trucks using this short route, and the policy being so liberal it is difficult to understand why there should be so much insistence upon a further change in our regulations,unless it is being done with an eye to the continuation of the privilege after the war.

Yours faithfully

DAVID SIM

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(1) C231189 JJD/U

6-5-50-A
(Copy)

Ottawa, June 7th, 1944.

Memorandum for the Prime Minister

Haulage of United States freight by trucks across Southern Ontario.

For several years we have been receiving almost a continuous series of representations from the United States Government asking for permission for United States trucks to haul freight over Canadian highways in the Niagara Peninsula. There is a saving in distance of some 90 miles between Buffalo and Detroit by the Canadian route as against the route south of the lakes. There is an established traffic of United States freight over the railways of the Peninsula but the movement by United States trucks has not, until recently, been permitted by the Canadian authorities.

In the spring of 1942 the matter was referred by Cabinet War Committee to the Board of Transport Commissioners for investigation and report. In its report the Board recommended that authority be granted, for the duration of the war only, for the transportation in bond of war materials by United States trucks between United States points across Southern Ontario. This recommendation was put into effect by Order-in-Council in July 1942. Following this authorization the movement had by the summer of 1943 reached an average of about 30 trucks a day.

In August last we received further representations from the United States Government asking for a liberalization of the arrangement. In particular the United States authorities requested a widening of the term "war materials" to "materials necessary for the prosecution of the war or the maintenance of essential civilian economy." They had no complaint to make about the interpretation by Canadian officials of the existing limitation which they agreed was liberal but they wished to have it extended to include essential materials generally. In support of this request they stated that a) it

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is highly important to conserve the existing supply of trucks in the United States which will continue to be urgently required for essential transportation, b) trucks themselves should be regarded as a "war material", c) it is necessary to do everything possible to save rubber and gasoline, d) substantial savings in trucks, gasoline and rubber could be achieved by diverting trucks, which are now moving south of the lakes, over the shorter Canadian route, e) it is not intended to divert new traffic to trucks and hence the railways will not be deprived of freight which they now carry, f) owing to the shortage of railway facilities it is not possible to conserve trucks by shifting the freight to the railways, and g) the post-war position is protected since no request is made for the privilege beyond the duration of the war.

The United States representations were considered by the Ministers of National Revenue, Transport and Labour. The Minister of National Revenue also had an interview on the question with representatives of the railways and the railway labour unions. Both of these were opposed to the requested liberalization of the arrangement. They flatly disputed the contention that the railways in Southern Ontario are unable to handle any additional traffic. Therefore, they maintain that the most effective way to conserve trucks, gasoline and rubber is to divert the traffic from the trucks to the railways. They do not believe that the liberalization of the truck movement could be so drawn as to apply only to existing truck traffic and they would regard any diversion of traffic from the railways as a serious matter from the point of view of railway revenues and employment. Furthermore, they do not believe that the privilege could be withdrawn at the end of the war despite the assurances now given.

Since the important facts of the matter were in dispute the Minister of National Revenue suggested to the Minister of Transport that the question be referred to the Board of Transport Commissioners for report. The Minister of Transport referred the question to Cabinet where the suggested reference to the Board was decided against. The Minister then told me that the matter could only be reconsidered if the Prime Minister wished to raise it himself in Council.

A few days ago an officer of the U.S. Embassy again approached this Department on the subject and stated that they had been asked to take it up energetically with the Canadian

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authorities. It is necessary to decide whether or not we should definitely refuse the request or whether the Board of Transport Commissioners should first be asked to report on the matter. The latter course would appear to be preferable to an immediate refusal even though it might appear as an attempt to achieve further delay. If a refusal were finally decided upon it could then be based on more solid ground.

Some consideration has been given also to the possibility of a report on this trucking question by the International Joint Commission. Mr. Read, the Legal Adviser to the Department, sees no reason why the Commission could not handle a reference of this sort satisfactorily if the necessary technical assistance is provided. This procedure would have some merit in that there would be an examination of the facts pertaining to the situation in both countries by an international body.

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C231192 C-5570-A (Copy) JJD/U

August 14, 1944.

Memorandum to the Under Secretary

Trucking in bond

Meeting between Mr. Sim, Deputy Minister of National Revenue, and Major Keller of O.D.T. and Mr. English, U.S. Embassy. August 14th, 1944.

Major Keller had come to Ottawa to renew the request of the Office of Defense Transportation for a liberalization of the restrictions on the movement of United States trucks across southern Ontario. Major Keller stated that the reasons which led the United States authorities to make this request originally were now stronger than ever. He emphasized particularly the critical situation in truck tires and the great need to save manpower. He said that Colonel Johnson, the new Director of O.D.T. is just as anxious as his predecessor, Mr. Eastman, had been to obtain the savings in transport equipment made possible by a greater use of the shorter truck route across southern Ontario.

Mr. Sim reviewed the development of the movement since its beginning in the autumn of 1942 and pointed out the steady increase in the number of trucks taking advantage of the arrangement. He explained also the liberal attitude that had been taken all along by Canadian officials in administering the regulations. Mr. Sim asked Major Keller whether in view of the continued increase in the movement and its liberal administration he did not agree that virtually everything which O.D.T. could reasonably wish to achieve was not or would not shortly be accomplished without any changes in the existing arrangement. Mr. Sim said there was very

This sex ed question appears to be settled at last 2

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little hope of obtaining any alteration in the present provisions. Major Keller replied that if he could have Mr. Sim's assurance that the existing liberal administration of the movement would be continued during the period of wartime necessity O.D.T. would be satisfied and would not ask for any formal change in the arrangement. Mr. Sim went on to say that if O.D.T. wished, in order to save trucks and tires, to direct a greater number of trucks over the Ontario route that no administrative barriers would be put into the way provided of course that the traffic bore a reasonable relation to the furtherance of the war effort. With this understanding Major Keller appeared to be fully satisfied. Mr. Sim made it clear that the present arrangement would remain in effect only during the period of the war and that no commitments or undertakings whatever, expressed or implied, were being made regarding the continuance of the privilege after the war. Major Keller agreed and said that O.D.T. was not asking for anything beyond the period of the war.

. . . . .

Mr. Sim conducted the discussion in this meeting with much skill and it appears that a satisfactory understanding on this vexed question was reached.

FILE UNDER D.

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LB/HBR/LSTG

C231194

FOR POSSIBLE INCLUSION IN PRIME MINISTER'S SPEECH

I now wish to draw the attention of the House to the question of the Exit Permit regulations administered by the Immigration Branch of the Department of Mines and Resources. These regulations which were introduced on March 10, 1942, and amended on several occasions since, have limited the movement to destinations outside the Western Hemisphere of women, and children under the age of 16. In view of the gradual improvement of travel conditions and of the Government's desire to relax wartime controls wherever possible, it has been decided to abolish these restrictions immediately.

The result of this decision will be that, subject to the existing rules of passport control exercised by the Department of External Affairs, women and children residing in Canada are free to make their own travel arrangements without first obtaining an Exit Permit from the Immigration Branch.

I wish, however, to emphasize that, although the improvement on general travel conditions has made it

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possible to remove the Exit Permit restrictions, this step should not be taken as an indication that the strain on transportation facilities to Europe and the Far East has ceased to exist. The transportation of Canadian servicemen and their dependents from the United Kingdom and the Continent to this country is being granted the highest priority in the allocation of westbound shipping space. This movement will require a very large percentage of available passenger accommodation for many months to come, and the Government desires to warn persons intending to travel to the United Kingdom and Europe during 1946 that no assurance can be given of return transportation until the needs of the repatriation program have been filled. It is further pointed out that a very large waiting list has developed in the United Kingdom of persons who are not at present eligible for westbound shipping passage. These applicants, ~~which~~ who number in the thousands, will have to be accommodated first ~~in rotation~~ and temporary visitors to the United Kingdom and the Continent will, of course, be required to take their places on the waiting list. As far as can be foreseen,

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this will unfortunately involve very long delays.

I mentioned earlier that the Department of External Affairs has been exercising an administrative control on passport endorsements. This was necessitated by the limited housing, food and transportation facilities in Europe and the Far East, and by the desire of the Government to restrict non-essential movement from Canada to the countries where conditions were particularly serious as a result of the war. The past few months, however, have been marked by a gradual improvement in these conditions, and I am able to state that the question of passport control is at present under review.

L. B.

30.3.46

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RIC-US 15

MW/S
Aug.12/41
C231197

MEMORANDUM FOR THE PRIME MINISTER

Re Peace Commission Treaty with the
United States

The exchange of Ratifications of this Treaty will take place in Washington tomorrow morning, August 13, at 12 noon, Ottawa time.

The Treaty, which will come into force on the exchange of Ratifications, amended the 1914 Treaty for the Advancement of Peace between Great Britain and the United States.

Attached is a copy of a press release which it is proposed to issue.

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MW/S
Aug.13/41

C231103

PRESS RELEASE

On August 13, 1941, at Washington, the United States Secretary of State, Mr. Cordell Hull, and the Canadian Chargé d'Affaires, Mr. H.H. Wrong, exchanged ratifications of The Peace Commission Treaty between Canada and the United States, and the Treaty at once entered into force. The Treaty was signed in Washington on September 6, 1940.

It amended, in its application to Canada, the 1914 Treaty for the Advancement of Peace between Great Britain and the United States.

The 1914 treaty between Great Britain and the United States provided for the establishment of an international commission to investigate and re ort on disputes between the two parties.

The new 1940 treaty between Canada and the United States amends the 1914 treaty by establishing a separate commission between Canada and the United States.

Similar amending treaties have been signed between the United States and Australia, New Zealand and South Africa respectively.

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0231199

CANADIAN LEGATION

WASHINGTON, D.C.

October 23, 1941.

3 copies - Treaty Series 974 - Advancement of Peace

not attached

Treaty between the United States of America and Australia amending in their application to Australia certain provisions of the Treaty for the Advancement of Peace between the United States of America and Great Britain signed September 15, 1914.

3 copies - Treaty Series 976 - Advancement of Peace

Treaty between the United States of America and New Zealand amending in their application to New Zealand certain provisions of the Treaty for the Advancement of Peace between the United States of America and Great Britain signed September 15, 1914.

FORWARDED WITH THE COMPLIMENTS

OF THE CANADIAN LEGATION

The Under Secretary of State

for External Affairs,

Ottawa, Canada.

e.

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C231200

TREATY SERIES 976

ADVANCEMENT OF PEACE

TREATY
BETWEEN THE UNITED STATES OF AMERICA AND NEW ZEALAND AMENDING IN THEIR APPLICATION TO NEW ZEALAND CERTAIN PROVISIONS OF THE TREATY FOR THE ADVANCEMENT OF PEACE BETWEEN THE UNITED STATES OF AMERICA AND GREAT BRITAIN SIGNED SEPTEMBER 15, 1914

Signed at Washington September 6, 1940.
Ratification advised by the Senate of the United States November 26, 1940.
Ratified by the President of the United States December 20, 1940.
Ratified by His Majesty the King of Great Britain, Ireland, and the British Dominions beyond the Seas, Emperor of India, in respect of New Zealand April 28, 1941.
Ratifications exchanged at Washington August 13, 1941.
Proclaimed by the President of the United States August 21, 1941.

UNITED STATES
GOVERNMENT PRINTING OFFICE
WASHINGTON : 1941

For sale by the Superintendent of Documents, Washington, D. C. - - - - - - - - - Price 5 cents

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C231201

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA

A PROCLAMATION

WHEREAS a Treaty between the President of the United States of America and His Majesty the King of Great Britain, Ireland and the British Dominions beyond the Seas, Emperor of India, in respect of the Dominion of New Zealand, amending in their application to the Dominion of New Zealand certain provisions of the Treaty for the Advancement of Peace between the President of the United States of America and His Majesty the King of the United Kingdom of Great Britain and Ireland and of the British Dominions beyond the Seas, Emperor of India, signed at Washington on the fifteenth day of September, one thousand nine hundred and fourteen,[1] was signed by their respective Plenipotentiaries at Washington on the sixth day of September, one thousand nine hundred and forty, the original of which Treaty is word for word as follows:

The President of the United States of America and His Majesty the King of Great Britain, Ireland, and the British Dominions beyond the Seas, Emperor of India, in respect of the Dominion of New Zealand, being desirous, in view of the present constitutional position and international status of New Zealand, to amend in their application to the Dominion of New Zealand certain provisions of the Treaty for the Advancement of Peace between the President of the United States of America and His Majesty the King of the United Kingdom of Great Britain and Ireland and of the British Dominions beyond the Seas, Emperor of India, signed at Washington, September 15, 1914, have for that purpose appointed as their plenipotentiaries:

The President of the United States of America:

Mr. Cordell Hull, Secretary of State of the United States of America; and

His Majesty the King of Great Britain, Ireland, and the British Dominions beyond the Seas, Emperor of India, for the Dominion of New Zealand:

The Right Honorable the Marquess of Lothian, C. H., His Majesty's Ambassador Extraordinary and Plenipotentiary at Washington;

[1] [Treaty Series 602; 38 Stat. 1853.]

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Who, having communicated to each other their respective full powers, found to be in proper form, have agreed upon and concluded the following articles:

ARTICLE I

Article II of the Treaty for the Advancement of Peace between the President of the United States of America and His Majesty the King of the United Kingdom of Great Britain and Ireland and of the British Dominions beyond the Seas, Emperor of India, signed at Washington, September 15, 1914, is hereby superseded in respect of the Dominion of New Zealand by the following:

Insofar as concerns disputes arising in the relations between the United States of America and the Dominion of New Zealand, the International Commission shall be composed of five members to be appointed as follows: One member shall be chosen from the United States of America by the Government thereof; one member shall be chosen from the Dominion of New Zealand by the Government thereof; one member shall be chosen by each Government from some third country; the fifth member shall be chosen by agreement between the Government of the United States of America and the Government of the Dominion of New Zealand, it being understood that he shall be a citizen of some third country of which no other member of the Commission is a citizen. The expression "third country" means a country not under the sovereignty or authority of the United States of America nor under the sovereignty, suzerainty, protection or mandate of His Majesty the King of Great Britain, Ireland, and the British Dominions beyond the Seas, Emperor of India. The expenses of the Commission shall be paid by the two Governments in equal proportions.

The International Commission shall be appointed within six months after the exchange of the ratifications of the present Treaty; and vacancies shall be filled according to the manner of the original appointment.

ARTICLE II

The second paragraph of Article III of the said Treaty of September 15, 1914, is hereby abrogated so far as concerns its application to disputes which are mainly those of the Dominion of New Zealand.

ARTICLE III

Except as provided in Articles I, II and IV of the present Treaty the stipulations of the said Treaty of September 15, 1914, shall be considered as an integral part of the present Treaty and shall be

observed and fulfilled by the two Governments as if they were literally herein embodied.

ARTICLE IV

The present Treaty shall be ratified by the President of the United States of America by and with the advice and consent of the Senate thereof and by His Majesty in respect of the Dominion of New Zealand. It shall take effect on the date of the exchange of the ratifications which shall take place at Washington as soon as possible. It shall continue in force for a period of five years; and it shall thereafter remain in force until twelve months after one of the High Contracting Parties has given notice to the other of an intention to terminate it.

On the termination of the present Treaty in accordance with the provisions of the preceding paragraph, the said Treaty of September 15, 1914, shall in respect of the Dominion of New Zealand cease to have effect.

In witness whereof the respective plenipotentiaries have signed the present Treaty and have affixed their seals thereto.

Done in duplicate at the City of Washington this sixth day of September, one thousand nine hundred and forty.

CORDELL HULL [SEAL]
LOTHIAN [SEAL]

AND WHEREAS the said Treaty has been duly ratified on both parts, and the ratifications of the two Governments were exchanged in the city of Washington on the thirteenth day of August, one thousand nine hundred and forty-one;

NOW, THEREFORE, be it known that I, Franklin D. Roosevelt, President of the United States of America, have caused the said Treaty to be made public, to the end that the same and every article and clause thereof may be observed and fulfilled with good faith by the United States of America and the citizens thereof.

IN TESTIMONY WHEREOF, I have hereunto set my hand and caused the seal of the United States of America to be affixed.

DONE at the city of Washington this twenty-first day of August, in the year of our Lord one thousand nine hundred and [SEAL] forty-one, and of the Independence of the United States of America the one hundred and sixty-sixth.

FRANKLIN D ROOSEVELT

By the President:
CORDELL HULL
Secretary of State.

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C231204

CANADA

TRÈATY SERIES, 1942

No. 25

EXCHANGE OF NOTES

(December 8 and 19, 1942)

BETWEEN

CANADA AND THE UNITED STATES OF AMERICA

RECORDING AN AGREEMENT

FOR THE

PRESERVATION AND PROTECTION OF FUR SEALS

..... OF THE BERING SEA AND THE NORTH PACIFIC OCEAN

.....

OTTAWA
1944

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C231205

EXCHANGE OF NOTES (DECEMBER 8 AND 19, 1942) BETWEEN CANADA AND THE UNITED STATES OF AMERICA RECORDING AN AGREEMENT REGARDING FUR SEALS OF THE BERING SEA AND THE NORTH PACIFIC OCEAN.

I

The Secretary of State of the United States
to the Canadian Minister to the United States

DEPARTMENT OF STATE

Washington, December 8, 1942.

Sir:

I have the honor to refer to the conversation on August 12, 1942 between Mr. Merchant M. Mahoney, Counselor of the Canadian Legation, and an officer of the Department when Mr. Mahoney left an informal memorandum dated August 10, 1942 in which it is stated that the terms of the Department's note dated May 7, 1942 and the proposed provisional fur seal agreement between the United States and Canada contained therein are generally acceptable to the Canadian authorities but that the Canadian Department of Fisheries desires an interpretation of certain specific points.

The first of the points on which an interpretation is desired relates to the basis for the suggestion made by this Government that the Canadian share of the fur sealskins taken annually on the Pribilof Islands be increased to 20 percent by adding to the 15 percent heretofore received by Canada under the fur seal convention concluded on July 7, 1911 between the United States, Great Britain, Japan, and Russia, a part of the share formerly received by Japan under that convention. With regard to this I am pleased to say that, in accordance with conversations between representatives of our two Governments, this Government's proposal that the Canadian share of the fur sealskins be increased to 20 percent is in recognition of the principles underlying the fur seal convention of July 7, 1911, and the cooperation of the Canadian Government in scientific arrangements for the conservation of the fur seal herd. This figure is calculated with reference to the pro rata share heretofore received by Canada and to Canada's established interest in the fur seal resources, and is intended to be provisional only for the purposes of the present agreement.

With reference to the second point mentioned in the Legation's memorandum, I have to say that no objection is perceived to the deletion of the word "North" as used in the expression "North Pacific Ocean" in Article I of the text of the agreement as proposed in the Department's note of May 7, 1942.

No objection is perceived to the suggestion, made under the third point in the Legation's memorandum, that consultations between the two Governments from time to time regarding the level of population of the herd, provided for by Article VIII of the proposed agreement, shall also include other important phases of management or policy relating to the herd.

Likewise, no objection is perceived to the suggestions, made under the fourth point in the Legation's memorandum, that the agreement shall be retroactive for the 1942 season; also that it shall remain in effect for twelve months after the end of the present emergency unless either Government enacts legislation contrary to its provisions or until twelve months after either Government shall have notified the other Government of an intention of terminating the agreement.

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With particular reference to the text of the proposed agreement it is understood, from conversations between representatives of our two Governments, that as far as practicable the provisions of the fur seal convention of July 7, 1911 should be incorporated in the agreement together with the following principal changes and additions:

(1) An increase in the Canadian share of the fur sealskins taken annually on the Pribilof Islands from 15 percent to 20 percent.

(2) A provision in the agreement for pelagic sealing under emergency circumstances. It is the view of the Government of the United States that the details regarding the conditions under which pelagic sealing might be conducted and the sharing of the sealskins taken by pelagic sealing should be the subject of consultation between the two Governments in the event circumstances indicate that pelagic sealing should be resorted to in order to utilize effectively the fur seal herd.

(3) A provision permitting the issuance of permits for the taking of fur seals for purposes of scientific research and the exchange of information obtained by such research.

(4) A provision that the two Governments consult from time to time regarding the level of population at which the seal herd is to be maintained or other important phases of management or policy.

In the light of these considerations, the Government of the United States is prepared to enter into a provisional fur seal agreement with the Government of Canada in the following terms which embody the suggestions made by representatives of the Canadian Government:

ARTICLE I

The provisions of this Agreement shall apply to all waters of the Bering Sea and the Pacific Ocean, north of the thirtieth parallel of north latitude and east of the one hundred and eightieth meridian.

ARTICLE II

The Government of the United States of America and the Government of Canada mutually and reciprocally agree that:

(a) Excepting as may be authorized pursuant to paragraph (c) of this Article, nationals or citizens of the respective countries, and all persons, and vessels, subject to their laws and treaties, shall be prohibited, while this Agreement remains in force, from engaging in pelagic sealing in the waters within the area defined in Article I, and that every such person and vessel offending against such prohibition may be seized, except within the territorial jurisdiction of the other Party to this Agreement, and detained by the naval or other duly commissioned officers of either of the Parties, to be delivered as soon as practicable to an authorized official of their own nation at the nearest point to the place of seizure, or elsewhere as may be mutually agreed upon; and that the authorities of the nation to which such person or vessel belongs alone shall have jurisdiction to try the offense and impose the penalties for the same; and that the witnesses and proofs necessary to establish the offense, so far as they are under

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the control of either of the Parties to this Agreement, shall be furnished with all reasonable promptness to the authorities having jurisdiction to try the offense;

(b) No person or vessel shall be permitted to use any of the ports or harbors of either of the Parties to this Agreement or any part of the territories of such Parties for any purposes connected with the operation of pelagic sealing in the waters within the area defined in Article I; and the importation into or possession within their respective territories of skins of fur seals taken in those waters other than in accord with the provisions of this Agreement shall not be permitted; and

(c) Notwithstanding the foregoing provisions, pelagic sealing may be conducted, in the event of emergency circumstances, by an agency or agencies authorized by either of the two Governments under such conditions and for such a period as may be agreed upon by consultation between the two Governments, and the skins thus taken shall be shared in such a manner as may be agreed upon between them.

ARTICLE III

The United States agrees that of the total number of sealskins taken annually under the authority of the United States upon the Pribilof Islands or any other islands or shores of the waters defined in Article I subject to the jurisdiction of the United States to which any seal herds hereafter resort, there shall be delivered at the Pribilof Islands or at such other point or points as may be acceptable to both Governments, at the end of each season during the term of this Agreement 20 percent gross in number and value thereof to an authorized agent of the Canadian Government.

ARTICLE IV

It is agreed on the part of Canada that in case any fur seals hereafter resort to any islands or shores of the waters defined in Article I subject to the jurisdiction of Canada, there shall be delivered at the end of each season during the term of this Agreement 20 percent gross in number and value of the total number of sealskins taken annually from such herd to an authorized agent of the Government of the United States of America at Vancouver, British Columbia, or at such other point or points as may be acceptable to both Governments.

ARTICLE V

The provisions of this Agreement shall not apply to Indians, Aleuts, or other aborigines dwelling on the coasts of the waters defined in Article I, who carry on pelagic sealing in canoes not transported by or used in connection with other vessels, and propelled entirely by oars, paddles, or sails, and manned by not more than five persons each, in the way hitherto practiced, and without the use of firearms; provided that such aborigines are not in the employment of other persons or under contract to deliver the skins to any person.

ARTICLE VI

The term "pelagic sealing" is hereby defined for the purposes of this Agreement as meaning the killing, capturing, or pursuing in any manner whatsoever of fur seals at sea.

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ARTICLE VII

Notwithstanding anything contained in the preceding Articles of the present Agreement, either Party to this Agreement may grant to any of its nationals or agencies a special permit to take fur seals for purposes of scientific research subject to such restrictions as to number and subject to sudh other conditions as the Party deems appropriate. Each Party shall at the end of each calendar year inform the other Party of the number of animals taken and the data obtained under such permits.

ARTICLE VIII

Nothing contained in the present Agreement shall restrict the right of the United States at any time to suspend altogether the taking of sealskins upon the Pribilof Islands or any other islands or shores of the waters defined in Article I subject to its jurisdiction, or the right of the United States to impose such restrictions and regulations upon the total number of skins which may be taken in any season and the manner and times and places of taking skins as may seem necessary to protect and preserve the seal herd or to increase its numbers, provided, however, that the two Governments will consult from time to time regarding the level of population at which the seal herd is to be maintained or other important phases of management or policy.

ARTICLE IX

Each of the Parties agrees to enact and enforce such legislation as may be necessary to make effective the foregoing provisions with appropriate penalties for violations thereof.

The Parties further agree to cooperate with each other in taking such measures as may be appropriate for the enforcement of the foregoing provisions.

ARTICLE X

This Agreement shall enter into force on the day the President of the United States of America approves legislation enacted by the Congress of the United States for its enforcement, and the day the Government of Canada issues an Order in Council applying the provisions of the Agreement, or should the President's approval of the legislation and the issuance of the Order in Council be on different days, on the date of the later in time of such approval by the President or issuance of such Order in Council. When this Agreement shall have entered into force it shall be deemed to have been in effect as from June 1, 1942. The Agreement shall remain in effect for the duration of the present emergency and twelve months thereafter unless either the Government of the United States of America or the Government of Canada enacts legislation contrary to its provisions or until twelve months after either Government shall have notified the other Government of an intention of terminating the Agreement.

If the foregoing is acceptable to the Government of Canada, this note and your reply thereto will be regarded as placing on record the provisional agreement of the Government of the United States of America and the Government of Canada for the protection, preservation and utilization of the fur seal herd of the Pribilof Islands.

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

CORDELL HULL

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II

The Canadian Minister to the United States
to the Secretary of State of the United States

CANADIAN LEGATION

December 19, 1942.

No. 794

Sir,

I have the honour to acknowledge the receipt of your Note of December 8th, 1942, setting forth the terms of the provisional fur seal agreement which the Government of the United States is prepared to enter into with the Government of Canada.

Under instructions from my Government, I hereby advise you that the Government of Canada accepts the proposals of the Government of the United States contained in your Note and in particular the provisional agreement.

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

LEIGHTON McCARTHY

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C231210

Revised.

CANADA

TREATY SERIES, 1943

No. 13

EXCHANGE OF NOTES

(May 24 and August 13, 1943)

BETWEEN

CANADA AND THE UNITED STATES OF AMERICA

CONSTITUTING AN AGREEMENT

IN RESPECT OF THE EXERCISE OF JURISDICTION

OVER PRIZES CAPTURED ON THE HIGH SEAS

Together With

ORDER IN COUNCIL AND PROCLAMATION

OTTAWA
1944

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EXCHANGE OF NOTES (MAY 24 AND AUGUST 13, 1943) BETWEEN CANADA AND THE UNITED STATES OF AMERICA CONSTITUTING AN AGREEMENT IN RESPECT OF THE EXERCISE OF JURISDICTION OVER PRIZES CAPTURED ON THE HIGH SEAS, TOGETHER WITH ORDER IN COUNCIL AND PROCLAMATION.

I

The Secretary of State of the United States
to the Canadian Minister at Washington

DEPARTMENT OF STATE

Washington, May 24, 1943.

Sir:

Reference is made to the Legation's memorandum of April 15, 1943 (1) stating that the Canadian Government would be glad to make an arrangement with the Government of the United States concerning the exercise by either country in the territorial waters of the other of jurisdiction in cases of prize. Reference was made to the arrangement with the United Kingdom referred to in the President's Proclamation No.2575 of January 30, 1943. (2)

Public Law 704 - 77th Congress, an Act to facilitate the disposition of prizes captured by the United States during the present war, and for other purposes, was approved on August 18, 1942. A copy of the Act is enclosed. (3)

It will be perceived from section 3 of the Act that jurisdiction of prizes brought into the territorial waters of a cobelligerent shall not be exercised under the authority of the Act, nor shall prizes be taken or appropriated within such territorial waters for the use of the United States, unless the Government having jurisdiction over such territorial waters consents thereto. It is therefore suggested that your Government notify me of its consent to the exercise of such authority within its territorial waters as well as of its acquiescence in the exercise in Canada by special prize commissioners of the duties prescribed for them in cases arising under the Act referred to. In this connection your attention is called to section 5 of the Act. It will be noted therefrom that the district courts of the United States may confer on such special commissioners such powers and duties, in addition to those already prescribed for prize commissioners, as may be deemed necessary or proper for carrying out the purposes of the Act. The duties of prize commissioners are set out in Title 34,U.S.C., Section 1138, which reads as follows:

"Par.1138. Duties of prize commissioners. The prize commissioners, or one of them, shall receive from the prize master the documents and papers, and inventory thereof, and shall take the affidavit of the prize master required by section 1134 of this title, and shall forthwith take the testimony of the witnesses sent in, separate from each other, on interrogatories prescribed by the court, in the manner usual in prize courts; and the witnesses shall not be permitted to see the interrogatories,documents,

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(1) Not printed.
(2) United States Executive Agreement Series 393, p.4.
(3) See 56 Statutes of the United States 746.

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or papers, or to consult with counsel, or with any persons interested without special authority from the court; and witnesses who have the rights of neutrals shall be discharged as soon as practicable. The prize commissioners shall also take depositions de bene esse of the prize crew and others, at the request of the district attorney, on interrogatories prescribed by the court. They shall also, as soon as any prize property comes within the district for adjudication, examine the same, and make an inventory thereof, founded on an actual examination, and report to the court whether any part of it is in a condition requiring immediate sale for the interests of all parties, and notify the district attorney thereof; and if it be necessary to the examination or making of the inventory that the cargo be unladen, they shall apply to the court for an order to the marshal to unlade the same, and shall, from time to time, report to the court anything relating to the condition of the property, or its custody or disposal, which may require any action by the court, but the custody of the property shall be in the marshal only. They shall also seasonably return into court, sealed and secured from inspection, the documents and papers which shall come to their hands, duly scheduled and numbered, and the other preparatory evidence, and the evidence taken de bene esse, and their own inventory of the prize property; and if the captured vessel, or any of its cargo or stores, are such as in their judgment may be useful to the United States in war, they shall report the same to the Secretary of the Navy."

Upon the receipt from the Canadian Government of the consent required by section 3 of the Act, this Government will take appropriate measures in accordance with section 7 of the Act to confer reciprocal privileges with respect to prizes upon the Canadian Government.

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

For the Secretary of State:

BRECKINRIDGE LONG.

II

The Canadian Chargé d'Affaires ad interim
to the Secretary of State

CANADIAN LEGATION

Washington, August 13, 1943.

No. 423

Sir,

I have the honour to refer to your Note of May 24, 1943, concerning a proposed arrangement between the Governments of Canada and the United States in respect of the exercise by either country in the territorial waters of the other of jurisdiction in cases of prize.

Under instructions from my Government I am now enclosing herewith copies of an Order in Council, P. C. 6092, dated August 3, 1943, authorizing the exercise of original jurisdiction by District Courts of the United States in regard to prizes captured on the high seas. It is understood that in view of this action on the part of

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the Government of Canada, a proclamation will now be issued by the President of the United States, conferring a like jurisdiction on the appropriate Canadian Courts.

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

MERCHANT MAHONEY,

Chargé d'Affaires.

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APPENDIX I

ORDER IN COUNCIL AUTHORIZING THE EXERCISE OF ORIGINAL JURISDICTION BY DISTRICT COURTS OF THE UNITED STATES OF AMERICA OVER PRIZES CAPTURED ON THE HIGH SEAS

P.C.6092

AT THE GOVERNMENT HOUSE AT OTTAWA

Tuesday, the 3rd day of August, 1943

PRESENT:

HIS EXCELLENCY THE GOVERNOR GENERAL IN COUNCIL:

WHEREAS the Minister of National Defence for Naval Service reports;

(a) That by United States of America Public Law 704, 77th Congress entitled "An Act to Facilitate the Disposition of Prizes Captured by the United States During the Present War, and for Other Purposes", the District Courts of the said United States are given original jurisdiction of all prizes captured during the present war on the high seas if said capture is made by authority of the said United States or is adopted and ratified by the President thereof and the prize is brought into the territorial waters of a cobelligerent or is taken or appropriated for the use of the United States on the high seas or in such territorial waters, including jurisdiction of all proceedings for the condemnation of such property taken as a prize.

(b) Section 3 of the said Act provides that the said jurisdiction of prizes brought into the territorial waters of a cobelligerent shall not be exercised, nor shall prizes be taken or appropriated within such territorial waters for the use of the said United States unless the Government having jurisdiction over such territorial waters consents to the exercise of such jurisdiction or to such taking or appropriation.

(c) Section 7 of the said Act provides that a cobelligerent, which consents to the exercise of the said jurisdiction with respect to prizes of the said United States brought into its territorial waters and to the taking or appropriation of such prizes within its territorial waters for the use of the said United States, shall be accorded, upon Proclamation by the President, like privileges with respect to prizes captured under authority of such cobelligerent and brought into the territorial waters of the said United States or taken or appropriated in such territorial waters for the use of such cobelligerent and that reciprocal recognition and full faith and credit shall be given to the jurisdiction acquired by Courts of a cobelligerent thereunder and to all proceedings had or judgments rendered in the exercise of such jurisdiction.

(d) The Government of the United Kingdom, a cobelligerent, has consented to the exercise of this jurisdiction with respect to prizes of the United States of America brought in, taken or appropriated within the territorial waters of the United Kingdom and Sierra Leone and the United States Government by a proclamation of the President of the United States dated 30th January, 1943, has accorded the United Kingdom Government like privileges with respect to the prizes captured under the authority of the said Government and brought in, taken or appropriated in the territorial waters of the said United States.

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APPENDIX I

ORDER IN COUNCIL AUTHORIZING THE EXERCISE OF ORIGINAL JURISDICTION BY DISTRICT COURTS OF THE UNITED STATES OF AMERICA OVER PRIZES CAPTURED ON THE HIGH SEAS

P.C.6092

AT THE GOVERNMENT HOUSE AT OTTAWA

Tuesday, the 3rd day of August, 1943

PRESENT:

HIS EXCELLENCY THE GOVERNOR GENERAL IN COUNCIL:

WHEREAS the Minister of National Defence for Naval Service reports;

(a) That by United States of America Public Law 704, 77th Congress entitled "An Act to Facilitate the Disposition of Prizes Captured by the United States During the Present War, and for Other Purposes", the District Courts of the said United States are given original jurisdiction of all prizes captured during the present war on the high seas if said capture is made by authority of the said United States or is adopted and ratified by the President thereof and the prize is brought into the territorial waters of a cobelligerent or is taken or appropriated for the use of the United States on the high seas or in such territorial waters, including jurisdiction of all proceedings for the condemnation of such property taken as a prize.

(b) Section 3 of the said Act provides that the said jurisdiction of prizes brought into the territorial waters of a cobelligerent shall not be exercised, nor shall prizes be taken or appropriated within such territorial waters for the use of the said United States unless the Government having jurisdiction over such territorial waters consents to the exercise of such jurisdiction or to such taking or appropriation.

(c) Section 7 of the said Act provides that a cobelligerent, which consents to the exercise of the said jurisdiction with respect to prizes of the said United States brought into its territorial waters and to the taking or appropriation of such prizes within its territorial waters for the use of the said United States, shall be accorded, upon Proclamation by the President, like privileges with respect to prizes captured under authority of such cobelligerent and brought into the territorial waters of the said United States or taken or appropriated in such territorial waters for the use of such cobelligerent and that reciprocal recognition and full faith and credit shall be given to the jurisdiction acquired by Courts of a cobelligerent thereunder and to all proceedings had or judgments rendered in the exercise of such jurisdiction.

(d) The Government of the United Kingdom, a cobelligerent, has consented to the exercise of this jurisdiction with respect to prizes of the United States of America brought in, taken or appropriated within the territorial waters of the United Kingdom and Sierra Leone and the United States Government by a proclamation of the President of the United States dated 30th January, 1943, has accorded the United Kingdom Government like privileges with respect to the prizes captured under the authority of the said Government and brought in, taken or appropriated in the territorial waters of the said United States.

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(e) By Order-in-Council P.C.2489 of September 5th, 1939, the Exchequer Court of Canada on its Admiralty side is constituted and established a Prize Court and is thereby authorized and required to take cognizance of and judicially proceed upon all and all manner of captures, seizures, prizes and reprisals of all ships, vessels and goods.

(f) It is expedient and desirable, in view of the close co-ordination of effort in respect of maritime warfare that exists between the United States of America and Canada that the Dominion of Canada should enter into a reciprocal arrangement with the said United States regarding jurisdiction of all prizes brought into the territorial waters of the other or taken or appropriated for their use in such territorial waters.

(g) The Under-Secretary of State for External Affairs reports that the Secretary of State of the United States has given assurance that, upon receipt of the consent of the Government of Canada, as required by Sec. 3 of the Act above referred to, the said United States will take appropriate measures in accordance with Sec. 7 of the said Act to confer reciprocal privileges with respect to prizes upon the Government of Canada.

(h) The Chief of Naval Staff and the Deputy Minister for Naval Services report that it would tend to the best interests of the Naval Service if such a reciprocal arrangement were entered into.

2. THEREFORE, His Excellency the Governor General in Council, on the recommendation of the Minister of National Defence for Naval Services, concurred in by the Secretary of State for External Affairs and under and by virtue of the War Measures Act, Chapter 206 of the Revised Statutes of Canada, 1927, and notwithstanding the provisions of any other statute, order or regulation, is pleased to consent to and doth hereby consent to and authorize the exercise of original jurisdiction by the District Courts of the United States of America of all prizes captured during the present war on the high seas if said capture was made by authority of the said United States or was adopted and ratified by the President of the said United States and the prize was brought into the territorial waters of Canada or was taken or appropriated for the use of the said United States on the high seas or in such territorial waters including the jurisdiction of all proceedings for the condemnation of such property taken as prize.

A.D.P. HEENEY,

Clerk of the Privy Council.

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APPENDIX 2

PROCLAMATION BY THE PRESIDENT OF THE UNITED STATES OF AMERICA

CAPTURE OF PRIZES

WHEREAS the act of August 18, 1942, 56 Stat. 746, contains in part the following provisions:

"Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the discrict courts shall have original jurisdiction of all prizes captured during the present war on the high seas if said capture was made by authority of the United States or was adopted and ratified by the President of the United States and the prize was brought into the territorial waters of a cobelligerent or was taken or appropriated for the use of the United States on the high seas or in such territorial waters, including jurisdiction of all proceedings for the condemnation of such property taken as prize.

. . . . . .

"Sec. 3. The jurisdiction of prizes brought into the territorial waters of a cobelligerent shall not be exercised under authority of this Act, nor shall prizes be taken or appropriated within such territorial waters for the use of the United States, unless the government having jurisdiction over such territorial waters consents to the exercise of such jurisdiction or to such taking or appropriation.

. . . . . .

"Sec. 7. A cobelligerent of the United States which consents to the exercise of the jurisdiction herein conferred with respect to prizes of the United States brought into its territorial waters and to the taking or appropriation of such prizes within its territorial waters for the use of the United States shall be accorded, upon proclamation by the President of the United States, like privileges with respect to prizes captured under authority of such cobelligerent and brought into the territorial waters of the United States or taken or appropriated in the territorial waters of the United States for the use of such cobelligerent. Reciprocal recognition and full faith and credit shall be given to the jurisdiction acquired by courts of a cobelligerent hereunder and to all proceedings had or judgments rendered in exercise of such jurisdiction."

WHEREAS the Government of Canada, a cobelligerent, has consented to the exercise of the jurisdiction conferred by the said act with respect to prizes of the United States brought into the territorial waters of Canada and to the taking or appropriation of such prizes within the territorial waters of Canada for the use of the United States:

NOW, THEREFORE, I, FRANKLIN D. ROOSEVELT, President of the United States of America, acting under and by virtue of the authority vested in me by the said act of August 18, 1942, do proclaim that the Government of Canada shall be accorded like privileges with respect to prizes captured under authority of the said Government and brought into the territorial waters of the United States or taken or appropriated in the territorial waters of the United States for the use of the said Government.

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IN WITNESS WHEREOF, I have hereunto set my hand and caused the seal of the United States of America to be affixed.

DONE at the City of Washington this twenty-seventh day of September, in the year of our Lord nineteen hundred and forty-three, and of the Independence of the United States of America the one hundred and sixty-eighth.

(SEAL) FRANKLIN D. ROOSEVELT.

By the President:

ADOLF A. BERLE, Jr.,

Acting Secretary of State

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C231218

CANADA

TREATY SERIES, 1943

No. 8

EXCHANGE OF NOTES

(July 15 and 16, 1943)

BETWEEN

CANADA AND THE UNITED KINGDOM

RECORDING ARRANGEMENTS FOR ESTABLISHING A

CANADIAN GOVERNMENT TRANS-ATLANTIC AIR SERVICE

IN FORCE JULY 15, 1943

OTTAWA
1943

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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II. Note, dated July 16, 1943, from the High Commissioner for Canada in the United Kingdom, to the British Secretary of State for Dominion Affairs 4

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EXCHANGE OF NOTES (JULY 15 AND 16, 1943) BETWEEN CANADA AND THE UNITED KINGDOM RECORDING ARRANGEMENTS FOR ESTABLISHING A CANADIAN GOVERNMENT TRANS-ATLANTIC AIR SERVICE.

I

The British Secretary of State for Dominion Affairs
to the High Commissioner for Canada in the United Kingdom

DOMINIONS OFFICE

London, 15th July, 1943.

My dear High Commissioner,

With reference to conversations in London between officials of His Majesty's Government in Canada and His Majesty's Government in the United Kingdom concerning the proposed establishment of a Canadian Government Trans-Atlantic Air Service on a wartime basis, I have the honour to inform you that:-

(1) His Majesty's Government in the United Kingdom will afford all assistance to His Majesty's Government in Canada for establishing a trans-Atlantic air service for war purposes.

(2) The arrangements will apply for the duration of the war and six months thereafter.

(3) The service will not be a commercial or permanent one. Only Service or other official traffic, (passengers, mail and freight) will be carried, including troop mail. The service is primarily for Canadian traffic directly connected with the Canadian war effort but it is hoped that there may be some interchange of traffic on a limited scale; i.e. the Canadian authorities would agree to carry a small amount of urgent United Kingdom traffic when capacity is not available on United Kingdom services and vice versa.

(4) The service will be operated by Trans-Canada Air Lines as agents of the Canadian Government. The aircraft used initially will be a "Lancaster"; this will be replaced at a later date by Canadian aircraft.

(5) The route will be as agreed and between terminals in Canada and the United Kingdom as agreed. It is understood that the Canadian Government will seek the consent of the Newfoundland Government so far as Newfoundland is concerned.

(6) Transport Command, Royal Air Force, provide meteorological and radio facilities and control organisation for the North Atlantic route. When in the areas under the jurisdiction of Transport Command, Canadian aircraft will be subject to their control arrangements. A Canadian liaison officer may be stationed with Transport Command at the terminals in the United Kingdom and Canada.

2. I understand that the Canadian Government have communicated with the Newfoundland Government and the Government of Eire.

Yours sincerely,

C. R. ATTLEE

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EXCHANGE OF NOTES (JULY 15 AND 16, 1943) BETWEEN CANADA AND THE UNITED KINGDOM RECORDING ARRANGEMENTS FOR ESTABLISHING A CANADIAN GOVERNMENT TRANS-ATLANTIC AIR SERVICE.

I

The British Secretary of State for Dominion Affairs to the High Commissioner for Canada in the United Kingdom

DOMINIONS OFFICE

London, 15th July, 1943.

My dear High Commissioner,

With reference to conversations in London between officials of His Majesty's Government in Canada and His Majesty's Government in the United Kingdom concerning the proposed establishment of a Canadian Government Trans-Atlantic Air Service on a wartime basis, I have the honour to inform you that:-

(1) His Majesty's Government in the United Kingdom will afford all assistance to His Majesty's Government in Canada for establishing a trans-Atlantic air service for war purposes.

(2) The arrangements will apply for the duration of the war and six months thereafter.

(3) The service will not be a commercial or permanent one. Only Service or other official traffic, (passengers, mail and freight) will be carried, including troop mail. The service is primarily for Canadian traffic directly connected with the Canadian war effort but it is hoped that there may be some interchange of traffic on a limited scale; i.e. the Canadian authorities would agree to carry a small amount of urgent United Kingdom traffic when capacity is not available on United Kingdom services and vice versa.

(4) The service will be operated by Trans-Canada Air Lines as agents of the Canadian Government. The aircraft used initially will be a "Lancaster"; this will be replaced at a later date by Canadian aircraft.

(5) The route will be as agreed and between terminals in Canada and the United Kingdom as agreed. It is understood that the Canadian Government will seek the consent of the Newfoundland Government so far as Newfoundland is concerned.

(6) Transport Command, Royal Air Force, provide meteorological and radio facilities and control organisation for the North Atlantic route. When in the areas under the jurisdiction of Transport Command, Canadian aircraft will be subject to their control arrangements. A Canadian liaison officer may be stationed with Transport Command at the terminals in the United Kingdom and Canada.

2. I understand that the Canadian Government have communicated with the Newfoundland Government and the Government of Eire.

Yours sincerely,

C. R. ATTLEE

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II

The High Commissioner for Canada in the United Kingdom
to the British Secretary of State for Dominion Affairs

OFFICE OF THE HIGH COMMISSIONER FOR CANADA

London, 16th July, 1943.

My dear Secretary of State,

I have the honour to inform you that the Canadian Government considers as most satisfactory the arrangements set forth in your note of July 15th regarding the establishment of a Canadian Trans-Atlantic Air Service on a war-time basis.

The Canadian Government has been in communication with the Governments of Newfoundland and Eire on this subject.

Yours sincerely,

VINCENT MASSEY

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C231221

CANADA

TREATY SERIES, 1943

No. 9

EXCHANGE OF NOTES

(July 19 and 30, 1943)

BETWEEN

CANADA AND NEWFOUNDLAND

RECORDING ARRANGEMENTS FOR ESTABLISHING A

CANADIAN GOVERNMENT TRANS-ATLANTIC AIR SERVICE

IN FORCE JULY 30, 1943

OTTAWA
1943

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II. Note, dated July 30, 1943, from the Commissioner for Public Utilities of Newfoundland, to the High Commissioner for Canada 3

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EXCHANGE OF NOTES (JULY 19 AND 30, 1943) BETWEEN CANADA AND NEWFOUNDLAND RECORDING ARRANGEMENTS FOR ESTABLISHING A CANADIAN GOVERNMENT TRANS-ATLANTIC AIR SERVICE.

I

The High Commissioner for Canada in Newfoundland
to the Commissioner for Public Utilities of Newfoundland

St.John's, Newfoundland, July 19,1943.

No. 72A

Sir,

I have the honour to enclose an exchange of notes of July 15 and July 16, 1943[x], between the Canadian and United Kingdom Governments concerning the proposed establishment of a Canadian government transatlantic air service on a wartime basis. You will note that following conversations in London the United Kingdom government state that they will afford all assistance to the Canadian government for establishing a transatlantic air service for war purposes and that the arrangements will apply for the duration of the war and six months thereafter. The Canadian government would be grateful if the Newfoundland government would be good enough to grant permission for this service to take off from, land on and fly over Newfoundland for the duration of the war and six months thereafter.

Yours faithfully,

C.J. BURCHELL

High Commissioner for Canada

II

The Commissioner for Public Utilities of Newfoundland
to the High Commissioner for Canada

DEPARTMENT OF PUBLIC WORKS

St.John's, Newfoundland, 30th July, 1943.

Sir,

With reference to your note No. 72A of 19th July, 1943, I have the honour to inform you that the Newfoundland Government is glad to concur, so far as Newfoundland is concerned, with the arrangements set forth in the exchange of notes of July 15th, 1943 and July 16th, 1943 between the United Kingdom and Canadian Governments concerning the establishment of a Canadian Government transatlantic air service on a wartime basis. The Newfoundland Government herewith grants permission for the aircraft on this service to take off from, land on and fly over Newfoundland for the duration of the war and six months thereafter.

Yours fiathfully,

W.W. WOODS

Commissioner for Public Utilities

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[x] For the text of these notes see Treaty Series 1943, No.8.

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C231223

CANADA

TREATY SERIES, 1943

No. 7

EXCHANGE OF NOTES

(July 7 and September 3, 1943)

BETWEEN

CANADA AND THE UNITED KINGDOM

PROVIDING FOR THE RECIPROCAL EXEMPTION

OF PERSONS RESIDENT IN CANADA AND BRITISH GUIANA

FROM INCOME TAX OF EARNINGS

DERIVED FROM THE OPERATION OF SHIPS

IN FORCE SEPTEMBER 3, 1943

OTTAWA
1943

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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II. Note, dated September 3, 1943, from the High Commissioner for the United Kingdom in Canada, to the Secretary of State for External Affairs of Canada 4

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EXCHANGE OF NOTES (JULY 7 AND SEPTEMBER 3, 1943) BETWEEN CANADA AND THE UNITED KINGDOM PROVIDING FOR THE RECIPROCAL EXEMPTION OF PERSONS RESIDENT IN CANADA AND BRITISH GUIANA FROM INCOME TAX OF EARNINGS DERIVED FROM THE OPERATION OF SHIPS.

I

The Secretary of State for External Affairs of Canada
to the High Commissioner for the United Kingdom in Canada

DEPARTMENT OF EXTERNAL AFFAIRS

Ottawa, July 7, 1943.

No. 36

Sir,

I have the honour to refer to your despatch No. 63 of June 29 in connection with exemption from Canadian income tax for shipping companies resident in British Guiana and reciprocal exemption from British Guiana income tax for Canadian steamship companies.

Discussion with the appropriate authorities of the Canadian Government has confirmed the fact that exemption from Canadian income tax for shipping companies resident abroad is governed by Section 4(m) of the Canadian Income Tax Act. This section reads as follows:

> "4. The following incomes shall not be liable to taxation hereunder:
>
> (m) The income from the operation of ships owned or operated by a non-resident person or corporation, provided that the country where such person or corporation resides grants an exemption in respect of income earned therein from the operation of ships owned or operated by a person or corporation resident in Canada which in the opinion of the Minister is fairly reciprocal to the exemption herein provided. The Minister may give effect to this exemption, in any case, from the date, past or future, on which the exemption, granted by the country where the person or corporation aforesaid resides, took effect."

You stated in your despatch under reference that the Governor of British Guiana has informed you that exemption from British Guiana income tax will be given to Canadian steamship companies if an equivalent exemption will, in fact, be granted by the Canadian Government to shipping companies resident in British Guiana. I amy inform you that the Canadian Government is prepared to extend such an exemption to the income from the operation of ships owned or operated by a person or corporation resident in British Guiana under the terms set forth in Section 4(m) of the Income Tax Act to which I have referred above.

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If it appears to the Government of British Guiana that the exemption suggested by Canada would represent an equivalent exemption to that which could be accorded under British Guiana law I would suggest that this note, together with your reply setting forth acceptance by the British Guiana authorities should be regarded as an agreement for a reciprocal exemption from income tax in the cases referred to.

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

J.E. READ

For the Secretary of State
for External Affairs.

II

The High Commissioner for the United Kingdom in Canada to the Secretary of State for External Affairs of Canada

OFFICE OF THE HIGH COMMISSIONER FOR THE UNITED KINGDOM

Ottawa, September 3rd, 1943.

No. 77

Sir,

I have the honour to refer to your Note No. 36 of the 7th July relative to the exemption from Canadian income tax of shipping companies resident in British Guiana. I have now been asked by the Governor of British Guiana to convey to the Canadian Government his acceptance of the reciprocal arrangements for exemption from income tax as set forth in your Note under reference.

2. In accordance with your suggestion, it is agreed that your Note together with this reply should constitute an agreement for the reciprocal exemption from income tax of shipping companies resident in Canada and British Guiana.

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

MALCOLM MACDONALD

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C231226

CANADA

TREATY SERIES, 1943

No. 14

EXCHANGE OF NOTES

(27th AUGUST AND 27th OCTOBER 1943)

BETWEEN

CANADA AND THE UNITED KINGDOM

RECORDING AN AGREEMENT

FOR THE WAIVER OF CLAIMS ARISING FROM

COLLISIONS BETWEEN VESSELS OF WAR

IN FORCE OCTOBER 27, 1943

(RETROACTIVE TO APRIL 1, 1943)

OTTAWA
1943

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II. Note, dated October 27, 1943, from the High Commissioner for Canada, to the Secretary of State for Dominion Affairs (Viscount Cranborne) 4

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EXCHANGE OF NOTES (27th AUGUST AND 27th OCTOBER 1943) BETWEEN CANADA AND THE UNITED KINGDOM RECORDING AN AGREEMENT FOR THE WAIVER OF CLAIMS ARISING FROM COLLISIONS BETWEEN VESSELS OF WAR.

I

The Secretary of State for Dominion Affairs
to the High Commissioner for Canada in the United Kingdom

DOMINIONS OFFICE

London, 27th August, 1943.

My dear High Commissioner,

The Government of the United Kingdom are prepared to enter into an Agreement with the Government of Canada with regard to the settlement of claims arising out of collisions involving Naval vessels of the two Governments in the following terms:-

(a) The Agreement would cover all Naval vessels of the two Governments, including not only warships but also non-commissioned auxiliary Naval vessels, for which either Government is respectively financially responsible.

(b) The Agreement would apply to collisions taking place in any part of the world on or after the 1st April, 1943, which involved a United Kingdom Naval vessel and a Canadian Naval vessel.

(c) Neither Government shall make any claim against the other for any form of damage arising out of a collision to which this Agreement applies.

(d) Neither Government shall make any claim against the other Government in respect of the death of or injury to a member of the Naval Forces of the United Kingdom or of Canada caused by a collision to which Agreement applies.

(e) The provisions of this Agreement relate only to claims of one Government against the other and would not apply to claims between either Government and private interests.

I shall be glad if you will inform me whether the Government of Canada agree to an arrangement on this basis. If so, this letter and your reply to that effect could be regarded as constituting an agreement between our two Governments which would continue in force in respect of all collissions which may occur prior to the expiration of three months from the date on which either of the two Governments shall have given notice to the other of its intention to terminate the Agreement.

C. R. ATTLEE

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

The High Commissioner for Canada in the United Kingdom
to the Secretary of State for Dominion Affairs

HIGH COMMISSIONER'S OFFICE

London, 27th October, 1943.

My dear Secretary of State,

With reference to your predecessor's letter of the 27th August, making proposals for the settlement of claims arising out of collisions between vessels of the Royal Navy and Royal Canadian Navy, I am now informed that an Order in Council - No. P.C.74 /7895 of the 13th October 1943, has been passed under which the Government of Canada are prepared to enter into an Agreement with the Government of the United Kingdom in the following terms:-

(a) The Agreement would cover all Naval vessels of the two Governments, including not only warships but also non-commissioned auxiliary Naval vessels, for which either Government is respectively financially responsible.

(b) The Agreement would apply to collisions taking place in any part of the world on or after the 1st April, 1943, which involved a United Kingdom vessel and a Canadian Naval vessel.

(c) Neither Government shall make any claim against the other for any form of damage arising out of a collision to which this Agreement applies.

(d) Neither Government shall make any claim against the other Government in respect of the death of or injury to a member of the Naval Forces of the United Kingdom or of Canada caused by a collision to which Agreement applies.

(e) The provisions of this Agreement relate only to claims of one Government against the other and would not apply to claims between either Government and private interests.

Mr. Attlee suggested that his letter and my reply could be regarded as constituting an agreement between our two Governments which would continue in force in respect of all collisions which may occur prior to the expiration of three months from the date on which either of the two Governments shall have given notice to the other of its intention to terminate the Agreement, and for our part this will be quite acceptable.

VINCENT MASSEY

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S/1943/P

RGR/LF
19.1.44.

C231229

NOTE FOR THE PRIME MINISTER:

Re: Tabling of Agreements before Parliament

The Prime Minister may wish to table in the House of Commons copies of the following agreements concluded between Canada and other countries:

Exchange of Notes between Canada and the United States of America respecting customs privileges for government employees (Ottawa, July 21, October 29 and November 9, 1942). (Treaty Series 1942, No. 20)

Exchange of Notes between Canada and the United States of America recording an agreement regarding the construction of the Haines-Champagne Highway (Ottawa, November 28 and December 7, 1942). (Treaty Series 1942, No. 21)

Exchange of Notes between Canada and the United States of America recording an agreement regarding the southern terminus of the Alaska Highway (Ottawa, May 4 and 9, 1942). (Treaty Series 1942, No. 22)

Exchange of Notes between Canada and the United States of America constituting an agreement for the construction and maintenance of a pipeline and a refinery at Whitehorse, Yukon (Ottawa, June 27 and 29, 1942). (Treaty Series 1942, No. 23)

Exchange of Notes between Canada and the United States of America recording an agreement for the establishment of an oil supply line from Skagway to Whitehorse (Ottawa, August 14 and 15, 1942). (Treaty Series 1942, No. 24)

Exchange of Notes between Canada and the United Kingdom providing for reciprocal exemption of persons resident in Canada and British Guiana from income tax on earnings derived from the operation of ships (Ottawa, July 7 and September 3, 1943). (Treaty Series 1943, No. 7)

Exchange of Notes between Canada and the United Kingdom recording arrangements for establishing a Canadian Government trans-Atlantic air service (London, July 15 and 16, 1943). (Treaty Series 1943, No. 8)

Exchange of Notes between Canada and Newfoundland recording arrangements for establishing a Canadian Government trans-Atlantic air service (St. John's, Newfoundland, July 19 and 30, 1943). (Treaty Series 1943, No. 9)

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Exchange of Notes between Canada and theUnited States of America recording an agreement regarding the official name of the Alaska Highway (Washington, July 19, 1943). (Treaty Series 1943, No. 10)

Exchange of Notes between Canada and the United States of America recording arrangements for exemption from provincial and municipal taxation of United States defence projects in Canada (Ottawa, August 6 and 9, 1943). (Treaty Series 1943, No. 11)

Exchange of Notes between Canada and the United States of America recording an agreement for the waiver of claims arising from collisions between vessels of war (Washington, May 25 and 26, 1943). (Treaty Series 1943, No. 12)

Arrangement between Canada and the United States of America regarding jurisdiction with respect to prizes (Ottawa and Washington, August 3 and September 27, 1943). (Treaty Series 1943, No. 13)

Exchange of Notes between Canada and the United Kingdom recording an agreement for the waiver of claims arising from collisions between vessels of war (London, August 27 and October 27, 1943). (Treaty Series 1943, No. 14)

Exchange of Notes between Canada and the United States of America extending to October 1st, 1944, the Agreement for the temporary raising of the level of Lake St. Francis of the 10th November, 1941 (Washington, October 5 and 11, 1943). (Treaty Series 1943, No. 15)

Agreement for the establishment of the United Nations Relief and Rehabilitation Administration (Washington, November 9, 1943). (Treaty Series 1943, No. 16)

Exchange of Notes between Canada and the United States of America recording an agreement regarding the post-war use by United States vehicles of the roads leading from the United States boundary to the Alaska Highway (Ottawa, April 10, 1943). (Treaty Series 1943, No. 17)

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Exchange of Notes between Canada and the United States of America concerning the drilling of oil wells in northwestern Canada (Ottawa, December 28, 1942 and January 19, 1943). (Treaty Series 1943, No. 18)

Exchange of Notes between Canada and the United States of America recording an agreement concerning the drilling of oil wells in northwestern Canada (Ottawa, January 18, February 17 and March 13, 1943). (Treaty Series 1943, No. 19)

Copies of all the above agreements are attached with the exception of the two final agreements concerning the drilling of oil wells. These are at present being translated, and will be forwarded as soon as they are complete. now attached

In view of their importance and the discussion there has been concerning them, it might be desirable to have the agreements on the Canol Project (Treaty Series 1942, Nos. 23 and 24) printed in the "Votes and Proceedings of the House of Commons".

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Exchange of Notes between Canada and the United States of America concerning the drilling of oil wells in northwestern Canada (Ottawa, December 28, 1942 and January 19, 1943). (Treaty Series 1943, No. 18)

Exchange of Notes between Canada and the United States of America recording an agreement concerning the drilling of oil wells in northwestern Canada (Ottawa, January 18, February 17 and March 13, 1943). (Treaty Series 1943, No. 19)

Copies of all the above agreements are attached with the exception of the two final agreements concerning the drilling of oil wells. These are at present being translated, and will be forwarded as soon as they are complete. now attached

In view of their importance and the discussion there has been concerning them, it might be desirable to have the agreements on the Canol Project (Treaty Series 1942, Nos. 23 and 24) printed in the "Votes and Proceedings of the House of Commons".

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C231232

RGR/LF
25.1.44.

MEMORANDUM FOR THE PRIME MINISTER:

Re tabling of agreements before Parliament

Since sending you my memorandum of January 19 listing agreements to be tabled before Parliament, one further set of documents embodying an agreement with the United States have been completed for tabling and you may wish to have these placed before the House at the same time as the others. Copies of the agreement are attached hereto. The description of this agreement might be given as follows:

> Exchange of Notes between Canada and the United States of America recording an agreement on the construction and operation of radio broadcasting stations in Northwestern Canada (Ottawa, November 5 and 25, 1943, and January 17, 1944).
> (Treaty Series 1944, No. 1)

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C231223

DEPARTMENT OF EXTERNAL AFFAIRS

Mr Russell –

In accordance with your request, herewith are 2 copies in English, for the Prime Ministers words, of all agreement so far tabled in the House.

I shall send along 2 copies of all agreement tabled in future.

R.M. Robertson

Ottawa, Jan 31/44.

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C231234

CANADA

TREATY SERIES, 1944

No.6

EXCHANGE OF NOTES

(January 24, February 7, 1944)

BETWEEN

CANADA AND NEWFOUNDLAND

CONSTITUTING AN AGREEMENT

FOR THE SETTLEMENT OF CLAIMS

ARISING OUT OF TRAFFIC ACCIDENTS

INVOLVING CANADIAN AND NEWFOUNDLAND VEHICLES

IN FORCE FEBRUARY 7, 1944

OTTAWA
1944

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SUMMARY

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II. Note, dated February 7, 1944, from the Commissioner for Justice and Defence of Newfoundland, to the Acting High Commissioner for Canada to Newfoundland 4

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EXCHANGE OF NOTES (JANUARY 24 AND FEBRUARY 7, 1944) BETWEEN CANADA AND NEWFOUNDLAND CONSTITUTING AN AGREEMENT FOR THE SETTLEMENT OF CLAIMS ARISING OUT OF TRAFFIC ACCIDENTS INVOLVING CANADIAN AND NEWFOUNDLAND VEHICLES

I

The High Commissioner for Canada
to the Commissioner for Justice and Defence of Newfoundland

No.7 St. John's, January 24, 1944.

Dear Sir Edward,

I have been instructed to state that the Government of Canada is prepared to enter into an agreement with the Government of Newfoundland establishing the basis to be adopted for the settlement of claims arising out of traffic accidents involving vehicles of the Government of Canada and vehicles of the Government of Newfoundland in the following terms:-

(a) The Agreement would cover all vehicles owned or controlled by the Government of Canada, including vehicles used by the Royal Canadian Navy, the Canadian Army, or the Royal Canadian Air Force (hereinafter called Canadian vehicles), and all vehicles owned or controlled by the Government of Newfoundland, including vehicles used by the Armed Forces of Newfoundland and including railway trains, rolling stock and gasoline propelled cars owned or controlled by the Newfoundland Government (hereinafter called Newfoundland vehicles).

(b) The Agreement would apply to accidents wherever they occur which take place on or after September 3rd, 1939, which have not already been disposed of, and which involve a Canadian or Newfoundland vehicle.

(c) Neither Government would make any claim against the other for any damage cause in an accident to which the Agreement applies to any vehicle, stores or other property of the Government of Canada, or to any vehicle, stores or other property of the Government of Newfoundland.

(d) Neither Government would make any claim against the other in respect of the death of or injury to any member of the Armed Forces of Canada or of Newfoundland caused by a Newfoundland vehicle or a Canadian vehicle in an accident to which the Agreement applies.

(e) If, arising out of an accident to which this Agreement applies and in which both a Canadian vehicle and a Newfoundland vehicle are involved in circumstances in which the Canadian Government and the Newfoundland Government respectively assume responsibility for any liability of persons in their service, any claim is made against either Government by a third party (including a person in the service of either Government), then the amount of any judgment obtained by the claimant and the costs, expenses and disbursements connected therewith or the amount of any settlement made with the claimant agreed to jointly by the Canadian and Newfoundland Governments, shall be borne equally by them. A claim made against a person in the service of the Government of Canada or of the Government of Newfoundland shall, for the purposes of this paragraph, be deemed to be a claim made against that Government if such Government assumes responsibility and not otherwise.

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EXCHANGE OF NOTES (JANUARY 24 AND FEBRUARY 7, 1944) BETWEEN CANADA AND NEWFOUNDLAND CONSTITUTING AN AGREEMENT FOR THE SETTLEMENT OF CLAIMS ARISING OUT OF TRAFFIC ACCIDENTS INVOLVING CANADIAN AND NEWFOUNDLAND VEHICLES

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The High Commissioner for Canada
to the Commissioner for Justice and Defence of Newfoundland

No.7 St. John's, January 24, 1944.

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(a) The Agreement would cover all vehicles owned or controlled by the Government of Canada, including vehicles used by the Royal Canadian Navy, the Canadian Army, or the Royal Canadian Air Force (hereinafter called Canadian vehicles), and all vehicles owned or controlled by the Government of Newfoundland, including vehicles used by the Armed Forces of Newfoundland and including railway trains, rolling stock and gasoline propelled cars owned or controlled by the Newfoundland Government (hereinafter called Newfoundland vehicles).

(b) The Agreement would apply to accidents wherever they occur which take place on or after September 3rd, 1939, which have not already been disposed of, and which involve a Canadian or Newfoundland vehicle.

(c) Neither Government would make any claim against the other for any damage cause in an accident to which the Agreement applies to any vehicle, stores or other property of the Government of Canada, or to any vehicle, stores or other property of the Government of Newfoundland.

(d) Neither Government would make any claim against the other in respect of the death of or injury to any member of the Armed Forces of Canada or of Newfoundland caused by a Newfoundland vehicle or a Canadian vehicle in an accident to which the Agreement applies.

(e) If, arising out of an accident to which this Agreement applies and in which both a Canadian vehicle and a Newfoundland vehicle are involved in circumstances in which the Canadian Government and the Newfoundland Government respectively assume responsibility for any liability of persons in their service, any claim is made against either Government by a third party (including a person in the service of either Government), then the amount of any judgment obtained by the claimant and the costs, expenses and disbursements connected therewith or the amount of any settlement made with the claimant agreed to jointly by the Canadian and Newfoundland Governments, shall be borne equally by them. A claim made against a person in the service of the Government of Canada or of the Government of Newfoundland shall, for the purposes of this paragraph, be deemed to be a claim made against that Government if such Government assumes responsibility and not otherwise.

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I shall be glad if you will inform me whether the Government of Newfoundland agree to an arrangement on this basis. If so, this Note and your reply to that effect will be regarded as constituting an Agreement between our two Governments which will continue in force in respect of all accidents which may occur prior to the expiration of three months from the date on which either of the two Governments gives notice to the other of its intention to terminate the Agreement.

Yours faithfully,

C.J. BURCHELL,

High Commissioner for Canada.

II

The Commissioner for Justice and Defence of Newfoundland to the Acting High Commissioner for Canada

DEPARTMENT OF JUSTICE

St. John's, February 7, 1944.

Dear Dr. Keenleyside,

I wish to refer to letter No. 7 of Jan. 24th from Mr. Burchell on the subject of a proposed agreement between the Government of Newfoundland and the Government of Canada in respect to the settlement of claims arising out of traffic accidents involving vehicles of the two Governments.

2. This letter was discussed in Commission and I am directed to inform you that the Government of Newfoundland agrees to an arrangement on this basis. Furthermore Mr. Burchell's letter and this reply will be regarded as constituting between our two Governments an agreement which will continue in force in respect of all accidents which may occur prior to the expiration of three months from the date on which either of the two Governments gives notice to the other of its intention to terminate the agreement.

Yours faithfully,

L.E. EMERSON,

Commissioner for Justice and Defence.

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CANADA

TREATY SERIES, 1944

No. 7

EXCHANGE OF NOTES

(February 29, 1944)

BETWEEN

CANADA AND MEXICO

RECORDING AN AGREEMENT

IN RESPECT OF THE

CONSCRIPTION FOR MILITARY SERVICE

IN CANADA AND IN MEXICO

IN FORCE FEBRUARY 29, 1944.

OTTAWA
1944

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EXCHANGE OF NOTES (FEBRUARY 29, 1944) BETWEEN CANADA AND MEXICO RECORDING AN AGREEMENT IN RESPECT OF THE CONSCRIPTION FOR MILITARY SERVICE IN MEXICO AND IN CANADA

I

The British Ambassador to Mexico
to the Mexican Minister for Foreign Affairs

BRITISH EMBASSY

No. 25 Mexico City, 29th February, 1944.

Your Excellency,

I have the honour to inform Your Excellency that I have been instructed by His Majesty's Principal Secretary of State for Foreign Affairs to propose, on behalf of the Government of Canada, that the Government of Canada on the one hand, and the Government of Mexico on the other, should conclude an agreement, in the following terms, in respect of the conscription for military service of Canadian nationals in Mexico and Mexican nationals in Canada:-

1. Neither Government shall send a notice of conscription to a national of the other country, residing in its territory, without transmitting, to the appropriate authority of the other Government, two months' notice of intention to call the said national for military service. In the case of Canada, the appropriate authority shall be His Majesty's Representative in Mexico; and, in the case of Mexico, the appropriate authority shall be the Mexican Consul-General at Montreal.

2. The authority receiving such notice shall inform the national of the country concerned of the intention to call him for military service. He shall also inform the said national that he will be granted the privilege of applying for a permit to leave the country at any time prior to the transmission of the notice of conscription.

3. The two Governments undertake to grant the exit permit before the notice of conscription is mailed.

4. In no case shall the application for an exit permit constitute an obstacle to the subsequent return of the person in question after the conclusion of the present war.

5. In any case where a person fails to avail himself of the opportunity to obtain an exit permit, he shall be liable for compulsory military service in accordance with the provisions of the law of Canada or of the law of Mexico, as the case may be.

6. After the termination of the above-mentioned period of two months, there shall be no obligation on the part of either Government to grant an exit permit.

7. The Government of Canada undertake to furnish the Government of Mexico with full information concerning any person to whom an exit permit has been granted in accordance with this agreement; and the Government of

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Mexico, for their part, undertake to furnish similar information to the Government of Canada.

8. This agreement shall in no way affect the position of persons who have been conscribed in Mexico or in Canada or who have joined the forces of Canada or Mexico prior to the date on which the Agreement comes into force.

II. In the event of this proposal being agreeable to the Government of Mexico, I would suggest that this note and Your Excellency's reply to that effect be regarded as constituting an agreement between the contracting Governments in this matter, with effect from the date of your note in reply. This agreement shall remain in force until six months after the conclusion of the present war, at which date it shall automatically expire.

I avail myself of this occasion to renew to Your Excellency the assurance of my highest consideration.

C. H. BATEMAN.

II

The Mexican Minister for Foreign Affairs
to the British Ambassador to Mexico.

SECRETARIA DE RELACIONES EXTERIORES

No. 51637 México, D.F., 29 de febrero de 1944.

Señor Ministro:

Tengo la honra de acusar recibo a Vuestra Excelencia de su atenta nota número 25, fechada el día de hoy, en la cual se ha servido proponer a mi Govierno, en nombre del de Canadá, la celebración de un Convenio respecto a la conscripción para el Servicio Militar de nacionales mexicanos residentes en Canadá y de nacionales canadenses residentes en México, cuyos términos serían los siguientes:

1. Ninguno de los dos Goviernos enviará aviso de conscripción a un nacional del otro país, residente en su territorio, sin haber comunicado, con dos meses de anticipación, a las autoridades correspondientes del otro Gobierno, su intención de llamar a dicho nacional al Servicio Militar. En el caso del Canadá, la autoridad correspondiente será el Representante de Su Majestad en México; y, en el caso de México, la autoridad correspondiente será el Cónsul General de México en Montreal.

2. La autoridad que reciba dicha comunicación hará conocer al nacional del país de que se trata, la intención que tiene de llamarlo para el Servicio Militar. También hará saber a dicho nacional que le será concedido el privilegio de solicitar un permiso para salir del país en cualquier tiempo anterior a la transmisión del aviso de conscripción.

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3. Los dos Gobiernos se comprometen a otorgar el permiso de salida antes de que el aviso de conscripción sea puesto en el Correo.

4. En ningún caso la solicitud para un permiso de salida será un obstáculo para el regreso posterior de la persona de que se trate, después de la terminación de la presente guerra.

5. En cualquier caso en que una persona deje de aprovechar la oportunidad de obtener un permiso de salida, quedará sujeta al Servicio Militar obligatorio, de acuerdo con las disposiciones de la Ley del Canadá o de la Ley de México, según sea el caso.

6. Después de terminado el período de dos meses arriba mencionado, no habrá obligación por parte de ninguno de los dos Gobiernos de conceder un permiso de salida.

7. El Gobierno del Canadá se compromete a proporcionar al de México informes completos respecto a cualquier persona a la que se haya concedido un permiso de salida de acuerdo con este Convenio; y el Gobierno de México, por su parte, se compromete a proporcionar informes semejantes al Gobierno del Canadá.

8. Este Convenio no afectará en modo alguno la posición de personas que hayan sido conscriptas en México o en Canadá o que se hayan unido a las Fuerzas de Canadá o México, con anterioridad a la fecha en la que el Convenio entre en vigor.

Vuestra Excelencia se sirve sugerir que, en el caso de que las bases anteriores sean aceptadas por mi Gobierno, la atenta nota a que me refiero y mi respuesta a ella sean consideradas como constituyendo un Convenio sobre este asunto, entre los dos Gobiernos, Convenio que surtirá efectos a partir de la fecha de mi nota de respuesta y quedará en vigor hasta seis meses después de la terminación de la presente guerra, fecha en la cual expirará automáticamente.

En debida respuesta, tengo la honra de comunicar a Vuestra Excelencia que mi Gobierno acepta celebrar con el de Canadá el Convenio que se ha servido proponerle y está de acuerdo con las bases transcritas, por lo que, en consecuencia, con la nota de Vuestra Excelencia y esta respuesta a ella lo considera celebrado.

Aprovecho la oportunidad para reiterar a Vuestra Excelencia la seguridades de mi más alta y distinguida consideración.

E. PADILLA.

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(Translation)

DEPARTMENT OF FOREIGN AFFAIRS

No. 51637 Mexico, 29th February, 1944.

Sir,

I have the honour to acknowledge the receipt of Your Excellency's note No. 25 of today's date in which you were good enough to propose to my Government, on behalf of the Government of Canada, the conclusion of an agreement in respect of the conscription for military service of Mexican nationals residing in Canada and Canadian nationals residing in Mexico the terms of which should be the following:-

1. Neither Government shall send a notice of conscription to a national of the other country residing in its territory without ~~having~~ transmitt~~ed~~ing to the appropriate authority of the other Government, two months' notice of intention to call the said national for military service. In the case of Canada, the appropriate authority shall be His Majesty's Representative in Mexico; and, in the case of Mexico, the appropriate authority shall be the Mexican Consul-General at Montreal.

2. The authority receiving such notice shall inform the national of the country concerned of the intention to call him for military service. He shall also inform the said national that he will be granted the privilege of applying for a permit to leave the country at any time prior to the transmission of the notice of conscription.

3. The two Governments undertake to grant the exit permit before the notice of conscription is mailed.

4. In no case shall the application for an exit permit constitute an obstacle to the subsequent return of the person in question after the conclusion of the present war.

5. In any case where a person fails to avail himself of the opportunity to obtain an exit permit, he shall be liable for compulsory military service in accordance with the provisions of the law of Canada or of the law of Mexico, as the case may be.

6. After the termination of the above-mentioned period of two months, there shall be no obligation on the part of either Government to grant an exit permit.

7. The Government of Canada undertake to furnish the Government of Mexico with full information concerning any person to whom an exit permit has been granted in accordance with this agreement; and the Government of Mexico, for their part, undertake to furnish similar information to the Government of Canada.

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8. This agreement shall in no way affect the position of persons who have been conscribed in Mexico or in Canada or who have joined the forces of Canada or Mexico prior to the date on which the Agreement comes into force.

Your Excellency is good enough to suggest that, in the event of the foregoing proposals being accepted by my Government, the note under reference and my reply thereto shall be regarded as constituting an agreement between the two Governments in this matter, with effect from the date of my note in reply, and that it shall remain in force until six months after the conclusion of the present war, at which date it shall automatically expire.

In reply, I have the honour to inform Your Excellency that my Government are prepared to conclude with the Government of Canada the agreement which you were good enough to propose and accept the proposals put forward. The agreement therefore is regarded as concluded by Your Excellency's note and this reply thereto.

I avail myself of the opportunity to reiterate to Your Excellency the assurances of my highest and most distinguished consideration.

E. PADILLA.

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C231243

CANADA

TREATY SERIES, 1944

No. 8

EXCHANGE OF NOTES

(March 1 and 2, 1944)

BETWEEN

CANADA AND NEWFOUNDLAND

PROLONGING FOR A FURTHER PERIOD OF ONE YEAR

THE AGREEMENT ON THE OPERATION OF

A COMMERCIAL AIR SERVICE TO NEWFOUNDLAND

BY TRANS-CANADA AIR LINES

EFFECTED BY AN EXCHANGE OF NOTES

OF FEBRUARY 6, 7, 9 and 27, 1942

IN FORCE MARCH 2, 1944

OTTAWA
1944

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EXCHANGE OF NOTES (MARCH 1 AND 2, 1944) BETWEEN CANADA AND NEWFOUNDLAND PROLONGING FOR A FURTHER PERIOD OF ONE YEAR THE AGREEMENT ON THE OPERATION OF A COMMERCIAL AIR SERVICE TO NEWFOUNDLAND BY TRANS-CANADA AIR LINES EFFECTED BY AN EXCHANGE OF NOTES OF FEBRUARY 6, 7, 9 and 27, 1942.*

I

The Acting High Commissioner for Canada in Newfoundland to the Commissioner for Public Utilities of Newfoundland

OFFICE OF THE HIGH COMMISSIONER FOR CANADA

St.John's, March 1st, 1944.

No.21

Sir,

With reference to the establishment and maintenance of an air service between Canada and Newfoundland by Trans-Canada Air Lines, I have the honour to request that the permit under which this service is now being conducted may be extended for one year to cover the period from April 1st, 1944, to March 31st, 1945, inclusive.

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

H. L. KEENLEYSIDE,

Acting High Commissioner for Canada.

II

The Commissioner for Public Utilities of Newfoundland to the Acting High Commissioner for Canada

DEPARTMENT OF PUBLIC WORKS

St.John's, 2nd March, 1944.

Sir,

With reference to your letter No. 21 of the 1st March, 1944, I have the honour to forward herewith a license to Trans-Canada Air Lines to operate a commercial air service in accordance with the agreement effected by the exchange of letters enumerated in the license.

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

W. W. WOODS,

Commissioner for Public Utilities.

For the text of the Exchange of Notes of February 6-27, 1942, see Canada Treaty Series 1942, No.19.

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Enclosure

LICENSE FOR THE OPERATOR OF A COMMERCIAL AIR SERVICE FOR THE TRANSPORTATION OF GOODS, MAIL AND PASSENGERS

TO TRANS-CANADA AIR LINES

This license is issued under authority of His Excellency the Governor of Newfoundland in Commission conferred upon the Commissioner for Public Utilities by Minute of Commission dated the 30th day of April, 1942.

Trans-Canada Air Lines is hereby authorized to operate a commercial air service for the transportation of goods, mail and passengers between airports in Newfoundland situate at Gander and Torbay and airports in Canada.

This license is issued to give effect to an agreement made with the Government of Newfoundland contained in an exchange of letters as follows:

Letter from the High Commissioner for Canada to the Acting Commissioner for Public Utilities dated 6th February, 1942.

Letter from the Acting Commissioner for Public Utilities to the High Commissioner for Canada dated 7th February, 1942.

Letter from the High Commissioner for Canada to the Acting Commissioner for Public Utilities dated 9th February, 1942.

Letter from the Commissioner for Public Utilities to the High Commissioner for Canada dated 27th February, 1942.

and the authority to operate an air service hereby conferred is subject to the provisions of the said agreement as in the said letters set out.

This license shall have effect from the 1st day of April, 1944, and subject to the provisions of the said agreement shall continue in effect until the 31st day of March, 1945.

This license may be required to be replaced or supplemented by any permit or license necessary for the operation of the air service under the provisions of any of the laws of Newfoundland.

W. W. WOODS,

Commissioner for Public Utilities.

2nd March, 1944.

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C231246

CANADA

TREATY SERIES, 1944

No. 10

EXCHANGE OF NOTES

(March 1 and 23, 1944)

BETWEEN

CANADA AND THE UNITED STATES OF AMERICA

CONSTITUTING AN AGREEMENT

FOR THE SETTLEMENT OF CLAIMS

ARISING OUT OF TRAFFIC ACCIDENTS

INVOLVING CANADIAN AND UNITED STATES VEHICLES

IN FORCE MARCH 23, 1944

OTTAWA
1944

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II. Note, dated March 23, 1944, from the United States Ambassador to the Secretary of State for External Affairs of Canada 4

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EXCHANGE OF NOTES (MARCH 1 AND 23, 1944) BETWEEN CANADA AND THE UNITED STATES OF AMERICA CONSTITUTING AN AGREEMENT FOR THE SETTLEMENT OF CLAIMS ARISING OUT OF TRAFFIC ACCIDENTS INVOLVING CANADIAN AND UNITED STATES VEHICLES

I

The Secretary of State for External Affairs of Canada
to the United States Ambassador to Canada

DEPARTMENT OF EXTERNAL AFFAIRS

No.16 Ottawa, March 1, 1944.

Excellency,

I have the honour to refer to my Note No. 130 of October 21, 1943, proposing a basis for the settlement of claims arising out of traffic accidents involving vehicles of the Armed Forces of Canada and vehicles of the Armed Forces of the United States.

The Government of Canada agree to the changes in the proposed Agreement suggested in your Note No.75 of December 22, 1943.

The Government of Canada are now prepared to enter into an agreement with the Government of the United States establishing the basis to be adopted for the settlement of claims arising out of traffic accidents involving vehicles of the Armed Forces of Canada and vehicles of the Armed Forces of the United States in the following terms:-

(a) The agreement would cover all vehicles of the Armed Forces of the Government of Canada (hereinafter called Canadian vehicles) and all vehicles of the Armed Forces of the Government of the United States (hereinafter called United States vehicles).

(b) The agreement would apply to accidents wherever they occur which take place on or after December 7th, 1941, which have not already been disposed of, and which involve a Canadian or United States vehicle.

(c) Neither Government would make any claim against the other for any damage caused in an accident to which this agreement applies to any vehicle, stores or other property of the Government of Canada and used by the Royal Canadian Navy, the Canadian Army or the Royal Canadian Air Force, or to any vehicle, stores or other property of the Government of the United States, and used by the United States Army, the United States Army Air Force, the United States Navy or the United States Navy Air Force.

(d) Neither Government would make any claim against the other in respect of the death of or injury to any member or civilian employee of the Armed Forces of Canada or of the United States caused by a United States vehicle or a Canadian vehicle in an accident to which this agreement applies, provided that no claims which members or civilian employees of the Armed Forces of Canada

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or of the United States may have in their own right on account of injury or death, would be effected by this agreement.

2. I shall be glad if you will inform me whether the Government of the United States agree to an arrangement on this basis. If so, this note and your reply to that effect will be regarded as constituting an agreement between our two Governments which will continue in force in respect of all accidents which may occur prior to the expiration of three months from the date on which either of the two Governments gives notice to the other of its intention to terminate the agreement.

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

J. E. Read

For the Secretary of State
for External Affairs.

II

The United States Ambassador
to the Secretary of State for External Affairs

EMBASSY OF THE UNITED STATES OF AMERICA

No. 121 Ottawa, March 23, 1944.

Sir:

I have the honor to acknowledge the receipt of your note No.16 of March 1, 1944, outlining a proposed Agreement with the Government of the United States establishing the basis to be adopted for the settlement of claims arising out of traffic accidents involving vehicles of the Armed Forces of Canada and vehicles of the Armed Forces of the United States.

I have now been authorized to inform you that the arrangement, as set forth in your note under acknowledgment, is agreeable to my Government and that your note, together with this reply, will be regarded as constituting an agreement between our two Governments on the subject.

RAY ATHERTON.

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C231249

CANADA

TREATY SERIES, 1944

No. 14

EXCHANGE OF NOTES

(May 1, 6 and 15, 1944)

BETWEEN

CANADA AND NEWFOUNDLAND

RECORDING PERMISSION

FOR CANADIAN FISHING VESSELS

TO LAND SALT AND FISH IN NEWFOUNDLAND

FOR TEMPORARY STORAGE IN BOND

DURING THE CALENDAR YEAR 1944

IN FORCE MAY 15, 1944

OTTAWA
1944

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II. Note, dated May 6, 1944, from the Commissioner for Natural Resources of Newfoundland, to the Acting High Commissioner for Canada 3

III. Note, dated May 15, from the Acting High Commissioner for Canada, to the Commissioner for Natural Resources 4

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EXCHANGE OF NOTES (MAY 1, 6 AND 15, 1944) BETWEEN CANADA AND NEWFOUNDLAND RECORDING PERMISSION FOR CANADIAN FISHING VESSELS TO LAND SALT AND FISH IN NEWFOUNDLAND FOR TEMPORARY STORAGE IN BOND DURING THE CALENDAR YEAR 1944.

I

The Acting High Commissioner for Canada to Newfoundland
to the Commissioner for Natural Resources of Newfoundland

OFFICE OF THE HIGH COMMISSIONER FOR CANADA

No.16 St. John's, Newfoundland, May 1st, 1944.

Dear Mr. Dunn,

I have been requested by my Government to approach the Newfoundland Government for permission for Canadian fishing vessels to land salt and fish in Newfoundland for temporary storage in bond during the present year while operating on the fishing banks of Newfoundland. In making this request I should point out that the privilege would be of considerable value to Canadian fishermen since they could return to the fishing ground to complete their catch without having to make the long voyage to Canadian ports. No competitive interest between Canadian and Newfoundland fishermen should arise because of the fixed price for salt cod, and the granting of such a privilege would not in any way injure the interest of Newfoundland fishermen.

The privilege of landing fish in Newfoundland was formerly accorded to Canadian fishermen but was withdrawn some years ago by Newfoundland. This privilege is still granted to the Newfoundland fishermen who are allowed to land stores and fish in Canada for a temporary storage while fishing off Canada.

I should be obliged if you would advise me if the Newfoundland Government are prepared to grant this request. If so, my letter and your reply would constitute an agreement in the matter.

Yours sincerely,

J.C. BRITTON,

Acting High Commissioner for Canada.

II

The Commissioner for Natural Resources of Newfoundland
to the Acting High Commissioner for Canada to Newfoundland

DEPARTMENT OF NATURAL RESOURCES

St.John's, Newfoundland, 6th May, 1944.

Dear Mr. Britton,

Your letter of 1st May concerning an application by the Canadian Government for permission for Canadian fishing vessels to land salt and fish in Newfoundland for temporary storage in bond during the present year while operating on the banks of Newfoundland was considered by the Commission of Government.

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It was decided to grant this request subject to the following conditions:

(1) This privilege is limited to the calendar year 1944, and is restricted to Newfoundland Customs Ports of Entry, a list of which is annexed.

(2) The master of each vessel reports to the Collector of Customs and furnishes him with a list showing the quantities of salt and fish to be landed, together with the location of the premises to be used for storage purposes.

(3) The period of storage of fish shall not exceed six weeks or such period as will allow the vessel to finish its baiting and then return and pick up the landed portion of its cargo for conveyance to a Canadian port.

(4) The owner or operator of the vessel makes application to the Newfoundland Fisheries Board for a license to import salt in which is stated the quantity to be stored and the purpose for which it is to be used.

Yours sincerely,

P.H.D. Dunn (Sgd.),

Commissioner.

Enclosure

H.M. CUSTOMS, NEWFOUNDLAND

The Commissioner for Finance acting under the powers conferred on him by Section 12 of the Customs and Excise Act, 1938, and with the consent of the Governor in Commission, has approved the following places to be ports of entry for all purposes relating to Customs -

AGUATHUNA	ENGLISH HARBOUR WEST	LORIES
ARGENTIA	FERRYLAND	MARYSTOWN
BATTLE HARBOUR	FLOWERS'S COVE	MILLERTOWN
BAY BULLS	FOGO	NORTH WEST RIVER
BAY L'ARGENT	FORTEAU	ODERIN
BAY ROBERTS	FORTUNE	PORT AUX BASQUES
BELLEORAM	GANDER	PORT AU PORT
BELL ISLAND	GAULTOIS	PORT HOPE SIMPSON
BISHOPS FALLS	GLOVERTOWN	PORT SAUNDERS
BONAVISTA	GOOSE BAY AIRPORT	PORT UNION
BONNE BAY	GRAND BANK	PUSHTHROUGH
BOTWOOD	GRAND FALLS	RAMEA
BUCHANS	GREENSPOND	ROSE BLANCHE
BURIN	HARBOUR BRETON	ST. ANTHONY
BURGEO	HARBOUR BUFFETT	ST. GEORGES
CAPE BROYLE	HARBOUR GRACE	ST. LAWRENCE
CARBONEAR	HARMON FIELD	ST. MARY'S
CARTWRIGHT	HOLYROOD	TREPASSEY
CLARENVILLE	LAMALINE	TWILLINGATE
CODROY	LARK HARBOUR	WHITBOURNE
CORNER BROOK	LEWISPORTE	WOOD'S ISLAND
CURLING	LITTLE BAY ISLANDS	

All goods, whether liable to duty or not, must be imported into Newfoundland at an approved port of entry.

ST.JOHN'S,
1st January, 1939.

H.V. HUTCHINGS,
Secretary for Customs.

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III

The Acting High Commissioner for Canada to Newfoundland
to the Commissioner for Natural Resources of Newfoundland

OFFICE OF THE HIGH COMMISSIONER FOR CANADA

No. 17. St.John's, May 15th, 1944.

Dear Mr. Dunn:

With reference to your letter of May 6th, 1944, relative to the application by the Canadian Government for permission for Canadian fishing vessels to land salt and fish in Newfoundland for temporary storage in bond during the present year while operating off the Banks of Newfoundland, I wish to confirm our telephone conversation in which I advised you that the conditions required by the Newfoundland Government, as outlined in your letter, are accepted by the Canadian Government.

It is suggested by the Canadian Government that May 18th would be a convenient date for the publication of the Agreement and it is desired that the Minister of Fisheries should make the announcement at the opening of the House at three p.m. In conformity with your verbal agreement I have informed the Canadian Government by cable that the time and place of the announcement of the agreement are suitable to the Newfoundland Government.

I have been directed to advise you that the Canadian Government deeply appreciates the consideration of the Newfoundland Commission of Government in granting this privilege on behalf of Canadian fishermen.

Yours sincerely,

J. C. BRITTON,

Acting High Commissioner for Canada.

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C231253 file

NAR/SR
15.6.44

MEMORANDUM FOR THE PRIME MINISTER

The Succession Duty Convention can be tabled as soon as the State Department sends the documents to the President for signature, with a view to transmission to the Senate.

It is a most complicated Convention, and will have to have its provisions explained in a supplementary statement at the time of tabling. This statement will be made by the Minister of National Revenue who, I assume, should also table the necessary documents.

Mack

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C231254

CANADA

TREATY SERIES, 1944

No. 18

AGREEMENT
BETWEEN
CANADA AND NEW ZEALAND
ON THE PRINCIPLES
APPLYING TO THE PROVISION BY CANADA
OF CANADIAN WAR SUPPLIES
TO NEW ZEALAND
UNDER THE WAR APPROPRIATION (UNITED NATIONS MUTUAL AID) ACTS OF CANADA 1943 AND 1944

Signed at Ottawa, June 28, 1944

IN FORCE JUNE 28, 1944

OTTAWA
1944

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AGREEMENT BETWEEN THE GOVERNMENTS OF CANADA AND NEW ZEALAND ON THE PRINCIPLES APPLYING TO THE PROVISION BY CANADA OF CANADIAN WAR SUPPLIES TO NEW ZEALAND UNDER THE WAR APPROPRIATION (UNITED NATIONS MUTUAL AID) ACTS OF CANADA 1943 AND 1944.

Signed at Ottawa, June 28, 1944

Whereas Canada and New Zealand are associated in the present war, and

Whereas it is desirable that war supplies should be distributed among the United Nations in accordance with strategic needs of the war and in such manner as to contribute most effectively to the winning of the war and the establishment of peace, and

Whereas it is expedient that the conditions upon which such war supplies are made available by one United Nation to another should not be such as to burden post-war commerce, or lead to the imposition of trade restrictions or otherwise prejudice a just and enduring peace, and

Whereas the Governments of Canada and New Zealand are mutually desirous of concluding an agreement in regard to the conditions upon which Canadian war supplies will be made available to New Zealand,

The Undersigned, being duly authorized by their respective Governments for the purpose, have agreed as follows:-

ARTICLE I

The Government of Canada will make available under the War Appropriation (United Nations Mutual Aid) Acts of Canada, 1943 and 1944, to the Government of New Zealand such war supplies as the Government of Canada shall authorize from time to time to be provided.

ARTICLE II

The Government of New Zealand will continue to contribute to the defence of Canada and the strengthening thereof and will provide such articles, services, facilities or information as it may be in a position to supply and as may from time to time be determined by common agreement in the light of the development of the war.

ARTICLE III

The Government of New Zealand will, in support of any applications to the Government of Canada for the provision of war supplies under this agreement, furnish the Government of Canada with such relevant information as the Government of Canada may require for the purpose of deciding upon the applications and for executing the purposes of this agreement.

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ARTICLE IV

The Government of New Zealand agrees to use any war supplies delivered to it under this agreement in the joint and effective prosecution of the war.

ARTICLE V

The Government of New Zealand will not without the consent of the Government of Canada sell to any other Government or to persons in other countries war supplies delivered to it under this agreement.

ARTICLE VI

The Government of Canada will not require the Government of New Zealand to re-deliver to the Government of Canada any war supplies delivered under this agreement except as specifically provided in Articles VII and VIII and subject to any special agreement which may be concluded in the circumstances contemplated in Article IX.

ARTICLE VII

Title to any cargo ships delivered under this agreement will remain with the Government of Canada and the ships shall be chartered to the Government of New Zealand on terms providing for their re-delivery.

ARTICLE VIII

Upon the cessation of hostilities in any major theatre of war, any war supplies which have been transferred to the Government of New Zealand under this agreement and are still in Canada or in ocean transit shall revert to Canadian ownership, except those supplies destined for a theatre of war in which hostilities have not ceased or supplies made available for relief purposes or such other supplies as the Government of Canada may specify.

ARTICLE IX

The Government of Canada reserves the right to request:

(a) the delivery, after the cessation of hostilities in any theatre of war, for relief and rehabilitation purposes, to another United Nation or to an international organization, of automotive equipment supplied under this agreement;

(b) the transfer to Canadian forces serving outside Canada after the cessation of hostilities of vehicles, aircraft, ordnance or military equipment supplied under this agreement to the Government of New Zealand if such war supplies are required for the use of such Canadian forces and are not required by the Government of New Zealand for military operations; and

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(c) the return to Canada after the war, if required in Canada for Canadian purposes, of aircraft and automotive equipment supplied under this agreement which may still be serviceable, due regard being had to the degree of wastage likely to have been suffered by these articles, provided that when the identity of such Canadian equipment has been lost as a result of pooling arrangements or for other reasons, the Government of New Zealand may substitute equipment of a similar type.

The Government of New Zealand agrees to use its best endeavours to meet any such requests on such reasonable terms and conditions as shall be settled in consultation with the Government of Canada.

ARTICLE X

The Governments of Canada and New Zealand re-affirm their desire to promote mutually advantageous economic relations between their countries and throughout the world. They declare that their guiding purposes include the adoption of measures designed to promote employment, the production and consumption of goods, and the expansion of commerce through approriate international agreements on commercial policy, with the object of contributing to the attainment of all the economic objectives set forth in the Declaration of August 14th, 1941, known as the Atlantic Charter.

ARTICLE XI

This agreement will take effect as from this day's date. It shall apply to war supplies furnished to the Government of New Zealand by the Government of Canada under the authority of the War Appropriation (United Nations Mutual Aid) Acts of Canada, 1943 and 1944, or substituted Act, including supplies furnished under the said Acts before the conclusion of this agreement. It shall continue in force until a date to be agreed upon by the two Governments.

Dated at Ottawa, this twenty-eighth day of June nineteen hundred and forty-four.

Signed for and on behalf of
the Government of Canada:

W.L. MACKENZIE KING

C.D. HOWE

Signed for and on behalf of
the Government of New Zealand:

W. NASH

R.M. FIRTH

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CANADA

TREATY SERIES, 1944

No. 22

EXCHANGE OF NOTES

(July 21 and August 5, 1944)

BETWEEN

CANADA AND THE UNITED STATES OF AMERICA

RECORDING AN AGREEMENT

TO FACILITATE THE ASCENT OF THE SALMON

IN HELL'S GATE CANYON

AND ELSEWHERE IN THE FRASER RIVER SYSTEM

IN FORCE AUGUST 5, 1944

OTTAWA
1944

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Appendix C: Order-in-Council, P.C. 5002, of June 30, 1944, authorizing the International Pacific Salmon Fisheries Commission to enter into contracts for the execution of work at Hell's Gate Canyon and elsewhere on the Fraser River to overcome obstructions to the ascent of sockeye salmon 14

II. Note, dated August 5, 1944, from the Secretary of State of the United States, to the Canadian Chargé d'Affaires a.i. at Washington 15

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EXCHANGE OF NOTES (JULY 21 AND AUGUST 5, 1944) BETWEEN CANADA AND THE UNITED STATES OF AMERICA RECORDING AN AGREEMENT TO FACILITATE THE ASCENT OF THE SALMON IN HELL'S GATE CANYON AND ELSEWHERE IN THE FRASER RIVER SYSTEM.

I

The Canadian Charge d'Affaires at Washington
to the Secretary of State of the United States

CANADIAN EMBASSY

Washington, July 21, 1944.

No.266

Sir,

I have the honour to refer to the Convention between Canada and the United States for the Protection, Preservation and Extension of the Sockeye Salmon Fisheries in the Fraser River System, signed at Washington on May 26, 1930.(1)

2. Under Article III of the Convention, the International Pacific Salmon Fisheries Commission is required to "make a thorough investigation into the natural history of the Fraser River sockeye salmon, into hatchery methods, spawning ground conditions and other related matters". The Commission may also recommend to the two Governments "removing or otherwise overcoming obstructions to the ascent of sockeye salmon, that may now exist or may from time to time occur, in any of the waters covered by this Convention, where investigation may show such removal of or other action to overcome obstructions to be desirable".

3. As a result of extensive investigation the Commission recommended to the two Governments on January 11, 1944, remedial measures for overcoming obstructions to the ascent of the salmon in Hell's Gate Canyon and further investigation and remedial measures for overcoming obstructions to the ascent of the salmon elsewhere in the Fraser River watershed. It was estimated that the costs of the works recommended would be $2,000,000, which, in accordance with Article III, paragraph 2, of the Convention, would be shared equally between the two Governments. One copy of the letter and memorandum from the Commission under date of January 11, signed by the Chairman and secretary are attached hereto as appendix A. Also attached as appendix B is one copy of a list of the remedial works recommended by the Commission.

4. The Canadian Government has approved of these recommendations of the Commission as set forth in its letter and report of January 11. A vote of $1,000,000 to provide for Canada's share of the costs of these works has been recommended to Parliament. The Commission has also been authorized by Order in Council P.C. 5002 of June 30, 1944, to let contracts for the remedial works recommended. One copy of Order in Council P.C. 5002, marked appendix C, is attached hereto.

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(1) For the text of that Convention see Canada Treaty Series 1937, No.9.

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5. The regular procedure for the payment of expenses properly incurred by the Commission is that such expenses are paid by the Canadian Government, one-half being recoverable later by Canada from the United States. This procedure was agreed to by the United States by your note of December 10, 1937. It is acceptable to the Canadian Government that this procedure should be followed with respect to expenditures incurred by the Commission for the proposed remedial works.

6. It would appear desirable that the recommendations of the Commission as set forth in its letter and report of January 11, 1944 and the arrangements proposed for implementing these recommendations should be formally approved by Exchange of Notes between the two Governments.

7. If these proposals are acceptable to the Government of the United States, this note and your reply thereto accepting the proposals shall be regarded as placing on record the agreement of the two governments concerning this matter.

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

L.B. PEARSON

Charge d'Affaires.

Enclosures

APPENDIX "A"

Document No.1

Letter from the International Pacific Salmon Fisheries Commission to the Honourable Ernest Bertrand, Minister of Fisheries, Ottawa.

January 11th, 1944.

Sir,

In the Pacific Northwest a particularly valuable species of salmon, known as Sockeye, was once so abundant that in 1913 it produced a pack of almost a quarter of a billion one pound cans which, at present prices, would be worth over forty million dollars. Now, one-eighth of that amount is considered a good pack.

The blasting of rocks during railroad construction in a narrow gorge of the Fraser River known as Hell's Gate Canyon, is charged with causing this huge decline by obstructing passage of the fish to their up-river spawning grounds. It is now believed, however, that great numbers of fish were fatally retarded at this canyon even under natural conditions.

Canada and the United States created this Commission to rehabilitate this once enormous food supply of the two nations - for though the spawning all takes place in Canada, United States fishermen get first chance to catch the fish as they pass through Puget Sound to approach the Fraser River mouth.

After intensive investigation it has been conclusively shown that the terrific rush and surge of water at Hell's Gate Canyon is largely responsible for failure of the salmon run to recover its former magnitude. Furthermore, the Commission finds that construction of so-called fish-ladders at this point will largely eliminate the difficulty. Some lesser obstructions also should be eliminated.

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The Treaty requires the Commission to recommend to the two Governments the removal of obstructions. Accordingly the Commission herewith submits a biological report showing the necessity for action, an engineering report showing the action required, and a request for two million dollars with which to accomplish the desired result.(1)

Respectfully submitted,

International Pacific Salmon Fisheries Commission

By EDWARD W. ALLEN.

Chairman.

A. J. WHITMORE,

Secretary.

Document No.2

Recommendation of the International Pacific Salmon Fisheries Commission for overcoming obstructions to the ascent of sockeye salmon, pursuant to the terms of a treaty between Canada and the United States.

The International Pacific Salmon Fisheries Commission was created for the purpose of rehabilitating a Pacific Coast salmon run known as the sockeye salmon of the Fraser River. In its largest year this run produced almost a quarter of a billion pounds of finest quality, canned salmon which at present prices would have a value of more than forty million dollars. An eighth of that amount is now considered a good pack.

Among causes suggested for this great decline were need for international regulation and damage to the runs by blasting of rocks and by rock slides during railroad construction in the narrow gorge of the Fraser River, up which the fish must ascend to reach their spawning grounds. The first function of the Commission was to determine what were the actual causes, next to suggest remedies, and after eight years to regulate the catch.

Sockeye salmon normally spawn in late summer or fall in gravel beds in streams which are near lakes, or in the lakes themselves in the upper Fraser River drainage area, some 90,000 square miles in extent. The eggs hatch in early spring, and the young usually spend a year in lakes, then go down to sea and when four years old return to the very stream in which they were born, then in turn to spawn and die. The production of each stream therefore depends upon the run to that stream four years before. In a big river system like the Fraser with its numerous feeder streams there are therefore many separate runs each year. These may occur at different times during a season, though in fact there is much overlapping of such runs.

If the salmon had to keep on their way upstream or die and a run lasted only 30 days and there was a period of 30 days right at the time of such run when the fish could not pass up the river, the conclusion would be natural that such run would not reproduce itself. The problem is not that simple. However, the Commission did find that salmon could only stand a limited delay and that if the delay exceeded such limit they dropped downstream and were lost for reproductive purposes.

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(1) Identical copies of the Reports were presented to each Government by the Commission. It was therefore deemed unnecessary to attach them to the note of the Canadian Charge d'Affaires of July 21st, 1944.

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The Commission further found that there were specific levels of the river during which the salmon were unable to get up through the terrific rush of water at Hell's Gate Canyon and that these impassable levels occurred during the salmon season, but varied greatly in time, length, and seriousness from year to year. In some years practically all the runs which had survived to that year got through. In other years the entire season was nearly impassable (in 1941 it is estimated that one million fish were unable to ascend the Canyon, dropped down below and died). In some years certain runs were affected; others were not.

It was also found that, although Hell's Gate Canyon was by far the most serious obstruction of this character, there were other places in the river system, each of which took its toll. Some forty such obstructions were specifically noted, of greatly varying importance, but a much more thorough survey of the seriousness of each, and of conditions at other points where difficulty may exist than the Commission hasthus far been able to make, is essential. Moreover, the Commission found large areas apparently suitable to salmon spawning which never had been utilized because of some natural obstruction, and that it was probable that an adequate survey and proper remedial action would be the means of opening up such areas, thereby increasing the productivity of the system beyond what it had ever been.

A most important consideration is that a depleted run of sockeye salmon if given a reasonable opportunity recuperates rapidly. There are, however, great areas to which the runs of certain years have been completely destroyed. Such areas require distinctive treatment. Moreover, any measure of redress, in order to be effective, will require the aid of regulation of the catch.

Viewing the entire field, the Commission found that it would be uneconomical and unsound, if not wholly futile, to attempt to resort to any recuperative or regulatory measure if the same might in any year be rendered fruitless by reason of the restored runs being again depleted by being obstructed in their attempted passage up Hell's Gate Canyon or other points of difficulty.

Accordingly, it is essential that as a first step in an orderly rehabilitation of the sockeye salmon of the Fraser River system as a whole that this continuous threat of destruction at Hell's Gate Canyon be removed. After that, many runs will promptly proceed to restore themselves and this natural process can be going on while the Commission effectuates its plan to bring back lost runs as well as those so close to extinction as to require artificial stimulation, and to produce runs into new areas. Gradual removal of minor obstructions can also be carried on concurrently, as biological and engineering studies indicate the corrective action necessary.

These facts and conclusions are the result of six years of intensive investigation of every available source of information from official and commercial records and from one of the largest fish tagging experiments ever conducted, many thousands of fish having been tagged in salt water and at different parts of the river with observable celluloid tags these then having been collected by means of rewards and otherwise, also by the use of trained observers systematically stationed throughout the area.

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Submitted herewith is a biological report from the Commission's scientific staff which presents a remarkable record of investigation and analysis.(1) Dr. W.F. Thompson, until he came to this Commission, had been Scientific Director of the International Fisheries Commission (Halibut) and was largely responsible for the accomplishments of that Commission which have justly won world-wide recognition. He is now the Scientific Consultant for this Commission.

When the Commission became convinced that a basic difficulty in rehabilitating the Fraser sockeye salmon run lay at Hell's Gate Canyon, it not only concentrated its biological work to bear upon that point but also engaged the most experienced fishery engineers available. Milo Bell, the Commission's chief engineer is the only active engineer in either nation who has specialized in fishery conservation devices directly related to Pacific salmon. And he in turn has had the assistance of Professor Charles W. Harris, an outstanding hydraulic engineer, as consultant.

So-called fish-ladders have been in use for many years as a means of enabling fish to ascend rivers blocked by dams and natural obstructions. The greatest installation heretofore made was at the Bonneville Dam on the lower Columbia River. The fishery devices at the Bonneville are said to have cost approximately $7,000,000.00. Nevertheless, these fully justified the expenditure for they have successfully demonstrated their effectiveness in passing the well known Chinook salmon up the Columbia. The practical use of fish-ladders is therefore well recognized in the engineering field.

In the engineering report submitted herewith(1), the use of fish-ladders to obviate the Hell's Gate Canyon obstruction is presented. But although the Fraser salmon run substantially exceeds that of the Columbia both in quantity and value, the cost of the proposed fish-ladders at Hell's Gate Canyon, together with the estimated cost of investigating and overcoming other obstructions and incidental remedial proposals, all together is less than one-third of the cost of the work at Bonneville.

The Commission therefore requests a total appropriation of $2,000,000, one-half from Canada, one-half from the United States, for the purposes above outlined. One good year's run restored should produce a catch ten times the entire proposed investment. And under continued and adequate regulation and protection, this enormous food resource should become recurrent year after year in perpetuity.

Respectfully submitted,

International Pacific Salmon Fisheries Commission

By EDWARD W. ALLEN

Chairman,

A.J. WHITMORE

January 11th, 1944. Secretary.

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(1) Identical copies of the Reports were presented to each Government by the Commission. It was therefore deemed unnecessary to attach them to the note of the Canadian Charge d'Affaires of July 21st, 1944.

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APPENDIX "B"

Obstructions on the Fraser River watershed, the investigation and improvement of which is recommended by the International Pacific Salmon Fisheries Commission

Stream	Name of Obstruction and Location	Description and Importance	Remedial Measures
1.Fraser River	Hell's Gate Canyon.	Impassable obstruction at certain water levels. Principal spawning grounds of the Fraser system are controlled largely by conditions at this point.	Construction of permanent fishways on each bank at point of obstruction.
2.Fraser River	Bridge River Rapids.6 miles above Lillooet	Two rapids 900 ft. apart.Both serious obstructions to salmon migration below 20 ft. level.x Over ¾ of available spawning area above this point.Formerly bulk of escapement spawned above this obstruction.	Construct fishways and improve channel for each rapids on both banks of river.
3.Lillooet River	Skookumchuck Rapids. 18 miles above Harrison Lake.	Rapids in constricted, canyon-bound channel. Records of sockeye delayed from 1 to 21 days. Blockade forms above 1 ft. level on gauge. Commonly inflicts heavy mortality on important Birkenhead run.	Install fish-way on left bank and alter channel. Include 10 ft. maximum water fluctuations.
4.Chilcotin River	Farwell Canyon 11 miles from mouth.	Constricted, bedrock channel with fall of 4 to 6 ft. at obstruction. Blockade above 3 ft. level on gauge. Over 15% of Chilkoxx run normally lost at this obstacle.	Construct fishway on left bank. Blast cut in rock on right bank. Cover 6 ft.maximum water fluctuations.
5.Chilko River	Keighley Holes 7 miles above confluence of Chilcotin River.	Channel between high dirt banks. Large boulders in bed cause fall of 5 ft. at obstruction. Chilko run xx delayed at all common water levels.	Remove boulders and rock debris from channel. Construct baffles on right bank to reduce velocity of flow.

x Hell's Gate gauge.
xx Chilko run composes over 80% total escapement, 1940-1941.

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Stream	Name of Obstruction and Location	Description and Importance	Remedial Measures
6.Quesnel River	Rapids 4 miles below Likely.	Obstruction caused by tailings from Boullion mine. Present channel is constricted by dumped rock so that velocity of flow is too great for normal passage of salmon.	Remove rock debris from channel and restore original conditions.
7.Stellako River	Falls 4 miles above Fraser Lake	A 3 ft. falls located in spawning area is ascended with difficulty.Elimination of obstruction would encourage extension of spawning area to desirable streams above.	Reduce flow in channel.
8.Bowron River	Gravel bars, mouth of Bowron River.	At low water stages there is not sufficient water on gravel bars to allow salmon to ascend.	Dredge one main channel for entire flow of river
9.Morris Creek	Shallow channel. Mouth of Morris Creek	Similar to above. At low water channel nearly dry caused by seepage near mouth. Run commonly delayed two to three weeks before able to enter.	Concentrate flow into one main channel.

Stream	Tributary to	Description	Remedial Measures
10.Boise Creek	Upper Pitt River.	Excellent sockeye stream with large amount of potential spawning area. Numerous log jams present of which some are impassable to salmon. Serious damage done by floods.	Remove log jams and improve spawning conditions.
11.Douglas Creek	Harrison Lake.	Spawning beds scoured by logs and further damaged by floods. Formerly a very important spawning stream.	Remove log jams from channel.

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Stream	Tributary to	Description	Remedial Measures
12.Railway Creek	Upper Lillooet River.	Beaver dam is located ½ mile above mouth. Good spawning area above dam. Sockeye now limited to lower part of stream.	Transplant beavers to non-salmon stream. Remove dam.
13.McKenzie Creek	Upper Lillooet River.	Beaver dam located 20 yards from mouth. Sockeye formerly spawned above dam but now confined to lower part of stream.	Transplant beavers to non-salmon stream and remove dam.
14.Pemberton Creek	One-mile Lake	Numerous log jams which not only block salmon but encourage shifting of channel during high water. Formerly supported run of sockeye.	Remove log jams and re-establish channel in former location.
15.Silver Creek	Fraser River.	Place of difficult passage 1 - 5 miles below lake.Caused by log jams and rapids. Excellent spawning area above.	Remove log jams and improve channel.
16.Nahatlatch River	Fraser River.	Large log jam at outlet of lake and numerous log jams on spawning areas that limit areas used by salmon. Extensive spawning area available and formerly produced large run of sockeye.	Remove log jams and general stream improvement.
17.Momich River	Adams Lake.	Series of rapids ¾ mile from mouth. Sockeye spawn in lower part of creek.	Install fishpass in channel so that sockeye can ascend to upper regions.
18.Scotch Creek	Shuswap Lake	Large log jams near mouth of creek. Channel changes frequently during high water. Only remnant of former large run remains.	Remove log jams and establish channel.
19.Mann Creek	North Thompson River.	Beaver dams near mouth which limits present spawning area. Log jams and dense brush in stream ½ mile from mouth. Present depleted run spawn at mouth.	Transplant beaver to non-salmon stream. Remove dam and log jams. Improve spawning area generally.

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Stream	Tributary to	Description	Remedial Measures
20.Finn Creek	North Thompson River.	Large impassable log jams throughout entire spawning area. Channel frequently changes. Few salmon spawn in creek at present.	Remove log jams and establish channel. Make general stream improvements.
21.Gates Creek	Anderson Lake.	Numerous log jams in creek form definite obstruction to migration of salmon. Formerly important spawning area but now runs only spawn near mouth.	Remove log jams and improve spawning area.
22.McKinley Creek	Horsefly River.	Log jams in creek prevent salmon ascending lakes above which were used for spawning before 1913.	Remove log jams and improve channel for salmon migration.
23.Nadina River	Francois Lake.	One serious log jam and numerous minor ones. Small run of sockeye and spawn in river. Large areas suitable for spawning in upper portion of stream.	Remove log jams and improve spawning area.
24.Forfar Creek	Middle River.	Impassable log jams 3 miles above mouth. Good spawning stream and would increase the spawning area available.	Remove log jams.
25.Kynoch Creek	Middle River.	Impassable log jams 3 to 4 miles above mouth. Important spawning stream of this district.	Remove log jams.
26.Rossette Creek	Middle River.	Log jams and brush block stream ½ mile from mouth. Formerly good spawning creek but only remnant of former run remains.	Remove log jams and improve stream conditions.

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Stream	Tributary to	Description	Remedial Measures
27.Narrows Creek	Takla Lake.	Numerous log jams cause constant shifting of channel. Formerly excellent spawning stream but now nearly void of fish.	Remove log jams and restore stream to former condition.
28.Pomeroy Creek	Bowron River.	Beaver dam at mouth entirely blocks creek to salmon. This stream formerly supported over 2/3 of the Bowron run.	Transplant beaver to non-salmon stream. Remove dam.
29.Indian-point Creek	Bowron River.	Four beaver dams on creek and spawning tributaries. Formerly important spawning and nursery area. No sockeye can enter creek at present.	Transplant beaver to non-salmon stream. Remove all dams and improve stream conditions.

Stream	Location of Obstruction	Description	Remedial Measures
30.Nicola River	Dam at outlet of Nicola Lake.	The irrigation dam has a poorly designed fish-way and an unscreened diversion channel just above the dam. This was formerly good salmon spawning area.	Install satisfactory fishway and revolving screen on diversion channel.
31.Adams River	Dam at outlet of Adams Lake	The old sluice dam, not in use at present, has an inadequate fish-way. The dam is in poor repair and structure is rotten.	Remove dam or install efficient fishways.
32.Louis Creek	Dam on creek for C.N.R. water supply and irrigation.	Fish-way in dam closed during salmon run. Salmon drop back into irrigation ditches and die unspawned. Many fry are lost in ditches.	Install revolving screens on diversions and have sufficient water guaranteed during salmon runs for proper operation of fishways.

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Stream	Location of Obstruction	Description	Remedial Measures
33.Barriere River	Hydro-electric project located ten miles above mouth.	Dam is 12 to 15 feet high.Fishway is very poor and usually dry during salmon run. This was formerly a good sockeye spawning area. Flume to turbines is unscreened.	Construct new fish-pass over dam and screen turbine intake.
34.Lemieux Creek	Low irrigation dam on creek 2 miles above mouth.	Dam is 32 in. high with no fishway installed and during low water is a complete barrier to salmon migration. Unscreened diversion above dam.	Construct fishway in dam and install revolving screen on diversion.
35.Scotch Creek	Irrigation dam 2¼ miles from mouth.	The 3 foot dam has no fishway and cuts off the former main spawning area. Also has unscreened diversion.	Install fishway and construct revolving screen in diversion.
36.Seton Creek	Hydro-electric and water supply.	Fishway now installed is not satisfactory for passage of salmon. Formerly important spawning area; now nearly depleted.	Construct proper fishway.
37.Conni Lake	Dry channel.	Divert Klokkon creek into original channel emptying into Conni Lake. Sockeye formerly spawned in this area.	Divert creek into old channel.

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APPENDIX "C"

Order-in-Council, P.C.5002, of June 30, 1944
authorizing the International Pacific Salmon Commission
to execute work at Hell's Gate Canyon and elsewhere on the
Fraser River to overcome obstructions to the ascent of salmon.

At the Government House at Ottawa
Friday, the 30th day of June, 1944

Present:

His Excellency The Governor General in Council:

WHEREAS the Minister of Fisheries reports that the following item appears in the Estimates tabled in Parliament for the fiscal year 1944-45:

Vote 83 To provide for Canadian share of expenses of the International Pacific Salmon Fisheries Commission to overcome obstructions to the ascent of sockeye salmon at Hell's Gate Canyon, and for investigating and overcoming obstructions to such salmon at other points on the Fraser River Watershed $1,000,000

That a similar sum has been provided for the same purpose by the Government of the United States, thus enabling the work to proceed at joint expense;

That persons who, in the opinion of the Minister, may be interested in the work contemplated at Hell's Gate, including the Government of the Province of British Columbia, the Canadian Pacific Railway Company and the Canadian National Railways, have been consulted with reference thereto and that such persons have no objection thereto provided their interests are adequately safeguarded;

That by arrangements between Canada and the United States all expenditures properly incurred by the Commission are paid by the Canadian Government, one-half of such payments to be recovered later by Canada from the United States Government; and

That it is, by reason of the war, necessary for the security, defence, peace, order and welfare of Canada that the Order hereinafter set forth be made.

THEREFORE, His Excellency the Governor General in Council, on the recommendation of the Minister of Fisheries, and under the authority of the War Measures Act, is pleased, hereby, to authorize the International Pacific Salmon Fisheries Commission constituted pursuant to the Fraser River Sockeye Convention, confirmed by chapter ten of the Statutes of Canada, one thousand, nine hundred and thirty, to enter into contracts in the name of His Majesty in right of Canada for the execution of the work at Hell's Gate Canyon and other points on the Fraser River, British Columbia, for which money is, or is to be, provided by the said Vote 83 hereinbefore set out; and is further pleased to authorize and doth hereby authorize the chairman and secretary of the said Commission to execute any such contract on behalf of the Commission.

A. D. P. HEENEY,

Clerk of the Privy Council

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II

The Secretary of State of the United States
to the Canadian Charge d'Affaires at Washington

DEPARTMENT OF STATE

Washington, August 5, 1944.

Sir,

I have your Embassy's note No. 266 of July 21, 1944, with enclosures, in regard to the recommendation of remedial measures for overcoming obstructions to the ascent of the salmon in Hell's Gate Canyon and further investigation and remedial measures for overcoming obstructions to the ascent of the salmon elsewhere in the Fraser River system, which, pursuant to Article III of the Convention between the United States and Canada for the Protection, Preservation and Extension of the Sockeye Salmon Fisheries in the Fraser River system, signed at Washington on May 26, 1930, was made to the American and Canadian Governments on January 11, 1944 by the International Pacific Salmon Fisheries Commission.

As you point out the estimated cost of the works recommended, which was two million dollars, would in accordance with Article III, paragraph 2 of the Convention, be shared equally between the two governments.

The Government of the United States has approved the recommendation of the Commission as set forth in its letter and report of January 11, 1944, and the accompanying documents including the "General Engineering Report Covering Fraser River Fisheries Projects" and the first Deficiency Appropriation Act, 1944, approved April 1, 1944 (Public Law 279, 78th Congress), contained the following appropriation:

"INTERNATIONAL PACIFIC SALMON FISHERIES COMMISSION

Restoration of salmon runs Fraser River system: For the share of the United States of expenses incident to the work of improving facilities for sockeye salmon migration in the Fraser River by the International Pacific Salmon Fisheries Commission, under the convention between the United States and Canada, concluded May 26, 1930, including personal services; traveling expenses; rent; purchase, maintenance, repair, and operation of not to exceed four motor-propelled, passenger-carrying vehicles; purchase of furniture, instruments, and equipment; construction of fishways; removal of obstructions and stream improvement; construction of warehouse for storage of equipment; and such other expenses as the Secretary of State may deem proper, to be expended under his direction, $1,000,000, to remain available until expended."

The Department observes from paragraph 5 of your note that it is acceptable to the Canadian Government that the regular procedure whereunder expenses properly incurred by the Commission are paid by the Canadian Government, one-half being recoverable later by Canada from the United States, should be followed with respect to expenditures incurred by the Commission for the proposed remedial works. The Government of the United States agrees to this procedure and, subject to the limits of the above-quoted appropriation, will reimburse the Canadian Government for one-half of the joint expenses properly incurred by the Commission

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in connection with the remedial works in question, the full amount of such expenses having been paid by the Government of Canada, it being understood that in the settlement of such amounts the procedure now observed by the two governments in settling the joint expenses of the Commission will be followed.

Accept, Sir, the renewed assurances of my high consideration,

For the Secretary of State:

G. HOWLAND SHAW.

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NAR/ET
17 August, 1944

SECRET

C231273

MEMORANDUM FOR THE PRIME MINISTER:

I am enclosing a copy of a draft given me by Sir Patrick Duff of a telegram he is sending to his Government reporting the conversations I had with him and with members of the U.K.Financial Delegation about the Goose lease. I have shown this draft to Mr.Ilsley and have told Duff that I regard it as a very fair record of the interview.

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C2312?4 Secret

At his request I saw Norman Robertson yesterday morning when he opened again the subject of Goose Air base. He reminded me that latest Canadian proposals on the subject had been given to the High Commissioner on July 3rd(forwarded in our despatch of July 4th) and that they are still without an answer. This matter,which has now been dragging on for 18 months,has for a long while past been causing growing resentment among Ministers here, so much so that its continued presence undischarged on War Committee Agenda is liable to be constant source of prejudice to all negotiations with ourselves on other matters. This was the case,as stated in High Commissioner's despatch quoted above,on a previous occasion when subject of Mutual Aid was under review. Indeed,by an unlucky conjunction in time,Goose has come to be associated in Ministers' minds with Mutual Aid problems.

2. Robertson recapitulated a number of previous arguments for concluding Canadian-Newfoundland agreement regarding Goose. Canada,at our request,had spent millions of dollars on this base. For us and for herself it was Canada that by air, sea and land had provided the defences in this zone. They regarded it as an affront that in face of these demonstrations we should appear to mistrust either their ability or their will to continue to do so. He adverted to the forgotten existence of an agreement entered into 30 or 40 years ago whereby in Halifax the Royal Navy has certain prescriptive facilities. He commented that the Royal Navy enjoys no less facilities in other Canadian ports,where no agreement of any kind exists. But the Canadian Government do not nowadays regard such agreements as necessary or as proper in principle, and are not prepared at this stage, in advance of general security plan,to duplicate such engagements elsewhere. Unless we signally mishandle our mutual affairs we shall in any war be partners. If Canada were neutral and United Kingdom at war the value of the base would be nugatory.

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nugatory. They cannot understand why we do not regard it as in our own interest not to put obstacles in way of Canada accepting her responsibilities for defence in this zone. Fortified by this background they consider that amendments suggested in their last memorandum amply safeguard all legitimate interests of the United Kingdom.

3. Robertson informed me that when the War Committee was considering the proposals for financial agreement with Lord Keynes Mission, very strong comments were again made contrasting the United Kingdom treatment of the Goose problem with the propositions for financial easement being presented by the United Kingdom to Canada. There are serious risks that the issue of negotiations on finance and other topics might become involved in the Goose problem and dependent on the solution of the latter. At this point our interview had to break off.

4. However,the basis of a proposed financial settlement authorised by the War Committee was duly handed to Keynes yesterday afternoon by Clark and are reported in my No..... Later in evening at Robertson's invitation I brought Keynes and party to see him. Heeney was also there. Although subject matter was not one which fell within their purview or one into the merits of which,as they made abundantly clear,it was competent for them to be drawn into discussion, Robertson took occasion to recapitulate to them much of what he had said to me in morning on subject of Goose. In connection with new financial arrangements proposed by us he enlarged on the Parliamentary difficulties for Canadian Government which are inherent in their acceptance of greater financial burdens and, apropos of Goose,of the indefensibility of Canadian Government position if after all the resources which had been poured into the place agreement with Newfoundland Government were not speedily implemented.

5. So much/

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5. So much had their feelings about Goose air base become a preoccupation on Ministers' minds that there would be severe disappointment if their recent willingness to meet us in the Keynes negotiations were not followed by a similarly determined effort on our part to reach a satisfactory conclusion in the matter of the base.

6. We pointed out again that the issues are entirely separate. But it was agreed in the light of what Robertson had said that the occasion presented an appropriate opportunity for me to report afresh the strength of Canadian feeling on this matter.

dd 16/18

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CANADA

TREATY SERIES, 1944

No. 20

PROTOCOL
AMENDING
THE INTERNATIONAL AGREEMENT OF 8TH JUNE 1937
FOR THE REGULATION OF WHALING

Signed at London on 7th February 1944

Canadian Ratification deposited at London,
August 24, 1944

OTTAWA
1944

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C231278

PROTOCOL AMENDING THE INTERNATIONAL AGREEMENT OF 8TH JUNE 1937 FOR THE REGULATION OF WHALING

Signed at London on 7th February 1944

The Governments of the Union of South Africa, the United States of America, the Commonwealth of Australia, the United Kingdom of Great Britain and Northern Ireland, Canada, Eire, New Zealand and Norway,

Being parties or signatories to the International Agreement for the Regulation of Whaling signed at London on the 8th June, 1937 (hereinafter referred to as the Agreement of 1937), and to the Protocol signed at London on the 24th June, 1938, introducing certain amendments into the Agreement of 1937 (hereinafter referred to as the Protocol of 1938); and

Desiring, in view of the fact that pelagic whaling operations in the area to which Article 7 of the 1937 Agreement applies have been interrupted for a considerable period by the existence of hostilities and in order to meet the present emergency without prejudicing the conservation of stocks of whales, to put into force by agreement such provisions as may be necessary with regard to pelagic whaling in this area when whaling operations are resumed there:

Have agreed as follows:-

ARTICLE 1

(i) The period fixed by Article 7 of the Agreement of 1937, during which factory ships or a whale catcher attached thereto may be used for the purpose of taking or treating baleen whales, shall be extended for the first season in which whaling operations are resumed in the area referred to in the said Article 7, so as to cover the period from the 24th November to the 24th March, both dates inclusive.

(ii) Each Government party to the present protocol shall give notice to the Government of the United Kingdom when whale factory ships registered under the law of any territory under its authority or otherwise under its jurisdiction engage in whaling operations in the area defined in Article 7 of the Agreement of 1937. The Government of the United Kingdom will inform the other Governments party to the present protocol of all notices received under this paragraph and shall itself similarly give notice to the other contracting Governments if whale factory ships registered under the law of any territory under its authority or otherwise under its jurisdiction engage in whaling operations in the said area.

(iii) For the purposes of paragraph (i) of this Article the first season in respect of which any notice has been given under paragraph (ii) above, shall be deemed to be the first season in which whaling operations are resumed. This season is hereinafter referred to as "the first season."

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ARTICLE 2

The provisions of Article 1 of the Protocol of 1938 relating to the taking of humpback whales in any waters south of 40 degrees south latitude shall apply during the first season.

ARTICLE 3

(i) During the first season, the number of baleen whales caught in the area referred to in Article 7 of the 1937 Agreement shall not exceed 16,000 blue whale units.

(ii) For the purposes of paragraph (i) of this article, blue whale units shall be calculated on the basis that one blue whale equals -

(a) 2 fin whales, or
(b) 2½ humpback whales, or
(c) 6 sei whales.

(iii) The Government of the United Kingdom shall consult all the Governments who have given notice under Article 1 (ii) of this agreement in order to arrange by co-operation and agreement the measures necessary to ensure that the total number of baleen whales caught during the first season does not exceed the number specified in paragraph (i) of this article.

ARTICLE 4

In the absence of agreement to the contrary none of the provisions of the present protocol shall operate except in the first season.

ARTICLE 5

The present protocol shall be ratified and the instruments of ratification deposited as soon as possible with the Government of the United Kingdom.

ARTICLE 6

(i) The present protocol shall be open to accession on behalf of any Government which was a party to the 1937 Agreement and has not signed the present protocol.

(ii) Accession shall be effected by means of a notification addressed to the Government of the United Kingdom

ARTICLE 7

(i) The Government of the United Kingdom shall inform the Governments of the United States of America, Canada, Eire, Mexico,

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New Zealand and Norway of all ratifications of this protocol or accessions thereto.

(ii) The present protocol shall come into force as soon as ratifications or accessions have been deposited on behalf of all Governments referred to in paragraph (i) of this article and of the Government of the United Kingdom.

(iii) The ratification of or accession to the present protocol by a Government which is a signatory but not a party to the Agreement of 1937 shall not become effective until such Government becomes a party to that agreement by ratification.

In witness whereof the undersigned plenipotentiaries, being duly authorised to this effect by their respective Governments, have signed the present protocol and affixed thereto their seals.

Done at London this 7th day of February, 1944, in a single copy which shall remain deposited in the archives of the Government of the United Kingdom by whom certified copies will be transmitted to all the Governments referred to in Article 7 (i).

For the Government of the Union of South Africa:

(Seal) DENEYS REITZ.

(Seal) A. P. VAN DER POST.

For the Government of the United States of America:

(Seal) LOYD V. STEERE.

For the Government of the Commonwealth of Australia:

(Seal) S. M. BRUCE.

For the Government of the United Kingdom of Great Britain and Northern Ireland:

(Seal) A. T. A. DOBSON.

(Seal) J. E. DE WATTEVILLE.

For the Government of Canada:

(Seal) VINCENT MASSEY.

For the Government of Eire:

For the Government of New Zealand:

(Seal) W. J. JORDAN.

For the Government of Norway:

(Seal) BIRGER BERGERSEN.

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Ntd C231281 NAR/SR
12.9.44

MEMORANDUM FOR THE PRIME MINISTER

Wrong tells me that the United Kingdom have at last agreed to finalize arrangements for the Goose Bay lease. The Department is getting the lease into final shape and is sending down, for your signature, an instruction to our High Commissioner in Newfoundland, authorizing him to sign on behalf of Canada.

You may wish to take an early opportunity to tell Mr. Churchill how glad we are to have this troublesome question satisfactorily disposed of. In conversation with him, I should be inclined to take the line that the question had been settled exclusively on its own merits and uninfluenced by the general financial relationships between Canada and the United Kingdom.

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NFD

September 14, 1944

C231282

MEMORANDUM FOR THE PRIME MINISTER :

On July 3 a memorandum was given by Mr. Robertson to Mr. MacDonald, United Kingdom High Commissioner to Canada, suggesting the following amendments to the proposed agreement for a lease for Goose Bay Air Base.

(1) The insertion in the existing draft of the lease of the following new article immediately after 5 :

"The right of the United Kingdom to use the base for military aircraft shall be the subject of consultation and agreement between the Governments of Canada, the United Kingdom and Newfoundland after the war, and in the meantime the rights of the United Kingdom under Article 3 of this Agreement shall continue unimpaired."

(2) With a view to clarifying the question of civil use, the text of Article 10, last sentence, to read as follows :

"The question of its use for civil and commercial operations after the war, and all matters incidental thereto, will form the subject of discussion between the Governments of Canada, the United Kingdom and Newfoundland, and this discussion

2 . . .

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will take place not later than twelve months after the war."

The United Kingdom has agreed to these proposals. I enclose a copy of Mr. MacDonald's letter to Mr. Robertson under date of September 8.

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

516I/641
SECRET

8th September, 1944.

Dear Mr. Robertson,

I have just received a telegram from the Secretary of State for Dominion Affairs saying that the United Kingdom authorities have now carefully considered the memorandum on Goose Bay which you communicated to me on the 3rd July.

I am glad to be able to inform you that the suggestions contained in that memorandum are accepted by the United Kingdom and Newfoundland Governments and that the Newfoundland Government is accordingly now ready to arrange with the High Commissioner for Canada in St. John's for the signature of the Agreement.

I have been asked to point out that two small drafting amendments will be necessary viz -

(1) the words "Royal Air Force" in article 3 (B) should be deleted and the words "United Kingdom military aircraft" substituted in order to cover aircraft of the Fleet Air Arm.

(2) The words "Ferry Command" in article 3 (D) should be deleted.

Yours sincerely,

(Sgd. Malcolm MacDonald)

Norman A. Robertson, Esq.,
Under-Secretary of State for External Affairs,
Ottawa.

dm

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CANADA

TREATY SERIES, 1944

No. 26

EXCHANGE OF NOTES

(August 31 and September 7, 1944)

BETWEEN

CANADA AND THE UNITED STATES OF AMERICA

EXTENDING

THE AGREEMENT FOR THE TEMPORARY RAISING

OF THE LEVEL OF LAKE ST.FRANCIS

OF NOVEMBER 10, 1941

EFFECTIVE AS FROM OCTOBER 1, 1944

OTTAWA
1944

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SUMMARY

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I. Note, dated August 31, 1944 from the Chargé d'Affaires ad interim at Washington, to the Secretary of State of the United States of America 3

II. Note, dated September 7, 1944, from the Secretary of State of the United States, to the Canadian Chargé d'Affaires at Washington 4

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EXCHANGE OF NOTES (AUGUST 31 AND SEPTEMBER 7, 1944) BETWEEN CANADA THE UNITED STATES OF AMERICA EXTENDING THE AGREEMENT FOR THE TEMPORARY RAISING OF THE LEVEL OF LAKE ST.FRANCIS OF NOVEMBER 10, 1941.*

I

The Canadian Chargé d'Affaires at Washington
to the Secretary of State of the United States

CANADIAN EMBASSY

Washington, August 31,1944.

No. 309

Sir,

I have the honour, on the instructions of my Government, to refer to the exchange of notes of November 10th, 1941, whereby the Government of the United States of America agreed to a temporary raising of the levels of Lake St. Francis during low water periods for the reasons and subject to the conditions and limitations set forth in the notes. By an exchange of notes of October 5th and 9th, 1943, the arrangements made on November 10th, 1941 were continued until October 1st, 1944.**

The circumstances which led the Government of the United States to agree to the temporary raising of the levels of Lake St. Francis have continued, and in view of the importance to both Canada and the United States of America of the conservation of the power supply in this area, the Canadian Government proposes that the arrangements set forth in the exchange of notes should be continued for the duration of the emergency, subject to review prior to October 1st of each year. The arrangements as continued would, of course, be subject to all of the conditions and limitations as contained in the exchange of notes of November 10th, 1941.

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

L. B. PEARSON,

Chargé d'Affaires.

II

The Secretary of State of the United States
to the Canadian Chargé d'Affaires at Washington

DEPARTMENT OF STATE

Washington, September 7,1944.

Sir:

I have received your note No. 309 of August 31, 1944, concerning the arrangements effected through an exchange of notes

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* For the text of the Exchange of Notes of November 10, 1941, see Canada Treaty Series 1941, No.19.

** For the text of the Exchange of Notes of October 5 and 9, 1943, see Canada Treaty Series 1943, No.15.

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on November 10, 1941, with respect to a temporary raising of the levels of Lake St.Francis during low water periods, and inform you that this Government is agreeable to your Government's proposal that these arrangements should be continued for the duration of the emergency, subject to review prior to October 1 of each year and subject, of course, to all of the conditions and limitations contained in the Notes exchange on November 10, 1941.

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

For the Secretary of State:

A. A. BERLE, Jr.

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CANADA

TREATY SERIES, 1944

No. 29

PROTOCOL

BETWEEN

CANADA, THE UNITED KINGDOM

AND THE UNION OF SOVIET SOCIALIST REPUBLICS

PROVIDING FOR

THE PAYMENT OF A COMPENSATION TO CANADA

FOR NICKEL MINES AT PETSAMO

Signed in Moscow, October 8, 1944

IN FORCE OCTOBER 8, 1944

OTTAWA
1944

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PROTOCOL BETWEEN CANADA, THE UNITED KINGDOM AND THE UNION OF SOVIET SOCIALIST REPUBLICS TO ARMISTICE AGREEMENT BETWEEN THE UNION OF SOVIET SOCIALIST REPUBLICS AND THE UNITED KINGDOM OF GREAT BRITAIN AND NORTHERN IRELAND ON THE ONE HAND AND FINLAND ON THE OTHER, DATED SEPTEMBER 19, 1944, PROVIDING FOR THE PAYMENT OF A COMPENSATION TO CANADA FOR NICKEL MINES AT PETSAMO.

Signed in Moscow, October 8, 1944.

On the occasion of the signing of the Armistice Agreement with the Government of Finland, the Government of Canada, the Government of the Union of Soviet Socialist Republics and the Government of the United Kingdom of Great Britain and Northern Ireland are agreed that:-

In connection with the return by Finland to the Soviet Union of the former Soviet territory of the oblast of Petsamo (Pechenga) and the consequent transfer to ownership of the Soviet Union of nickel mines (including all property and installations appertaining thereto) operated in the said territory for the benefit of the Mond Nickel Company and the International Nickel Company of Canada, the Soviet Government will pay to the Government of Canada during the course of six years from the date of the signing of the present Protocol, in equal instalments, the sum of 20 million United States dollars as full and final compensation of the above mentioned companies. For the purpose of this payment United States dollars will be reckoned at the value of 35 dollars to one ounce of gold.

Done in Moscow on the 8 of October, 1944, in three copies, each in the English and Russian languages, both the English and Russian texts being authentic.

For the Government of Canada:	For the Government of the Union of Soviet Socialist Republics:	For the Government of the United Kingdom:
L. D. WILGRESS.	V. DEKANOZOV.	ARCHIBALD CLARK KERR.
(Seal)	(Seal)	(Seal)

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CANADA

TREATY SERIES, 1944

No. 30

MEMORANDUM OF AGREEMENT
BETWEEN
CANADA AND NEWFOUNDLAND
RELATING TO
THE ESTABLISHMENT OF AN AIR BASE
AT GOOSE BAY, LABRADOR

Signed at St.John's, Newfoundland, October 10, 1944

IN FORCE OCTOBER 10, 1944

OTTAWA
1944

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MEMORANDUM OF AGREEMENT
BETWEEN CANADA AND NEWFOUNDLAND

Signed at St.John's, Newfoundland, October 10, 1944.

Memorandum of Agreement

Made this tenth day of October Anno Domini one thousand nine hundred and forty-four BETWEEN The Government of Canada represented herein by the High Commissioner for Canada in Newfoundland of the first part AND The Government of Newfoundland represented herein by the Commissioner for Public Utilities and Supply of the second part.

WHEREAS the development of a strategic air base for the defence of Canada, Newfoundland and Labrador, within the general scheme of hemisphere defence and as a basis of operations in the Atlantic area, is considered by the Governments of Canada and Newfoundland to be of the utmost importance:

Therefore the undersigned, duly authorized to that effect, have agreed as follows:-

1.-(1) The Government of Newfoundland will lease to His Majesty the King in right of Canada ALL THAT certain piece or parcel of land situated at Goose Bay in Labrador described as follows: Beginning at a concrete post marked "A" at the most northerly point of Terrington Basin at ordinary high water mark, the said point being North Latitude 53 degrees 22 minutes 24.6 seconds and West Longitude 60 degrees 24 minutes 21.5 seconds; thence North astronomically 305 chains; thence West astronomically 640 chains; thence South astronomically 920 chains more or less to the northern shore of the Hamilton River at ordinary high water mark; thence easterly along the northern shore of the Hamilton River at ordinary high water mark to Goose Bay; thence northerly and westerly along the shore of Goose Bay at ordinary high water mark to Terrington Basin; thence westerly and northerly along the shore of Terrington Basin at ordinary high water mark to the point of beginning; containing 120 square miles more or less; hereinafter referred to as the Air Base; reserving nevertheless from the Air Base all mines and minerals; TO HOLD the same unto His Majesty the King in right of Canada for a period of ninety-nine years from the first day of September Anno Domini one thousand nine hundred and forty-one for the purposes of the construction, operation and maintenance of an air base thereon for operations by land or water for the purposes set forth in the recital hereto.

(2) Such lease shall be authorized or ratified in such manner as may be agreed upon by the Governments of Canada and Newfoundland.

2. During the period of the lease the Government of Canada shall have the right to construct, maintain, operate, manage and control an air base at the Air Base and without restricting the generality of the foregoing shall have as incidental thereto the following rights, namely:

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(a) to build and maintain a roadway approximately 22 miles in length from the Air Base to Northwest River and such other roads outside the Air Base as may be agreed with the Government of Newfoundland from time to time. All roads built hereunder outside the Air Base shall become public highways. Where the Air Base separates two roads or two parts of the same road, passage through the Air Base will be permitted, subject to such reasonable limitations as are necessary for the protection of the Air Base and its operations;

(b) to take from the neighbouring streams and rivers such water as may be necessary for the purposes of the Air Base;

(c) to develop, construct and operate power plants for the use of the Air Base and for such purposes to use such water storage and power sites as may be agreed and upon such conditions as may be imposed by the Government of Newfoundland;

(d) to construct radio stations and transmission lines and operate communications by radio, telephone and telegraph for the purposes of the Air Base, subject to agreement with the Secretary for Posts and Telegraphs of the Government of Newfoundland as to frequencies and power output in the case of radio communications;

(e) to construct docks, wharves, slipways, piers and anchorages for ships and aircraft at such places as may from time to time be agreed with the Government of Newfoundland.

3. For the duration of the war and for such time thereafter as the Governments agree to be necessary or advisable in the interests of common defence:

(a) the management and control of the Air Base shall be under the direction of the Royal Canadian Air Force, wireless and meteorological services being supplied by the Department of Transport of the Government of Canada;

(b) use of the Air Base will be made available to United Kingdom military aircraft and to aircraft of the United States Navy and Army Air Forces. The Government of Canada may permit the Governments of the United Kingdom and the United States to erect buildings at the Air Base for the accommodation of aircraft and military personnel, and may permit such Governments to station Naval and Air Force military personnel at the Air Base;

(c) the use of the Air Base by civil aircraft shall be permitted insofar as such use is a necessary part of the war effort, and the Air Base shall be available for such other civilian use as may be mutually agreed upon;

(d) in addition to any arrangements for the co-ordination of the wireless and meteorological services with other operating air bases and stations, such services at the Air Base may be co-ordinated with those operated by the Government of the United States in Canadian territory adjacent to Labrador and by the Royal Air Force.

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4. The Government of Canada may from time to time erect within the Air Base such works, buildings and fortifications as it may deem to be necessary for the maintenance of the Air Base as an operational air base and for its defence, and may station at the Air Base such military personnel as may be required for the defence thereof.

5. Civil and military aircraft owned by the Government of Newfoundland shall have the right to use the Air Base on terms not less favourable than those of the Government of Canada.

6. The right of the United Kingdom to use the Air Base for military aircraft shall be the subject of consultation and agreement between the Governments of Canada, the United Kingdom and Newfoundland after the war, and, in the meantime, the rights of the United Kingdom under Article 3 of this Agreement shall continue unimpaired.

7. The Government of Canada will employ Newfoundland labour as far as practicable at the Air Base.

8. Duly authorized officers of the Government of Newfoundland shall have access at all reasonable times to the Air Base in the course of the carrying out of their duties.

9. The Government of Canada shall transfer free of cost to the Government of Newfoundland any land within the Air Base reasonably required by the Government of Newfoundland for the erection of buildings for the accommodation of its officials or for any other Government purposes.

10. In order to avoid doubt it is hereby declared that the laws of Newfoundland shall be applicable throughout the Air Base and to all persons therein or thereon.

11. The development of the Air Base being primarily for defence, the air base and its facilities shall not during the war be used for civil or for commercial operations, except as provided in clause (c) of Article 3 hereof. The question of its or their use for civil and commercial operations after the war, and all matters incidental thereto, will form the subject of discussion between the Governments of Canada, the United Kingdom and Newfoundland, and this discussion will take place not later than twelve months after the war.

12. The Government of Canada agrees that it will not, without the consent of the Government of Newfoundland, transfer to any third party in whole or in part the rights, powers and authority herein granted to the Government of Canada.

Signed at St.John's, Newfoundland, in duplicate, this tenth day of October, A.D.1944.

On behalf of the Government of Canada:

J. S. MACDONALD.

On behalf of the Government of Newfoundland:

W. W. WOODS.

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Newfoundland

(For publication after 12:01 a.m., Monday, October 23,1944)

C231294

PRESS RELEASE
DEPARTMENT OF EXTERNAL AFFAIRS

No. 57 Ottawa, October 21, 1944.

Prime Minister Mackenzie King to-day announced that an Agreement respecting the Air-Base at Goose Bay in Labrador was signed at St. John's, Newfoundland, on October 10 by Sir Wilfrid Woods, Commissioner for Public Utilities and Mr. J.S. Macdonald, High Commissioner for Canada, on behalf of their respective Governments. The Agreement provides for a lease of the base area to Canada for 99 years for defence purposes. It formalizes an understanding reached in 1941 between the two countries in consultation with the Government of the United Kingdom.

At that period the United Kingdom was in urgent need of air planes which could not be transported across the Atlantic in sufficient numbers in the shipping then available. It was imperative that an air-base be opened in Labrador with the least possible delay from which aircraft arriving direct from the assembly lines of the United States and Canada could be flown across the short North Atlantic route by way of air bases in Greenland and Iceland to bases in the United Kingdom. After discussions between the Newfoundland and Canadian authorities, which could not then be made public without conveying vital information to the enemy, a site was selected at the head of Goose Bay on the Hamilton River, where the level sandy soil and low growth made construction relatively easy in spite of the low temperatures met with in the winter months. Work was begun in September, 1941. It was rushed with all possible speed through the following winter by a Canadian construction company which had had extended experience of construction problems in the North. Newfoundland labour was largely employed by the Company, and helped to make the early opening of the base possible. By the summer of 1942 air planes were taking off in large numbers for Britain and the battlefields of Europe.

Construction has continued steadily. Great concrete runaways and hangars, barracks, power-stations, repair shops and a hospital have been constructed at a cost to the Canadian Treasury of approximately $25,000,000. A large and well-equipped airbase is now available.

The airbase under the terms of the Agreement is operated by the Royal Canadian Air Force, and its facilities are made available to the United States Army Air Transport and the Royal Air Force Transport Command for the duration of the war. It is also an

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important base for the Royal Canadian Air Force anti-submarine patrols and for the protection of allied merchant shipping in the Western Atlantic.

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The airbase comprises an area of about 10 by 12 miles. The lease is for ninety-nine years from September 1, 1941.

There is to be no transfer of sovereign rights over the area. The Agreement expressly provides that the laws of Newfoundland shall be applicable throughout the base and to all persons therein or thereon. Quarters have been made available for a Resident Magistrate and for Customs, Immigration and Postal Officers who report to their respective Departments in St. John's. for resident Newfoundland officials.

The air port lies close to the Great Circle route to Europe and will prove of value in trans-Atlantic civil aviation when the war is over. The question of the use of the air port for civil or commercial operations after the war will be discussed between the governments concerned after the cessation of hostilities.

The text of the Memorandum of Agreement between the Government of Canada and the Government of Newfoundland is as follows:

MEMORANDUM OF AGREEMENT

Made this tenth day of October Anno Domini one thousand nine hundred and forty-four BETWEEN the Government of Canada represented herein by the High Commissioner for Canada in Newfoundland of the first part AND the Government of Newfoundland represented herein by the Commissioner for Public Utilities and Supply of the second part.

WHEREAS the development of a strategic air base for the defence of Canada, Newfoundland and Labrador, within the general scheme of hemisphere defence and as a basis of operations in the Atlantic area, is considered by the Governments of Canada and Newfoundland to be of the utmost importance:

Therefore the undersigned, duly authorized to that effect, have agreed as follows:-

1.(1) The Government of Newfoundland will lease to His Majesty the King in right of Canada ALL THAT certain piece or parcel of land situated at Goose Bay in Labrador described as follows: Beginning at a concrete post marked "A" at the most northerly point of Terrington Basin at ordinary high water mark, the said point being North Latitude 53 degrees 22 minutes 24.6 seconds and West Longitude 60 degrees 24 minutes 21.5 seconds; thence North astronomically 305 chains; thence West astronomically 640 chains; thence South astronomically 930 chains more or less to the northern shore of the Hamilton River at ordinary high water mark; thence easterly along the northern shore of the Hamilton River at ordinary high water mark to Goose Bay;

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thence northerly and westerly along the shore of Goose Bay at ordinary high water mark to Terrington Basin; thence westerly and northerly along the shore of Terrington Basin at ordinary high water mark to the point of beginning; containing 120 square miles more or less; hereinafter referred to as the Air Base; reserving nevertheless from the Air Base all mines and minerals; TO HOLD the same unto His Majesty the King in right of Canada for a period of ninety-nine years from the first day of September Anno Domini one thousand nine hundred and forty-one for the purpose of the construction, operation and maintenance of an air base thereon for operations by land or water for the purposes set forth in the recital hereto.

(2) Such lease shall be authorized or ratified in such manner as may be agreed upon by the Governments of Canada and Newfoundland.

2. During the period of the lease the Government of Canada shall have the right to construct, maintain, operate, manage and control an air base at the Air Base and without restricting the generality of the foregoing shall have as incidental thereto the following rights, namely:

(a) to build and maintain a roadway approximately 22 miles in length from the Air Base to Northwest River and such other roads outside the Air Base as may be agreed with the Government of Newfoundland from time to time. All roads built hereunder outside the Air Base shall become public highways. Where the Air Base separates two roads or two parts of the same road, passage through the Air Base will be permitted, subject to such reasonable limitations as are necessary for the protection of the Air Base and its operations;

(b) to take from the neighbouring streams and rivers such water as may be necessary for the purposes of the Air Base;

(c) to develop, construct and operate power plants for the use of the Air Base and for such purposes to use such water storage and power sites as may be agreed and upon such conditions as may be imposed by the Government of Newfoundland;

(d) to construct radio stations and transmission lines and operate communications by radio, telephone and telegraph for the purposes of the Air Base, subject to agreement with the Secretary for Posts and Telegraphs of the Government of Newfoundland as to frequencies and power output in the case of radio communications;

(e) to construct docks, wharves, slipways, piers and anchorages for ships and aircraft at such places as may from time to time be agreed with the Government of Newfoundland.

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3. For the duration of the war and for such time thereafter as the Governments agree to be necessary or advisable in the interests of common defence:

(a) the management and control of the Air Base shall be under the direction of the Royal Canadian Air Force, wireless and meteorological services being supplied by the Department of Transport of the Government of Canada;

(b) use of the Air Base will be made available to United Kingdom military aircraft and to aircraft of the United States Navy and Army Air Forces. The Government of Canada may permit the Governments of the United Kingdom and the United States to erect buildings at the Air Base for the accommodation of aircraft and military personnel, and may permit such Governments to station Naval and Air Force military personnel at the Air Base;

(c) the use of the Air Base by civil aircraft shall be permitted insofar as such use is a necessary part of the war effort, and the Air Base shall be available for such other civilian use as may be mutually agreed upon;

(d) in addition to any arrangements for the co-ordination of the wireless and meteorological services with other operating air bases and stations, such services at the Air Base may be co-ordinated with those operated by the Government of the United States in Canadian territory adjacent to Labrador and by the Royal Air Force.

4. The Government of Canada may from time to time erect within the Air Base such works, buildings and fortifications as it may deem to be necessary for the maintenance of the Air Base as an operational air base and for its defence, and may station at the Air Base such military personnel as may be required for the defence thereof.

5. Civil and military aircraft owned by the Government of Newfoundland shall have the right to use the Air Base on terms not less favourable than those of the Government of Canada.

6. The right of the United Kingdom to use the Air Base for military aircraft shall be the subject of consultation and agreement between the Governments of Canada, the United Kingdom and Newfoundland after the war, and, in the meantime, the rights of the United Kingdom under Article 3 of this Agreement shall continue unimpaired.

7. The Government of Canada will employ Newfoundland labour as far as practicable at the Air Base.

8. Duly authorized officers of the Government of Newfoundland

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shall have access at all reasonable times to the Air Base in the course of the carrying out of their duties.

9. The Government of Canada shall transfer free of cost to the Government of Newfoundland any land within the Air Base reasonably required by the Government of Newfoundland for the erection of buildings for the accommodation of its officials or for any other Government purposes.

10. In order to avoid doubt it is hereby declared that the laws of Newfoundland shall be applicable throughout the Air Base and to all persons therein or thereon.

11. The development of the Air Base being primarily for defence, the air base and its facilities shall not during the war be used for civil or for commercial operations, except as provided in clause (c) of Article 3 hereof. The question of its or their use for civil and commercial operations after the war, and all matters incidental thereto, will form the subject of discussion between the Governments of Canada, the United Kingdom and Newfoundland, and this discussion will take place not later than twelve months after the war.

12. The Government of Canada agrees that it will not, without the consent of the Government of Newfoundland, transfer to any third party in whole or in part the rights, powers and authority herein granted to the Government of Canada.

Signed at St. John's, Newfoundland, in duplicate, this tenth day of October, A.D. 1944.

On behalf of the Government of Canada: "J.S. Macdonald"

On behalf of the Government of Newfoundland: "W.W. Woods"

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Provisional.

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C231298A

TREATY SERIES, 1944

No.32

CONVENTION

MODIFYING THE INTERNATIONAL SANITARY CONVENTION SIGNED AT PARIS ON JUNE 21, 1926

Open for Signature at Washington December 15, 1944

Signed by Canada January 15, 1945

Subject to Ratification

OTTAWA
1945

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INTERNATIONAL SANITARY CONVENTION, 1944

MODIFYING THE INTERNATIONAL SANITARY CONVENTION OF June 21, 1926

The Governments signatory hereto,

Considering that the International Office of Public Health created by the Agreement signed at Rome on December 9, 1907, is unable for the time being to carry out effectively all of the duties and functions assigned to it in the Annex to that Agreement; in the International Sanitary Convention, 1926; in the International Sanitary Convention for Aerial Navigation, 1933; and in other Conventions or Agreements relating to the public health;

Having entrusted the task of solving this temporary problem by the preparation of emergency agreements and arrangements for the notification of epidemic diseases and for uniformity in quarantine regulations to the United Nations Relief and Rehabilitation Administration (hereinafter referred to as UNRRA), in accordance with Resolution No. 8(2) adopted by the Council of UNRRA at its First Session, without prejudice however to the status of the International Office of Public Health which it is hoped will be able at the expiry of the present Convention to resume the above-mentioned duties and functions; and having received the recommendations of UNRRA in this connection;

Having agreed that, in regard to the American Republics, the Pan American Sanitary Bureau shall continue to act as the General Coordination Sanitary Agency, including the general collection and distribution of sanitary information to and from the said Republics, as specified in the Pan American Sanitary Code and recognized heretofore by the International Office of Public Health.

Desiring also to modify as between themselves the provisions of the International Sanitary Convention signed in Paris on June 21, 1926, as modified by the Sanitary Convention signed in Paris in 1938, insofar as the provisions of the Convention of 1938 may be in force between the respective Governments (hereinafter referred to as the 1926 Convention), in the light of the present-day conditions which call for special measures to prevent the spread by land and sea across frontiers of epidemic or other communicable diseases;

Have decided to conclude a Convention for these purposes, have agreed that, whereas the authentic text of the 1926 Convention is in the French language, the present Convention shall be in French as well as in English, both texts being equally authentic, and have accordingly appointed the undersigned Plenipotentiaries who, having communicated their full powers, found in good and due form, have agreed that the 1926 Convention shall be amended as follows:

ARTICLE I

All references in the 1926 Convention to the International Office of Public Health shall be read as references to UNRRA.

ARTICLE II

The second paragraph of Preliminary Provisions (2) shall be deleted and the following substituted:

The word surveillance means that persons are not isolated, that they may move about freely, but that the sanitary authorities of the place or places to which they are proceeding are notified

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of their coming. They may be subjected in the places of arrival to a medical examination and such inquiries as are necessary with a view to ascertaining their state of health; and, in any territory where the competent Contracting Party thinks fit, surveillance may include requirement to report on arrival and afterwards at such intervals during continuance of surveillance as may be specified, to the Health Officer of the city, town, district, or place to which they proceed.

ARTICLE III

The following definitions shall be added to the Preliminary Provisions:

(5) The term typhus, typhus fever, or exanthematous typhus in the 1926 Convention and in the present Convention shall be deemed to relate only to epidemic louse-borne typhus.

(6) The term Stegomyia, Stegómyia (Aedes aegypti), or Stegomyia cálopus (Aedes aegypti) shall be deemed to include Aedes aegypti and any potential mosquito vectors of yellow fever.

ARTICLE IV

To Article 1 the following shall be added:

Every Contracting Party shall, in addition to the diseases specifically mentioned in this Article, to wit, plague, cholera, yellow fever, typhus, and smallpox, notify to UNRRA outbreaks of such other communicable diseases as, in the opinion of that Party or in the opinion of UNRRA, constitute a menace to other countries by their spread or potential spread across frontiers, and shall keep UNRRA regularly informed of the course of the disease and the measures taken to prevent its spread. The provisions of the 1926 Convention as amended or supplemented by the present Convention shall, unless clearly inapplicable, apply to the above-mentioned other communicable diseases.

ARTICLE V

In Article 3 the word "Paris" in the second paragraph shall be deleted and the words "London or Washington" shall be substituted.

To Article 3 the following shall be added:

In order to facilitate the prompt and scrupulous fulfilment of the foregoing provisions, the Contracting Parties shall ensure priority for all communications which may enable UNRRA rapidly to appraise the situation concerning the outbreak of a disease and to inform governments in order that they may take appropriate measures against the spread of the disease across their frontiers.

ARTICLE VI

After Article 5 the following shall be inserted:

Article 5A. In addition to carrying out the system of notification and intelligence prescribed in Part I, Chapter I of the 1926 Convention, which remains in full force, the Parties to

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the present Convention shall transmit promptly to UNRRA the notifications and other information prescribed in Part I of the 1926 Convention.

Article 5B (1). In addition to the formal notification required above, the Contracting Parties shall, so far as possible, send to the Health Organization of UNRRA at regular intervals notifications of communicable diseases notified in their countries.

(2) The Contracting Parties shall make the necessary arrangements with UNRRA for giving prompt information to all the governments concerned of the outbreak in their respective countries of a disease which, in the opinion of UNRRA, constitutes a menace to other countries and of the measures which are being taken to prevent the spread of the disease across frontiers.

ARTICLE VII

To Article 13 the following shall be added:

In a country where there exists a communicable disease, the subject of a formal notification under any international sanitary or quarantine convention for the time being in force, the Sanitary Authority in that country may prohibit the embarkation on board a ship on international voyage of persons suffering from the disease, and of persons in such relations to the sick as to render them liable to transmit the disease, unless the Medical Officer of the port of embarkation is satisfied that measures can be taken on board the ship to prevent the spread of the disease to the other persons on board. The Medical Officer of the port of embarkation, or other authorized officer of the sanitary authority, if he has reason to suspect any clothing, bedding, or other article of personal use which belongs to or is intended for use by persons embarking to be infected, may examine and require the disinfection of any such clothing, bedding, or other article of personal use before it is taken on board.

The measures enumerated in this Article shall be taken as far in advance of the sailing date of the ship as possible in order not unduly to delay the ship's departure.

Nothing in this Article shall affect the power of the Master of the ship to refuse to embark sick persons.

ARTICLE VIII

In Article 15 the following shall be inserted between the third and fourth paragraphs :

If on the call or arrival of any ship at a port there is on board a case of infectious disease duly verified by the port medical officer, not being a case of plague, cholera, yellow fever, typhus, or smallpox, the usual measures in force in the country in which the port is situated shall be applied subject always to the provisions of Article 54 of the 1926 Convention.

In carrying out measures for control of the spread of communicable disease across frontiers, particularly in regard to the movement of displaced populations conveyed by international maritime transport, the Contracting Parties will not delay any ship at any point of her voyage longer than is necessary for the

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medical examination of crew and passengers, for the disembarkation (if such is considered necessary) of persons suffering from communicable disease, and of their bedding and personal effects, and for the disinfection of the accomodation they occupied. The ship shall not be employed as a means of isolation of the sick, or of their contacts, unless such isolation can be effected without delaying or unduly interfering with her movements.

ARTICLE IX

The footnote to Article 25 shall be deleted and the following substituted:

IN ALL CASES where this Convention provides for surveillance, surveillance may not be replaced by observation except

(a) in circumstances in which it would not be practicable to carry out surveillance with sufficient thoroughness; or

(b) if the risk of the introduction of infection into the country is considered to be exceptionally serious; or

(c) if the person who would be subject to surveillance cannot furnish adequate sanitary guarantees.

Persons under observation or surveillance shall submit themselves to any examination which the competent sanitary authority may consider necessary.

ARTICLE X

In Articles 35(a), 36(4), and 47 the words "200 meters" shall be deleted and the words "400 meters" shall be substituted.

ARTICLE XI

To Article 40 the following shall be added:

With a view to the elimination of Stegomyia (Aedes aegypti) as an important step in the control of the spread of yellow fever, the Contracting Parties shall, in the light of their knowledge and experience of the control of the yellow fever vector, render and maintain free from Stegomyia (Aedes aegypti) (a) ports and their surroundings in endemic areas, and (b) ports not situated in endemic areas but exposed to the risk of the introduction of the disease. They shall also use their best endeavors to secure that personnel employed in the handling of ships in ports in endemic areas and in ports specially exposed to risk shall be inoculated against yellow fever.

The Contracting Parties agree that all persons inoculated in compliance with the provisions of the preceding paragraph of this Article shall be furnished with and carry an inoculation certificate signed by the officer carrying out the inoculation. This certificate shall conform to the International Form of Certificate of Inoculation against yellow fever annexed hereto.

Persons in possession of a valid anti-yellow fever inoculation certificate shall not for the purpose of the control of yellow fever be subjected to quarantine restrictions.

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In place of a valid anti-yellow fever inoculation certificate, a certificate that the bearer has recovered from an attack of yellow fever and that his blood contains immune bodies against yellow fever, as proved by a test carried out by an institute regularly carrying out biological tests for yellow fever and approved for this purpose by the government of the country concerned, will be accepted.

ARTICLE XII

In Article 41(4) and (5), before the word "disinsected" the words "disinfected and" shall be inserted.

To Article 41 the following shall be added:

The Contracting Parties will use their best endeavors to secure that ships trading with areas infected with typhus shall carry a sufficient quantity of an effective insecticide for the protection of the crew and passengers, and will give favorable consideration to the inoculation against typhus of all persons on board exposed to risk.

ARTICLE XIII

Article 42(3) shall be deleted and the following substituted:

(3) Other persons reasonably suspected to have been exposed to infection on board, and who, in the opinion of the sanitary authority, are not sufficiently protected by recent vaccination, or by a previous attack of smallpox, may be subjected to vaccination or to observation or to surveillance, or to vaccination followed by observation or surveillance, the period of observation or surveillance being specified according to the circumstances, but in any event not exceeding 14 days, reckoned from the date of arrival of the ship.

In Article 42 the following shall be inserted as the penultimate paragraph:

For the purpose of this Article "recent vaccination" shall be taken as meaning evidence of successful vaccination not more than 3 years or less than 14 days previously, or evidence of an immune reaction.

To Article 42 shall be added "Vaccination of such persons may be performed."

ARTICLE XIV

In Article 43 after the word "crew" in the first paragraph shall be added the words "and passengers."

ARTICLE XV

Article 49 shall be deleted and the following substituted:

The Contracting Parties agree that bills of health and consular visas shall be abolished as soon as the conditions of hostilities permit the establishment of effective epidemiological communications. The Master of every foreign-going vessel

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approaching the first port in a territory shall ascertain the state of health of all persons on board and shall prepare and sign a Declaration of Health which shall be countersigned by the ship's surgeon, if one is carried, to be handed to the appropriate authority.

ARTICLE XVI

To Article 57 the following shall be added:

The Contracting Parties will, so far as possible, adopt the International Form of Declaration of Health and the International Forms of Certificates of Inoculation or Vaccination against cholera, typhus, and smallpox, respectively, annexed hereto.*

For the purposes of the present Convention the period of incubation is reckoned as 6 days in the case of plague, 5 days in the case of cholera, 6 days in the case of yellow fever, 12 days in the case of typhus, and 14 days in the case of small pox.

ARTICLE XVII

Article 58 shall be deleted and the following substituted:

Observation may, if considered necessary, be enforced at land frontiers. Persons may be directed to the places which have been designated for frontier traffic, and sanitary stations, equipped in accordance with the terms of Article 22 of the 1926 Convention, shall be set up at such places. These places and the measures taken shall be notified immediately to the countries concerned and to UNRRA. Individuals who have been in contact with a person suffering from a disease referred to in Article 1 of the 1926 Convention, and their bedding and effects, may be subjected to the appropriate sanitary measures. In the case of persons suffering from a communicable disease not referred to in Article 1, the measures in force in the country of arrival shall be applied.

ARTICLE XVIII

Article 63 shall be deleted and the following substituted:

Railway carriages for mail or luggage and goods trains may not be detained at the frontier longer than is necessary to apply the necessary sanitary measures for the prevention of the entry of communicable diseases into the country concerned.

ARTICLE XIX

To Article 65 the following shall be added:

In framing regulations under this Article, the Contracting Parties will consult UNRRA and will inform UNRRA of the regulations and of the date of their entry into force.

* With regard to yellow fever see Article XI.

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ARTICLE XX

To Article 66 the following shall be added:

In the application of Articles 58 to 66 inclusive of the 1926 Convention, as amended by the present Convention, to any persons coming within the category of "displaced persons", the Contracting Parties shall be entitled to make such modifications as may be required by any special international arrangements under schemes to be organized by governments and by UNRRA for dealing with such persons.

And the Contracting Parties have further agreed as follows:

ARTICLE XXI

The present Convention shall come into force as soon as it has been signed or acceded to on behalf of ten or more governments.

ARTICLE XXII

The present Convention shall supplement and be read as one with the 1926 Convention, which as hereby amended remains in full force as between the Contracting Parties, and whenever any provision of the 1926 Convention contains a reference to another provision, the reference shall be deemed to be a reference to that provision as modified by any amendments effected thereto by the present Convention.

ARTICLE XXIII

After January 15, 1945 the present Convention shall be open to accession by any government not a signatory. Accessions, shall be notified in writing to the Government of the United States of America.

Accessions notified after the entry into force of the present Convention shall become effective with respect to each government upon the notification of its accession.

ARTICLE XXIV

Any Contracting Party may on signature or accession declare that the present Convention does not apply to all or any of its colonies, overseas territories, territories under its protection, suzerainty, or authority, or territories in respect of which it exercises a mandate. The present Convention may at any time thereafter be applied to any such territory by notification in writing to the Government of the United States of America, and the Convention shall apply to the territory concerned from the date of the receipt of the notification by the Government of the United States of America.

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ARTICLE XXV

The Government of the United States of America shall give notice in writing to governments parties to the 1926 Convention and to governments parties to the present Convention, of all signatures and accessions to the present Convention and of all notifications regarding the territories to which the present Convention is to be applied.

ARTICLE XXVI

The present Convention shall remain in force as to each Contracting Party until either

(1) such Party shall become bound by a further Convention amending or superseding the 1926 Convention, or

(2) the expiration of eighteen months from the date on which the present Convention enters into force,

whichever shall be the earlier.

ARTICLE XXVII

The original of the present Convention shall be deposited in the archives of the Government of the United States of America and shall be opened for signature at Washington, on December 15, 1944, where it shall remain open for signature until January 15, 1945. Certified copies hereof shall be furnished by the Government of the United States of America to each of the governments on behalf of which this Convention is signed or acceded to and to each of the governments parties to the 1926 Convention.

IN WITNESS WHEREOF, the undersigned plenipotentiaries, having deposited their full powers, found to be in due and proper form, sign the present Convention in the French and English languages, both texts being equally authentic, on behalf of their respective governments on the dates appearing opposite their signatures.

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International Sanitary Convention, 1944

MARITIME DECLARATION OF HEALTH
(International Form)

C231307

(To be rendered by the masters of ships arriving from ports outside the Territory).

Port of _____ Date _____

Name of Vessel _____ From _____ To _____

Nationality _____ Master's Name _____

Net Registered Tonnage _____

Deratization of) Certificate _____ Dated _____
Deratization)
Exemption) Issued at _____

No. of) Cabin _____ No. of crew _____
)
Passengers) Deck _____

List of ports of call from commencement of voyage with dates of departure.

_____

_____

HEALTH QUESTIONS	ANSWER YES OR NO
1. Has there been on board during the voyage* any case or suspected case of plague, cholera, yellow fever, typhus fever, or smallpox? Give particulars in the Schedule.	_____
2. Has plague occurred or been suspected amongst the rats or mice on board during the voyage*, or has there been an unusual mortality amongst them?	_____
3. Has any person died on board during the voyage* otherwise than as a result of accident? Give particulars in Schedule.	_____
4. Is there on board or has there been during the voyage* any case of illness which you suspect to be of an infectious nature? Give particulars in Schedule.	_____
5. Is there any sick person on board now? Give particulars in Schedule.	_____

Note: In the absence of a surgeon, the Master should regard the following symptoms as ground for suspecting the existence of infectious disease: fever accompanied by prostration or persisting for several days, or attended with glandular swelling; or any acute skin rash or eruption with or without fever; severe diarrhoea with symptoms of collapse; jaundice accompanied by fever.

6. Are you aware of any other condition on board which may lead to infection or the spread of infectious disease? _____

I hereby declare that the particulars and answers to the questions given in this Declaration of Health (including the Schedule) are true and correct to the best of my knowledge and belief.

Signed _____
Master

Date _____ Countersigned _____
Ship's Surgeon

* If more than 6 weeks have elapsed since the voyage began, it will suffice to give particulars for the last 6 weeks.

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C231308

SCHEDULE TO THE DECLARATION

Particulars of every case of illness or death occurring on board

Name	Class or Rating	Age	Sex	Nationality	Port of Embarkation	Date of Embarkation	Nature of illness	Date of Its Onset	Results of Illness*	Disposal of Case**

* State whether recovered; still ill; died.
** State whether still on board; landed as (give name of port); buried at sea.

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International Sanitary Convention, 1944

INTERNATIONAL CERTIFICATE OF INOCULATION AGAINST CHOLERA

THIS IS TO CERTIFY THAT _____

(Age _____ Sex _____) whose signature appears below was on the dates indicated inoculated against cholera.

Date	Material		Inoculating Officer	
	Origin	Batch No. and Type	Signature	Official Title

(Signature of person inoculated)

(Home address)

(Date)

Official Stamp of Inoculating Officer

(This certificate is not valid for more than 6 months from date of issue.)

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International Sanitary Convention, 1944.

INTERNATIONAL CERTIFICATE OF INOCULATION AGAINST YELLOW FEVER

THIS IS TO CERTIFY THAT _____

(Age _____ Sex _____) whose signature appears below has this day been inoculated by me against yellow fever.

Origin and batch No. of vaccine _____

Signature of inoculating officer _____

Official position _____

Place _____ Date _____

_____ _____
(Signature of person inoculated) (Home address)

Official Stamp of Inoculating Officer

FOOTNOTE:

This certificate is not valid:
(a) unless the vaccine and the method employed have been approved by UNRRA,
(b) until 10 days after the date of the inoculation except in the case of persons re-inoculated within 4 years,
(c) for more than 4 years from the date of the last inoculation.

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International Sanitary Convention, 1944.

INTERNATIONAL CERTIFICATE OF IMMUNITY AGAINST YELLOW FEVER

THIS IS TO CERTIFY THAT _____

(Age _____ Sex _____) whose signature appears below is immune to yellow fever as the result of an attack of the disease. This immunity has been demonstrated by the mouse protection test.

Date of bleeding _____ Place of bleeding _____

Name of laboratory performing test _____

Location of Laboratory _____

Date of Test _____

Result of Test _____

Signature of Laboratory Director _____

Official Stamp of Laboratory

_____
(Signature of person tested)

_____
(Home Address)

FOOTNOTE:

This certificate is not valid:

(a) unless the Laboratory performing the blood test and the method employed have been approved by UNRRA.
(b) for more than ten years from the date of the blood test.

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International Sanitary Convention, 1944.

INTERNATIONAL CERTIFICATE OF INOCULATION
AGAINST TYPHUS FEVER

THIS IS TO CERTIFY THAT _____

(Age _____ Sex _____) whose signature appears below was on the dates indicated inoculated against typhus fever.

Date	Material		Inoculating Officer	
	Origin	Batch No. and Type	Signature	Official Title

(Signature of person inoculated)

(Home Address)

(Date)

Official Stamp of Inoculating Officer

(This certificate is not valid for more than 1 year from date of issue.)

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International Sanitary Convention, 1944.

INTERNATIONAL CERTIFICATE OF VACCINATION
AGAINST SMALLPOX

THIS IS TO CERTIFY THAT _____

(Age _____ Sex _____) whose signature appears below has this day been vaccinated by me against smallpox.

Origin and Batch No. of vaccine _____

Official Stamp

Signature of Vaccinator _____

Official Position _____

Place _____ Date _____

Signature of person vaccinated _____

Home Address _____

Important Note: In the case of primary vaccination the person vaccinated should be warned to report to a medical practitioner between the 8th and 14th day, in order that the result of the vaccination may be recorded on this certificate. In the case of revaccination the person should report within 48 hours for first inspection in order that any immune reaction which has developed may be recorded.

THIS IS TO CERTIFY THAT the above vaccination was inspected by me on the date (s) and with the result (s) shown hereunder:

Date of Inspection	Result

Signature of Doctor _____

Official Position _____

Official Stamp

Place _____ Date _____

Use one or other of the following terms in stating the result, viz: "Reaction of immunity", "Accelerated reaction (vaccinoid)", "Typical primary vaccinia". A certificate of "No reaction" will not be accepted.

Signature of person vaccinated _____

(This certificate is not valid for more than 3 years from date of issue).

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Provisional.

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TREATY SERIES, 1944

No.33

C231314

CONVENTION

MODIFYING THE INTERNATIONAL SANITARY CONVENTION FOR AERIAL NAVIGATION SIGNED AT THE HAGUE ON APRIL 12, 1933

Open for Signature at Washington December 15, 1944

Signed for Canada January 15, 1945

Subject to Ratification

OTTAWA
1945

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C231315

INTERNATIONAL SANITARY CONVENTION FOR AERIAL NAVIGATION, 1944

MODIFYING THE INTERNATIONAL SANITARY CONVENTION FOR AERIAL NAVIGATION OF APRIL 12, 1933

The Governments signatory hereto,

Considering that the International Office of Public Health created by the Agreement signed at Rome on December 9, 1907, is unable for the time being to carry out effectively all of the duties and functions assigned to it in the Annex to that Agreement; in the International Sanitary Convention, 1926; in the International Sanitary Convention for Aerial Navigation, 1933; and in other Conventions or Agreements relating to the public health;

Having entrusted the task of solving this temporary problem by the preparation of emergency agreements and arrangements for the notification of epidemic diseases and for uniformity in quarantine regulations to the United Nations Relief and Rehabilitation Administration (hereinafter referred to as UNRRA), in accordance with Resolution No. 8(2) adopted by the Council of UNRRA at its First Session, without prejudice however to the status of the International Office of Public Health which it is hoped will be able at the expiry of the present Convention to resume the above-mentioned duties and functions; and having received the recommendations of UNRRA in this connection;

Having agreed that, in regard to the American Republics, the Pan American Sanitary Bureau shall continue to act as the General Coordinating Sanitary Agency, including the general collection and distribution of sanitary information to and from the said Republics, as specified in the Pan American Sanitary Code and recognized heretofore by the International Office of Public Health;

Desiring also to modify as between themselves the provisions of the International Sanitary Convention for Aerial Navigation signed at The Hague on April 12, 1933 (hereinafter referred to as the 1933 Convention) in the light of the present-day conditions which call for special measures to prevent the spread by air across frontiers of epidemic or other communicable diseases;

Have decided to conclude a Convention for these purposes, have agreed that, whereas the authentic text of the 1933 Convention is in the French language, the present Convention shall be in French as well as in English, both texts being equally authentic, and have accordingly appointed the undersigned Plenipotentiaries who, having communicated their full powers, found in good and due form, have agreed that the 1933 Convention shall be amended as follows:

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ARTICLE I

All references in the 1933 Convention to the International Office of Public Health shall be read as references to UNRRA.

ARTICLE II

The second paragraph of Article 1, subparagraph VI, shall be deleted and the following substituted:

The word surveillance means that persons are not isolated, that they may move about freely, but that the sanitary authorities of the place or places to which they are proceeding are notified of their coming. They may be subjected in the places of arrival to a medical examination and such inquiries as are necessary with a view to ascertaining their state of health; and, in any territory where the competent Contracting Party thinks fit, surveillance may include requirements to report on arrival and afterwards at such intervals during continuance of surveillance as may be specified, to the Health Officer of the city, town, district, or place to which they proceed.

ARTICLE III

To Article 1 the following definitions shall be added:

VIII. The term typhus, typhus fever, or exanthematous typhus shall be deemed to relate only to epidemic louse-borne typhus.

IX. An endemic yellow fever area is a region in which yellow fever exists in a form recognizable clinically, biologically, or pathologically.

X. A valid anti-yellow fever inoculation certificate is one certifying that the bearer has been inoculated against yellow fever, with a vaccine and by a method approved by UNRRA, if there have elapsed:

(1) More than 10 days and less than 4 years from the date of the inoculation.

(2) Less than 4 years from the date of a re-inoculation performed within 4 years of the previous inoculation.

(3) More than 10 days and less than 4 years from the date of re-inoculation performed after an interval of more than 4 years.

XI. The term Stegomyia (Aëdes aegypti) shall be deemed to include Aëdes aegypti and any potential mosquito vectors of yellow fever.

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ARTICLE IV

Article 9 shall be deleted and the following substituted:

(1) All passengers traveling by aircraft on international flight shall, on or just before arrival at the point of final disembarkation, or, if required, at any aerodrome where the journey is broken, complete a Personal Declaration of Origin and Health.

(2) The Commander of an aircraft on international flight shall, on or just before the arrival of the aircraft at the first authorized aerodrome in the country of entry, complete an Aircraft Declaration of Health to be handed to the aerodrome authority on arrival, and may be required to produce certificates concerning sanitary measures which such Declaration states were undergone by the aircraft before departure or at stopping places in application of the 1933 Convention as hereby amended.

(3) Aircraft shall not be required to carry Bills of Health.

(4) The Contracting Parties will, so far as possible, adopt the International Forms of Aircraft Declaration of Health, Personal Declaration of Origin and Health, and Certificates of Inoculation or Vaccination against cholera, typhus, and smallpox, respectively, annexed hereto.x

ARTICLE V

To Article 13 the following shall be added:

Further, the embarkation of persons who do not present adequate sanitary guarantees may be prohibited, until the sanitary measures--delousing, disinfection of clothing, etc., or any other measures that are, in the opinion of the sanitary authority, necessary to prevent the carriage of the disease by aircraft, have been carried out.

ARTICLE VI

To Article 16 after "sanitary measures" at the end of the first paragraph the words "including cleansing" shall be added.

ARTICLE VII

Article 20 shall be deleted and the following substituted:

x With regard to yellow fever see Article XI (6).

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(1) Each Contracting Party shall immediately notify, by the most rapid means, the other Contracting Parties and UNRRA of

(a) The first recognized case of plague, cholera, or yellow fever discovered in its territory.

(b) The first recognized case of plague, cholera, or yellow fever which occurs outside the limits of local areas already affected.

(c) The existence of an epidemic of typhus or of smallpox.

(2) Every notification prescribed above shall be accompanied, or very promptly followed, by detailed information as to

(a) The place where the disease has appeared.

(b) The date of its appearance, its source, and its type (including reports of pathological examinations as soon as available).

(c) The number of recognized cases and the number of deaths.

(d) The extent of the local area or areas affected.

(e) In the case of plague, the existence of that disease, or of an unusual mortality, among rodents (including reports of bacteriological examinations as soon as available).

(f) In the case of cholera, the number of germ carriers when any have been discovered.

(g) In the case of yellow fever, the presence and relative prevalence (index) of Stegomyia (Aëdes aegypti).

(h) The measures taken.

(3) Each Contracting Party shall, in addition to the diseases specifically mentioned in Article 18 of the 1933 Convention, to wit, plague, cholera, yellow fever, typhus, and smallpox, notify outbreaks of such other communicable diseases as, in the opinion of UNRRA, constitute a menace to other countries by their spread or potential spread across frontiers and shall keep UNRRA regularly informed of the course of the disease.

(4) In addition to the formal notification required by paragraphs (1), (2), and (3) above, the Contracting Parties shall, so far as possible, send to UNRRA at regular intervals notifications of other communicable diseases notified in their countries.

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(5) The Contracting Parties shall make the necessary arrangements with UNRRA for giving prompt information to all the governments concerned of the outbreak in any country of a disease which, in the opinion of UNRRA, constitutes a menace to other countries, and of the measures which are being taken to prevent the spread of the disease across frontiers by aircraft.

(6) The notifications contemplated in paragraphs (1) and (2) of this Article are to be addressed to the diplomatic missions, or, failing them, to consular offices in the capital of the infected country and shall be held at the disposition of consular offices established in its territory.

(7) These notifications shall also be addressed to UNRRA which shall communicate them immediately to all diplomatic missions, or, failing them to the consulates in London or Washington as well as to the principal public health authorities of the participating countries. Those prescribed under paragraphs (1) and (2) of this Article shall be transmitted by telegraph or radio.

(8) The appropriate health authority of each Contracting Party shall transmit to the sanitary and authorized aerodromes of its country or within its jurisdiction all information contained in the epidemiological notifications and communications received from UNRRA (and the regional bureaus with which it has made agreements for this purpose) in execution of the provisions of the International Sanitary Convention of June 21, 1926 which may affect the exercise of sanitary control in those aerodromes.

(9) In order to facilitate the prompt and scrupulous fulfilment of the foregoing provisions, the Contracting Parties shall ensure priority for all communications which may enable UNRRA rapidly to appraise the situation concerning the outbreak of a disease and to inform governments in order that they may take appropriate measures against the spread of the disease across their frontiers.

ARTICLE VIII

The second paragraph of Article 32 shall be deleted.

ARTICLE IX

In Article 34, paragraph (b), the following shall be inserted after sub-paragraph (3):

(4) The Contracting Parties shall give favorable consideration to the inoculation against typhus of all persons on board exposed to risk.

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Sub-paragraphs (4) and (5) of Article 34 shall be renumbered (5) and (6) respectively.

ARTICLE X

Article 35(b) (3) shall be deleted and the following substituted:

(3) Other persons reasonable suspected to have been exposed to infection and who, in the opinion of the sanitary authority, are not sufficiently protected by recent vaccination, or by a previous attack of smallpox, may be subjected to vaccination or to observation or to surveillance, or to vaccination followed by observation or surveillance, the period of observation or surveillance being specified according to the circumstances, but in any event not exceeding 14 days, reckoned from the date of arrival of the aircraft.

The final paragraph of Article 35 shall be deleted and the following substituted:

For the purpose of this Article "recent vaccination" shall be taken as meaning evidence of successful vaccination not more than 3 years or less than 14 days previously, or evidence of an immune reaction.

ARTICLE XI

Article 36 shall be deleted and the following substituted:

The Contracting Parties agree:

(1) That persons suffering, or suspected to be suffering, from yellow fever shall not be allowed to embark on aircraft on international flight.

(2) That they will take all possible measures to establish the existence or non-existence of yellow fever within their territories. For this purpose, in territories where endemicity of yellow fever is suspected, in cases where the person dies within 10 days from the onset of any undiagnosed febrile illness, it is important that a specimen of liver tissue be taken, if necessary by viscerotome, for histopathological examination. In endemic areas a sample of blood for a yellow fever immunity test should, in addition, wherever possible, be taken from all persons suffering from an undiagnosed fever, and if the cause of the fever remains doubtful and the patient recovers, a second sample should be collected at the end of the third week from the onset of illness.

(3) For the purpose of quarantine control, UNRRA in consultation with the governments concerned and, as regards the Western Hemisphere, with the Pan American Sanitary Bureau, shall define the boundaries of endemic yellow fever areas.

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(4) That they shall use their best endeavors to secure that all persons who are likely to land in an endemic yellow fever area shall be inoculated against yellow fever 10 days before arrival in the area and that so long as such persons remain in the area, they shall be re-inoculated every 4 years.

(5) (a) That inoculation against yellow fever shall be required for all regular staff employees and crews using authorized aerodromes situated in endemic yellow fever areas.

(b) That in areas in which yellow fever does not exist, but in which there may be conditions permitting of its development, inoculation of such personnel is recommended.

(6) That all persons inoculated in compliance with the provisions of paragraphs (4) and (5) of this Article shall be furnished with and carry an Inoculation Certificate signed by the officer carrying out the inoculation. This certificate shall conform to the International Form of Certificate ofInoculation against yellow fever annexed hereto.

(7) That persons in possession of a valid anti-yellow fever inoculation certificate shall not for the purpose of the control of yellow fever be subjected to quarantine restrictions.

(8) That in place of a valid anti-yellow fever inoculation certificate, a certificate that the bearer has recovered from an attack of yellow fever and that his blood contains immune bodies against yellow fever, as proved by a test carried out by an institute regularly carrying out biological tests for yellow fever and approved for this purpose by the government of the country concerned, will be accepted.

(9) That any person not in possession of a valid anti-yellow fever inoculation certificate shall be considered to have been exposed to the risk of contracting yellow fever during the period of his stay in an endemic yellow fever area.

(10) That UNRRA shall lay down standards with which yellow fever vaccine shall conform.

(11) That they will make arrangements to test at frequent intervals the activity of the yellow fever immunizing vaccine in use in order to ensure that its immunizing properties are satisfactory, and for this purpose agree that UNRRA in consultation with the governments concerned and, as regards the Western Hemisphere, with the Pan American Sanitary Bureau, shall designate from time to time institutes which are approved for the carrying out of such tests.

ARTICLE XII

Article 38 shall be deleted and the following substituted:

Notwithstanding Article 4 of the 1933 Convention, every aerodrome which receives aircraft to which the 1933 Convention as amended applies (Article 1, I, second paragraph) and which is situated in a region, that is to say, a part of a territory, in which yellow fever exists in a form clinically, biologically or pathologically, recognizable shall be made a sanitary aerodrome as defined in the 1933 Convention, and in addition, shall be:

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(1) situated at an adequate distance from the nearest inhabitated center;*

(2) provided with arrangements for a water supply completely protected against mosquitoes, and kept as free as possible from mosquitoes by systematic measures for the suppression of breeding places and the destruction of the insects in all stages of development;

(3) provided with mosquito-proofed dwellings for the crews of the aircraft and for the staff of the aerodrome;

(4) provided with a mosquito-proofed dwelling in which passengers can be accommodated or hospitalized.

With a view to the elimination of insect vectors of yellow fever, the Contracting Parties will render and maintain free from such vectors (a) aerodromes and their surroundings in endemic yellow fever areas, and (b) aerodromes not situated in endemic yellow fever areas but exposed to the risk of the introduction of the disease.

As an immediate precaution against the carriage of vectors of yellow fever, disinsectization of aircraft shall be carried out at each aerodrome within an endemic yellow fever area, particularly on departure from the last aerodrome in an endemic yellow fever area.

Health authorities in any territory within an endemic yellow fever area shall be at liberty to impose such quarantine restrictions against other territories within that area as may be authorized by the 1933 Convention as hereby amended. Detention of healthy passengers and crews not carrying valid Inoculation Certificates shall not be carried out at the aerodrome of departure. They shall be permitted to depart, the necessary quarantine measures being carried out at the first aerodrome of arrival in an area at risk.

ARTICLE XIII

Articles 39 to 46 inclusive shall be deleted.**

ARTICLE XIV

Article 47 shall be deleted, and the following substituted:

(1) In territories in which yellow fever does not exist, but in which there may be conditions which permit of its development

(a) authorized aerodromes shall conform to the requirements set forth in Article 38 of the 1933 Convention as hereby amended;

(b) upon arrival at the first aerodrome of call aircraft which have proceeded from endemic yellow fever areas shall be disinsected.

---

* For the purpose of mosquito control the perimeter of the aerodrome should be defined as the line enclosing the area containing the aerodrome buildings and any land used or intended to be used for the parking of aircraft. A building-free zone of 400 meters should be maintained around the perimeter of all aerodromes on main air lines of communications within endemic yellow fever areas.

** In view of the deletion of Article 40, compliance with the requirements of Article 38 as amended shall no longer cause aerodromes situated in an endemic yellow fever area to be regarded as "anti-amaryl aerodromes" and separate local areas. Passengers landing at such aerodromes shall submit to the measures laid down in Article 38 as required.

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(2) All persons traveling by air from an endemic yellow fever area to one in which yellow fever does not exist but in which there may be conditions which permit of its development, shall be dealt with in the following manner, at the first stopping place in the latter area

(a) if they are in possession of a valid anti-yellow fever inoculation certificate they shall be allowed to proceed without any quarantine restrictions with respect to yellow fever;

(b) if they are not in possession of a valid anti-yellow fever inoculation certificate, they may be isolated in properly screened quarters until the certificate becomes valid or until 6 days have elapsed, whichever is the lesser.

(3) Notwithstanding the preceding provisions of this Article, the Contracting Parties may (but only in the most exceptional cases) issue Certificates of Urgency to non-inoculated persons whose unobstructed passage is absolutely and immediately essential on grounds of high policy, certifying that a passage without hindrance to the bearer of the Certificate is urgently necessary.

The precise form and method of issue of the Certificate and the nature of the certifying authority shall be a matter for arrangement and communication between governments concerned.

The Contracting Parties undertake to grant unimpeded passage to bearers of such Certificates but the movements of such Certificate holders will, whenever possible, be restricted during stops on air routes to adequately screened quarters which will not be left except to re-enter the aircraft.

ARTICLE XV

The first line of Article 51 shall be altered to read "The following measures may be taken on arrival:"

ARTICLE XVI

Article 53 shall be deleted, and the following substituted:

Persons who, on their arrival at an aerodrome, are considered, under the terms of Part III of the 1933 Convention

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as hereby amended, liable to surveillance[x] up to the expiration of the period of incubation of the disease, may nevertheless continue the voyage, on condition that the fact is notified to the authorities of subsequent landing places and of the place of arrival by some method sufficient to secure that they can be subjected to medical inspection in any subsequent aerodromes on the route.

Persons who are liable to observation[x] under the terms of Article 26 of the 1933 Convention shall not be authorized, until the expiration of the period of incubation, to continue their voyage except, in the case of diseases other than yellow fever, with the approval of the sanitary authorities of the next stopping place.

ARTICLE XVII

The first paragraph of Article 54 shall be deleted and the following substituted:

In applying sanitary measures to an aircraft coming from an infected local area, the sanitary authority of each aerodrome shall, to the greatest possible extent, take into account all measures which have already been applied to the aircraft, in another sanitary aerodrome abroad or in the same country, and which are duly noted in the Aircraft Declaration of Health referred to in Article IV of the present Convention.

To Article 54 the following paragraph shall be added:

In view of the special risk of conveying insect vectors of malaria and other diseases by aircraft on international flight, all such aircraft leaving affected areas will be disinsected. Notwithstanding the terms of Article 54 of the 1933 Convention as hereby amended, further disinsectization of the aircraft on or before arrival may be required if there is reason to suspect the importation of insect vectors.

---

x IN ALL CASES where this Convention provides for surveillance, surveillance may not be replaced by observation except

(a) in circumstances in which it would not be practicable to carry out surveillance with sufficient thoroughness; or

(b) if the risk of the introduction of infection into the country is considered to be exceptionally serious; or

(c) if the person who would be subject to surveillance cannot furnish adequate sanitary guarantees.

Persons under observation or surveillance shall submit themselves to any examination which the competent sanitary authority may consider necessary.

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And the Contracting Parties have further agreed as follows:

ARTICLE XVIII

The present Convention shall come into force as soon as it has been signed or acceded to on behalf of ten or more governments.

ARTICLE XIX

The present Convention shall supplement and be read as one with the 1933 Convention, which, as hereby amended, remains in full force between the Contracting Parties, and whenever any provision of the 1933 Convention contains a reference to another provision, the reference shall be deemed to be a reference to that provision as modified by any amendments effected thereto by the present Convention.

ARTICLE XX

After January 15, 1945 the present Convention shall be open to accession by any government not a signatory. Accessions shall be notified in writing to the Government of the United States of America.

Accessions notified after the entry into force of the present Convention shall become effective with respect to each government upon the notification of its accession.

ARTICLE XXI

Any Contracting Party may on signature or accession declare that the present Convention does not apply to all or any of its colonies, overseas territories, territories under its protection, suzerainty, or authority, or territories in respect of which it exercizes a mandate. The present Convention may at any time thereafter be applied to any such territory by notification in writing to the Government of the United States of America, and the Convention shall apply to the territory concerned from the date of the receipt of the notification by the Government of the United States of America.

ARTICLE XXII

The Government of the United States of America shall give notice in writing to governments parties to the 1933 Convention and to governments parties to the present Convention, of all signatures and accessions to the present Convention and of all notifications regarding the territories to which the present Convention is to be applied.

ARTICLE XXIII

The present Convention shall remain in force as to each Contracting Party until either

1. such Party shall become bound by a further Convention amending or superseding the 1933 Convention, or

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2. the expiration of eighteen months from the date on which the present Convention enters into force,

whichever shall be the earlier.

ARTICLE XXIV

The original of the present Convention shall be deposited in the archives of the Government of the United States of America and shall be opened for signature at Washington on December 15, 1944, where it shall remain open for signature until January 15, 1945. Certified copies hereof shall be furnished by the Government of the United States of America to each of the governments on behalf of which this Convention is signed or acceded to and to each of the governments parties to the 1933 Convention.

IN WITNESS WHEREOF, the undersigned plenipotentiaries, having deposited their full powers, found to be in due and proper form, sign the present Convention in the French and English languages, both texts being equally authentic, on oehalf of their respective governments, on the dates appearing opposite their signatures.

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International Sanitary Convention
for Aerial Navigation, 1944

AIRCRAFT DECLARATION OF HEALTH
(International Form)

(To be completed by the Commander of an arriving aircraft and handed to the Health Officer of the aerodrome)

Airport of entry

(1) Aircraft Licence No. Nationality

(2) Aerodrome and Date of Departure

(3) Aerodromes at which the aircraft alighted during the voyage and date of departure from each

Aerodrome	Date	Aerodrome	Date

(4) Number of crew

(5) Number of passengers

(6) Number of passengers disembarking

(7) Has any person left the aircraft during the voyage on account of illness?

(8) Has there been any case of illness (other than air sickness) during the voyage?

(9) Has the aircraft been disinsectized?
Give particulars of last three disinsectizations.

By whom	Place	Method	Date

(10) Have any other sanitary measures been carried out on the aircraft during the voyage?

(11) Have you on board any living animals, birds, insects, bacterial cultures, or viruses?

I declare that the foregoing statements are true and correct to the best of my knowledge and belief.

Date_____ Signature of Commander_____

Note: The reverse side of this form may be used by the Health Officer for the record of the disposition of aircraft and passengers.

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International Sanitary Convention
for Aerial Navigation, 1944

PERSONAL DECLARATION OF ORIGIN AND HEALTH
(International Form)

(For passengers on aircraft)

Port of Arrival:

1. Name in full _____
(BLOCK LETTERS, Surname first)

2. Nationality:

3. Passport number:

4. Permanent (home) address:

5. Precise address to which immediately proceeding:

6. State where you spent the fourteen nights prior to arrival in this country:

Last night _____	8 nights ago _____
2 nights ago _____	9 nights ago _____
3 nights ago _____	10 nights ago _____
4 nights ago _____	11 nights ago _____
5 nights ago _____	12 nights ago _____
6 nights ago _____	13 nights ago _____
7 nights ago _____	14 nights ago _____

7. I am in possession of a certificate of inoculation or vaccination against:

Cholera
Yellow fever
Typhus
Smallpox

8. I declare that I have had no illness within the past fourteen days except as follows:

I declare that the information given above is correct to the best of my knowledge and belief.

Signature: _____

Date: _____

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International Sanitary Convention
for Aerial Navigation, 1944

INTERNATIONAL CERTIFICATE OF INOCULATION AGAINST CHOLERA

THIS IS TO CERTIFY THAT _____

(Age____Sex____) whose signature appears below was on the dates indicated inoculated against cholera.

Date	Material		Inoculating Officer	
	Origin	Batch No. and Type	Signature	Official Title

_____
(Signature of person inoculated)

_____
(Home address)

_____
(Date)

Official Stamp of Inoculating Officer

(This certificate is not valid for more than 6 months from date of issue.)

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International Sanitary Convention
for Aerial Navigation, 1944

INTERNATIONAL CERTIFICATE OF INOCULATION AGAINST YELLOW FEVER

THIS IS TO CERTIFY THAT _____

(Age_____Sex_____) whose signature appears below has this day been inoculated by me against yellow fever.

Origin and batch No. of vaccine _____

Signature of inoculating officer _____

Official position _____

Place_____ Date _____

_____ _____
(Signature of person inoculated) (Home address)

Official Stamp of Inoculating Officer

FOOTNOTE:

This certificate is not valid:
(a) unless the vaccine and the method employed have been approved by UNRRA,
(b) until 10 days after the date of the inoculation except in the case of persons re-inoculated within 4 years,
(c) for more than 4 years from the date of the last inoculation.

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International Sanitary Convention
for Aerial Navigation, 1944

INTERNATIONAL CERTIFICATE OF IMMUNITY AGAINST YELLOW FEVER

THIS IS TO CERTIFY THAT _____

(Age_____Sex_____) whose signature appears below is immune to yellow fever as the result of an attack of the disease. This immunity has been demonstrated by the mouse protection test.

Date of Bleeding_____ Place of Bleeding _____

Name of laboratory performing test _____

Location of Laboratory _____

Date of Test _____

Result of Test _____

Signature of Laboratory Director _____

Official Stamp of Laboratory

_____
(Signature of person tested)

_____
(Home Address)

FOOTNOTE:

This certificate is not valid:

(a) unless the Laboratory performing the blood test and the method employed have been approved by UNRRA.

(b) for more than ten years from the date of the blood test.

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International Sanitary Convention
for Aerial Navigation, 1944

INTERNATIONAL CERTIFICATE OF INOCULATION AGAINST TYPHUS FEVER

THIS IS TO CERTIFY THAT _____

(Age_____Sex_____) whose signature appears below was on the dates indicated inoculated against typhus fever.

Date	Material		Inoculating Officer	
	Origin	Batch No. and Type	Signature	Official Title

_____ (Signature of person inoculated)

_____ (Home address)

_____ (Date)

Official Stamp of Inoculating Officer

(This certificate is not valid for more than 1 year from date of issue.)

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International Sanitary Convention
for Aerial Navigation, 1944

INTERNATIONAL CERTIFICATE OF VACCINATION
AGAINST SMALLPOX

THIS IS TO CERTIFY THAT _____

(Age _____ Sex _____) whose signature appears below has this day been vaccinated by me against smallpox.

Origin and Batch No. of vaccine _____

_____ Signature of Vaccinator _____

Official Stamp

Official Position _____

Place _____ Date _____

Signature of person vaccinated _____

Home Address _____

Important Note: In the case of primary vaccination the person vaccinated should be warned to report to a medical practitioner between the 8th and 14th day, in order that the result of the vaccination may be recorded on this certificate. In the case of revaccination the person should report within 48 hours for first inspection in order that any immune reaction which has developed may be recorded.

THIS IS TO CERTIFY THAT the above vaccination was inspected by me on the date(s) and with the result(s) shown hereunder:

Date of Inspection	Result
_____	_____
_____	_____
_____	_____

Signature of Doctor _____

Official Stamp

Official Position _____

Place _____ Date _____

Use one or other of the following terms in stating the result, viz: "Reaction of immunity", "Accelerated reaction (vaccinoid)", "Typical primary vaccinia". A certificate of "No reaction" will not be accepted.

Signature of person vaccinated _____

(This certificate is not valid for more than 3 years from date of issue).

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CANADA

TREATY SERIES, 1945

No. 1

EXCHANGE OF NOTES

(February 13, 1945)

BETWEEN

CANADA AND THE UNITED STATES OF AMERICA

CONSTITUTING AN AGREEMENT

RESPECTING

AIR SERVICES OF THE ARMED FORCES

OF THE TWO COUNTRIES

IN FORCE FEBRUARY 13, 1945

OTTAWA
1945

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EXCHANGE OF NOTES (FEBRUARY 13, 1945) BETWEEN CANADA AND THE UNITED STATES OF AMERICA CONSTITUTING AN AGREEMENT RESPECTING AIR SERVICES OF THE ARMED FORCES OF THE TWO COUNTRIES.

I

The Chargé d'Affaires a.i. of the United States to the Secretary of State for External Affairs

EMBASSY OF THE UNITED STATES OF AMERICA

Ottawa, February 13th, 1945.

No. 285

Sir:

With reference to negotiations that have recently taken place between representatives of the United States and Canadian Governments respecting air services of the Armed Forces of the United States and Canada, I have the honor to propose that an agreement be entered into between the two Governments as follows:

I

Subject to such conditions as may from time to time be agreed upon between the Armed Forces of Canada and the Armed Forces of the United States, aircraft of the United States Armed Forces engaged in air transport or ferry services (including aircraft being delivered to third countries) whether operated and maintained directly by military personnel or by United States or Canadian civilian personnel under contract with the United States Armed Forces, may, during the present war, fly into, through and away from Canada and may use all airway facilities including landing fields, meteorological services, radio ranges and radio communications which are available to aircraft of the Armed Forces of Canada, and, subject to the concurrence of the Government of Newfoundland, all similar airway facilities operated by Canada in Newfoundland territory, along the routes which they are now flying and which are set forth in Part One of the attached confidential memorandum, provided that aircraft operated and maintained by civilian personnel under contract with the United States Armed Forces shall be restricted to the routes indicated in Part One A of the attached confidential memorandum.

II

Subject to such conditions as may from time to time be agreed upon between the Armed Forces of Canada and the Armed Forces of the United States, aircraft of the Armed Forces of Canada engaged in air transport or ferry services (including aircraft being delivered to third countries) whether operated and maintained directly by military personnel or by Canadian or United States civilian personnel under contract with the Armed Forces of Canada, may, during the present war, fly into, through and away from United States territory, including Alaska and Hawaii, and may use all airway facilities including landing fields, meteorological services, radio ranges and radio communications, which are available to aircraft of the United States Armed Forces in such territory, and, subject to the concurrence of the Government of Newfoundland, all similar airway facilities operated by the United States in Newfoundland territory, along the

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routes which they are now flying and which are set forth in Part Two of the attached confidential memorandum, provided that aircraft operated and maintained by civilian personnel under contract with the Armed Forces of Canada shall be restricted to the routes indicated in Part Two A of the attached confidential memorandum.

III

(a) The Armed Forces of the United States will not establish over Canadian territory regular flying routes for air transport or ferry services additional to those which are set forth in Part One B of the attached confidential memorandum without first having sought and obtained the approval of the Government of Canada. The Government of Canada agrees to give prompt and sympathetic consideration to any request submitted by the Government of the United States for additional routes for air transport or ferry services which the latter Government believes to be desirable to meet the changing conditions of war.

(b) Except in an emergency not extending for a period longer than 60 days, the Armed Forces of the United States will not cause any civilian contractors additional to the contractors listed in Part One A of the attached memorandum to operate air transport services over Canadian territory, nor will they cause the contractors listed in the said memorandum to operate services over routes other than as indicated therein, without first having sought and obtained the approval of the Government of Canada.

IV

(a) The Armed Forces of Canada will not establish over the territory of the United States, including Alaska and Hawaii, regular flying routes for air transport or ferry services additional to those which are set forth in Part Two B of the attached confidential memorandum without first having sought and obtained the approval of the Government of the United States. The Government of the United States agrees to give prompt and sympathetic consideration to any request submitted by the Government of Canada for additional routes for air transport or ferry services which the latter Government believes to be desirable to meet the changing conditions of war.

(b) Except in an emergency not extending for a period longer than 60 days, the Armed Forces of Canada will not cause any civilian contractors additional to the contractors listed in Part Two A of the attached memorandum to operate air transport services over United States territory, including Alaska and Hawaii, nor will they cause the contractors listed in the said memorandum to operate services over routes other than as indicated therein, without first having sought and obtained the approval of the Government of the United States.

V

Aircraft operated on behalf of the United States Armed Forces by civilian personnel under contract with the United States Armed Forces over routes in Canada shall conform in all respects with such regulations governing traffic control, routing and recognition as may be applicable to aircraft operated in air transport or ferry services

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by military personnel of the Armed Forces of the United States and of Canada in Canada. Neither the aircraft nor the civilian personnel engaged in the operation or maintenance thereof nor any office or other building used by the aircraft or the civilian personnel (unless also used by such civilian contractor in conjunction with authorized civil air transport services) shall bear or display any identifying markings or insignia advertising or publicizing the name of any commercial airline company.

VI

Aircraft operated on behalf of the Armed Forces of Canada by civilian personnel under contract with the Armed Forces of Canada over routes in the United States, including Alaska and Hawaii, shall conform in all respects with such regulations governing traffic control, routing and recognition as may be applicable to aircraft operated in air transport or ferry services by military personnel of the Armed Forces of Canada and of the United States in the United States, including Alaska and Hawaii. Neither the aircraft nor the civilian personnel engaged in the operation or maintenance thereof nor any office or other building used by the aircraft or the civilian personnel (unless also used by such civilian contractor in conjunction with authorized civil air transport services) shall bear or display any identifying markings or insignia advertising or publicizing the name of any commercial airline company.

VII

(a) No passengers, goods or mail originating at or destined to points in Canada shall be carried for reward or hire on any aircraft operated by or on behalf of the Armed Forces of the United States into, through or away from Canada pursuant to the provisions of Articles I and III of this agreement. Similarly, no passengers, goods or mail originating at or destined to points in the United States, including Alaska and Hawaii, shall be carried for reward or hire on any aircraft operated by or on behalf of the Armed Forces of Canada into, through or away from the United States, including Alaska and Hawaii, pursuant to the provisions of Articles II and IV of this agreement.

(b) Passengers, goods and mail other than those referred to in paragraph (a) of this Article may be carried for reward or hire on the aircraft referred to in this Article.

(c) The traffic of the aircraft referred to in paragraph (b) of this Article which may be carried shall be limited to passengers, goods or mail, the transportation of which is important in furtherance of the prosecution of the war, to relief or rehabilitation activities, or necessary to speed a return to peace-time conditions.

VIII

The provisions of this agreement shall not be applicable to the tactical movement of combat type aircraft or to occasional flights of transport type aircraft belonging to the Armed Forces of either government, nor to any service conducted by a commercial airline company over a route for which it holds a certificate, license or permit issued by the competent aeronautical authorities of the respective Governments.

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IX

Upon entry into force of this agreement, the provisions hereof shall supersede any undertakings between the Government of Canada and the Government of the United States inconsistent therewith and pertaining to this subject and these undertakings shall not be deemed to be revived on termination of this agreement.

X

Notwithstanding the provisions of Articles I and II of this agreement, this agreement may be terminated at any time on six months' notice given in writing by either government to the other government. All rights acquired by either government under this agreement shall terminate for all purposes at the end of the present war. This agreement shall come into force on the 13th day of February, 1945.

If these proposals are acceptable to the Government of Canada this note and your reply thereto, accepting the proposals, shall be regarded as placing on record the understanding arrived at between the two Governments concerning this matter.

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

LEWIS CLARK,

Chargé d'Affaires ad interim.

II

The Secretary of State for External Affairs of Canada
to the United States Ambassador to Canada

DEPARTMENT OF EXTERNAL AFFAIRS

Ottawa, February 13th, 1945.

No. 12

Excellency:

I have the honour to acknowledge your note No. 285 of February 13th in which you propose that an agreement be entered into between the Canadian and United States Governments concerning air services of the Armed Forces of Canada and the United States.

The proposals set forth in your note are acceptable to the Canadian Government, and it is agreed that your note and this reply shall be regarded as placing on record the understanding arrived at between the two Governments concerning this matter.

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

N. A. ROBERTSON,

For the Secretary of State for
External Affairs.

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CANADA

TREATY SERIES, 1945

No.6

EXCHANGE OF NOTES

(April 12 and May 7, 1945)

BETWEEN

CANADA AND MEXICO

AMENDING THE AGREEMENT

IN RESPECT OF CONSCRIPTION FOR MILITARY SERVICE

EFFECTED BY AN EXCHANGE OF NOTES

DATED FEBRUARY 29, 1944

IN FORCE MAY 7, 1945

OTTAWA
1945

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EXCHANGE OF NOTES (APRIL 12, MAY 7, 1945) BETWEEN CANADA AND THE UNITED STATES OF MEXICO AMENDING THE AGREEMENT IN RESPECT OF CONSCRIPTION FOR MILITARY SERVICE EFFECTED BY AN EXCHANGE OF NOTES DATED FEBRUARY 29, 1944.*

I

The Canadian Ambassador to Mexico
to the Mexican Minister for Foreign Affairs

CANADIAN EMBASSY

No.15 Mexico, D.F., April 12th, 1945.

Your Excellency,

I have the honour to refer to the exchange of notes between Your Excellency and the British Ambassador to Mexico dated the 29th of February 1944, regarding an agreement between the Government of Canada and the Government of Mexico in respect of the Conscription for military service of Canadian nationals in Mexico and Mexican nationals in Canada. A decree appearing in the "Diario Oficial" on December 29th, 1944, gave the approval of the Mexican Senate to the said agreement.

Paragraph I of this agreement provides that:

> "Neither Government shall send a notice of conscription to a national of the other country, residing in its territory, without transmitting, to the appropriate authority of the other Government, two months' notice of intention to call the said national for military service. In the case of Canada, the appropriate authority shall be His Majesty's Representative in Mexico; and, in the case of Mexico, the appropriate authority shall be the Mexican Consul-General at Montreal."

In view of the fact that diplomatic relations have now been established between Mexico and Canada and that there now exist a Mexican Embassy in Ottawa and a Canadian Embassy in Mexico, I have the honour to suggest that the wording of the last sentence of Paragraph I should be revised to read as follows:

> "In the case of Canada, the appropriate authority will be the Canadian Ambassador to Mexico and in the case of Mexico, the appropriate authority will be the Mexican Ambassador to Canada."

In the event that this proposal is agreeable to the Government of Mexico, I have the honour to suggest that this note and Your Excellency's reply to this effect be regarded as amending the original agreement with effect from the date of your reply.

I avail myself of this opportunity to renew to Your Excellency the assurances of my highest consideration.

HUGH Ll. KEENLEYSIDE

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* For the text of the Exchange of Notes of February 29, 1944 see Canada Treaty Series 1944, No.7.

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II

The Acting Mexican Minister for Foreign Affairs
to the Canadian Ambassador

SECRETARÍA DE RELACIONES EXTERIORES

México, D.F., 7 de mayo de 1945.

Señor Embajador:

Tengo el honor de referirme a la atenta nota de Vuestra Excelencia, número 15, fechada el 12 de abril último, en la que indica que en vista de que ya se han establecido relaciones diplomáticas directas entre México y Canadá y considerando las medidas adoptadas al respecto, sugiere se modifique la última oración del párrafo I del Convenio celebrado el 29 de febrero de 1944 referente a la conscripción para el Servicio Militar.

El Gobierno de México concuerda con el de Canadá en la conveniencia de que la última oración del parrafo I de referencia quede redactada en la forma que muy atinadamente propone Vuestra Excelencia en la nota que tengo el honor de contestar y que su texto sea el siguiente:

> "En el caso de Canadá, la autoridad competente será el Embajador de Canadá en México, y en el caso de México, la autoridad competente será el Embajador de México en Canadá".

De acuerdo con lo manifestado por Vuestra Excelencia, el Gobierno de México considerará que la nota que me es grato contestar y la presente reforman el Convenio original, entrando en vigor a partir de esta fecha.

Aprovecho la oportunidad para reiterar a Vuestra Excelencia el testimonio de mi más alta y distinguida consideración.

PABLO CAMPOS ORTIZ

(Translation)

DEPARTMENT OF FOREIGN AFFAIRS

Mexico, D.F., May 7th, 1945.

Excellency,

I have the honour to refer to Your Excellency's note No. 15 of April 12th, in which you indicate that in view of the fact that diplomatic relations have been established between Mexico and Canada and the measures adopted to that effect, you suggest that the last part of the first paragraph of the agreement signed on February 29th, 1944 concerning conscription for Military Service should be changed.

The Government of Mexico agrees with the Government of Canada to changing the last part of Paragraph I under reference to read as stated in the note which I have the honour to acknowledge and that the text should be the following:

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"In the case of Canada, the appropriate authority will be the Canadian Ambassador to Mexico and in the case of Mexico, the appropriate authority will be the Mexican Ambassador to Canada."

In accordance with the suggestion made by Your Excellency, the Government of Mexico will consider the present note and that which I have the honour to acknowledge as changing the original agreement, and effective as from this date.

I take this opportunity to renew to Your Excellency the assurances of my highest consideration.

PABLO CAMPOS ORTIZ

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CANADA

TREATY SERIES, 1946

No. 5

EXCHANGE OF NOTES

(November 3, 1945 and January 30, 1946)

BETWEEN

CANADA AND NEW ZEALAND

CONSTITUTING AN

AGREEMENT FOR RECIPROCAL EXEMPTION

OF CERTAIN AGENCY PROFITS

FROM INCOME TAX

Effective as from November 3, 1945

OTTAWA
1946

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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EXCHANGE OF NOTES (NOVEMBER 3, 1945 AND JANUARY 30, 1946) BETWEEN CANADA AND NEW ZEALAND CONSTITUTING AN AGREEMENT FOR RECIPROCAL EXEMPTION ON CERTAIN AGENCY PROFITS FROM INCOME TAX.

I

The Minister of Finance of New Zealand
to the High Commissioner for Canada in New Zealand

OFFICE OF MINISTER OF FINANCE

Wellington, N.Z., 3rd November, 1945.

My dear Dr. Riddell,

I have the honour to refer to your letter of September 20, 1945, addressed to the Prime Minister and dealing with the proposed Agreement between Canada and New Zealand for the reciprocal exemption of certain agency profits from income tax.

The Prime Minister having referred this matter to me for my attention, I desire to confirm that agreement has now been reached on a common text and I have therefore had the proposals embodied formally in a Memorandum of Agreement which is annexed to this note.

If the arrangements proposed in the Memorandum of Agreement meet with the approval of the Canadian Government, I have the honour to suggest that this note and the annexed Memorandum of Agreement, together with your reply informing me that the proposals are accepted by the Canadian Government, shall constitute a formal agreement between our two Governments which shall come into effect from today's date.

Yours sincerely,

W. NASH,

Minister of Finance.

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Enclosure

MEMORANDUM OF AGREEMENT BETWEEN CANADA AND NEW ZEALAND FOR RECIPROCAL EXEMPTION OF CERTAIN AGENCY PROFITS FROM INCOME TAX

His Majesty's Government in Canada and His Majesty's Government in New Zealand, being desirous of concluding an agreement for reciprocal exemption from income tax in certain cases of profits or gains arising through an agency, have agreed as follows:-

ARTICLE I

His Majesty's Government in New Zealand undertake that the profits or gains to which this Article relates shall, so long as the exemption specified in Article 2 hereof remains effective, be exempted from income tax chargeable in New Zealand for the year of assessment commencing on the first day of April, nineteen hundred and forty-three, and for every subsequent year of assessment, and will take the necessary action under Section eleven of the Act of Parliament of New Zealand known as the Land and Income Tax Amendment Act, 1935, with a view to giving the force of law to the exemption aforesaid.

The profits or gains to which this Article relates are any profits or gains from the sale of goods, other than things in action and money, arising, whether directly or indirectly, through an agency in New Zealand to a person who is resident in Canada and is not resident in New Zealand, unless the profits or gains either -

(1) arise from the sale of goods from a stock in New Zealand, or

(2) accrue directly or indirectly through any branch or management in New Zealand or through an agency in New Zealand where the agent has and habitually exercises a general authority to negotiate and conclude contracts.

ARTICLE 2

His Majesty's Government in Canada undertake that the profits or gains to which this Article relates shall, so long as the exemption specified in Article 1 hereof remains effective, be exempted from income tax chargeable by Canada in respect of the 1943 taxation period and fiscal periods ending therein, and thereafter, and will take the necessary action under subsection 3 of Section 27A of the Income War Tax Act as enacted by Section 14 of Chapter 55 of the Statutes of 1934 with a view to giving the force of law to the exemption aforesaid.

The profits or gains to which this Article relates are any profits or gains from the sale of goods, other than things in action and money, arising, whether directly or indirectly, through an agency in Canada to a person who is resident in New Zealand and is not resident in Canada, unless the profits or gains either:-

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(1) arise from the sale of goods from a stock in Canada, or

(2) accrue directly or indirectly through any branch or management in Canada, or through an agency in Canada where the agent has and habitually exercises a general authority to negotiate and conclude contracts.

ARTICLE 3

His Majesty's Government in New Zealand further undertake that for the year of assessment commencing on the first day of April nineteen hundred and forty-three, and for every subsequent year of assessment, so long as the exemption specified in Article 4 hereof remains effective, profits or gains accruing to a person resident in Canada and not resident in New Zealand from sales under contracts entered into in Canada (that is to say, where the acceptance of the offer of purchase is effected in Canada) of goods stocked in a warehouse in New Zealand for convenience of delivery and not for the purposes of display, shall be exempted from income tax in New Zealand, even though the offers of purchase have been obtained by an agent in New Zealand of the principal in Canada and transmitted by him to the principal for acceptance, and His Majesty's Government in New Zealand will take the necessary action under Section eleven aforementioned with a view to giving the force of law to the exemption aforesaid.

ARTICLE 4

His Majesty's Government in Canada further undertake that in respect of the 1943 taxation period and fiscal periods ending therein, and thereafter, so long as the exemption specified in Article 3 hereof remains effective, profits or gains accruing to a person resident in New Zealand and not resident in Canada from sales under contracts entered into in New Zealand (that is to say, where the acceptance of the offer of purchase is effected in New Zealand) of goods stocked in a warehouse in Canada for convenience of delivery and not for the purposes of display, shall be exempted from income tax chargeable by Canada, even though the offers of purchase have been obtained by an agent in Canada of the principal in New Zealand and transmitted by him to the principal for acceptance, and His Majesty's Government in Canada will take the necessary action under subsection 3 of section 27A aforementioned with a view to giving the force of law to the exemption aforesaid.

ARTICLE 5

For the purposes of this Agreement the word "person" includes any body of persons, corporate or not corporate, and a body corporate shall be regarded as resident in New Zealand and not resident in Canada if its business is managed and controlled in New Zealand, and shall be regarded as resident in Canada and not resident in New Zealand if its business is managed and controlled in Canada.

ARTICLE 6

The Agreement may be denounced at any time upon six months' notice being given by one Government to the other.

W.N. W.A.R.

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II

The High Commissioner for Canada
to the Minister of Finance of New Zealand

OFFICE OF THE HIGH COMMISSIONER FOR CANADA

Wellington, January 30th, 1946.

My dear Mr. Nash,

I have the honour to acknowledge the receipt of your Note of November 3rd, 1945, with regard to the proposed Agreement between Canada and New Zealand for the reciprocal exemption of certain agency profits from income tax, and the annexed Memorandum of Agreement.

The arrangements proposed in the Memorandum of Agreement meet with the approval of the Government of Canada and I have been authorized to conclude the Memorandum of Agreement and to accept your suggestion that your Note and the annexed Memorandum of Agreement, together with this reply informing you that the proposals are accepted by the Government of Canada shall constitute a formal agreement between our two Governments, as of November 3rd, 1945.

Yours sincerely,

W. A. RIDDELL,

High Commissioner for Canada.

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CANADA

TREATY SERIES, 1945

No. 21

ACTS

OF THE

INTERNATIONAL WHALING CONFERENCE

HELD IN LONDON FROM NOVEMBER 20 TO NOVEMBER 26, 1945

OTTAWA
1946

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ACTS OF THE INTERNATIONAL WHALING CONFERENCE HELD IN LONDON FROM NOVEMBER 20 TO NOVEMBER 26, 1945

I

FINAL ACT

An International Whaling Conference was opened in London on the 20th November, 1945, and continued on the 21st, 22nd and 23rd November, 1945.

The Governments of the countries mentioned below were represented as follows:-

Union of South Africa:
Mr. A.P. van der Post.

Australia:
Mr. C. G. Setter.
Mr. V. C. Duffy.

Canada:
Mr. E. MacLeod.

Denmark:
M.P.F. Erichsen.

France:
M. Noel Henry.
M.A. Alloy.
M.A. Perier.
M. J. J. le Gall.
M.A. Anziani.
M.P. Budker.

Mexico:
Lieut.-Commander Alfredo.
Marques Ricano (Observer).

Netherlands:
Dr. J. J. Oyevaar.
Dr. D. J. Van Dijk.
Dr. A.G.U. Hildebrandt.

Newfoundland:
Mr. J. L. Murphy (Observer).

New Zealand:
Mr. W. E. Pratt.

Norway:
Professor B. Bergersen.
M.V. Voss.
M. Knudtzon.
M.J. Melander.
M. Paulsen.
M. Winge Soerensen.
M.A. Birkeland.

United Kingdom:
Mr. A.T.A. Dobson.
Mr. P.D.H. Dunn.
Mr. J. Thomson.
Mr. J.E. de Watteville.
Mr. R.C. Cox.
Mr. J.E.S. Fawcett.
Dr. N.A. Mackintosh.
Mr. J.R.S. MacLeod.
Mr. R.H. Burt.
Mr. A.G. Blake.
Mr. A.R.W. Harrison.
Captain H.K. Salvesen.

United States of America:
Dr. Remington Kellogg.
Dr. Ira N. Gabrielson.
Dr. Hilary J. Deason.
Commander James D. Craik.
Dr. Donald D. Kennedy.
Mr. Charles I. Bevans.
Dr. William E.S. Flory.
Mr. John M. Allison.
Miss Zelda Wolf.

Mr. A. T. A. Dobson (United Kingdom) was invited to preside over the Conference, and Mr. A.M. Lowe and Miss U. Borenius (United Kingdom), assisted by a member of the United States of America Delegation, acted as Secretaries.

The object of the Conference was to consider what special measures should be put in force by agreement in respect of the whaling season 1946/47. All the Governments represented at the Conference were parties or signatories to the International Agreement for the Regulation of Whaling signed at London on the 8th June, 1937.

The Conference having heard a statement on behalf of the Minister of Food of the United Kingdom on the present position of world stocks of oils and fats, and the prospects in the near future,

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came to the conclusion that, so far as whaling is concerned, some special relaxation of the Agreement of 1937 and the Protocol of 1938 was desirable for the season 1946/47.

On the other hand the Conference was impressed with two main considerations. In the first place it was of vital importance to further the conservation of existing whale stocks, which prior to the war were already showing signs of depletion. Secondly, it was of equal importance that any temporary relaxation of the existing regulations should not serve to encourage countries that had not taken part in whaling operations before to enter the industry only to find that ultimately their expeditions might not prove financially profitable.

The Conference had the advantage of perusing a number of papers submitted by the various delegates, and in particular was grateful to the Norwegian Delegation for the very full statistical material relating to the whaling industry as a whole which was of inestimable value.

The Conference adopted at its final meeting the following resolutions:-

(i) "That it is desirable that a Protocol, in the terms of the Annex to this resolution,[x] should be signed and brought into force as soon as possible; that the Government of the United Kingdom is requested to make early arrangements for the signature of this Protocol by duly accredited representatives; that as this Protocol makes certain temporary amendments to the Agreement of 1937, as amended by the Protocol of 1938, all Governments which are parties to those instruments should be invited either to sign the present Protocol or to accede thereto; that Governments which are signatories to the Agreement of 1937 and Protocol of 1938 but have not become parties thereto by ratification should be invited to ratify those instruments and to sign the annexed Protocol or to accede thereto; and that copies of this Final Act and the Annex thereto should be communicated to all such Governments which are not represented at the present Conference and to any other interested Governments."

(ii) "That the Governments parties or signatories to the 1937 Agreement take such measures as may be appropriate to facilitate the exchange of scientific and other data on whales and whaling. The Conference likewise recommends the interchange of experts on whale biology and collaboration among those Governments on research and scientific studies pertaining to whales."

(iii) "That the regulations of the several Governments should provide that (1) the official measurements as required in Article 16 of the 1937 Agreement shall be taken by the inspector when the whale is at rest on deck or platform in accordance with the definition of 'length' in Article 18 of that Agreement, and (2) the other data required by Article 16 shall be verified by the inspector at the time of tally."

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[x] The Annex is omittedfrom this document in view of the fact that the Draft Protocol embodied therein is word for word as the Protocol signed on November 26, 1945 and reproduced on page 7 below.

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The Conference considered a proposal by the Delegation of the United States of America that the contracting Governments should prohibit the sale, loan or delivery of vessels, equipment or supplies designed especially for whaling operations, or known to be intended for such operations, to any Government or the national of any Government not a party or a signatory to the whaling Agreement of 1937. The Conference, however, was unable, owing to uncertainty as to the necessary legislative powers in the various countries, to include these provisions in the Protocol, but recognising the vital necessity for this prohibition adopted the following resolution:-

(iv) "That the various Governments should take all practicable steps to prohibit the sale, loan or delivery of vessels, equipment or supplies designed especially for whaling operations, or known to be intended for such operations, to any Government or the nationals of any Government not a party or signatory to the whaling Agreement of 1937."

The Conference also gave consideration to urgent representations by the Norwegian and United Kingdom representatives that as, owing to unforeseen circumstances, certain factory ships would be unable to reach the whaling grounds by the 24th November, 1945, they should be permitted to operate with a full complement of catchers for a continuous period of four months from the date in which they were able to commence operations.

The Conference recognised the vital importance of acquiring all the oil possible during the 1945/46 season, and considered that it would be highly detrimental to world oil supplies if the limited number of expeditions were unable to fish for the full four months owing to circumstances not only beyond their control, but due primarily to the aftermath of the war.

While unable to include any provision on this subject in the Protocol on account of the difficulty of obtaining the necessary ratifications in time for this provision to be effective, the Conference adopted the following further resolution:-

(v) "That every effort should be made to overcome the legal difficulties and obtain special authority for the required extension of the 1945/46 season in the case of the particular factory ships which cannot reach the grounds by the opening date."

Done in London the twenty-sixth day of November, 1945, in a single copy which shall be deposited in the archives of the Government of the United Kingdom of Great Britain and Northern Ireland, and of which certified copies shall be transmitted to all signatory Governments.

For the Government of the Union of South Africa:
A. P. van der POST.

For the Government of the Commonwealth of Australia:
G. G. SETTER.
V. C. DUFFY.

For the Government of Canada:
E. MacLEOD.

For the Government of Denmark:
P. F. ERICHSEN.

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For the Provisional Government of the French Republic:
NOEL HENRY.
PAUL BUDKER.
ALLOY.
A. ANZIANI.
A. PERIER.

For the Government of the United Mexican States:
A. MARQUEZ. R.

For the Government of the Netherlands:
A. G. U. HILDEBRANDT.

For the Government of Newfoundland:
J. L. MURPHY.

For the Government of New Zealand:
W. E. PRATT.

For the Government of Norway:
BIRGER BERGERSEN.
H. Th. KNUDTZON.
JOHAN MELANDER.
HARALD B. PAULSEN.

For the Government of the United Kingdom of Great Britain and Northern Ireland:
A. T. A. DOBSON.
P. D. H. DUNN.
JOHN THOMSON.
J. E. de WATTEVILLE.
R. C. COX.
J. E. S. FAWCETT.
N. A. MACKINTOSH.
STUART MacLEOD.
R. H. BURT.
A. G. BLAKE.

For the Government of the United States of America:
REMINGTON KELLOGG.
IRA N. GABRIELSON.
DONALD KENNEDY.
JOHN M. ALLISON.
WILLIAM E.S. FLORY.
CHARLES I. BEVANS.
HILARY J. DEASON.
JAMES D. CRAIK.

A. M. Lowe.
U. Borenius.
Secretaries.

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II

PROTOCOL

The Governments of the Union of South Africa, the Commonwealth of Australia, Canada, Denmark, France, Mexico, the Netherlands, New Zealand, Norway, the United Kingdom of Great Britain and Northern Ireland and the United States of America;

Desiring, in view of the fact that pelagic whaling operations in the area defined by Article 7 of the international Agreement for the Regulation of Whaling, signed at London on the 8th June, 1937 (hereinafter referred to as the Principal Agreement), as amended by the Protocol signed at London on the 24th June, 1938 (hereinafter referred to as the Protocol of 1938), have been interrupted for a considerable period by the war, and in order to meet the emergency produced by post-war conditions without prejudice to the conservation of stocks of whales, to put into force by agreement such provisions as may be necessary in regard to pelagic whaling for the season 1946/47;

Have agreed as follows:-

ARTICLE 1.

Subject to the provisions of Article 3 of the present Protocol, the period fixed by Article 7 of the Principal Agreement, during which factory ships or whalecatchers attached thereto may be used for the purpose of taking or treating baleen whales, shall be extended for the season 1946/47 so as to cover the period from the 8th December to the 7th April inclusive.

ARTICLE 2.

Each contracting Government shall give notice to the Government of the United Kingdom when factory ships registered under the law of any territory under its authority or otherwise under its jurisdiction engage in whaling operations in the area defined by Article 7 of the Principal Agreement. The Government of the United Kingdom will inform the other contracting Governments of all notices received under this paragraph and shall itself similarly give notice to the other contracting Governments if factory ships registered under the law of any territory under its authority or otherwise under its jurisdiction engage in whaling operations in the said area.

ARTICLE 3.

The prohibition contained in Article 1 of the Protocol of 1938 relating to the taking of hump back whales in any waters south of 40° south latitude shall apply during the season of 1946/47.

ARTICLE 4.

(1) During the season of 1946/47 the number of baleen whales caught in the area defined by Article 7 of the Principal Agreement shall not exceed 16,000 blue whale units.

(2) For the purposes of paragraph 1 of this Article blue whale units shall be calculated on the basis that one blue whale equals -

(a) Two fin whales or
(b) Two and a half hump back whales or
(c) Six sei whales.

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(3) Each contracting Government undertakes to ensure that the International Bureau for Whaling Statistics shall be provided, within two days after the end of each calendar week, with data on the number of blue whale units caught by each factory ship under the jurisdiction of the said Government in the area defined by Article 7 of the Principal Agreement. The Government of the United Kingdom shall consult from time to time with the International Bureau for Whaling Statistics and if it should appear that the annual quota provided by paragraph (1) of this Article may be reached before the 7th April, the International Bureau for Whaling Statistics shall be requested to determine, on the basis of the data provided, the date on which the annual quota of blue whale units shall be deemed to have been reached and to notify each contracting Government of that date not less than two weeks in advance thereof. The taking of baleen whales shall be illegal after the date so determined.

ARTICLE 5.

The provisions of Article 3, paragraph (2), of the Protocol of 1938, regarding the operation of factory ships as land stations in the territorial waters of any contracting Government, shall not apply during the period from 1st May, 1947, to 31st October, 1947, inclusive.

ARTICLE 6.

(1) In the present Protocol the following expressions shall have the meanings assigned to them in Article 18 of the Principal Agreement: "factory ship" "whalecatcher," "land station," "baleen whale," "blue whale," "hump back whale," "fin whale."

(2) Sei whale means, for the purposes of this Protocol, any whale known by the name of balaenoptera borealis, sei whale, Rudolphi's rorqual, pollack whale, or coalfish whale, and shall be taken to include Balaenoptera brydei, Bryde's whale.

(3) The expression "land station" shall, for the purposes of Article 5 of the present Protocol, include a factory ship the movements and anchorage of which are confined to the territorial waters of any contracting Government.

ARTICLE 7.

(1) The present Protocol shall be ratified and the instruments of ratification deposited as soon as possible with the Government of the United Kingdom; and it shall be open to accession on behalf of any Government which is a party to the Principal Agreement and the Protocol of 1938 and has not signed the present Protocol.

(2) Accession shall be effected by notification addressed to the Government of the United Kingdom.

(3) The Government of the United Kingdom shall inform the Governments which are parties or signatories to the present Protocol of all ratifications of this Protocol or accessions thereto.

ARTICLE 8.

(1) The present Protocol shall come into force in its entirety when all the Governments referred to in the Preamble hereof shall have deposited their instruments of ratification or given notifications of accession.

(2) The provisions of this Article and Articles 2, 3, 4, 6 (1), 6 (2) and 7 of the present Protocol shall, when instruments of ratification have been deposited by at least three signatory Governments, become binding on those Governments and shall become

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binding on each other Government which subsequently ratifies or accedes, on the date of the deposit of its instrument of ratification of its accession.

The ratification of or accession to the present Protocol by a Government which is not a party to the Principal Agreement and the Protocol of 1938 shall not become effective until such Government becomes a party to that Agreement and the Protocol of 1938.

ARTICLE 9.

The present Protocol shall bear the date on which it is opened for signature and shall remain open for signature for a period of 14 days thereafter.

In witness whereof the undersigned plenipotentiaries being duly authorised to this end by their respective Governments have signed the present Protocol.

Done at London this 26th day of November, 1945, in a single copy which shall remain deposited in the archives of the Government of the United Kingdom, by whom certified copies will be transmitted to all the Governments referred to in the preamble.

For the Government of the Union of South Africa:
A.P. van der POST.

For the Government of the Commonwealth of Australia:
J.S. DUNCAN.

For the Government of Canada:
VINCENT MASSEY.

For the Government of Denmark:
P.F. ERICHSEN.

For the Provisional Government of the French Republic:
NOEL HENRY.

For the Government of the United Mexican States:
ALFONSO de ROSENZWEIG DIAZ.

For the Government of the Netherlands:
E. TEIXEIRA de MATTOS.

For the Government of New Zealand:
R.M. CAMPBELL.

For the Government of Norway:
BIRGER BERGERSEN.

For the Government of the United Kingdom of Great Britain and Northern Ireland:
A. T. A. DOBSON.
J. E. de WATTEVILLE.

For the Government of the United States of America:
REMINGTON KELLOGG.
IRA N. GABRIELSON.

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CANADA

TREATY SERIES, 1946

No.1

EXCHANGE OF NOTES

(December 21, 1945 and January 3, 1946)

BETWEEN

CANADA AND THE UNITED STATES OF AMERICA

CONCERNING THE DISPOSITION

OF STORAGE AND LOADING FACILITIES

AT PRINCE RUPERT

Effective as from January 3, 1946

OTTAWA
1946

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EXCHANGE OF NOTES (DECEMBER 21, 1945 AND JANUARY 3, 1946) BETWEEN CANADA AND THE UNITED STATES OF AMERICA CONCERNING THE DISPOSITION OF STORAGE AND LOADING FACILITIES AT PRINCE RUPERT.

I

The United States Ambassador to Canada
to the Secretary of State for External Affairs

EMBASSY OF THE UNITED STATES OF AMERICA

Ottawa, Canada, December 21, 1945.

No. 423

Sir,

I have the honor to refer to my predecessor's note No. 738 of August 14, 1942, and to your reply No. 125 of August 15, 1942 (1), regarding the establishment of an oil supply line which would be supplementary to that known as the Canol Project, which was dealt with by my predecessor's note of June 27th and your reply of June 29, 1942(2).

In that exchange of notes it was agreed that the pipeline from Skagway to Whitehorse and the storage and loading facilities at Prince Rupert should remain the property of my Government until the agreement after the war upon their disposition. It was further agreed that the pipeline and the other facilities mentioned should not be dismantled until such action was recommended by the Permanent Joint Board on Defence.

Having in mind that fact that the major United States facilities at Prince Rupert are in process of being disposed of in accordance with the 33rd Recommendation of the Permanent Joint Board on Defence, which formed the subject of the Canadian Ambassador's note to the Secretary of State of November 22, 1944(3), I have now been directed to propose that the storage and loading facilities at Prince Rupert mentioned in the exchange of notes of August 14-15, 1942, and including several buildings, and structures, an open storage yard, a railroad spur, and a dock, be disposed of under the procedure established by the 33rd Recommendation without the prerequisite reference to the Board contemplated in that exchange of notes.

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

RAY ATHERTON.

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(1) Treaty Series 1942, No.24.
(2) Treaty Series 1942, No.23.
(3) Treaty Series 1944, No.35.

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II

The Secretary of State for External Affairs
to the United States Ambassador

DEPARTMENT OF EXTERNAL AFFAIRS

Ottawa, January 3rd, 1946.

No. 2

Excellency:

I have the honour to refer to your Note No. 423 of December 21st, 1945, regarding the disposition of storage and loading facilities at Prince Rupert which were erected under the exchange of Notes which authorized the establishment of an oil supply line supplementary to that known as the Canol Project.

2. I am pleased to inform you that the Canadian Government agrees to your proposal that these facilities be disposed of under the procedure established by the 33rd Recommendation of the Permanent Joint Board on Defence without further reference to the Board.

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

N. A. ROBERTSON,

for the Secretary of State
for External Affairs.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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RMM:MF

March 29th, 1946.

C231359

Memorandum for the Prime Minister.

Great Lakes Fisheries Convention.

It has been arranged that the attached press release shall be given out simultaneously in Ottawa and Washington on April 2nd when the Great Lakes Fisheries Convention is signed. If a question is raised in the House, you can say that the Convention will be submitted to Parliament at an early date.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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RMM:MF

March 29th, 1946.

PRESS RELEASE

C231360

(Not for publication before 1.00 p.m. Tuesday, April 2nd,1946)

(For simultaneous release in Ottawa and Washington)

DEPARTMENT OF EXTERNAL AFFAIRS PRESS RELEASE

No._____ Ottawa, April 2nd, 1946.

The United States and Canada signed today at Washington a Treaty to provide for the development, protection and conservation of the Great Lakes Fisheries, a natural resource of mutual interest to the two countries. The Treaty was signed on behalf of the United States by the Secretary of State, and on behalf of Canada by Mr. L.B. Pearson, Canadian Ambassador at Washington.

In 1940 the United States and Canada established the International Board of Enquiry for the Great Lakes fisheries, to study the taking of fish in the Great Lakes and to make recommendations as to methods for preserving and developing these fisheries. The Board of Enquiry made extensive investigation which included 29 public hearings, and in August 1942 submitted its report and recommendations to the Governments of the United States and Canada. It was apparent from the Board's report and from discussions and continuing study of the matter on the part of Federal, State and Provincial officials, that measures with respect to the fisheries of the Great Lakes could be made effective only through co-ordinated action of the Governments concerned. Therefore, it was recommended that the United States and Canada enter into a Treaty to provide for co-operation and joint action in conserving and developing the Great Lakes fisheries. In view of the successful conservation of fishery resources which has been achieved under Treaties between the United States and Canada, it is believed that co-operation of the two countries with respect to the Great Lakes fisheries should have similarly successful results.

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Provisional.

CANADA

TREATY SERIES, 1946

No. 8

INTERIM AGREEMENT
BETWEEN
CANADA AND OTHER POWERS
TO REGULATE
THE USE OF THE STANDARD BROADCAST BAND
IN THE NORTH AMERICAN REGION

Signed at Washington, February 25, 1946

EFFECTIVE AS FROM MARCH 29, 1946

OTTAWA
1946

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

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INTERIM AGREEMENT BETWEEN CANADA AND OTHER POWERS TO REGULATE THE USE OF THE STANDARD BROADCAST BAND IN THE NORTH AMERICAN REGION.

Signed at Washington, February 25, 1946.

The undersigned, duly authorized representatives of the Governments of Canada, Cuba, the Dominican Republic, His Majesty's Government in the United Kingdom in respect of the Bahama Islands, His Majesty's Government in the United Kingdom and the Government of Newfoundland in respect of Newfoundland, the United Mexican States, and the Government of the United States of America, meeting in Washington, D.C., at the Second North American Regional Broadcasting Conference from February 4 to 25, 1946, for the purpose of considering the problems incident to the expiration on March 28, 1946, of the North American Regional Broadcasting Agreement, signed in Habana, Cuba, on December 13, 1937, as well as improvements in the use of the standard broadcast band in the North American Region, agree:

ARTICLE I

To continue, during the interim period described in Article XVII hereof, the application within their respective jurisdictions of all the provisions of the North American Regional Broadcasting Agreement signed at Habana December 13, 1937, subject to the modifications and additions hereinafter stipulated.

ARTICLE II

Parts V and VI of the North American Regional Broadcasting Agreement, Habana, 1937, are hereby expressly made inapplicable to this Interim Agreement.

ARTICLE III

Cuba agrees to relinquish to the United States of America the use of the clear channel 1540 kc with Class I-A privileges in exchange for the use of the frequency 640 kc in the manner stipulated in Annex 1 hereof.

ARTICLE IV

Cuba shall have the right to use the additional broadcasting facilities detailed in Annex 1 hereof with the power, and under the conditions of operation and limitations specified therein. The so-called 650-mile rule contained in Part II, C, Section 4, paragraph B, of the North American Regional Broadcasting Agreement, Habana, 1937, shall not be applicable to Cuba in connection with the use of these frequencies in Annex 1 hereof.

ARTICLE V

Cuba shall have the right to operate Special Class II stations on the regional frequencies described in Annex 2, with the power and under the conditions of operation and limitations specified therein.

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ARTICLE VI

The Government of the Bahama Islands will cease all operations on the frequency of 640 kc not later than August 1, 1946. On or before June 1, 1946, the Government of the Bahama Islands shall notify directly the Government of Cuba the exact date on which it will cease using the said frequency.

ARTICLE VII

The United States of America agrees to the assignment of the frequency 1540 kc with Class I-A protection in accordance with the North American Regional Broadcasting Agreement, Habana, 1937, to the Government of the Bahama Islands subject to the terms of this Agreement.

The United States of America further agrees to collaborate with the Government of the Bahama Islands, after tests have been conducted on 1540 kc or other frequencies which may be suggested by the United States, with a view to determining whether the 1540 frequency or some other frequency should be substituted in the Bahama Islands for 640 kc.

ARTICLE VIII

The Governmentsparties to this Agreement shall cooperate to minimize interference to their respective services. Recognizing that propagation over sea water is superior to over-land propagation and that the present standards do not adequately take into account conditions of this nature, the Governments parties to this Agreement agree to cooperate with a view to minimizing interference in the event that sky wave signals intensities exceed the values stipulated in this instrument.

ARTICLE IX

Except as herein specifically provided, nothing contained in this Interim Agreement shall limit or restrict the use of any clear channel assigned under the North American Regional Broadcasting Agreement, Habana, 1937, for use by Class I-A stations in the country in which such stations may be located.

ARTICLE X

The Governments parties hereto undertake to apply the provisions of this Interim Agreement and to take the steps necessary to enforce said provisions upon the operating agencies recognized or authorized by them to establish and operate broadcast stations within their respective countries.

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ARTICLE XI

Notifications of a complete list of all broadcasting stations in the standard broadcast band actually in operation in each country having been made and accepted without objection on the part of any Government pursuant to Part III of the North American Regional Broadcasting Agreement, Habana, 1937, and of changes similarly made and accepted during the life of said Agreement, the signatories and adherents hereto will continue to recognize these notifications, including the specific changes and modifications, contained in this instrument.

ARTICLE XII

A permanent North American Regional Broadcasting Engineering Committee composed of four experts, one each from Canada, Cuba, Mexico, and the United States, shall be established for the purpose of determining facts and making recommendations thereon which will enable Governments to comply with the technical provisions of this Agreement to their mutual satisfaction. The organization, duties, and procedures of the committee shall be governed by Annex 3.

ARTICLE XIII

In order to conclude a new North American Regional Broadcasting Agreement at the earliest possible date, the signatory Governments will

A. Commence immediately the necessary studies for the conclusion of such an Agreement.

B. Exchange views following their respective studies. For this purpose each Government shall, on or before October 1, 1946, submit to the Inter-American Radio Office, twelve copies of its conclusions together with supporting data.

C. Hold a meeting of their technicians in Habana, Cuba, on or about January 2, 1947, preparatory to the Third North American Regional Broadcasting Conference, who shall examine the technical aspects of the documents communicated by the interested Governments. A joint report of their findings, views and recommendations shall be circulated to the Governments by the Inter-American Radio Office not later than March 1, 1947.

D. Communicate to the other Governments through the Inter-American Radio Office, before June 1, 1947, after consideration of this joint report, their proposals for the Third North American Regional Broadcasting Conference.

ARTICLE XIV

The preparation and circulation of the agenda for the Third North American Regional Broadcasting Conference not later than August 1, 1947, shall be the responsibility of the Inter-American Radio Office.

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ARTICLE XV

The Government of Canada shall be in charge of the organization and convocation of the Third North American Regional Broadcasting Conference, which shall be held in Canada on or about September 15, 1947.

ARTICLE XVI

This Interim Agreement shall be considered in connection with the provisions of the North American Regional Broadcasting Agreement, Habana, 1937, but in case of conflict the terms of this Interim Agreement shall prevail.

ARTICLE XVII

This Interim Agreement shall be in force for a period of three years commencing March 29, 1946, unless before its expiration there shall be signed and ratified a new North American Regional Broadcasting Agreement.

ARTICLE XVIII

This Interim Agreement shall remain open for signature by the Government of the Republic of Haiti, a signatory to the North American Regional Broadcasting Agreement, Habana, 1937.

IN WITNESS WHEREOF the respective representatives have signed this Interim Agreement in duplicate, one in English and one in Spanish, each of which shall remain deposited in the archives of the Government of Cuba and a certified copy of each of which shall be forwarded to each Government.

DONE at Washington, this 25th day of February, 1946.

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ANNEX I

USE BY CUBA OF CLEAR CHANNELS

Cuba may operate Class II unlimited time stations on the following clear channels assigned to Class I-A stations in other countries, subject to the conditions of operation, power and limitations hereinafter specified:

FREQUENCY (kc)	LOCATION	MAXIMUM POWER AT NIGHT	TYPE OF ANTENNA	LIMITATION TO SPECIFIED CONTOUR OR MAXIMUM RADIATION (mv/m unattenuated field at one mile) IN DIRECTION INDICATED
640 (U.S.)	Province of Habana	25 kw	Directional	225 - Los Angeles, California. See** 392 - U.S. Class II Stations. 500 - St. John's, Newfoundland. The interfering signal at this station's 0.477 mv/m 50% sky wave contour shall not exceed 0.025 mv/m 10% of the time.
670 (U.S.)	Province of Oriente	1 kw	Directional	45 - Chicago, Illinois. See*.
690 (Canada)	Province of Habana	25 kw	Directional	Signal at Canadian Border shall not exceed 0.039 mv/m 10% of the time. Maximum limitation 2.5 mv/m to XEN.
730 (Mexico)	Province of Oriente	10 kw	Directional	175 - Cabo Catoche, Quintana Roo. See**. Maximum limitation to CKAC, Montreal, Quebec 2.5 mv/m ground wave contour.
740 (Canada)	Province of Habana	10 kw	Directional	Signal at Canadian Border shall not exceed 0.050 mv/m 10% of the time. Maximum limitation to KTRH at Houston, Texas 2.25 ground wave contour.
800 (Mexico)	Province of Oriente	250 kw	Non-Directional	75 - Cabo Catoche, Quintana Roo. See ***. Maximum limitation of 2.5 mv/m ground wave contour of CHRC, Quebec, Quebec; CJAD, Montreal, Quebec; CKLW, Windsor, Ontario; CHAB, Moose Jaw, Saskatchewan.
830 (U.S.)	Province of Habana	1 kw	Directional	42 - Minneapolis, Minnesota. See*.

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850 (U.S.)	Province of Oriente	2 kw	Non-Directional	200 - Denver, Colorado. See*
860 (Canada)	Province of Habana	15 kw	Directional	Signal at Canadian Border shall not exceed 0.030 mv/m 10% of the time.
890 (U.S.)	Province of Camaguey	1 kw	Directional	35 - Chicago, Illinois. See*

---

* The interfering signal shall not exceed 0.025 mv/m 10% of the time at night at the present 0.4 mv/m 50% contour of the respective U.S. Class 1-A stations.

** In any case, in order to prevent objectionable interference, the station at Holguin must reduce radiation so as not to exceed 10% of the time, one twentieth of the signal of XEX at any point in Mexico.

*** In any case, in order to prevent objectionable interference, the station at Oriente must reduce radiation so as not to exceed 10% of the time, one twentieth of the signal of XELO at any point in Mexico.

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ANNEX 2

USE BY CUBA OF SPECIAL CLASS II STATIONS ON REGIONAL CHANNELS

In addition to others specified in Table V, Appendix I of the North American Regional Broadcasting Agreement, Cuba may operate Special Class II stations on the following Regional Channels, subject to the conditions of operation, power and limitations hereinafter specified:

FREQUENCY (kc)	LOCATION	MAXIMUM POWER AT NIGHT	TYPE OF ANTENNA	MAXIMUM LIMITATIONS TO CLASS III STATIONS TO THE CONTOUR INDICATED BELOW	
590	Province of Habana	25 kw	Directional	Uniontown, Pennsylvania	(WMBS) 1.6 mv/m
				Austin, Texas	(KTBC) 3.0 mv/m
				Kalamazoo, Michigan	(WKZO) 1.12 mv/m
				Omaha, Nebraska	(WOW) 1.0 mv/m
				Boston, Massachusetts	(WEEI) 1.0 mv/m
				Mexico, D.F.	(XEPH) 1.83 mv/m
600	Province of Oriente	10 kw	Directional	Winston Salem, North Carolina	(WSJS) 1.7 mv/m
				Memphis, Tennessee	(WREC) 0.9 mv/m
				Baltimore, Maryland	(WCAO) 1.0 mv/m
				Bridgeport, Connecticut	(WICC) 1.0 mv/m
				Merida, Yucatan	(XEZ) 1.8 mv/m
630	Province of Santa Clara	25 kw	Directional	Washington, D.C.	(WMAL) 1.0 mv/m
				St.Louis, Missouri	(KXOK) 1.04 mv/m
				Providence, Rhode Island	(WPRO) 1.0 mv/m
				Monterrey, Nuevo Leon	(XEFB) 2.5 mv/m
790	Province of Habana	2 kw	Non-Directional	Memphis, Tennessee	(WMC) 1.6 mv/m
				Norfolk, Virginia	(WTAR) 1.4 mv/m
				Mexico, D.F.	(XERC) 1.0 mv/m
910*	Province of Habana	10 kw	Directional	Richmond, Virginia	(WRNL) 2.35 mv/m
				Johnson City, Tennessee	(WJHL) 3.48 mv/m
				Meridian, Mississippi	(WCOC) 5.60 mv/m
920	Province of Camaguey	10 kw	Directional	Providence, Rhode Island	(WJAR) 1.0 mv/m
				Fairmont, West Virginia	(WMMN) 1.1 mv/m
				Atlanta, Georgia	(WGST) 2.4 mv/m
				Little Rock, Arkansas	(KARK) 1.0 mv/m
				Hermosillo, Sonora	(XEBH) 1.0 mv/m
950	Province of Habana	2 kw	Non-Directional	Houston, Texas	(KPRC) 1.7 mv/m
				Spartanburg, South Carolina	(WSPA) 2.5 mv/m
		10 kw	Directional	Ciudad Trujillo, D.R.	(HIX) 2.4 mv/m
960	Province of Camaguey	2 kw	Non-Directional	Roanoke, Virginia	(WDBJ) 1.2 mv/m
				Birmingham, Alabama	(WBRC) 1.6 mv/m
				Nuevo Laredo, Tamaulipas	(XEFE) 1.0 mv/m
		10 kw	Directional	Veracruz, Veracruz	(XEU) 1.0 mv/m

* Cuba agrees to make every effort to reduce as much as possible the interference to the three above U.S. Class III stations using this Regional Channel.

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ANNEX 3

NORTH AMERICAN REGIONAL BROADCASTING
ENGINEERING COMMITTEE

A. The members of this Committee shall be appointed by their respective Governments under such circumstances and for such periods as each may decide. The first meeting of the Committee shall be convened before June 1, 1946 by the member appointed by the United States of America for the purpose of electing a chairman, and of adopting rules of practice and procedure to be followed in the performance of the functions hereinafter set forth. These rules shall include detailed requirements as to the methods of measurements, and other matters of importance to the Committee. The rules will be distributed to all interested Governments.

B. This Committee shall, whenever a request is made by any signatory or adherent to this Agreement, perform the following duties:

1. Inspect new installations or changes in existing facilities prior to regular operation to insure that adequate provision is made to prevent radiation toward other countries in excess of the acceptable maximum.

2. Investigate whenever observed interference indicates the possibility of maladjustments of radio transmitting equipment, and recommend adjustments or modification to insure that the specified radiation in pertinent directions is not exceeded.

3. Investigate whenever observed interference indicates the possibility of other maladjustments of transmitting equipment resulting in objectionable interference from causes such as excessive frequency deviation, excessive modulation, spurious emissions, or other causes and to recommend all necessary adjustments or modifications to eliminate such interference.

C. Upon receipt of a notification for construction of a new station or changes in facilities of an existing station in another country, any Government receiving such notice may request that prior to regular operation there shall be an inspection by the North American Regional Broadcasting Engineering Committee. As construction nears completion, but prior to operation, the Government of the country in which the station is located shall notify the Government of the country requesting the inspection that the installation is ready for inspection. The representatives of these Governments on the Engineering Committee will then make immediate arrangements for inspection of the facilities.

D. When any Government signatory or adhering to this Agreement has reason to believe that interference in excess of that permitted by this Agreement is being caused to any station located in that country as a result of the operation of a station located in another country signatory or adhering to this Agreement, such Government shall notify its representative on the North American Regional Broadcasting Engineering Committee and the Government of the country in which the alleged interfering station is located that it has reason to believe that excessive interference is being caused and shall state the general character of such interference.

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On receipt of the notice, the Government to which it is addressed will refer the same to its committee member. Within ten days the interested committee members shall meet at the location of the alledged interfering station and make such measurements as appear necessary to determine material facts upon the issues raised in the complaint.

E. In the event the Government requesting an inspection or investigation or the Government of a country in which an inspection or investigation is requested does not have a representative on the North American Regional Broadcasting Engineering Committee, such Government shall designate a committee representative to serve for the particular case. In any case where neither Government is represented on the standing committee, both shall designate committee representatives for that purpose.

F. In making field intensity measurements or inspections, committee members shall be governed by the standards of good engineering practice accepted by the Committee.

G. Each committee member shall be individually provided by his Government with appropriate items of radio measuring equipment or apparatus properly calibrated in accordance with mutually acceptable standards.

H. Where examination shows that the construction referred to in Paragraph "C" hereof is in accordance with the notification, and that provisions have been made for protection in accordance with the notification, the Committee will so report to the Government of the country in which the station is located and at the same time communicate a copy of such report to the Government or Governments requesting the examination. Where the examination indicates that the construction is not in accordance with the notification, or that provisions have not been made for protection in accordance with the notification, the Committee shall make such report to the Governments together with recommendations as to changes of construction, modification, or adjustments of circuits necessary to comply fully with the notification.

I. Where measurements are made following a complaint by a signatory or adhering Government, the results of such measurements with recommendations of the Committee members shall be communicated forthwith to the interested Governments.

J. Upon receipt of a report that inspection of facilities shows that adequate provisions have not been made to prevent radiations in excess of the accepted maximum with recommendations as to measures necessary for correction, the Government of the country in which the facilities are located shall take steps to see that the necessary corrections or adjustments are made prior to operation of the facilities.

K. Upon receipt of a report indicating that interference investigated is, in fact, excessive, the Government of the country in which the interfering station is located shall immediately take steps providing for the elimination of such interference. If the interference found by the Committee cannot be eliminated within ten days by adjustments of equipment, the power of the offending station shall be reduced as much as is necessary to eliminate such interference.

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L. Where the committee members of the interested Governments do not agree as to their report or recommendations relating to inspection of new or changed facilities, or upon the investigation of an interference complaint, each committee member shall make a complete report covering all material facts with respect to the matters under consideration and such recommendations as he may believe proper, transmitting the same immediately to the interested Governments. Copies of both reports shall be referred to the full committee. The full committee shall review the case and make such additional investigations as it may deem necessary and then report its findings and recommendations to the Governments of the stations concerned in the matter. Upon receipt of such recommendations, the Government of the country in which the facilities concerned are located shall take such steps as is necessary to comply with the recommendations of the committee. If the interference found by the committee cannot be eliminated within ten days by adjustments of equipment, the power of the offending station shall be reduced as much as is necessary to eliminate such interference.

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CANADA

TREATY SERIES, 1946

No. 15

AGREEMENT
BETWEEN
CANADA, NEWFOUNDLAND AND THE UNITED KINGDOM
RESPECTING
DEFENCE INSTALLATIONS IN NEWFOUNDLAND

Signed at St.John's and London, April 8 and May 3, 1946

IN FORCE MARCH 31, 1946

OTTAWA
1946

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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AGREEMENT BETWEEN THE GOVERNMENTS OF CANADA, NEWFOUNDLAND AND THE UNITED KINGDOM RESPECTING DEFENCE INSTALLATIONS IN NEWFOUNDLAND.

Signed at St.John's and London, April 8 and May 3, 1946

The Governments of Canada, Newfoundland and the United Kingdom, having examined the various problems relating to defence installations constructed in Newfoundland under various agreements and understandings made during the recent war, and having considered their respective interests in Western Hemisphere defence, have agreed as follows:-

ARTICLE 1

In this Agreement the expression "Newfoundland" shall mean Newfoundland and its Dependencies and the territorial waters thereof.

ARTICLE 2

(a) The Government of Canada shall re-transfer control and operation of the Newfoundland Airport at Gander and the seaplane bases at Gleneagles and Botwood to the Government of Newfoundland as of March 31, 1946, and the obligations of the Government of Canada under the Air Bases Agreement of April 17, 1941, between the Governments of Canada and Newfoundland shall thereupon cease and shall be deemed to have been discharged.

(b) In order to assist the Government of Newfoundland in maintaining the continuous operation of the Newfoundland Airport, a progressive withdrawal of Canadian personnel from March 31, 1946 to May 31, 1946 may be arranged between the Royal Canadian Air Force and the Newfoundland Director of Civil Aviation.

(c) With a view to facilitating the development of the Newfoundland Airport as a civil airport, the Government of Canada foregoes its rights with respect to a lease at the Newfoundland Airport under Article VII of the said Air Bases Agreement of April 17, 1941.

(d) The Government of Canada shall transfer to the Government of Newfoundland all the buildings, hangars and works constructed by the Government of Canada at the Newfoundland Airport, and all the equipment and supplies of the Government of Canada at the Airport, excluding stocks of solid and liquid fuels, oils and lubricants and the equipment and supplies of the Department of Transport of the Government of Canada, and the Government of Newfoundland shall pay therefor the sum of one million dollars in such instalments and at such times as may be agreed upon.

(e) The Government of Newfoundland shall provide at the Newfoundland Airport such accommodation as may be required by the Canadian Armed Forces during the period of progressive withdrawal from the Airport and for the storage of such supplies as remain after March 31, 1946.

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(f) During the provision by the Government of Canada of the Meteorological Service and Radio Range Service at the Newfoundland Airport the Government of Newfoundland shall maintain suitable office and living accommodation for the necessary staffs of these Services, the location, type and standard of this accommodation to be agreed between the Governments of Canada and Newfoundland.

(g) The responsibility for the operation and maintenance of the Radio Range at the Newfoundland Airport shall be the subject of separate negotiations between the Governments of Canada and Newfoundland.

(h) In the event of an outbreak of hostilities involving Canada and Newfoundland the Government of Newfoundland, at the request of the Government of Canada, shall transfer control and operation of the Newfoundland Airport to the Government of Canada for the duration of hostilities: Provided that during the control and operation of the Airport by the Government of Canada no part of the Airport shall be handed over to the control of a third party without the prior consent of the Government of Newfoundland, and that the Government of Canada shall maintain in repair, except in respect of damage occasioned by enemy action, the buildings owned by the Government of Newfoundland at the date of transfer and shall return possession thereof to the Government of Newfoundland on the cessation of hostilities.

ARTICLE 3

The Government of Canada foregoes its rights with respect to leases at the seaplane bases at Botwood and Gleneagles under the provisions of Article VII of the said Air Bases Agreement of April 17, 1941.

ARTICLE 4

(a) Title in fee simple to the lands of Torbay Airport and its subsidiary installations shall be vested in the Government of Canada in accordance with the understanding between the Governments of Canada and Newfoundland at the time of the construction of the Airport.

(b) Torbay Airport may be operated as a commercial airport by the Government of Canada for the air service between Newfoundland and Canada, in accordance with such laws and regulations in force from time to time in Newfoundland as may be applicable to civil aviation.

(c) Torbay Airport shall be available to Newfoundland civil and military aircraft on terms not less favourable than those applicable to Canadian civil and military aircraft.

(d) Torbay Airport shall be available for emergency landing by any civil or military aircraft.

(e) Any landing fees imposed on civil aircraft using Torbay Airport shall enure to the Government of Canada, provided that any revenue from landing fees or other charges in excess of the costs of operating the Airport for civil purposes shall be paid to the Government of Newfoundland.

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(f) The Government of Canada may construct and maintain at Torbay Airport such installations for defence purposes and may maintain there such military equipment and supplies as it deems advisable.

(g) The Government of Canada may use Torbay Airport for military training and requirements including the stationing there of military aircraft and personnel for such purposes.

(h) In order to avoid doubt it is hereby declared that the laws of Newfoundland shall be applicable throughout Torbay Airport and to all persons therein, and duly authorized officials of the Government of Newfoundland shall have access at all reasonable times to the Airport in the course of the carrying out of their duties.

(i) The Government of Canada shall provide suitable accommodation for the Customs, Immigration and Posts and Telegraphs services of the Government of Newfoundland at Torbay Airport.

(j) The Government of Canada shall as far as practicable employ Newfoundland labour at Torbay Airport.

(k) The Government of Newfoundland shall enact Aerodrome Zoning Regulations to ensure the safety of aircraft using Torbay Airport.

ARTICLE 5

(a) The Governments of Canada and Newfoundland, and as necessary the Government of the United Kingdom, will consult with one another from time to time as occasion may require with a view to co-ordinating defence requirements in Newfoundland. The Government of Canada may establish and operate in Newfoundland such facilities and installations as, at any such consultation, may be agreed to be necessary.

(b) Canadian and United Kingdom military aircraft may fly over Newfoundland and use airports therein under Newfoundland or Canadian control, as required, without payment of landing fees but subject to the payment of current charges for fuel, repairs, accommodation and other services. Notification shall, however, be given in advance to the appropriate air traffic control and airport authorities.

(c) The Government of Canada may in consultation with the Government of Newfoundland carry out air photography and make topographic and hydrographic surveys in Newfoundland. Copies of maps, charts and other data resulting therefrom shall be available to the Government of Newfoundland.

ARTICLE 6

This Agreement shall enter into force as from the 31st day of March, 1946 and shall remain in force for a period of three years, and thereafter shall continue in force subject to revision by mutual agreement or to termination after twelve months' notice by any one of the contracting Governments.

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IN WITNESS WHEREOF the undersigned, duly authorized by their respective Governments, have signed this Agreement.

Signed on behalf of the
Government of Canada:

J. S. MACDONALD.

Signed on behalf of the
Government of Newfoundland:

J. S. NEILL.

Signed on behalf of the
Government of the United Kingdom:

ADDISON.

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CANADA

TREATY SERIES, 1946

No. 13

GREAT LAKES FISHERIES CONVENTION

BETWEEN

CANADA AND THE UNITED STATES OF AMERICA

Signed at Washington, April 2, 1946

(This Convention has not yet been ratified)

OTTAWA
1946

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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GREAT LAKES FISHERIES CONVENTION BETWEEN CANADA AND THE UNITED STATES OF AMERICA

Signed at Washington, April 2, 1946

His Majesty the King of Great Britain, Ireland and the British dominions beyond the Seas, Emperor of India, in respect of Canada, and the President of the United States of America,

Recognizing that the fish of the Great Lakes and their connecting waters constitute an important source of food supply and a natural resource of great economic importance to Canada and the United States of America, that fishing operations and other factors in the waters within the jurisdiction of one country may adversely affect the supply in the waters within the jurisdiction of the other, that some species of fish in the Great Lakes have declined and that further declines are probable unless adequate provision is made for the development, protection and conservation of the Great Lakes fisheries and for the maintenance of conditions which will permit the maximum yield, and that the conservation and effective management of these fisheries require cooperation between and joint action by the governmental agencies of both countries concerned with the administration of these fisheries,

Have resolved to conclude a convention for this purpose and have appointed as their respective plenipotentiaries,

His Majesty the King of Great Britain, Ireland and the British dominions beyond the Seas, Emperor of India, for Canada:

Lester Bowles Pearson, Ambassador Extraordinary and Plenipotentiary for Canada to the United States of America, and

Hedley Francis Gregory Bridges, Minister of Fisheries of Canada, and

The President of the United States of America:

Dean Acheson, Acting Secretary of State of the United States of America;

Who, having communicated to each other their respective full powers, found in good and due form, have agreed as follows:

ARTICLE I

It is agreed that the provisions of this Convention shall apply to the following, herein referred to as the Great Lakes: Lake Ontario, Lake Erie, Lake St. Clair, Lake Huron, Lake Michigan, Lake Superior, the connecting waters, bays, and component parts of each of these lakes, and the St. Lawrence River from Lake Ontario to the forty-fifth parallel of latitude. For the purposes of this Convention the St. Lawrence River from Lake Ontario to the forty-fifth parallel of latitude shall be treated as a lake of the Great Lakes.

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ARTICLE II

1. The High Contracting Parties agree to establish and maintain a joint commission, hereinafter referred to as the Commission, to be known as the International Commission for the Great Lakes Fisheries and to be composed of two National Sections, a Canadian Section and a United States Section.

2. Each High Contracting Party may also appoint an advisory committee for each lake consisting of representatives designated by each province or state, as the case may be, having jurisdiction on the lake.

3. The expenses of each Section and of each advisory committee shall be determined and paid by their respective governments: Provided that joint expenses incurred for administration. or research or for other purposes shall be paid by the two High Contracting Parties in equal shares.

4. The Commission, the National Sections and the advisory committees shall be constituted in accordance with and shall be governed by the provisions of the Schedule annexed to this Convention.

ARTICLE III

1. The Commission shall formulate and recommend specific research programs, which may be undertaken by the appropriate agencies of the two governments in collaboration with the Province of Ontario and the States of the United States of America concerned, as well as such other institutions and facilities as the Commission deems advisable, for observations and studies of the Great Lakes fisheries, to guide it in exercising its functions provided for in Article IV of this Convention. Such programs may include the collection and analysis of statistical information to reveal the current conditions and trends of the fishery resources, studies and appraisal of methods for increasing the abundance of fish by artificial propagation and other means, and studies of any factors that may affect the fisheries of the Great Lakes, including silting and pollution. The Commission shall take such further steps as it considers practicable to coordinate and develop research which it may deem of value in connection with the Great Lakes fisheries.

2. The High Contracting Parties agree that, within one year from the date of the exchange of the ratifications of this Convention, each of them will undertake such observations and studies, recommended by the Commission for joint or concurrent action, as they consider necessary for the effective guidance of the Commission in the exercise of its functions.

3. It is understood that nothing contained in this Convention or in the laws and regulations of the High Contracting Parties or of the Province of Ontario or of any state shall prohibit the Commission from conducting or authorizing fishing operations and biological experiments at any time for purposes of scientific investigation.

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ARTICLE IV

1. The Commission shall undertake to develop a comprehensive plan for the effective management of the fishery resources of the Great Lakes for the purpose of securing the maximum use of these resources consistent with their perpetuation.

2. The Commission may make regulations fixing:

(a) open and closed seasons;

(b) open and closed waters;

(c) the size limits for each species of fish;

(d) the time, methods and intensity of fishing;

(e) the type and specifications of the nets, gear, and apparatus and appliances which may be used;

(f) the methods of measurement;

(g) the extent and nature of stocking operations;

(h) the introduction of new species; and

(i) catch returns and other statistical records as may be necessary to give effect to the purposes of this Convention.

Regulations made under this section shall be uniform for each lake or equivalent in their effectiveness in the waters of each country as determined by the Commission. The Commission may from time to time make such regulations for each lake separately and may establish zones within a lake and make regulations for the various zones of that lake in accordance with differences in conditions. Regulations for a lake or for a zone within a lake shall be made with due regard to the necessary interdependence of such regulations with the regulations for other waters of the Great Lakes.

3. The Commission may make recommendations to the appropriate federal, provincial, state and local authorities regarding measures for dealing with such other factors affecting the Great Lakes fisheries, including silting and pollution, as are not included under section 2 of this Article.

4. The United States Section alone shall exercise all powers and functions of the Commission in matters relating to Lake Michigan having due regard to the necessary interdependence of regulations for that lake with those for the other lakes. The Commission shall likewise, with respect to the other lakes, have due regard to the regulations for and the conditions of Lake Michigan.

5. Regulations made by the Commission for United States waters, and by the United States Section for Lake Michigan, shall not become effective until approved by the President of the United States of America.

6. Regulations made by the Commission for Canadian waters shall not become effective until approved by the Governor General in Council.

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ARTICLE V

1. The High Contracting Parties agree to provide for the enforcement, whether directly or through provincial and state governments or by both means, within their respective waters of the regulations made and approved under this Convention.

2. It is understood that in United States waters the regulations for each lake may be enforced in the first instance by the enforcement agencies of the states bordering thereon within their respective jurisdictions and in Canadian waters by the appropriate enforcement agencies in the Province of Ontario.

3. The Commission shall keep itself informed as to the effectiveness of enforcement, shall report to the High Contracting Parties with respect to any charges, allegations or conditions of unsatisfactory enforcement of which it is aware, and may recommend to the High Contracting Parties measures for the improvement of enforcement. Except as to Lake Michigan, upon the complaint of either National Section with respect to enforcement in any area of the waters of the other country the government of that country will take appropriate action to enforce the regulations for that area and will continue such action so long as it deems necessary.

ARTICLE VI

Nothing in this Convention shall be construed as preventing either of the High Contracting Parties, subject to their respective constitutional arrangements, or the Province of Ontario or any of the states of the United States of America bordering on the Great Lakes from making or enforcing such laws or regulations within their respective jurisdictions as will give further protection to the fisheries of the Great Lakes and as are not inconsistent with the provisions of this Convention or with the regulations made and approved thereunder.

ARTICLE VII

The High Contracting Parties agree to provide, subject to their respective consitutional arrangements, for the prohibition of the shipment, transport, purchase, sale, import or export of fish taken from the Great Lakes in violation of the regulations made and approved under this Convention.

ARTICLE VIII

The High Contracting Parties agree that, subject to their respective constitutional arrangements, licenses to fish in the waters of the Great Lakes within the jurisdiction of any province or state may continue to be issued by such province or state in accordance with its laws and subject to such fees as it may fix, if such licenses and licensing are not inconsistent with the provisions of this Convention or with the regulations made and approved thereunder. Where licensing of fishing activities is necessary to give effect to the regulations made and approved under this Convention,

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and any province or state fails to establish or maintain licensing adequate for the successful control or management of any such fishing activity, the High Contracting Party having jurisdiction will take such measures as may be necessary to provide the needed licensing in the area of its waters affected.

ARTICLE IX

The High Contracting Parties agree to provide for the enactment and enforcement of such legislation as may be necessary to give effect to the provisions of this Convention and the regulations made and approved thereunder, with appropriate penalties for violations.

ARTICLE X

The present Convention shall be ratified by the President of the United States of America, by and with the advice and consent of the Senate thereof, and in respect of Canada by His Majesty in accordance with the constitutional practice, and it shall come into force on the date of the exchange of ratifications, which shall take place at Ottawa. The Convention shall continue in force for a period of ten years and thereafter until one year from the day on which either of the High Contracting Parties shall give notice to the other High Contracting Party of an intention of terminating the Convention.

IN WITNESS WHEREOF, the respective plenipotentiaries have signed the present Convention and have affixed their seals thereto.

DONE in duplicate at Washington the second day of April, one thousand nine hundred forty-six.

FOR CANADA:

(Seal) LESTER B. PEARSON,

H. FRANCIS G. BRIDGES.

FOR THE UNITED STATES OF AMERICA:

(Seal) DEAN ACHESON.

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SCHEDULE

SPECIAL PROVISIONS RELATING TO THE COMMISSION, THE NATIONAL SECTIONS AND THE ADVISORY COMMITTEES

1. The United States Section shall be composed of three members, one a representative of the fishery agency of the Government of the United States of America, the second a person chosen by the President of the United States of America from a list of two or more persons named by the states having jurisdiction on the Great Lakes, and the third a person duly qualified to represent the public at large by reason of knowledge of the fisheries of the Great Lakes.

2. The Canadian Section shall be composed of three members, one a representative of the public services of Canada, the second a representative of the public services of the Province of Ontario, and the third a person duly qualified to represent the public at large by reason of knowledge of the fisheries of the Great Lakes.

3. (a) Each High Contracting Party may fix the terms of service of its members of the Commission and of the members of any advisory committees established by it pursuant to Article II of the Convention.

(b) Each High Contracting Party may fix the composition of the membership of any such advisory committee established by it, in order to give adequate representation to provincial or state conservation and fishery agencies, commercial fishermen, sports fishermen, and the public at large; but the members of such advisory committee shall be designated by the province or states having jurisdiction on the lake concerned.

4. (a) At the first meeting of the Commission and at every second subsequent annual meeting thereafter the members shall select from among themselves a Chairman and a Secretary both of whom shall hold office for two years. The Chairman shall be selected from one National Section and the Secretary from the other National Section. The offices of Chairman and Secretary shall alternate biennially between the National Sections.

(b) In the event that the Chairman or the Secretary is not present at a meeting of the Commission the other members may appoint one of their number to act in his stead. In case the Chairman or the Secretary ceases to be a member of the Commission, the Commission shall select from the members of the same National Section a new Chairman or Secretary to hold office for the unexpired term.

(c) The Commission shall adopt suitable by-laws or provisions for the conduct of its meetings and for the exercise of the functions and duties vested in it by the Convention and may employ necessary personnel for the discharge of its functions.

5. Each member of the Commission shall have one vote and the Commission shall determine for each lake other than Lake Michigan by majority vote of the entire Commission the fishing regulations and other decisions with respect to such lake. With respect to Lake Michigan, each member of the United States Section shall have one vote and decisions shall be by majority vote.

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6. (a) Any advisory committee which, pursuant to Article II of the Convention, may be appointed by each Government for a particular lake, shall be invited to all non-executive meetings of the Commission or its respective National Sections at which matters concerning that lake are to be considered, and shall be given full opportunity to examine and to be heard on all proposed fishing regulations and other decisions relating to that lake.

(b) Regulations made by the Commission, or by the United States Section for Lake Michigan, shall be submitted forthwith to any pertinent advisory committee or committees and shall not be submitted to the Governor General of Canada or to the President of the United States of America for approval until after forty-five days from the day on which they were made, unless all the pertinent advisory committees express their consent to the regulations prior to such time. The advisory committee or committees shall consider such regulations and shall comment thereon to the Commission or to the United States Section for Lake Michigan. If prior to the expiration of the period of forty-five days the Commission shall be requested by any such advisory committee to reconsider such regulations or any portion thereof, the Commission or the United States Section for Lake Michigan shall undertake such reconsideration prior to submitting the regulations to the Governor General of Canada or to the President of the United States of America for approval.

(c) Emergency regulations and decisions may be made without opportunity for examination and recommendation by the pertinent advisory committee or committees. Such emergency regulations and decisions shall not be operative for more than one year and may not be renewed without full opportunity for examination and recommendation by the advisory committee or committees.

7. For the purpose of considering and making regulations regarding fishing in the Great Lakes, the Commission, or in the case of Lake Michigan the United States Section alone, shall meet at least twice a year and one of these meetings shall be designated by the Chairman and Secretary as the annual meeting. The date and place of the annual meeting and of such other meetings as may be necessary at any time shall be agreed upon by the Chairman and the Secretary except that only the representative of the United States of America holding the office of the Chairman or the Secretary shall call meetings of the United States Section for Lake Michigan.

8. Prior to any meeting at which regulations for any of the Great Lakes are to be voted upon, a hearing or hearings shall be held by the Commission, or in the case of Lake Michigan by the United States Section, at a place or places near that lake, which shall be open to fishermen and other persons in either country interested in the problems of that lake: Provided that in the event of emergency circumstances meetings may be held without such hearings. Nothing herein shall be deemed to prevent either National Section from holding hearings within its own country at its discretion.

9. The Commission shall publish biennially, or more frequently as it judges desirable, reports of its activities and recommendations, as well as such publications as it may see fit of a scientific nature or other public information, and may also arrange to publish the results of the research of collaborating and associated agencies.

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10. Regulations made and approved under Article IV of the Convention shall not become effective until one year from the date when the Convention comes into force.

11. For purposes of the application of the Convention and regulations made and approved thereunder, the Commission may determine the boundaries between the lakes, and between the waters specified in Article I of the Convention and waters flowing into or from such waters, and may also determine the lake or lakes of which the connecting waters or any part thereof shall be treated as forming a part.

12. The provisions of this Schedule may be revised and amended from time to time by the Commission: Provided that:

(a) any revision or amendment inconsistent with the provisions of this Schedule must be confirmed by an exchange of notes between the High Contracting Parties; and

(b) no revision or amendment inconsistent with the Convention, or which diminishes the extent or effectiveness of provincial or state participation and representation of provincial or state interests now provided under paragraphs 1, 2, 5, 6 and 8 of this Schedule, may be made by the Commission.

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Provisional.

CANADA

TREATY SERIES, 1946

No. 17

AGREEMENT
BETWEEN
CANADA AND THE UNITED KINGDOM
FOR THE
AVOIDANCE OF DOUBLE TAXATION
AND THE PREVENTION OF FISCAL EVASION
WITH RESPECT TO
TAXES ON INCOME

Signed in London, June 5, 1946

OTTAWA
1946

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AGREEMENT BETWEEN CANADA AND THE UNITED KINGDOM OF GREAT BRITAIN AND NORTHERN IRELAND FOR THE AVOIDANCE OF DOUBLE TAXATION AND THE PREVENTION OF FISCAL EVASION WITH RESPECT TO TAXES ON INCOME.

Signed in London, June 5, 1946

The Government of the United Kingdom of Great Britain and Northern Ireland and the Government of Canada, desiring to conclude an agreement for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income, have agreed as follows:-

ARTICLE I

(1) The taxes which are the subject of the present Agreement are -

(a) In Canada:
The income taxes, including sur-taxes, and excess profits tax imposed by Canada (hereinafter referred to as "Canadian tax").

(b) In the United Kingdom:
The income tax (including sur-tax), the excess profits tax and the national defence contribution (hereinafter referred to as "United Kingdom tax").

(2) The present Agreement shall also apply to any other taxes of a substantially similar character imposed by either Contracting Government subsequently to the date of signature of the present Agreement or by the Government of any territory to which the present Agreement is extended under Article XV.

ARTICLE II

(1) In the present Agreement, unless the context otherwise requires -

(a) The term "United Kingdom" means Great Britain and Northern Ireland excluding the Channel Islands and the Isle of Man.

(b) The terms "one of the territories" and "the other territory" mean the United Kingdom or Canada, as the context requires.

(c) The term "tax" means United Kingdom tax or Canadian tax, as the context requires.

(d) The term "person" includes any body of persons, corporate or not corporate.

(e) The term "company" includes any body corporate.

(f) The terms "resident of the United Kingdom and "resident of Canada" mean respectively any person who is resident in the United Kingdom for the purposes of United Kingdom tax and not resident in Canada for the purposes of Canadian tax and any person who is resident in Canada for the purposes

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of Canadian tax and not resident in the United Kingdom for the purposes of United Kingdom tax; and a company shall be regarded as resident in the United Kingdom if its business is managed and controlled in the United Kingdom and as resident in Canada if its business is managed and controlled in Canada.

(g) The terms "resident of one of the territories" and "resident of the other territory" mean a person who is a resident of the United Kingdom or a person who is a resident of Canada, as the context requires.

(h) The terms "United Kingdom enterprise" and "Canadian enterprise" mean respectively an industrial or commercial enterprise or undertaking carried on by a resident of the United Kingdom and an industrial or commercial enterprise or undertaking carried on by a resident of Canada; and the terms "enterprise of one of the territories" and "enterprise of the other territory" mean a United Kingdom enterprise or a Canadian enterprise, as the context requires.

(i) The term "permanent establishment", when used with respect to an enterprise of one of the territories, means a branch or other fixed place of business, but does not include an agency unless the agent has, and habitually exercises, a general authority to negotiate and conclude contracts on behalf of such enterprise or has a stock of merchandise from which he regularly fills orders on its behalf.

An enterprise of one of the territories shall not be deemed to have a permanent establishment in the other territory merely because it carries on business dealings in that other territory through a bona fide broker or general commission agent acting in the ordinary course of his business as such.

The fact that an enterprise of one of the territories maintains in the other territory a fixed place of business exclusively for the purchase of goods or merchandise shall not of itself constitute that fixed place of business a permanent establishment of the enterprise.

The fact that a company which is a resident of one of the territories has a subsidiary company which is a resident of the other territory or which is engaged in trade or business in that other territory (whether through a permanent establishment or otherwise) shall not of itself constitute that subsidiary company a permanent establishment of its parent company.

(2) The term "industrial or commercial profits", as used in the present Agreement, does not include income in the form of dividends, interest, rents or royalties, management charges, or remuneration for labour or personal services.

(3) In the application of the provisions of the present Agreement by one of the Contracting Governments any term not otherwise defined shall, unless the context otherwise requires, have the meaning which it has under the laws of that Contracting Government relating to the taxes which are the subject of the present Agreement.

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ARTICLE III

(1) The industrial or commercial profits of a United Kingdom enterprise shall not be subject to Canadian tax unless the enterprise is engaged in trade or business in Canada through a permanent establishment situated therein. If it is so engaged, tax may be imposed on those profits by Canada but only on so much of them as is attributable to that permanent establishment.

(2) The industrial or commercial profits of a Canadian enterprise shall not be subject to United Kingdom tax unless the enterprise is engaged in trade or business in the United Kingdom through a permanent establishment situated therein. If it so engaged, tax may be imposed on these profits by the United Kingdom, but only on so much of them as is attributable to that permanent establishment: Provided that nothing in this paragraph shall affect any provisions of the law of the United Kingdom regarding the imposition of excess profits tax and national defence contribution in the case of interconnected companies.

(3) Where an enterprise of one of the territories is engaged in trade or business in the other territory through a permanent establishment situated therein, there shall be attributed to such permanent establishment the industrial or commercial profits which it might be expected to derive if it were an independent enterprise engaged in the same or similar activities under the same or similar conditions and dealing at arm's length with the enterprise of which it is a permanent establishment.

(4) No portion of any profits arising from the sale of goods or merchandise by an enterprise of one of the territories shall be deemed to arise in the other territory by reason of the mere purchase of the goods or merchandise within that other territory.

(5) Where a company which is a resident of one of the territories derives profits or income from sources within the other territory, the Government of that other territory shall not impose any form of taxation on dividends paid by the company to persons not resident in that other territory, or any tax in the nature of an undistributed profits tax on undistributed profits of the company, by reason of the fact that those dividends or undistributed profits represent, in whole or in part, profits or income so derived.

ARTICLE IV

Where

(a) an enterprise of one of the territories participates directly or indirectly in the management, control or capital of an enterprise of the other territory, or

(b) The same persons participate directly or indirectly in the management, control or capital of an enterprise of one of the territories and an enterprise of the other territory, and

(c) In either case conditions are made or imposed between the two enterprises, in their commercial or financial relations, which differ from those which would be made between independent enterprises,

then any profits which would but for those conditions have accrued to one of the enterprises but by reason of those conditions have not so accrued may be included in the profits of that enterprise and taxed accordingly.

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ARTICLE V

Notwithstanding the provisions of Articles III and IV, profits which a resident of one of the territories derives from operating ships or aircraft shall be exempt from tax in the other territory.

ARTICLE VI

(1) The rate of Canadian tax on income (other than earned income) derived from sources within Canada by a resident of the United Kingdom who is subject to United Kingdom tax in respect thereof and not engaged in trade or business in Canada through a permanent establishment situated therein, shall not exceed 15 per cent.

(2) Notwithstanding the provisions of the foregoing paragraph, dividends paid to a company which is a resident of the United Kingdom by a Canadian company, all of whose shares (less directors' qualifying shares) which have under all circumstances full voting rights are beneficially owned by the former company, shall be exempt from Canadian tax:

Provided that exemption shall not be allowed if ordinarily more than one-quarter of the gross income of the Canadian company is derived from interest and dividends other than interest and dividends from any wholly-owned subsidiary company.

(3) Income (other than earned income) derived from sources within the United Kingdom by an individual who is a resident of Canada, subject to Canadian tax in respect of the income, and not engaged in trade or business in the United Kingdom through a permanent establishment situated therein, shall be exempt from United Kingdom sur-tax.

ARTICLE VII

Copyright royalties and other like payments made in respect of the production or reproduction of any literary, dramatic, musical or artistic work (but not including rents or royalties in respect of motion picture films) and derived from sources within one of the territories by a resident of the other territory who is liable to tax in that other territory in respect thereof and not engaged in trade or business in the first-mentioned territory through a permanent establishment situated therein, shall be exempt from tax in that first-mentioned territory.

ARTICLE VIII

(1) Remuneration (other than pensions) paid by one of the Contracting Governments to any individual for services rendered to that Contracting Government in the discharge of governmental functions shall be exempt from tax in the territory of the other Contracting Government if the individual is not ordinarily resident in that territory or is ordinarily resident in that territory solely for the purpose of rendering those services.

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(2) Any pension paid by one of the Contracting Governments to any individual for services rendered to that Contracting Government in the discharge of governmental functions shall be exempt from tax in the territory of the other Contracting Government, if immediately prior to the cessation of those services the remuneration therefor was exempt from tax in that territory, whether under paragraph (1) of this Article or otherwise, or would have been exempt under that paragraph if the present Agreement had been in force at the time when the remuneration was paid.

(3) The provisions of this Article shall not apply to payments in respect of services rendered in connection with any trade or business carried on by either of the Contracting Governments for purposes of profit.

ARTICLE IX

(1) An individual who is a resident of the United Kingdom shall be exempt from Canadian tax on profits or remuneration in respect of personal (including professional) services performed within Canada in any taxation year if -

(a) he is present within Canada for a period or periods not exceeding in the aggregate 183 days during that year, and

(b) the services are performed for or on behalf of a person resident in the United Kingdom, and

(c) the profits or remuneration are subject to United Kingdom tax.

(2) An individual who is a resident of Canada shall be exempt from United Kingdom tax on profits or remuneration in respect of personal (including professional) services performed within the United Kingdom in any year of assessment if -

(a) he is present within the United Kingdom for a period or periods not exceeding in the aggregate 183 days during that year, and

(b) the services are performed for or on behalf of a person resident in Canada, and

(c) the profits or remuneration are subject to Canadian tax.

(3) The provisions of this Article shall not apply to the profits or remuneration of public entertainers such as stage, motion picture or radio artists, musicians and athletes.

ARTICLE X

(1) Any pension (other than a pension paid by the Government of Canada for services rendered to it in the discharge of governmental functions) and any annuity, derived from sources within Canada by an individual who is a resident of the United Kingdom and subject to United Kingdom tax in respect thereof, shall be exempt from Canadian tax.

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(2) Any pension (other than a pension paid by the Government of the United Kingdom for services rendered to it in the discharge of governmental functions) and any annuity; derived from sources within the United Kingdom by an individual who is a resident of Canada and subject to Canadian tax in respect thereof, shall be exempt from United Kingdom tax.

(3) The term "annuity" means a stated sum payable periodically at stated times, during life or during a specified or ascertainable period of time, under an obligation to make the payments in consideration of money paid.

ARTICLE XI

A professor or teacher from one of the territories who receives remuneration for teaching, during a period of temporary residence not exceeding two years, at a university, college, school or other educational institution in the other territory, shall be exempt from tax in that other territory in respect of that remuneration.

ARTICLE XII

A student or business apprentice from one of the territories who is receiving full-time education or training in the other territory shall be exempt from tax in that other territory on payments made to him by persons in the first-mentioned territory for the purposes of his maintenance, education or training.

ARTICLE XIII

(1) Subject to the provisions of the law of the United Kingdom regarding the allowance as a credit against United Kingdom tax of tax payable in a territory outside the United Kingdom, Canadian tax payable in respect of income from sources within Canada shall be allowed as a credit against any United Kingdom tax payable in respect of that income. Where such income is an ordinary dividend paid by a Canadian debtor, the credit shall take into account (in addition to any Canadian income tax chargeable directely or by deduction in respect of the dividend) the Canadian income tax payable in respect of its profits by the company paying the dividend, and where it is a dividend paid on participating preference shares and representing both a dividend at a fixed rate to which the shares are entitled and an additional participation in profits, the Canadian income tax so payable by the company shall likewise be taken into account in so far as the dividend exceeds that fixed rate.

(2) For the purposes of the foregoing paragraph and of the aforesaid provisions of the law of the United Kingdom, so much of the tax chargeable under the law of Canada relating to excess profits tax as is chargeable otherwise than by reference to excess profits shall be treated as income tax and not as excess profits tax.

(3) Subject to the provisions of the law of Canada regarding the deduction from tax payable in Canada of tax paid in a territory outside Canada, United Kingdom tax payable in respect of income from sources within the United Kingdom shall be deducted from any

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Canadian tax payable in respect of that income. Where such income is an ordinary dividend paid by a company resident in the United Kingdom, the deduction shall take into account (in addition to any United Kingdom income tax appropriate to the dividend) the United Kingdom national defence contribution payable by the company in respect of its profits, and where it is a dividend paid on participating preference shares and representing both a dividend at the fixed rate to which the shares are entitled and an additional participation in profits, the national defence contribution so payable by the company shall likewise be taken into account in so far as the dividend exceeds that fixed rate.

(4) For the purposes of this Article, profits or remuneration for personal (including professional) services performed in one of the territories shall be deemed to be income from sources within that territory, and the services of an individual whose services are wholly or mainly performed in ships or aircraft operated by a resident of one of the territories shall be deemed to be performed in that territory.

ARTICLE XIV

(1) The taxation authorities of the Contracting Governments shall exchange such information (being information available under the respective taxation laws of the Contracting Governments) as is necessary for carrying out the provisions of the present Agreement or for the prevention of fraud or the administration of statutory provisions against legal avoidance in relation to the taxes which are the subject of the present Agreement. Any information so exchanged shall be treated as secret and shall not be disclosed to any persons other than those concerned with the assessment and collection of the taxes which are the subject of the present Agreement. No information shall be exchanged which would disclose any trade secret or trade process.

(2) The taxation authorities of the Contracting Governments may consult together as may be necessary for the purpose of carrying out the provisions of the present Agreement and, in particular, the provisions of Articles III and IV.

(3) As used in this Article, the term "taxation authorities" means, in the case of Canada, the Minister of National Revenue or his authorized representative; in the case of the United Kingdom, the Commissioners of Inland Revenue or their authorized representative; and, in the case of any territory to which the present agreement is extended under Article XV, the competent authority for the administration in such territory of the taxes to which the present Agreement applies.

ARTICLE XV

(1) Either of the Contracting Governments may, on the coming into force of the present Agreement or at any time thereafter while it continues in force, by a written notification of extension given to the other Contracting Government, declare its desire that the operation of the present Agreement shall extend, subject to such modification as may be necessary, to all or any of its colonies, overseas territories, protectorates, or territories in respect of which it exercises a mandate or trusteeship, which impose

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taxes substantially similar in character to those which are the subject of the present Agreement. The present Agreement shall, subject to such modifications (if any) as may be specified in the notification, apply to the territory or territories named in such notification on the date or dates specified in the notification (not being less than sixty days from the date of the notification) or, if no date is specified in respect of any such territory, on the sixtieth day after the date of the notification, unless, prior to the date on which the Agreement would otherwise become applicable to a particular territory, the Contracting Government to whom notification is given shall have informed the other Contracting Government in writing that it does not accept the notification as to that territory. In the absence of such extension, the present Agreement shall not apply to any such territory.

(2) At any time after the expiration of one year from the entry into force of an extension under paragraph (1) of this Article, either of the Contracting Governments may, by written notice of termination given to the other Contracting Government, terminate the application of the present Agreement to any territory to which it has been extended under paragraph (1), and in that event the present Agreement shall cease to apply, six months after the date of the notice, to the territory or territories named therein, but without affecting its continued application to Canada, the United Kingdom or to any other territory to which it has been extended under paragraph (1) hereof.

(3) In the application of the present Agreement in relation to any territory to which it is extended by notification by the United Kingdom or Canada, references to the "United Kingdom" or, as the case may be, "Canada" shall be construed as references to that territory.

(4) The termination in respect of Canada or the United Kingdom of the present Agreement under Article XVIII shall, unless otherwise expressly agreed by both Contracting Governments, terminate the application of the present Agreement to any territory to which the Agreement has been extended by Canada or the United Kingdom.

(5) The provisions of the preceding paragraphs of this Article shall apply to the Channel Islands and the Isle of Man as if they were colonies of the United Kingdom.

ARTICLE XVI

The present Agreement shall come into force on the date on which the last of all such things shall have been done in the United Kingdom and Canada as are necessary to give the Agreement the force of law in the United Kingdom and Canada respectively, and shall thereupon have effect -

(a) in Canada as respects income taxes, including surtaxes, for the taxation year 1946 and subsequent years, and as respects excess profits tax for any fiscal period beginning on or after the first day of January, 1946, and for the unexpired portion of any fiscal period current at that date;

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(b) in the United Kingdom, as respects income tax for the year of assessment beginning on the 6th day of April, 1946, and subsequent years; as respects sur-tax for the year of assessment beginning on the 6th day of April, 1945, and subsequent years; and as respects excess profits tax and national defence contribution for any chargeable accounting period beginning on or after the first day of January, 1946, and for the unexpired portion of any chargeable accounting period current at that date.

ARTICLE XVII

The present Agreement shall be deemed to have superseded the Agreements made on the 8th day of May, 1930, and the 3rd day of October, 1935, between the Government of the United Kingdom and the Government of Canada for reciprocal exemption from income tax in certain cases of profits accruing from the business of shipping and profits or gains accruing through an agency respectively, and those Agreements shall cease to have effect -

(a) in Canada, for the taxation year 1946 and subsequent years;

(b) in the United Kingdom, as respects income tax for the year of assessment beginning on the 6th day of April, 1946, and subsequent years, and as respects sur-tax for the year of assessment beginning on the 6th day of April, 1945, and subsequent years.

ARTICLE XVIII

(1) The present Agreement shall continue in effect indefinitely but either of the Contracting Governments may, on or before the 30th day of June in any calendar year after the year 1947, give notice of termination to the other Contracting Government and, in such event, the present Agreement shall cease to be effective -

(a) in Canada, as respects income taxes, including sur-taxes, for any taxation year ending in or after the calendar year next following that in which such notice is given, and as respects excess profits tax for any fiscal period beginning on or after the first day of January in the calendar year next following that in which such notice is given and for the unexpired portion of any fiscal period current at that date;

(b) in the United Kingdom, as respects income tax for any year of assessment beginning on or after the 6th day of April in the calendar year next following that in which such notice is given; as respects sur-tax for any year of assessment beginning on or after the 6th day of April in the calendar year in which such notice is given; and as respects excess profits tax or national defence contribution for any chargeable accounting period beginning on or after the first day of January in the calendar year next following that in which such notice is given and for the unexpired portion of any chargeable accounting period current at that date.

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(2) The termination of the present Agreement shall not have the effect of reviving any agreement or arrangement abrogated by the present Agreement or by agreements previously concluded between the Contracting Governments.

IN WITNESS whereof the undersigned, duly authorized thereto, have signed the present agreement and have affixed thereto their seals.

DONE at London, in duplicate, on the fifth day of June, one thousand nine hundred and forty-six.

For the Government of
the United Kingdom:

Hugh Dalton

For the Government of
Canada:

W.L. Mackenzie King

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CANADA

TREATY SERIES, 1946

No.18

AGREEMENT
BETWEEN
CANADA AND THE UNITED KINGDOM
FOR THE
AVOIDANCE OF DOUBLE TAXATION
AND THE PREVENTION OF FISCAL EVASION
WITH RESPECT TO
DUTIES ON THE ESTATES OF DECEASED PERSONS

Signed in London, June 5, 1946

OTTAWA
1946

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AGREEMENT BETWEEN CANADA AND THE UNITED KINGDOM OF GREAT BRITAIN AND NORTHERN IRELAND FOR THE AVOIDANCE OF DOUBLE TAXATION AND THE PREVENTION OF FISCAL EVASION WITH RESPECT TO DUTIES ON THE ESTATES OF DECEASED PERSONS.

Signed in London, June 5, 1946.

The Government of the United Kingdom, of Great Britain and Northern Ireland and the Government of Canada, desiring to conclude an agreement for the avoidance of double taxation and the prevention of fiscal evasion with respect to duties on the estates of deceased persons, have agreed as follows:-

ARTICLE I

(1) The duties which are the subject of the present Agreement are:-

(a) In the United Kingdom, the estate duty imposed in Great Britain, and

(b) In Canada, the succession duty imposed by Canada.

(2) The present Agreement shall also apply to any other duties of a substantially similar character imposed by either Contracting Government subsequent to the date of signature of the present Agreement or by the Government of any territory to which the present Agreement is extended under Article VIII or applies under Article IX.

ARTICLE II

(1) In the present Agreement, unless the context otherwise requires -

(a) The term "United Kingdom" means Great Britain and Northern Ireland.

(b) The term "Great Britain" means England, Wales and Scotland, and does not include the Channel Islands or the Isle of Man.

(c) The term "territory" when used in relation to one or the other Contracting Government means Great Britain or Canada, as the context requires.

(d) The term "duty" means the estate duty imposed in Great Britain or the succession duty imposed by Canada, as the context requires.

(2) In the application of the provisions of the present Agreement by one of the Contracting Governments, any term not otherwise defined shall, unless the context otherwise requires have the meaning which it has under the laws of that Contracting Government relating to the duties which are the subject of the present Agreement.

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ARTICLE III

Where a person dies domiciled in any part of the territory of one Contracting Government, the situs of any of the following rights or interests, legal or equitable, which for the purposes of duty form or are deemed to form part of the estate of such person or pass or are deemed to pass in his death, shall, for the purposes of the imposition of duty and for the purposes of the credit to be allowed under Article V, be determined exclusively in accordance with the following rules, but in cases not within such rules the situs of such rights or interest shall be determined for these purposes in accordance with the laws in force in the territory of the other Contracting Government:-

(a) Rights or interests (otherwise than by way of security) in or over immovable property shall be deemed to be situated at the place where such property is located;

(b) Rights or interests (otherwise than by way of security) in or over tangible movable property, other than such property for which specific provision is hereinafter made, and in or over bank or currency notes, other forms of currency recognised as legal tender in the place of issue, negotiable bills of exchange and negotiable promissory notes, shall be deemed to be situated at the place where such property, notes, currency or documents are located at the time of death, or, if in transitu, at the place of destination;

(c) Debts, secured or unsecured and whether under seal or not, excluding the forms of indebtedness for which specific provision is made herein, shall be deemed to be situated at the place where the debtor was resident at the time of death;

(d) Bank accounts shall be deemed to be situated at the branch at which the account was kept;

(e) Securities issued by any government, municipality or public authority shall be deemed, if in bearer form, to be situated at the place where they are located at the time of death and, if inscribed or registered, to be situated at the place of inscription or registration;

(f) Shares, stock, debentures or debenture stock in a company (including any such property held by a nominee, whether the beneficial ownership is evidenced by scrip certificates or otherwise) shall be deemed to be situated at the place where the company was incorporated;

(g) Monies payable under a policy of assurance or insurance, whether under seal or not, shall be deemed to be situated at the place where the policy provided that the monies shall be payable or, in the absence of any such provision, at the head office of the company;

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(h) Shares in a partnership shall be deemed to be situated at the place where the business is principally carried on;

(i) Ships and aircraft and shares thereof shall be deemed to be situated at the place of registration of the ship or aircraft;

(j) Goodwill as a trade, business or professional asset shall be deemed to be situated at the place where the trade, business or profession to which it pertains is carried on;

(k) Patents, trade marks and designs shall be deemed to be situated at the place where they are registered;

(l) Copyright, franchises, and rights or licences to use any copyrighted material, patent, trade mark or design shall be deemed to be situated at the place where the rights arising therefrom are exercisable;

(m) Rights or causes of action ex delicto surviving for the benefit of an estate of a deceased person shall be deemed to be situated at the place where such rights or causes of action arose;

(n) Judgment debts shall be deemed to be situated at the place where the judgment is recorded;

Provided that if, apart from this paragraph, duty would be imposed by one Contracting Government on any property which is situated in its territory and passes under a disposition not governed by its law, this paragraph shall not apply to such property unless, by reason of its application or otherwise, duty is imposed or would but for some specific exemption be imposed thereon by the other Contracting Government.

ARTICLE IV

(1) In determining the amount on which duty is to be computed, permitted deductions shall be allowed in accordance with the law in force in the territory in which the duty is imposed.

(2) Where duty is imposed by one Contracting Government on the death of a person who was not domiciled at the time of his death in any part of the territory of that Contracting Government but was domiciled in some part of the territory of the other Contracting Government, no account shall be taken, in determining the amount or rate of the duty so imposed, of property situated outside the former territory; provided that this paragraph shall not apply as respects duty imposed in Great Britain in the case of property passing under a disposition governed by the law of Great Britain.

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ARTICLE V

(1) Where one Contracting Government imposes duty by reason of a deceased person being domiciled in some part of its territory at the time of his death, that Contracting Government shall allow against so much of its duty (as otherwise computed) as is attributable to property situated in the territory of the other Contracting Government a credit (not exceeding the amount of the duty so attributable) equal to so much of the duty imposed in the territory of the other Contracting Government as is attributable to such property.

(2) Where Great Britain imposes duty on property passing under a disposition governed by its law, that Contracting Government shall allow a credit similar to that provided by the preceding paragraph of this Article.

(3) Where each Contracting Government imposes duty on any property which is deemed under Article III to be situated outside the territories of both Contracting Governments, each Contracting Government shall allow against so much of its duty (as otherwise computed) as is attributable to the property a credit which bears the same proportion to the amount of its duty so attributable or to the amount of the other Contracting Government's duty attributable to the same property, whichever is the less, as the former amount bears to the sum of both amounts.

(4) For the purposes of this Article, the amount of the duty of a Contracting Government attributable to any property shall be ascertained after taking into account any credit, allowance or relief, or any remission or reduction of duty, otherwise than in respect of duty payable in the territory of the other Contracting Government.

ARTICLE VI

(1) Any claim for a credit or for a refund of duty founded on the provisions of the present Agreement shall be made within six years from the date of the death of the deceased person in respect of whose estate the claim is made, or, in the case of a reversionary interest where payment of duty is deferred until the date on which the interest falls into possession, within six years from that date.

(2) Any such refund shall be made without payment of interest on the amount so refunded.

ARTICLE VII

(1) The taxation authorities of the Contracting Governments shall exchange such information (being information available under the respective taxation laws of the Contracting Governments) as is necessary for carrying out the provisions of the present Agreement or for the prevention of fraud or the administration of statutory provisions against legal avoidance in relation to the duties which are the subject of the present

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Agreement. Any information so exchanged shall be treated as secret and shall not be disclosed to any person other than those concerned with the assessment and collection of the duties which are the subject of the present Agreement. No information shall be exchanged which would disclose any trade secret or trade process.

(2) As used in this Article, the term "taxation authorities" means, in the case of Great Britain, the Commissioners of Inland Revenue or their authorized representative; in the case of Canada, the Minister of National Revenue or his authorized representative; in the case of Northern Ireland (to which the present Agreement applies under Article IX) the Minister of Finance or his authorized representative; and, in the case of any territory to which the present Agreement is extended under Article VIII, the competent authority for the administration in such territory of the duties to which the present Agreement applies.

ARTICLE VIII

(1) Either of the Contracting Governments may, on the coming into force of the present Agreement or at any time thereafter while it continues in force, by a written notification of extension given to the other Contracting Government, declare its desire that the operation of the present Agreement shall extend, subject to such modifications as may be necessary, to all or any of its colonies, overseas territories, protectorates, or territories in respect of which it exercises a mandate or trusteeship, which impose duties substantially similar in character to those which are the subject of the present Agreement. The present Agreement shall, subject to such modifications (if any) as may be specified in the notification, apply to the territory or territories named in such notification as to the estates of persons dying on or after the date or dates specified in the notification (not being less than sixty days from the date of the notification) or, if no date is specified in respect of any such territory, on or after the sixtieth day after the date of such notification, unless, prior to the date on which the Agreement would otherwise become applicable to a particular territory, the Contracting Government to whom notification is given shall have informed the other Contracting Government in writing that it does not accept the notification as to that territory. In the absence of such extension, the present Agreement shall not apply to any such territory.

(2) At any time after the expiration of one year from the entry into force of an extension under paragraph (1) of this Article, either of the Contracting Governments may, by written notice of termination given to the other Contracting Government, terminate the application of the present Agreement to any territory to which it has been extended under paragraph (1), and in that event the present Agreement shall cease to apply as to the estates of persons dying on or after the date or dates (not being earlier than the sixtieth day after the date of such notice) specified in such notice, or, if no date is specified, on or after the sixtieth day after the date of such notice, to the territory or territories named therein, but without affecting its continued application to Great Britain, Canada,

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or to any other territory to which it has been extended under paragraph (1) hereof.

(3) In the application of the present Agreement in relation to any territory to which it is extended by the United Kingdom or Canada, references to "Great Britain" or, as the case may be, "Canada", or to the territory of one (or of the other) Contracting Government, shall be construed as references to the first mentioned territory.

(4) The provisions of the preceding paragraphs of this Article shall apply to the Channel Islands and the Isle of Man as if they were colonies of the United Kingdom.

ARTICLE IX

The present Agreement shall apply in relation to the estate duty imposed in Northern Ireland as it applies in relation to the estate duty imposed in Great Britain, but shall be separately terminable in respect of Northern Ireland by the same procedure as is laid down in paragraph (2) of Article VIII.

ARTICLE X

The present Agreement shall come into force on the date on which the last of all such things shall have been done in the United Kingdom and Canada as are necessary to give the Agreement the force of law in the United Kingdom and Canada respectively, and the Agreement shall be effective only as to -

(a) the estates of persons dying on or after that date; and

(b) the estate of any person dying before that date and after the 31st day of December, 1944, whose personal representative elects, in such manner as may be prescribed, that the provisions of the present Agreement shall be applied to his estate.

ARTICLE XI

(1) The present Agreement shall remain in force for not less than three years after the date of its coming into force.

(2) If not less than six months before the expiration of such period of three years, neither of the Contracting Governments shall have given to the other Contracting Government written notice of its intention to terminate the present Agreement, the Agreement shall remain in force after such period of three years until either of the Contracting Governments shall have given written notice of such intention, in which event the present Agreement shall not be effective as to the estates of persons dying on or after the date (not being earlier than the sixtieth day after the date of such notice) specified in such notice, or, if no date is specified, on or after the sixtieth day after the date of such notice.

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IN WITNESS whereof the undersigned, duly authorised thereto, have signed the present Agreement and have affixed thereto their seals.

DONE at London, in duplicate, on the fifth day of June thousand nine hundred and forty-six.

For the Government of the United Kingdom:

Hugh Dalton

For the Government of Canada:

W. L. Mackenzie King.

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~~Confidential~~ ~~Provisional~~

CANADA

TREATY SERIES, 1946

No. 34

AGREEMENT
BETWEEN
CANADA AND NEWFOUNDLAND
ON
AIR TRANSPORT BETWEEN CANADA AND NEWFOUNDLAND

Signed at St.John's July 29, 1946

In force July 29, 1946

OTTAWA
1946

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AGREEMENT BETWEEN THE GOVERNMENTS OF CANADA AND NEWFOUNDLAND ON AIR TRANSPORT BETWEEN CANADA AND NEWFOUNDLAND

Signed at St.John's July 29, 1946

The Governments of Canada and Newfoundland agree:

Article I

That an airline designated by the Government of Canada shall have the right to pick up and set down in Newfoundland, traffic carried between Canada and Newfoundland, and any other traffic which the Government of Newfoundland from time to time indicate.

Article II

That the Government of Newfoundland shall grant permits for the duration of this Agreement, to the designated Canadian airline for the operation of a regional service between Canada and Newfoundland and for the operation over Newfoundland territory of a trans-Atlantic service.

Article III

For the purpose of this Agreement Trans-Canada Air Lines shall be deemed the airline designated by the Government of Canada.

Article IV

That the two Governments shall consult in respect of any further arrangements or agreements affecting the carriage of traffic by air on regional services between Newfoundland and North America.

Article V

The service provided by the designated Canadian airline on the regional operation between Newfoundland and Canada and the rates and regulations for the carriage of traffic thereon shall be comparable to those offered by Trans-Canada Air Lines in Canada; any fees which the Government of Newfoundland charges the designated Canadian airline for the use of bases and facilities in connection with the operation of this service shall be comparable to those charged Trans-Canada Air Lines in Canada.

Article VI

The conditions covering the carriage of mail by air to and from Newfoundland by the designated Canadian airline shall be agreed by the postal authorities of Canada and Newfoundland from time to time.

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Article VII

The operation of the designated Canadian airline shall be conducted in accordance with the air customs and immigration regulations prevailing from time to time in Newfoundland and Canada.

Article VIII

The Government of Newfoundland shall exempt from customs duties and taxes all aircraft, engines, parts and accessories, radio, motor tank trucks, material for original construction and equipment of hangars and buildings at the aerodromes, and all other equipment necessary for the operation of its services which may be imported by the designated Canadian airline or by the Government of Canada, provided that this exemption from duties shall not apply to vehicles or equipment of any class used on public highroads other than motor tank trucks, nor to other articles or materials not specified above, e.g. office supplies and equipment, consumable stores, wearing apparel of all kinds, foodstuffs imported by or for the Company or to be used in any hostel or by its employees or passengers.

Article IX

The Government of Newfoundland shall permit the entry, free of duty and taxes, of special aviation fuel and petroleum products necessary for the operation of the aircraft on the services.

Article X

The Canadian Government shall have the right to operate an airfield in Newfoundland at Goose Bay and the airline services referred to in Article II may use this airfield and the airfield at Gander as regular or alternate points of call, it being understood that the terminal of the local service to Newfoundland shall be Torbay, unless otherwise agreed.

Article XI

At the airfield at Goose Bay the Government of Canada may construct buildings required for the administration of the airfield and the accommodation of personnel and traffic and may grant concessions for the operation of these buildings. In the granting of concessions and in the employment of labour at the field the Government of Canada shall, wherever possible, give priority to citizens of Newfoundland.

Article XII

In the event that the Government of Canada desires to use the airfield at Buchans for regional services, the Government of Canada may take the necessary steps to provide the accommodation and facilities necessary for the administration of the airfield,

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for personnel and traffic, and for the operation of such buildings as may be required. In the granting of concessions and in the employment of labour at the field the Government of Canada shall, wherever possible, give priority to citizens of Newfoundland.

Article XIII

Civil aircraft of Newfoundland shall have the right to use the airfield at Buchans on terms no less favourable than those applying to Canadian civil aircraft.

Article XIV

Any landing fees collected at Goose Bay and Buchans shall inure to the Government of Canada. Any profits arising out of the operation of these airfields shall be paid to the Government of Newfoundland.

Article XV

At any other air bases in Newfoundland which may be made available for commercial traffic, the Government of Canada shall be granted most favoured nation treatment.

Article XVI

The airfields at Goose Bay, Torbay and Buchans shall be made available as alternate bad weather airports for the air services of other nations on trans-Atlantic operations. The airfield at Torbay may also be designated by the Government of Newfoundland as a terminal for regional air services originating in North America. Additional commercial use over and above these designations may be determined by the two Governments from time to time.

Article XVII

This Agreement and all contracts connected therewith shall be registered with the Provisional International Civil Aviation Organization set up under the Interim Agreement on International Civil Aviation done at Chicago on December 7, 1944.

Article XVIII

If either Government considers it desirable to modify any provision or provisions of this Agreement, such modification may be made by direct agreement between the competent air authorities of the contracting parties, confirmed by exchange of notes.

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Article XIX

Any dispute between the two Governments relating to the interpretation or application of this Agreement shall be referred for decision to the Interim Council in accordance with the provisions of Article III, Section 6(8), of the Interim Agreement on International Civil Aviation done at Chicago on December 7, 1944, unless the Governments agree to settle the dispute by referring to an arbitral tribunal appointed by agreement between them, or to some other person or body. The Governments undertake to comply with the decision given.

Article XX

When the Convention on International Civil Aviation signed at Chicago on December 7, 1944, comes into operation in respect of both the two Governments, references in this Agreement to the Interim Agreement and the Interim Council shall be interpreted as references to the Convention and the Council. In the event of the conclusion of any other multilateral convention concerning air transport to which both Governments adhere, this Agreement shall be modified to conform with the provisions of such convention.

Article XXI

This Agreement shall continue in force subject to amendment from time to time as may be agreed by the two Governments, and subject to cancellation on twelve months' notice by either party.

Article XXII

This Agreement shall come into force on the date of signature.

Done in St. John's, Newfoundland, in duplicate this 29th day of July 1946.

For the Government of Canada:

J.S. MACDONALD.

For the Government of Newfoundland:

J.S. NEIL.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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Peace Treaties
Italy, etc

C231411

FOR IMMEDIATE PUBLICATION

DEPARTMENT OF THE SECRETARY OF STATE OF CANADA

PRESS RELEASE

Ottawa, November 7, 1947.

Canadian citizens having claims under negotiable instruments against nationals of Italy, Roumania, Hungary and Finland are reminded by the Secretary of State of Canada that it is advisable for them to comply with the customary formalities respecting presentation, notice and protest set out under Annex XVI "C" of the Peace Treaty with Italy, and Annex V "C" of each of the Peace Treaties with Roumania, Hungary and Finland as follows:

"1. As between enemies, no negotiable instrument made before the war shall be deemed to have become invalid by reason only of failure within the required time to present the instrument for acceptance or payment, or to give notice of non-acceptance or non-payment to drawers or endorsers, or to protest the instrument, nor by reason of failure to complete any formality during the war.

2. Where the period within which a negotiable instrument should have been presented for acceptance or for payment, or within which notice of non-acceptance or non-payment should have been given to the drawer or endorser, or within which the instrument should have been protested, has elapsed during the war, and the party who should have presented or protested the instrument or have given notice of non-acceptance or non-payment has failed to do so during a war, a period of not less than three months from the coming into force of the present Treaty shall be allowed within which presentation, notice of non-acceptance or non-payment, or protest may be made.

3. If a person has, either before or during the war, incurred obligations under a negotiable instrument in consequence of an undertaking given to him by a person who has subsequently become an enemy, the latter shall remain liable to indemnify the former in respect of these obligations notwithstanding the outbreak of war."

Press Release No. 37, of the Department of External Affairs, dated September 20, 1947, announced that the Peace Treaty with Italy came into force on September 15th, 1947, and the Treaties with Roumania, Hungary and Finland on September 19th, 1947.

The above formalities should be completed through the usual banking or other private channels.

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C231412

PRESS RELEASE

INFORMATION DIVISION
DEPARTMENT OF EXTERNAL AFFAIRS
OTTAWA - CANADA

NO. 73.

FOR IMMEDIATE PUBLICATION

December 18, 1947.

The Department of External Affairs announced today that under the peace treaties which Canada has signed with Italy, Roumania and Hungary, the Governments of these respective countries have undertaken to hand back all allied looted property at present within their territories, or held in third countries in the names of persons under their jurisdiction.

Canadian residents who may be interested in this provision of the peace treaties are reminded by the Department of External Affairs that claims for the restitution of such property should be submitted immediately to the Government of the allied country from which the property was removed. The Government of that allied country in turn, must present the claim to the ex-enemy Government concerned within a period of six months from the effective date of the peace treaty. So far as Canada is concerned, this period will expire in the case of Italy on March 15, 1948, and in the case of Roumania and Hungary on March 19, 1948.

Canadians are reminded that only identifiable property removed by force or duress is eligible for restitution. There is no need to refer these claims to the Canadian Government. They should be referred directly to the Government of the country from which the property was removed, through private commercial or legal channels.

In this regard, all three peace treaties are similar. The relevant Articles are as follows: Treaty of Peace with Italy, Article 75; Treaty of Peace with Roumania, Article 23; and Treaty of Peace with Hungary, Article 24. Those clauses which would seem to apply to individuals as distinct from governments in Article 75 of the Italian treaty read as follows:-

"1. Italy accepts the principles of the United Nations Declaration of January 5, 1943, and shall return, in the shortest possible time, property removed from the territory of any of the United Nations.

2. The obligation to make restitution applies to all identifiable property at present in Italy which was removed by force or duress by any of the axis powers from the territory of any of the United Nations, irrespective of any subsequent transactions by which the present holder of any such property has secured possession.

3. The Italian Government shall return the property referred to in this Article in good order and, in this connection, shall bear all costs in Italy relating to labour, materials and transport.

4. The Italian Government shall co-operate with the United Nations in, and shall provide at its own expense all necessary facilities for, the search for and restitution of property liable to restitution under this Article.

5. The Italian Government shall take the necessary measures to effect the return of property covered by this Article held in any third country by persons subject to Italian jurisdiction.

/The....

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6. Claims for the restitution of property shall be presented to the Italian Government by the Government of the country from whose territory the property was removed, it being understood that rolling stock shall be regarded as having been removed from the territory to which it originally belonged. The period during which such claims may be presented shall be six months from the coming into force of the present Treaty.

7. The burden of identifying the property and of proving ownership shall rest on the claimant Government, and the burden of proving that the property was not removed by force or duress shall rest on the Italian Government."

It is suggested that any persons desiring more complete information on the texts of these three peace treaties, should write to the King's Printer and Controller of Stationery, Ottawa, for copies of the treaties. The citations are the following: The Treaty of Peace with Italy, Canada Treaty Series, 1947, No. 4; The Treaty of Peace with Roumania, Canada Treaty Series, 1947, No. 6; and the Treaty of Peace with Hungary, Canada Treaty Series, 1947, No. 5.

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C231414

GOVERNMENT OF CANADA

PRESS RELEASE

INFORMATION DIVISION
DEPARTMENT OF EXTERNAL AFFAIRS
OTTAWA - CANADA

NO. 74.

FOR IMMEDIATE PUBLICATION

December 18, 1947.

Canadian citizens who may have had legal rights and interests in Italy, Roumania, Hungary and Finland, or who may own property in those countries, are reminded by the Department of External Affairs, that under the peace treaties with these countries, the respective Governments have undertaken to restore to Canadians all such legal rights as they existed on the date of Canada's entry into war with each of those countries. Moreover, these Governments have undertaken to restore all Canadian property as it now exists to the rightful owners. If it is impossible to restore the property in complete good order, the ex-enemy Government concerned is to pay compensation in local currency, to the extent of two-thirds of the value of the damage sustained.

The only persons entitled to consideration under these treaties, are those who possessed Canadian nationality at the date of the armistice between Canada and the country concerned, and have retained that nationality up until the date of the coming into force of the peace treaty with that country. So far as Canada is concerned, the date of the armistice with Italy was September 3, 1943; with Roumania, September 12, 1944; with Hungary, January 20, 1945; and with Finland, September 19, 1944. So far as Canada is concerned, the peace treaty with Italy came into force September 15, 1947, and those with Roumania, Hungary and Finland on September 19, 1947.

Any Canadians who are interested in this portion of the treaties are advised to take immediate steps through regular private commercial or legal channels to obtain restoration of their property rights in these countries. At this time there is no necessity to refer the matter to the Canadian Government. When the information is available, the Department of External Affairs, in a subsequent press release, will advise concerning the name and address of the agency set up by each ex-enemy Government to handle claims arising under this part of the peace treaty.

In this respect, the provisions of the four peace treaties are the same. It is dealt with in Article 78 of the Italian Treaty, Article 24 of the Roumanian Treaty, Article 25 of the Finnish Treaty and Article 26 of the Hungarian Treaty. Article 78 of the peace treaty with Italy reads:

> "In so far as Italy has not already done so, Italy shall restore all legal rights and interests in Italy of the United Nations and their nationals as they existed on June 10, 1940, and shall return all property in Italy of the United Nations and their nationals as it now exists.
>
> 2. The Italian Government undertakes that all property, rights and interests passing under this Article shall be restored free of all encumbrances and charges of any kind to which they may become subject as a result of the war and without the imposition of any charges by the Italian Government in connection with their return. The Italian Government shall nullify all measures, including seizures, sequestration or control, taken

/by it.....

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GOVERNMENT OF CANADA

PRESS RELEASE

INFORMATION DIVISION
DEPARTMENT OF EXTERNAL AFFAIRS
OTTAWA - CANADA

NO. 74. FOR IMMEDIATE PUBLICATION

December 18, 1947.

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The only persons entitled to consideration under these treaties, are those who possessed Canadian nationality at the date of the armistice between Canada and the country concerned, and have retained that nationality up until the date of the coming into force of the peace treaty with that country. So far as Canada is concerned, the date of the armistice with Italy was September 3, 1943; with Roumania, September 12, 1944; with Hungary, January 20, 1945; and with Finland, September 19, 1944. So far as Canada is concerned, the peace treaty with Italy came into force September 15, 1947, and those with Roumania, Hungary and Finland on September 19, 1947.

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>
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by it against United Nations property between June 10, 1940, and the coming into force of the present Treaty. In cases where the property has not been returned within six months from the coming into force of the present Treaty, application shall be made to the Italian authorities not later than twelve months from the coming into force of the present Treaty, except in cases in which the claimant is able to show that he could not file his application within this period.

3. The Italian Government shall invalidate transfers involving property, rights and interests of any description belonging to United Nations nationals, where such transfers resulted from force or duress exerted by Axis Governments or their agencies during the war.

4. (a) The Italian Government shall be responsible for the restoration to complete good order of the property returned to United Nations nationals under paragraph 1 of this Article. In cases where property cannot be returned or where, as a result of the war, a United Nations national has suffered a loss by reason of injury or damage to property in Italy, he shall receive from the Italian Government compensation in lire to the extent of two-thirds of the sum necessary, at the date of payment, to purchase similar property or to make good the loss suffered. In no event shall United Nations nationals receive less favourable treatment with respect to compensation than that accorded to Italian nationals.

(b) United Nations nationals who hold, directly or indirectly, ownership interests in corporations or associations which are not United Nations nationals within the meaning of paragraph 9 (a) of this Article but which have suffered a loss by reason of injury or damage to property in Italy, shall receive compensation in accordance with sub-paragraph (a) above. This compensation shall be calculated on the basis of the total loss or damage suffered by the corporation or association and shall bear the same proportion to such loss or damage as the beneficial interests of such nationals in the corporation or association bear to the total capital thereof.

(c) Compensation shall be paid free of any levies, taxes or other charges. It shall be freely usable in Italy but shall be subject to the foreign exchange control regulations which may be in force in Italy from time to time.

(d) The Italian Government shall grant United Nations nationals an indemnity in lire at the same rate as provided in sub-paragraph (a) above to compensate them for the loss or damage due to special measures applied to their property during the war, and which were not applicable to Italian property. This sub-paragraph does not apply to a loss of profit.

5. All reasonable expenses incurred in Italy in establishing claims, including the assessment of loss or damage, shall be borne by the Italian Government.

6. United Nations nationals and their property shall be exempted from any exceptional taxes, levies or imposts imposed on their capital assets in Italy by the Italian Government or

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any Italian authority between September 3, 1943, and the coming into force of the present Treaty for the specific purpose of meeting charges arising out of the war or of meeting the costs of occupying forces or of reparation payable to any of the United Nations. Any sums which have been so paid shall be refunded.

7. Notwithstanding the territorial transfers provided in the present Treaty, Italy shall continue to be responsible for loss or damage sustained during the war by property in ceded territory or in the Free Territory of Trieste belonging to United Nations nationals. The obligations contained in paragraphs 3, 4, 5 and 6 of this Article shall also rest on the Italian Government in regard to property in ceded territory and in the Free Territory of Trieste of United Nations nationals except in so far as this would conflict with the provisions of paragraph 14 of Annex X and paragraph 14 of Annex XIV of the present Treaty.

8. The owner of the property concerned and the Italian Government may agree upon arrangements in lieu of the provisions of this Article.

9. As used in this Article:

(a) "United Nations nationals" means individuals who are nationals of any of the United Nations, or corporations or associations organised under the laws of any of the United Nations, at the coming into force of the present Treaty, provided that the said individuals, corporations or associations also had this status on September 3, 1943, the date of the Armistice with Italy.

The term "United Nations nationals" also includes all individuals, corporations or associations which, under the laws in force in Italy during the war, have been treated as enemy;

(b) "Owner" means the United Nations national, as defined in sub-paragraph (a) above, who is entitled to the property in question, and includes a successor of the owner, provided that the successor is also a United Nations national as defined in sub-paragraph (a). If the successor has purchased the property in its damaged state, the transferor shall retain his rights to compensation under this Article, without prejudice to obligations between the transferor and the purchaser under domestic law;

(c) "Property" means all movable or immovable property, whether tangible or intangible, including industrial, literary and artistic property, as well as all rights or interests of any kind in property. Without prejudice to the generality of the foregoing provisions, the property of the United Nations and their nationals includes all seagoing and river vessels, together with their gear and equipment, which were either owned by United Nations or their nationals, or registered in the territory of one of the United Nations, or sailed under the flag of one of the United Nations, and which, after June 10, 1940, while in Italian waters, or after they had been forcibly brought into Italian waters, either were placed under the control of the Italian authorities as enemy property or

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ceased to be at the free disposal in Italy of the United Nations or their nationals, as a result of measures of control taken by the Italian authorities in relation to the existence of a state of war between members of the United Nations and Germany."

It is suggested that any persons or corporations desiring more complete information on the texts of these Peace Treaties should write to the King's Printer and Controller of Stationery, Ottawa, for copies of the Treaties. Citations are as follows:-

The Treaty of Peace with Italy, - Canada Treaty Series, 1947, No. 4.

The Treaty of Peace with Roumania, Canada Treaty Series, 1947, No. 6.

The Treaty of Peace with Hungary, Canada Treaty Series, 1947, No. 5.

The Treaty of Peace with Finland, Canada Treaty Series, 1947, No. 7.

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GOVERNMENT OF CANADA

PRESS RELEASE

INFORMATION DIVISION
DEPARTMENT OF EXTERNAL AFFAIRS
OTTAWA - CANADA

NO. 75

FOR IMMEDIATE PUBLICATION

December 30, 1947.

Owing to the war, persons who were enemies may have been unable to bring actions, take measures with respect to the conserving of property or to prevent lapse of time from depriving them of certain rights. Canadian citizens or corporations who, by reason of the war, were deprived of taking legal action to preserve their rights to property in Italy, Roumania, Hungary or Finland are reminded by the Department of External Affairs of the provisions set out under Annex XVI "B" of the Italian Peace Treaty and Annex V "B" of each of the Peace Treaties with Roumania, Hungary and Finland. In this matter of "periods of prescription", the four Treaties are similar. The text of Annex XVI "B" of the Italian Treaty is:-

> "1. All periods of prescription or limitation of right of action or of the right to take conservatory measures in respect of relations affecting persons or property, involving United Nations nationals and Italian nationals who, by reason of the state of war, were unable to take judicial action or to comply with the formalities necessary to safeguard their rights, irrespective of whether these periods commenced before or after the outbreak of war, shall be regarded as having been suspended, for the duration of the war, in Italian territory on the one hand, and on the other hand in the territory of those United Nations which grant to Italy, on a reciprocal basis, the benefit of the provisions of this paragraph. These periods shall begin to run again on the coming into force of the present Treaty. The provisions of this paragraph shall be applicable in regard to the periods fixed for the presentation of interest or dividend coupons or for the presentation for payment of securities drawn for repayment or repayable on any other ground.
>
> 2. Where, on account of failure to perform any act or to comply with any formality during the war, measures of execution have been taken in Italian territory to the prejudice of a national of one of the United Nations, the Italian Government shall restore the rights which have been detrimentally affected. If such restoration is impossible or would be inequitable, the Italian Government shall provide that the United Nations national shall be afforded such relief as may be just and equitable in the circumstances."

In press release No. 37, dated September 20, 1947, the Department of External Affairs announced that the Peace Treaty with Italy came into force on September 15, 1947, and the Treaties with Roumania, Hungary and Finland on September 19, 1947.

It is suggested that any persons or corporations desiring more complete information on the texts of these four Peace Treaties, should write to the King's Printer and Controller of Stationery, Ottawa, for copies of these Treaties. References are as follows: The Treaty of Peace with Italy, Canada Treaty Series 1947, No. 4. The Treaty of Peace with Roumania, Canada Treaty Series, 1947, No. 6. The Treaty of Peace with Hungary, Canada Treaty Series, 1947, No. 5. The Treaty of Peace with Finland, Canada Treaty Series, 1947, No. 7.

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GOVERNMENT OF CANADA

PRESS RELEASE

INFORMATION DIVISION
DEPARTMENT OF EXTERNAL AFFAIRS
OTTAWA - CANADA

NO. 17 FOR IMMEDIATE PUBLICATION

February 25, 1948

The Department of External Affairs announced today that under provisions of treaties of peace signed with three countries -- Italy, Roumania and Finland -- Canada has the right to re-examine the decisions of all of their prize courts held during the Second World War.

In the event Canada finds that the decisions of these courts were not in conformity with international law, the Governments concerned are required to set the decisions aside and revise them according to the wishes of the Canadian Government. All three treaties of peace in this matter are substantially the same.

At the same time, the Department announced that provisions are contained in the treaties of peace with Italy, Roumania, Hungary and Finland for the revision of judgments by public courts. The Governments of these four countries are obliged to enable the nationals of the United Nations to submit for review any judgment where the national has been unable adequately to present his case, either as plaintiff or defendant.

This obligation is imposed on the Government concerned during the period of one year, commencing from the date of the coming into force of the treaties of peace concerned. With respect to Italy, this period expires March 15, 1948, and with respect to Roumania, Hungary and Finland, the period expires March 19, 1948.

The reference in each treaty of peace in connection with prize courts is as follows:

Annex XVII A of the treaty of peace with Italy and

Annex VI A of the treaties of peace with Roumania and Finland.

The reference in each treaty of peace with respect to the public court judgments is as follows:

Annex XVII B of the treaty of peace with Italy

Annex VI of the treaty of peace with Hungary, and

Annex VI B of each of the treaties of peace with Roumania and Finland

Annex XVII of the treaty of peace with Italy on the subject of Prize Courts and Judgments reads:

"A. Prize Courts

Each of the Allied and Associated Powers reserves the right to examine, according to a procedure to be established by it, all decisions and orders of the Italian Prize Courts in cases involving ownership rights of its nationals, and to recommend to the Italian Government that revision shall be undertaken of such of those decisions or orders as may not be in conformity with international law.

/"The...

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"The Italian Government undertakes to supply copies of all documents comprising the records of these cases, including the decisions taken and orders issued, and to accept all recommendations made as a result of the examination of the said cases, and to give effect to such recommendations.

"B. Judgments

The Italian Government shall take the necessary measures to enable nationals of any of the United Nations at any time within one year from the coming into force of the present Treaty to submit to the appropriate Italian authorities for review any judgment given by an Italian court between June 10, 1940, and the coming into force of the present Treaty in any proceeding in which the United Nations national was unable to make adequate presentation of his case either as plaintiff or defendant. The Italian Government shall provide that, where the United Nations national has suffered injury by reason of any such judgment, he shall be restored in the position in which he was before the judgment was given or shall be afforded such relief as may be just and equitable in the circumstances. The term 'United Nations nationals' includes corporations or associations organized or constituted under the laws of any of the United Nations."

It is suggested that any persons or corporations desiring more complete information on the texts of these four peace treaties, should write to the King's Printer and Controller of Stationery, Ottawa, for copies of these treaties. References are as follows:

The Treaty of Peace with Italy, Canada Treaty Series, 1947, No. 4.

The Treaty of Peace with Roumania, Canada Treaty Series, 1947, No. 6.

The Treaty of Peace with Hungary, Canada Treaty Series, 1947, No. 5.

The Treaty of Peace with Finland, Canada Treaty Series, 1947, No. 7.

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GOVERNMENT OF CANADA

PRESS RELEASE

INFORMATION DIVISION
DEPARTMENT OF EXTERNAL AFFAIRS
OTTAWA - CANADA

NO. 48

FOR IMMEDIATE RELEASE

June 14, 1948.

The Department of External Affairs reminds Canadian citizens who have claims for restoration and rehabilitation of their property situated in Hungary, Roumania or Finland that, in order to avoid any risk of forfeiting their rights under Treaties of Peace with these countries, a formal claim must be filed with these respective Governments not later than September 19, 1948. Claimants should communicate without delay with the Department of External Affairs, Ottawa, for information on the procedure to be followed. Claimants are advised that, notwithstanding any action taken previously by them, applications for restoration of property must now be resubmitted.

In order to allow time for the transmission of such claims, all completed submissions should be sent to the Department of External Affairs before July 31, 1948.

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NAR/ET
17 July,1943

C231422

MEMORANDUM FOR THE PRIME MINISTER:

Japanese Treaty Act,1913

I am enclosing copy of a memorandum I gave you on this subject on March 24th, 1942 together with a copy of a draft Bill for the repeal of the Japanese Treaty Act,1913. I do not know whether this memorandum was considered in Council,but on March 28th I received a memorandum from you instructing me to inform the Attorney General of British Columbia that there was no need at the present to take action to repeal the Act. I attach copy of my letter of April 2nd to the Deputy Attorney General of British Columbia.

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Dept. of External Affairs

Mar.24/42
JER/B

EXTERNAL AFFAIRS RECORDS
File No. 694-39C
Sub. 9 Chron. 9 Filed

File
XB12

C231423

NOTE FOR THE PRIME MINISTER

THE JAPANESE TREATY ACT, 1913

1. The Deputy Attorney General of British Columbia brought to the attention of the Department of Justice the question of repealing the Japanese Treaty Act, 1913.

2. This is a routine matter, and a draft has been prepared and submitted to the Law Clerk of the House of Commons for printing. Following the ordinary procedure, Dr. Ollivier will send the matter to Council for consideration.

3. As soon as copies of the bill are available they will be sent to the Prime Minister. In the meantime, a typewritten copy of the draft in its present form is transmitted for information.

20/3/42

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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March 20, 1942.
KBB/MB

copy sent to P.M. mar. 24/42

EXTERNAL AFFAIRS RECORD
File No. 694-39c
Sub. 1 Chron. 1 Filed

DRAFT BILL

AN ACT TO REPEAL THE JAPANESE TREATY ACT, 1913.

His Majesty, by and with the advice and consent of the Senate and House of Commons of Canada, C231421 enacts as follows:-

1. THE JAPANESE TREATY ACT, 1913, chapter twenty-seven of the Statutes of Canada, 1913, is repealed.

EXPLANATORY NOTE

The Treaty of Commerce and Navigation, signed by the United Kingdom and Japan on April 3, 1911, was adhered to by Canada on May 1, 1913, and the Japanese Treaty Act, 1913, which declared the Treaty to have the force of law in Canada, was assented to on April 10th, 1913.

In accordance with accepted principles of international law, the Treaty is considered to have terminated on the commencement of hostilities with Japan on December 7th, 1941. As the Japanese Treaty Act, 1913, makes no provision for its automatic repeal on termination of the Treaty, it is expedient to enact a repealing statute.

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COPY

File No.694-39C

DEPARTMENT OF EXTERNAL AFFAIRS
CANADA

Ottawa, April 2,1942

C231425

Dear Sir:

May I refer to your letter,under your file No. C-95-3, dated March 13,1942, addressed to the Deputy Minister of Justice with regard to the Japanese Treaty Act,1913.

By reason of the war, the Japanese Treaty has been terminated. Consideration has been given to the question whether the Act should be repealed. It is thought that there is no need to take legislative action at present, but the situation will be reviewed later if it appears to be desirable.

Yours sincerely,

N.A.ROBERTSON

Under-Secretary of State for
External Affairs

E.Pepler,Esquire,K.C.,
Deputy Attorney General of
British Columbia,
Victoria B.C.

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NAR/ET
17 July,1943

MEMORANDUM FOR THE PRIME MINISTER:

C231426

On July 12th(Hansard p.4780) Mr.Green said -

"I presume that the fact that Canada is at war would cancel the Japanese Treaty,but I do not know whether it would repeal the Statute..... I should like to know if consideration has been given to having this Act repealed. It would seem to me that this is a step which should be taken".

You said(Hansard p.4781)

"In connection with treaties,war puts an end. I am not sufficient of a legal authority to say off-hand whether the provision of a Statute which relates to these matters may simultaneously be regarded as coming to an end,but I shall endeavour to get definite information on that point. I certainly think in effect it would be at an end. If it is not, there would appear to be no reason why it should not be repealed".

You may wish to give the following supplementary reply to Mr.Green:

The Treaty of Commerce and Navigation,signed by the United Kingdom and Japan on April 3,1911,was adhered to by Canada on May 1,1913,and the Japanese Treaty Act,1913, which declared the Treaty to have the force of law in Canada,was assented to on April 10th,1913.

In accordance with accepted principles of international law, the Treaty is considered to have terminated on the commencement of hostilities with Japan on December 7th,1941. As the Japanese Treaty Act,1913,makes no provision for its automatic repeal on termination of the Treaty, the Government proposes to introduce a repealing statute at a suitable time.

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C231427

JUL 20 1943

Fourth Session, Nineteenth Parliament, 7 George VI, 1943.

THE HOUSE OF COMMONS OF CANADA.

BILL .

An Act to repeal The Japanese Treaty Act, 1913.

First reading, July , 1943.

THE MINISTER OF JUSTICE.

OTTAWA
EDMOND CLOUTIER
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
85703 1943

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C231428

4th Session, 19th Parliament, 7 George VI, 1943.

THE HOUSE OF COMMONS OF CANADA.

BILL .

An Act to repeal the Japanese Treaty Act, 1913.

HIS Majesty, by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows:—

Act repealed.

1. *The Japanese Treaty Act, 1913*, chapter twenty-seven of the statutes of 1913, is repealed.

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EXPLANATORY NOTE.

The Treaty of Commerce and Navigation, signed by the United Kingdom and Japan on April 3, 1911, was adhered to by Canada on May 1, 1913, and The Japanese Treaty, Act, 1913, which declared the Treaty to have the force of law in Canada, was assented to on April 10, 1913.

In accordance with accepted principles of international law, the Treaty was considered to have terminated on the commencement of hostilities with Japan, on December 7, 1941; one year's notice of intention to terminate the Treaty in accordance with the provisions of Article XXVII thereof had already been given on July 26, 1941 and this notice took effect on July 26, 1942. As the Japanese Treaty Act, 1913, makes no provision for its automatic repeal on termination of the Treaty, it is expedient to enact a repealing statute.

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C231430

MAR 26 1942

Third Session, Nineteenth Parliament, 6 George VI, 1942.

THE HOUSE OF COMMONS OF CANADA.

BILL .

An Act to repeal The Japanese Treaty Act, 1913.

First reading, March 00, 1942.

THE PRIME MINISTER.

OTTAWA
EDMOND CLOUTIER
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
49025 1942

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C231431

3rd Session, 19th Parliament, 6 George VI, 1942.

THE HOUSE OF COMMONS OF CANADA.

BILL .

An Act to repeal the Japanese Treaty Act, 1913.

HIS Majesty, by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows:—

Act repealed.

1. *The Japanese Treaty Act, 1913*, chapter twenty-seven of the statutes of 1913, is repealed.

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EXPLANATORY NOTE.

The Treaty of Commerce and Navigation, signed by the United Kingdom and Japan on April 3, 1911, was adhered to by Canada on May 1, 1913, and The Japanese Treaty Act, 1913, which declared the Treaty to have the force of law in Canada, was assented to on April 10, 1913.

In accordance with accepted principles of international law, the Treaty is considered to have terminated on the commencement of hostilities with Japan, on December 7, 1941. As the Japanese Treaty Act, 1913, makes no provision for its automatic repeal on termination of the Treaty, it is expedient to enact a repealing statute.

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USM in C

NAR/SR
5.8.42

IMPORTANT

MEMORANDUM FOR THE PRIME MINISTER

C231433

Attached is a draft of a message which the President of the United States proposes to address to the Governor General on the anniversary of the signing of the Webster-Ashburton Treaty, August 9th. They plan to make the message public in the evening papers of Saturday, August 8th.

This draft was left with me this afternoon by Mr. Lewis Clark, the United States Charge d'Affaires, to give us an opportunity of preparing a message in acknowledgment which, I suppose, could be released simultaneously.

I can't think of an exact precedent for an exchange of messages of this kind between the President of the United States and the Governor General of Canada. In recent years the President has exchanged greetings and messages on a number of occasions with Heads of States, and I do not think any exception could be taken on grounds of constitutional principle to his proposal to exchange messages with the Governor General.

I have not yet informed Government House, and would be glad to have your instructions in the matter.

8-8-42

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DRAFT OF A MESSAGE TO BE SIGNED BY THE PRESIDENT AND ADDRESSED TO THE EARL OF ATHLONE, GOVERNOR GENERAL OF CANADA AND DATED AUGUST 9, 1942.

August 9, 1942 - One hundred years ago today a famous treaty was signed by Daniel Webster and Lord Ashburton. This treaty was intended to settle, and did settle, the boundaries between the United States and the then British colony which is today Canada. It ended disputes which had troubled the relations of Britain, Canada and the United States for years. Among other things it provided for the suppression of the African slave trade.

The Webster-Ashburton treaty proved to be one of the most successful settlements in modern history. It was a settlement between neighbors who thereby became good neighbors. It was a settlement built on goodwill and common sense. The fruits of it have been a growing friendship and brotherhood between the United States, Great Britain and Canada, and the well-being of the citizens of all of these nations.

No greater contrast is possible than to place this

method

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C231435

method of settlements of goodwill beside the ruthless and insane attempt to create a world system by conquest and brutality.

I take pleasure in remembering that this treaty which has been a firm foundation of Canadian-American friendship, had a wide outlook; and that it represented agreement that the oppression of humanity by the slave trade should no longer be continued. In 1842 this was a bold step forward and it shows that in 2042 the measures of human improvement which we seek today will appear to be as obvious as the measures which our predecessors took against the traffic in human souls.

It is fitting that upon the centenary of the signature of the Webster-Ashburton treaty on August 9, 1942, I convey to you on behalf of the people of the United States of America the warm greetings of neighbors and of brothers in arms. Our two countries now with the other United Nations are devoting their lives and their fortunes to the preservation and extension of the process of law and goodwill which this treaty so plainly represents.

August 5, 1942.

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US Min C

NAR/SR
6.8.42

MEMORANDUM FOR THE PRIME MINISTER

C231422

I spoke to Mr. Lewis Clark, the United States Charge d'Affaires, about the proposed exchange of messages on the anniversary of the Webster-Ashburton Treaty in the sense you suggested, and read him the following passage from Keenleyside's book "Canada and the United States", page 186:

> "The legend of 'the sacrifice of Canadian interests' here had its start, and it has been propagated in school texts, in serious histories, and on platform and forum, almost to the present hour. Mr. Kingsford, whose copious volumes are still read by some Canadians, speaks of Lord Ashburton, 'whose name to this day is never uttered in Canada without contempt and shame'. Unjust as such accusations are, it is, nevertheless, a fact that many Canadians still consider the Ashburton Treaty of 1842 to be the first and most important instance of the loss of Canadian rights due to the complacency of Great Britain and the crooked diplomacy of the United States. And, in this way, the Maine-New Brunswick boundary dispute has held, in Canada, an importance that would be totally inexplicable judged solely by the value of the geographical prize involved."

He quite appreciated the doubtful appropriateness of an exchange of official messages on the anniversary of such an occasion and is advising Washington accordingly. I think we can regard the matter as closed.

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CONVENTION FOR THE AVOIDANCE OF DOUBLE TAXATION BETWEEN THE UNITED STATES OF AMERICA AND CANADA

The Government of Canada and the Government of the United States of America, being desirous of avoiding double taxation and of preventing fiscal evasion in the case of estate taxes and succession duties, have decided to conclude a Convention and for that purpose have appointed as their Plenipotentiaries:

W.L. Mackenzie King, Secretary of State for External Affairs, and Colin W.G. Gibson, Minister of National Revenue, for Canada;

Ray Atherton, Ambassador Extraordinary and Plenipotentiary of the United States of America at Ottawa, for the United States of America.

Who, having communicated to one another their full powers found in good and due form, have agreed upon the following Articles:

ARTICLE I

1. The taxes referred to in this Convention are:

(a) for the United States of America;
the Federal estate taxes;

(b) for Canada:
the taxes imposed under the Dominion Succession Duty Act.

2. In the event of appreciable changes in the fiscal laws of either contracting State, the competent authorities of the contracting States will consult together.

ARTICLE II

1. Real property situated in Canada shall be exempt from the application of the taxes imposed by the United States of America.

2. Real property situated in the United States of America shall be exempt from the application of the taxes imposed by Canada.

3. The question whether rights relating to or secured by real property are to be considered as real property for the purposes of this Convention shall be determined in accordance with the laws of the contracting State imposing the tax.

ARTICLE III

1. Shares in a corporation organized in or under the laws of the United States of America, of any of the States or territories of the United States of America, or of the District of Columbia, shall be deemed to be property situated within the United States of America.

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2. Shares in a corporation organized in or under the laws of Canada, or of any of the provinces or territories of Canada, shall be deemed to be property situated within Canada.

3. This Article shall not be construed as limiting the liability of the estate of any person not domiciled in Canada or of any citizen of the United States of America, under the estate tax laws of the United States of America.

ARTICLE IV

1. The situs of property shall be determined in accordance with the laws of the contracting State imposing the tax, except as otherwise provided in this Convention.

2. Allowances for debts shall be determined in accordance with the laws of the contracting State imposing the tax.

3. Domicile shall be determined in accordance with the laws of the contracting State imposing the tax.

ARTICLE V

1. In the case of a decedent who at the time of his death was a citizen of, or domiciled in, the United States of America, the United States of America may include in the gross estate any property (other than real property) situated in Canada as though this Convention had not come into effect.

2. In the case of a decent (other than a citizen of the United States of America) who at the time of his death was domiciled in Canada, the United States of America shall, in imposing the taxes to which this Convention relates:

(a) take into account only property situated in the United States of America; and

(b) allow as an exemption an amount which bears the same ratio to the personal exemption allowed in the case of a decedent who was at the time of his death a citizen of, or domiciled in, the United States of America as the value of the property of such decedent situated in the United States of America bears to the value of the property included in the entire gross estate of the decedent.

3. In the case of a decedent who at the time of his death was domiciled in Canada, Canada may include in the gross estate any property (other than real property) situated in the United States of America as though this Convention had not come into effect.

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4. In the case of a decedent who at the time of his death was domiciled in the United States of America, Canada shall, in imposing the taxes to which this Convention relates:

(a) take into account only property situated in Canada; and

(b) allow as an exemption an amount which bears the same ratio to the personal exemption allowed in the case of a decedent who was at the time of his death domiciled in Canada as the value of the property of such decedent situated in Canada bears to the entire value of the property, wherever situated.

ARTICLE VI

1. In the case of a decedent who at the time of his death was a citizen of or domiciled in the United States of America, the United States of America shall impose the estate taxes to which this Convention relates upon the following conditions:

(a) In respect of property situated in Canada which, for the purpose of estate taxes, is included in the gross estate, less such property as is specifically deducted therefrom (either because of transfer for public, charitable, educational, religious or similar uses or because the property has been previously taxed under provisions of law relating to property previously taxed) there shall be allowed against the estate taxes a credit for Canadian succession taxes in respect of the property situated in Canada, the situs of such property being determined in accordance with the laws of Canada, subject to the provisions of this Convention.

(b) The portion of the Canadian succession taxes to be allowed as a credit against United States estate taxes shall be an amount which bears the same ratio to the total Canadian succession taxes as the value of the property situated in Canada and with respect to which estate taxes are imposed by the United States of America bears to the total value of the property with respect to which succession taxes are imposed by Canada.

(c) The credit in any such case shall not exceed an amount which bears the same ratio to such estate taxes, computed without the credit provided for herein, as the value of the property situated in Canada and not excluded or deducted from the gross estate as provided in (a) bears to the value of the entire gross estate.

(d) The values referred to in (c) are the values determined by the United States of America for the purpose of estate taxes.

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(e) The credit provided for herein shall apply after the application of section 813 (b) of the Internal Revenue Code, as amended by the Revenue Act of 1942.

2. In the case of a decedent who at the time of his death was domiciled in Canada, Canada shall impose the succession taxes to which this Convention relates upon the following conditions:

(a) In respect of property situated in the United States of America which, for the purpose of succession taxes, is included in the gross estate, less such property as is specifically deducted therefrom (because of transfer for charitable, educational, religious or similar uses), there shall be allowed against the succession taxes a credit for United States estate taxes in respect of the property situated in the United States of America, the situs of such property being determined in accordance with the laws of the United States of America, subject to the provisions of this Convention.

(b) The portion of the United States estate taxes to be allowed as a credit against Canadian succession taxes shall be an amount which bears the same ratio to the total United States estate taxes as the value of the property situated in the United States of America and with respect to which succession taxes are imposed by Canada bears to the total value of the property with respect to which estate taxes are imposed by the United States of America.

(c) The credit in any such case shall not exceed an amount which bears the same ratio to such succession taxes, computed without the credit provided for herein, as the value of the property situated in the United States of America and not excluded or deducted from the gross estate as provided in (a) bears to the entire value of the property, wherever situated.

(d) The values referred to in (c) are the values determined by Canada for the purpose of succession taxes.

3. (a) The credit referred to in this Article may be allowed by the United States of America if claim therefor is filed within the periods provided in section 813(b) of the Internal Revenue Code, as amended.

(b) The credit referred to in this Article may be allowed by Canada if claim therefor is filed within the period provided by subsection 4 of section 35 of the Dominion Succession Duty Act relating to refund of overpayment.

(c) A refund based on the credit may be made if a claim therefor is filed within the respective periods above provided.

(d) Any refund based on the provisions of this Article or any other provisions of this Convention shall be made without interest.

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ARTICLE VII

1. With a view to the prevention of fiscal evasion each of the contracting States undertakes to furnish to the other contracting State, as provided in the succeeding Articles of this Convention, the information which its competent authorities have at their disposal or are in a position to obtain under its revenue laws in so far as such information may be of use to the authorities of the other contracting State in the assessment of the taxes to which this Convention relates.

2. The information to be furnished under this Article, whether in the ordinary course or on request, may be exchanged directly between the competent authorities of the two contracting States.

ARTICLE VIII

1. The Commissioner shall notify the Minister as soon as practicable when the Commissioner ascertains that in the case of:

(a) a decedent, any part of whose estate is subject to the Federal estate tax laws, there is property of such decedent situated in Canada:

(b) a decedent domiciled in Canada, any part of whose estate is subject to the Dominion Succession Duty Act, there is property of such decedent situated in the United States of America.

2. The Minister shall notify the Commissioner as soon as practicable when the Minister ascertains that in the case of:

(a) a decedent, any part of whose estate is subject to the Dominion Succession Duty Act, there is property of such decedent situated in the United States of America:

(b) a decedent domiciled in the United States of America, any part of whose estate is subject to the Federal estate tax laws, there is property of such decedent situated in Canada.

ARTICLE IX

1. If the Minister deems it necessary to obtain the cooperation of the Commissioner in determination of the succession tax liability of any person, the Commissioner may, upon request, furnish the Minister such information bearing upon the matter as the Commissioner is entitled to obtain under the revenue laws of the United States of America.

2. If the Commissioner deems it necessary to obtain the cooperation of the Minister in the determination of the estate tax liability of any person, the Minister may, upon request, furnish the Commissioner such information bearing upon the matter as the Minister is entitled to obtain under the revenue laws of Canada.

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ARTICLE X

The competent authorities of the contracting States may:

(a) prescribe regulations to carry into effect this Convention within the respective States and rules with respect to the exchange of information;

(b) if doubt arises, settle questions of interpretation or application of this Convention by mutual agreement:

(c) communicate with each other directly for the purpose of giving effect to the provisions of this Convention.

ARTICLE XI

If any fiduciary or beneficiary can show that double taxation has resulted or may result in respect of the taxes to which this Convention relates, such fiduciary or beneficiary shall be entitled to lodge a claim or protest with the State of citizenship or domicile of such fiduciary or beneficiary, or, if a corporation or other entity, with the State in which created or organized. If the claim or protest should be deemed worthy of consideration, the competent authority of such State may consult with the competent authority of the other State to determine whether the alleged double taxation exists or may occur and if so whether it may be avoided in accordance with the terms of this Convention.

ARTICLE XII

The provisions of this Convention shall not be construed to restrict in any manner any exemption, deduction, credit or other allowance accorded by the laws of one of the contracting States in the determination of the tax imposed by such State.

ARTICLE XIII

1. As used in this Convention:

(a) The term "Minister" means the Minister of National Revenue of Canada or his duly authorized representative.

(b) the term "Commissioner" means the Commissioner of Internal Revenue of the United States of America, or his duly authorized representative.

(c) The term "competent authority" or "competent authorities" means the Commissioner and the Minister and their duly authorized representatives.

2. When used in a geographical sense:

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(a) The terms "United States of America" includes only the states, the Territory of Alaska, the Territory of Hawaii, and the District of Columbia.

(b) the term "Canada" means the provinces, the territories and Sable Island.

ARTICLE XIV

1. This Convention shall be ratified and the instruments of ratification shall be exchanged at Washington as soon as possible.

2. This Convention shall be deemed to have come into effect on the 14th day of June, 1941. It shall continue in effect for a period of five years from that date and indefinitely after that period, but may be terminated by either of the contracting States at the end of the five year period or at any time thereafter provided that at least six months prior notice of termination has been given.

Done in duplicate, at Ottawa, this eighth day of June 1944.

W.L. MACKENZIE KING

COLIN GIBSON

RAY ATHERTON

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C231444 J ER

OTTAWA, June 4th, 1941.

MEMORANDUM FOR THE

PRIME MINISTER -

On May 27th we repeated to Mr. McGreer in Tokyo the text of our telegram No. 71 to the Secretary of State for Dominion Affairs commenting on the suggestions put forward with respect to action in the economic sphere against Japan.

I attach herewith, for your information, a copy of Mr. McGreer's reply.

In my telegram to him I asked him to report any further conversations which he might have with Sir Robert Craigie or Sir John Latham. We shall no doubt hear from him again towards the end of this week.

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TELEGRAM

C231445

From THE CANADIAN MINISTER IN JAPAN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER

NO. 92.

TOKYO, May 31st, 1941.

No. 92. May 31st. Your telegram No.68 of May 27th. My first reaction is that we should do nothing further at the present time. I am consulting various Heads of Missions next week.

CHARGE D'AFFAIRES

Rec'd Ottawa, 12:31 p.m.

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JER

July 26, 1941
JER/W
C231445

NOTE

Termination of Japanese Treaty

1. The Japanese Treaty is a treaty of commerce and navigation concluded between the King and the Emperor of Japan, signed in London April 3, 1911, ratifications exchanged at Tokyo May 5, 1911.

2. The Treaty does not extend directly to Canada. Article XXVI provides for notice of adhesion and that, in the absence of adhesion, the stipulations are not to be applicable to Dominions, colonies, etc. Adhesion is to take place within two years of ratification.

3. The Treaty was sanctioned by the Japanese Treaty Act 1913, and notice of adhesion in respect of Canada was given May 1, 1913.

4. Article XXVII provides that the Treaty is to remain in force until July 16, 1923, and thereafter, subject to termination on twelve months notice.

Provision is also made for termination as regards Dominions, etc., which have adhered to the Treaty,

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upon twelve months notice.

5. Dominions Office telegram No. 122, July 26, 1941, makes it clear that the United Kingdom Government, acting in a constitutional manner, is giving notice of termination in respect of the United Kingdom, India and Burma, extending both to the original treaty and to the conventions of 1934 and 1937 which apply to India and Burma. The notices of termination are in accordance with Article XXVII and they provide for termination upon the expiration of twelve months.

6. A question would arise as to whether termination of the Treaty by the United Kingdom Government would affect the Canadian position. In my opinion, the termination of the main treaty would bring to an end the Canadian arrangement resulting from adhesion.

7. It is submitted that the proper course would be for the Secretary of State for External Affairs to give formal notice of termination under Article XXVII to the Japanese Minister. Instructions could be given for Mr. McGreer to deliver a similar notice at Tokyo.

8. A draft formal note to the Japanese Minister and a draft instruction to Mr. McGreer are hereunto annexed.

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R/C-W/XT

C231443

Re

NEW ~~EXTRADITION~~ TREATY

Wednesday
January 27, 1942.

~~Arrangements~~ between Canada and the United States Governing Extradition of Criminals

Hon. R.B. HANSON (Leader of the Opposition): I should like to ask a question of the Prime Minister with respect to a new extradition treaty between Canada and the United States, which was signed as long ago as the 29th day of April, greatly extending the sphere of our extradition arrangements with the United States. (1) Has this treaty been ratified by the United States Senate, and (2) will it be submitted to this parliament at the next session for ratification? Generally, (3) what is the present position of the treaty?

The treaty was signed on April 29th, 1942

The treaty was tabled in parliament on August 1st, last, by the Minister of Justice.

The treaty has been approved by the United States senate.

The treaty has not been ratified

The present position is as follows:

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Following the publication of the provisions of the Treaty, the Government received representations from many organizations in Canada who are interested in the marketing of securities. Extensive briefs were filed asking, among other things, for a modification of the provisions in so far as they might touch upon matters which could properly be regarded as legitimate Canadian business. These briefs and other representations, some of which have been received recently, have been the subject of careful study by the interested Departments of the Government. These studies are continuing. It is not possible at present to state the position which has been reached in this matter. Before ratification, the treaty will be submitted to parliament for approval. It is unlikely, however, that it will be possible to present the Treaty for consideration by parliament during the earlier stages of the present session.

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Feb.21/42
JER/B

NOTE FOR THE PRIME MINISTER

C231450

Extradition Treaty

1. The terms of an extradition treaty with the United States have been settled in negotiations with the State Department at Washington by a Committee with the Legal Adviser of the Department as Chairman and representatives of the Departments of Justice and Pensions and National Health.

2. The State Department at Washington are now preparing the text for signature.

3. Normally, a treaty of this sort would be signed by the Canadian Minister alone.

4. It might be suggested that it would be desirable to continue the link which, in Mr. Lapointe's time, existed between the Minister of Justice and the treaty-making function. It will be remembered that Mr. Lapointe took a very active interest and that his signature of the Halibut Convention in 1923 was the foundation of modern Canadian treaty-making procedure.

5. If this suggestion is approved, arrangements could be made to have a Full Power issued in the name of Mr. McCarthy and also of Mr. St. Laurent.

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PAPIER DE COULEUR

R

R|C-US| Treaty Procedure

DEPARTMENT OF EXTERNAL AFFAIRS

new folder pls

Ottawa, ...

To Mr Read C231451

FOR INFORMATION

P.M. is notations should be copied onto our file copy & original memo returned to Gibson

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April 29, 1942

Draft Statement - Canada-U.S. Extradition Treaty.

C231452

A new and comprehensive Extradition Treaty between Canada and the United States was signed this morning in Washington. The signatories of the Treaty were the Canadian Minister in the United States, Mr. Leighton McCarthy, for Canada; and Mr. Cordell Hull, the Secretary of State for the United States.

The new Treaty, which governs the arrangements between Canada and the United States for the extradition of criminals who have fled from one country to another, replaces a series of treaties and conventions which began with the Ashburton-Webster Treaty 1842, which was subsequently modified by Conventions in 1889, 1900, 1905, 1922, and 1925. In 1931 a new Treaty, similar to that now signed between Canada and the United States, was entered into between Great Britain and the United States. While the 1931 Treaty replaced the Ashburton-Webster Treaty and other Conventions, it had no effect upon the position of Canada and the United States. Such modifications as have been made in the new Treaty are designed to bring the regulations governing extradition into line with modern conditions.

The new treaty is subject to ratification. It will not be published until arrangements have been completed for its presentation to Parliament and to the Senate of the United States.

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JER/MJS
May 6/42

C231453

NOTE FOR THE PRIME MINISTER

The following documents are transmitted for information:

(a) Copy of Canada-United States Extradition Treaty, signed at Washington April 29, 1942.

(b) Copy of draft statement explaining the Treaty which has been sent to the Department of Justice.

2. The Department of Justice has been asked for an opinion as to whether it is desirable to have a formal resolution of approval and whether specific legislation is needed.

3. It is assumed that, owing to the highly technical nature of this Treaty, the Minister of Justice will be dealing with it in Parliament at all stages.

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His Majesty the King of Great Britain, Ireland and the British dominions beyond the Seas, Emperor of India, in respect of Canada; and

The President of the United States of America,

Desiring to promote the cause of justice, have resolved to conclude a treaty for the extradition of fugitives from justice between the two countries and have named for that purpose as their respective plenipotentiaries:

His Majesty the King of Great Britain, Ireland, and the British dominions beyond the Seas, Emperor of India, for Canada:

Mr. Leighton McCarthy, K.C., Envoy Extraordinary and Minister Plenipotentiary of Canada at Washington; and

The President of the United States of America:

Mr. Cordell Hull, Secretary of State of the United States of America;

Who, having communicated to each other their full powers, found in good and due form, have agreed as follows:

ARTICLE I

The high contracting parties engage to deliver up to each other, under the circumstances and conditions stated in the present treaty, those persons who, being accused or convicted of any of the crimes or offenses enumerated in article III, committed within the territory of the one party,

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shall be found within the territory of the other party.

ARTICLE II

For the purposes of the present treaty:

(a) the territory of Canada shall be deemed to be all territory wherever situated under its exclusive administration and control;

(b) the territory of the United States of America shall be deemed to be all territory wherever situated belonging to the United States of America including its dependencies and all other territories under its exclusive administration or control;

(c) the word "territory" shall be deemed to include territorial waters, merchant vessels on and aircraft over the high seas, and men of war wherever situated;

(d) "requesting country" shall be deemed to mean that country on behalf of which a competent authority requests the surrender of an accused or convicted person;

(e) "requested country" shall be deemed to mean that country from which the surrender of an accused or convicted person is requested by a competent authority of the other country.

ARTICLE III

Extradition shall be reciprocally granted for the following crimes or offenses:

1. Murder (including crimes designated by the terms assassination, parricide, poisoning, and infanticide); manslaughter.

2. Malicious wounding; inflicting grievous bodily harm.

3. Rape, abortion, carnal knowledge of children under

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the age of 16 years; indecent assault or incest provided such crime or offense is punishable by the laws of both countries.

4. Procuration; abduction, or detention of women or girls for immoral purposes.

5. Bigamy.

6. Arson.

7. Wilful and unlawful destruction or obstruction of railroads, highways, docks, channels, beacons and buoys, airdromes, and other transportation facilities.

8. Crimes committed on the high seas, in the territorial seas or inland waters as follows:

(a) Piracy, as commonly known and defined by the law of nations, or by statutes;

(b) Wrongfully sinking or destroying a vessel or attempting to do so;

(c) Mutiny or conspiracy by two or more members of the crew or other persons on board of a vessel, for the purpose of rebelling against the authority of the captain or commander of such vessel, or by fraud or violence taking possession of such vessel;

(d) Assault on board ship with intent to do bodily harm.

9. Burglary, shop-breaking, and house-breaking.

10. The act of breaking into and entering the offices of government and public authorities, or any buildings not dwellings with intent to commit a crime or offense therein.

11. Robbery.

12. Forgery or uttering what is forged.

13. The forgery or falsification of the official documents

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or acts of the government or public authority, including courts of justice, or the uttering or fraudulent use of any of the same.

14. The fabrication of counterfeit money, whether coin or paper, counterfeit titles or coupons of public debt, created by national, state, provincial, territorial, local or municipal governments, bank notes or other instruments of public credit, counterfeit seals, stamps, dies and marks of state or public administrations, and the utterance, circulation or fraudulent use of the above-mentioned objects; knowingly and without lawful authority making or having in possession any instrument, tool or engine adapted and intended for the counterfeiting of any of the above-mentioned objects.

15. Embezzlement.

16. Kidnapping or false imprisonment of minors or adults.

17. Larceny or theft.

18. Obtaining any property, including money or valuable securities, by false pretenses, or receiving any property, including money or valuable securities, knowing the same to have been unlawfully obtained.

19. Perjury or subornation of perjury.

20. Fraud, or breach of trust by a bailee, banker, agent, factor, trustee, executor, administrator, guardian, or by a director or officer of any company or corporation, or by any one in any fiduciary position; fraudulent conversion.

21. Crimes and offenses against the laws for the suppression of slavery and slave trading.

22. Wilful desertion or wilful non-support of minor or dependent children.

23. Bribery, defined to be the offering, giving or

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receiving of bribes.

24. Crimes or offenses against the bankruptcy laws.

25. Crimes or offenses against the laws for the suppression of traffic in narcotics.

26. Using the mails to defraud.

27. Extortion, or threats with intent to extort money or other things of value.

28. Malicious injury to property.

29. Use of explosives so as to endanger human life or property.

30. Smuggling, defined to be the act of wilfully and knowingly violating the customs laws.

31. Crimes or offenses against the laws for the prevention of fraud in the sale or purchase of securities.

32. Crimes or offenses, if indictable, against the laws regulating

(a) public securities markets, or activities affecting such markets;

(b) registration or licensing of securities or of persons or companies doing business in securities, or giving advice with respect thereto;

(c) investment or public utility companies.

33. Extradition shall also take place for participation or conspiracy in any of the crimes or offenses before mentioned or in any attempt to commit any of such crimes or offenses.

ARTICLE IV

An accused person shall not be surrendered if the crime or offense for which his surrender is requested is one of a political character, or if he proves that the requisition for his

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surrender has, in fact, been made with a view to try to punish him for a crime or offense of a political character, provided that in no case shall murder, assassination or poisoning, either consummated or attempted, be deemed a crime or offense of a political character.

ARTICLE V

An accused person shall not be surrendered under the provisions hereof, when, from lapse of time or other lawful cause according to the laws of the requesting country, he is exempt from prosecution or punishment for the crime or offense for which the surrender is asked.

ARTICLE VI

Extradition shall not take place if the person claimed has already been tried and discharged or punished, or is being punished, or is still under trial in the territories of the requested country, for the crime or offense for which his extradition is requested.

If the accused person be actually under prosecution, out on bail or in custody, for a crime or offense committed in the requested country, or shall have been convicted thereof, his extradition may be deferred until such proceedings be ended, and until he shall have been set at liberty in due course of law.

ARTICLE VII

No person shall be tried for any crime or offense committed prior to his extradition, other than that for which he was surrendered, unless for one month after trial or, in case

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of conviction, for one month after having suffered his punishment, or having been pardoned, he has been at liberty to leave the country.

ARTICLE VIII

The arrest and extradition of persons under the provisions of this treaty shall be carried out in Canada and in the United States of America, respectively, in conformity with the laws regulating extradition for the time being in force in the requested country.

Pertinent statutes of the requesting country shall be regarded as sufficiently proved for the purposes of extradition if they are certified by a principal law officer of such country or a sub-division thereof.

Requisition for the surrender of accused persons shall be made by the diplomatic agent of the requesting country. In the event of the absence of such agent from the country, requisition may be made by a consular officer.

ARTICLE IX

Extradition shall take place if the evidence be found sufficient to justify committal for trial for a crime or offense against the laws of the requesting country. In determining the sufficiency of such evidence, the courts of the requested country may apply the laws of the requested country with regard to the sufficiency of evidence to justify committal for trial in criminal causes. It shall not be essential to produce evidence sufficient to convict the accused person of the crime or offense charged were he placed on trial therefor, and it shall not be essential to establish that the crime or offense would

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be a crime or offense under the laws of the requested country.

If the person claimed shall have been convicted of the crime or offense for which his surrender is asked, it shall be sufficient to prove that he is the identical person so convicted in the courts of the requesting country and to produce a duly authenticated copy of the sentence of the court before which such conviction took place.

ARTICLE X

If the person claimed by one of the high contracting parties pursuant to the stipulations of this treaty shall also be claimed by one or more other countries on account of crimes or offenses committed within their jurisdiction, such person shall be delivered to that country whose claim is first received unless such claim is waived.

ARTICLE XI

Either Government may ask for the provisional apprehension and detention of a person, if it indicates at the same time its intention to request his extradition. During the period of provisional arrest of a person, whether pursuant to a formal request or otherwise, for the purpose of extradition hereunder, the legal officers of the requested country shall oppose the release on bail of such accused or convicted person, except in cases in which the denial of bail would, in their opinion, cause injustice.

Any fugitive provisionally arrested shall be released unless within two months from the date of arrest, or within such further time as a proper authority of the requested country shall direct, the formal requisition for surrender is made by

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the appropriate representative of the requesting country and within that time the documentary proofs in support of the requisition are produced before the appropriate judge or magistrate.

If, at any time prior to committal for trial, the accused or convicted person shall signify his willingness to return to the requesting country he shall, subject to the consent of the competent authorities of the requested country, be delivered to the proper officials of the requesting country for return thereto.

ARTICLE XII

All articles which were in the possession of the person to be surrendered at the time of his apprehension, and any articles that may serve as a proof of the crime or offense, shall be given up when the extradition takes place, in so far as this may be permitted by the law of the requested country.

ARTICLE XIII

All expenses connected with the extradition shall be borne by the requesting country. However, the appropriate legal officers of the requested country where the proceedings of extradition are had, shall, consistently with the discharge of their duties and without charge, cooperate with the officers of the requesting country before the respective judges and magistrates.

ARTICLE XIV

The present treaty shall be ratified by the high contracting parties in accordance with their respective constitutional methods and shall take effect ten days after the exchange of ratifications which shall take place at Washington as soon as possible.

The present treaty shall remain in force for a period of five years and in case neither of the high contracting parties

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shall have given notice one year before the expiration of that period of his intention to terminate the treaty, it shall continue in force until the expiration of one year from the date on which such notice of termination shall be given by either of the high contracting parties.

On the coming into force of the present treaty it shall supersede all other existing provisions of treaties and conventions relating to extradition between Canada and the United States of America.

IN WITNESS WHEREOF the above-named plenipotentiaries have signed the present treaty and have hereunto affixed their seals.

DONE in duplicate at Washington this twenty-ninth day of April, 1942.

Leighton McCarthy

Cordell Hull

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May 6/42
JER/B

C231464

DRAFT STATEMENT CONCERNING THE NEW

CANADA-UNITED STATES EXTRADITION TREATY

(April 29, 1942.)

On Wednesday, April 29, a new extradition treaty was entered into between Canada and the United States, establishing on a more satisfactory and modern basis the relations between the two countries in respect of the matter. As the Prime Minister mentioned in his announcement of the signature on April 29, the treaty was signed for Canada by the Canadian Minister in the United States, Mr. Leighton McCarthy, and for the United States by the Secretary of State, Mr. Cordell Hull.

In order that the reasons for entering into this treaty may be more fully understood, I should like to indicate briefly the position with respect to extradition so far as it has affected Canada in the past, and also the changes that have been made by the new treaty.

The first arrangement between Canada and the United States providing for the mutual surrender of suspected or convicted criminals who had fled across the border to escape justice was embodied in Article X of the Treaty of Washington (perhaps better known as the Ashburton-Webster Treaty) of

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1842. This treaty was, of course, between Great Britain and the United States, and Canada was bound as a member of the Empire, rather than as a separate party. By this original treaty seven offences were established for which extradition would be granted, namely, ~~namely~~, murder; assault with intent to commit murder; piracy; arson; robbery; forgery; and the utterance of forged paper. A few general provisions were also set forth as to procedure and as to the evidence required before extradition would be granted. While the provisions of the 1842 Treaty provided a beginning, they were no more than that, and development was needed both in the way of enlarging the list of crimes which were extraditable, and in elaborating the procedure to be followed in specific cases. In 1889 a Supplementary Convention was entered into which developed all aspects of the extradition position very considerably, extending the list of extraditable offences from seven to seventeen, prohibiting extradition in connection with offences of a political character, and more completely establishing the general procedure to be followed.

By 1889 the essential elements of the extradition relations between Canada and the United States were thus established as part of the more general relations of the Empire and the United States. Subsequent amendments, in the Supplementary Conventions of 1900, 1905, 1922 and 1925 merely added a total of seven more offences to the list of

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those which were extraditable. It might be added that, of the Supplementary Conventions, all except that of 1925 were between Great Britain and the United States. In 1925 Canada appeared for the first time as a separate party to such a convention, adding crimes and offences against the laws for the suppression of traffic in narcotics to the list of those for which extradition would be allowed.

A new development with regard to extradition began in 1924 when Great Britain and the United States instituted negotiations for the conclusion of a new and comprehensive extradition treaty which would bring up to date and consolidate the position. Although Canada was invited to join in the new treaty, it was felt that the particularly close relations existing between Canada and the United States in matters of this type made it desirable that extradition between them should be governed by a separate treaty. As a result, Canada was not a party to the treaty signed between Great Britain and the United States in 1931. The effect of the 1931 treaty was to abolish the provisions of the 1842 treaty and subsequent conventions so far as they affected extradition between Great Britain and the United States. However, by Article 18 it was provided that the earlier pacts should continue in unimpaired effect with regard to Canada and the other Dominions. Thus, Canadian-United States extradition

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arrangements remained as set up in 1842 and 1889, while those of Great Britain were modified and, in many respects, clarified and improved. In effect, what has now been done has been to deal in a similar manner with our own extradition relations with the United States.

It should not be assumed, however, that the present treaty is merely a reproduction of the British treaty of 1931. Such is not the case. The peculiarly close contacts between Canada and the United States make it a comparatively simple matter for fugitives from justice to take refuge in the other country from that in which they committed their crime. Consequently an effort has been made to simplify the procedure of extradition as much as possible, in order to reduce to a minimum the delay in having criminals returned to their country of origin for trial. Moreover, in certain cases extensions have been made to the list of extraditable offences in order to give greater completeness and to eliminate certain anomalies, largely of historical origin. Finally, alterations have been made in particular cases in which it was thought that improvement would result, and modifications have been made as thought desirable to meet any special peculiarities of Canadian and United States law.

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It is now proposed to describe the treaty in a general way, proceeding through it clause by clause.

Article I of the Treaty merely indicates the undertaking that is entered into, namely, to surrender persons accused or convicted of the offences enumerated in Article III under the circumstances described in the rest of the treaty. Article II defines certain terms for the purposes of the clauses which follow.

Article III is the central part of the entire treaty, containing the enumeration of the offences for which extradition will be granted. It will be noted that there are thirty-three categories of extraditable offences, which is considerably more than at present apply. In other words, upon the entering into force of the new Treaty there will be many more crimes for which extradition can be claimed and for which it will be granted than there are at present. For the most part, nothing need be said regarding the additions, since they are largely for the purpose of rounding out in a logical way the list that had previously existed. Thus, while formerly extradition would be granted for "assault with intent to commit murder", it would not be granted for assault or inflicting bodily harm if there had been no intent to kill. The omission was unreasonable and undesirable,

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and Item 2 of Article III will now cover: "Malicious wounding; inflicting grievous bodily harm". Other additions of a similar type are: indecent assault, incest, and carnal knowledge of children (in Item 3); procuration (in Item 4); bigamy (Item 5); destruction of highways, docks, etc. in addition to railways (in Item 7); breaking into government buildings or other buildings not dwellings in order to commit a felony (in Item 10); forgery of official acts and documents (Item 13).

Items 26 to 32, inclusive, of Article III constitute completely new additions to the list of extraditable crimes. All are thought to be desirable by both the United States and Canadian authorities, and probably only Items 26 and 32 require any comment. Item 26, "Using the mails to defraud" might be thought to be covered by Item 20, which deals with fraud in a general way. Its particular inclusion was made in order to facilitate the task of the United States authorities in cases which frequently arise in which Federal jurisdiction over the offence (as distinct from State jurisdiction) depends upon the use of the mails - fraud in general being under the control of the several states. From the point of view of Canadian procedure, the particular mention of fraud through use of the mails is of no consequence. Item 32 extends the list of extraditable offences so as to include

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crimes committed under the provisions of recent security frauds legislation in the United States. There is not a complete counterpart in Canadian legislation, but the provision will cover any amendments which may be made to the Criminal Code, in the future, dealing with this aspect of criminal jurisprudence.

The final Item of Article III, Item 33, embodies two additions to the present position. Heretofore participation in the commission of an extraditable offence has been itself extraditable. Under the new treaty extradition will continue to be granted for participation, but it will also be granted for conspiracy or attempt to commit any of the listed crimes. The increased scope thus made available may prove very desirable in many cases in which fugitives have been involved in crimes for which they could be punished, without having been guilty of actual commission of the offence. Thus another loop-hole will be closed through which fugitives from justice might otherwise escape punishment.

It is possible that practice may indicate in future the need of adding further offences to the list which has now been established. If so, such additions can easily be made by the agreement of both countries. However, the officers responsible for extradition in both the United States and Canada are satisfied that the offences which have been

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C231471

included in the Treaty are all those which are likely to be of importance and of which immediate inclusion is desirable. The effect will be to give a much wider range within which extradition is possible, thus increasing the effectiveness of law enforcement for both parties to the Treaty.

The Articles which follow establish the framework of regulations and procedure within which extradition for the listed offences may take place. Thus, in Article IV it is provided that there shall be no extradition if the offence charged is one of a political character. This is an almost universal exception in international agreements for the mutual surrender of criminals. However, it has been considered desirable to make a modification of thus usual exception on the ground that neither the United States nor Canada is prepared in any way to regard with tolerance the taking of human life however much it may be the product of political activity by any person or group. Consequently, in no case is "murder, assassination or poisoning, either consummated or attempted" to be regarded as an offence of political character, and extradition will always be granted for it. This exception to the rule of non-extraditability for political offences does not apply at present, but the change involved is in keeping with the general political and moral ideas of both Canada and the United States.

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The immediately following articles of the Treaty require little comment. Article V deals with the case where lapse of time may have made the offence not punishable in the country where it took place. In such a case extradition could only be for some ulterior object, and it will not be granted. Article VI deals with the particular instances in which a person whose extradition is sought may be actually undergoing trial or punishment, or may have undergone it, for the same or another offence. In such a case provision is made for the postponement or prevention of extradition. If the crime for which the person involved has been or is being tried or punished is the same one for which his extradition is ought, no surrender of him will be made. This, of course, is based simply on the principle that the duplication of punishment for a single offence is undesirable. At present no provision of this type exists as regards Canada and the United States, but it was included in the British treaty, and is considered to be a provision in keeping with the general principles of the legal systems of both Canada and the United States.

Article VII is a provision common to such treaties to ensure that the list of extraditable offences shall not be nullified by the punishment of persons after extradition

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for offences, committed at an earlier date, other than that for which the extradition was granted, unless they have had one clear month of freedom in which to return to the country which surrendered them. In short, if a person is extradited for a robbery, he is to be tried for that robbery, and not for some offence committed at an earlier time for which extradition would not have been granted, or for which it would have been granted but was not sought. This is not, of course, designed as a limitation upon the proper execution of justice, but as a protection to the general scheme of procedure and of extraditable offences which it is the object of the Treaty to establish.

Articles VIII and X establish rules of procedure which are necessary for the successful operation of the extradition scheme, but which are not of particular interest in themselves. However, Article IX represents a departure of importance from the present system and from that prevailing under most extradition treaties. I may explain the change that has been introduced by saying that, at present, extradition will not be granted by Canada to the United States unless it can be shown to the satisfaction of the judge or magistrate involved that the act which constituted an extraditable offence in the United States, and with which the fugitive is charged, would also constitute an extraditable offence had it been

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committed in Canada. In other words, the act must be doubly criminal - criminal where it was committed, and criminal where the fugitive has taken refuge. This principle is termed "the principle of double criminality", and is of almost universal application.

The principle has its raison d'être in the fact that usually there will be a difference in legal principles or definitions between any two countries sufficient that certain acts which are crimes in the one country would be innocent in the other. In such cases it is natural that the country of refuge should be loath to turn over for punishment a person whom it regards as in no wise guilty of a crime. However, as between Canada and the United States, while there may be differences of detail in the definitions of specific crimes, the fundamental principles of law are completely similar in the two countries, and the general ideas of guilt and innocence are so generally the same, that there could be no justification for refusing extradition simply because some small detail of an otherwise criminal act differed from that required to constitute the technicalities of an extraditable offence as defined in the country where a fugitive has sought refuge. Consequently, under the new Treaty it will be sufficient for the country seeking extradition to show that the act

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charged constituted an extraditable offence in the place where it was committed, and that there is sufficient evidence to justify committal for trial. It will not need to be shown that the act would have constituted an extraditable offence had it been committed in the country of refuge. In other words, the principle of the future will be that of "single criminality" rather than "double criminality", and the result will be to expedite the course of justice and to deprive many criminals of a screen of technicalities behind which it has sometimes been possible for them to escape the punishment that should properly have been theirs.

It should be added also that the new provision will terminate a rather anomalous situation that exists at present. I have already mentioned that under the old system extradition would not be granted by Canada unless it could be shown that the offence committed in the United States would also have been an extraditable offence if committed in Canada. Until 1933 this was also the invariable rule in the United States. However, in that year the Supreme Court of the United States in the case of Factor v. Laubenheimer et al interpreted the terms of the old treaty in such a way that extradition would be allowed from the United States, even though the act which was an extraditable crime in Canada would not have been an extraditable crime in the States where the fugitive

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was found, provided that it would have been regarded as such in most of the States of the union. In other words, they enunciated a principle approaching single criminality, though it did not go all the way. Thus due to a difference in interpretation of the terms of the treaty, Canada at present requires "double criminality" while the United States requires "modified single criminality". In the future, the unnecessary limitations involved in both are to be swept away, and the arrangements between the two countries will rest squarely on the "single criminality" principle, as befits a relationship in which complete trust and fundamental unanimity of principles exists.

In line with the principle of reducing delay and technicalities wherever possible in the process of extradition, a new provision has been embodied in Article XI to make possible the provisional arrest of fugitives. The purpose of this provision is to make it possible for the authorities of the country from which a criminal has fled to act instantly to cut off his escape at some point in the other country, without being forced to go through all the formalities of a proper extradition order ---- during the execution of which it is quite possible that the criminal might escape. In future provisional arrest can be sought at a moment's notice and thus eliminate one of the chief

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difficulties with which those administering the extradition process have had to contend.

If the formal request for extradition is not produced within two months, or such additional time as may seem necessary in particular cases, the person will be released.

It will also be noticed that another innovation has been introduced by which the whole process of formal extradition can be cut through. It is provided that, when a person has been arrested preparatory to extradition, he may, with the consent of the local authorities, elect to return to the country where he committed his crime without waiting for committal to trial for extradition. This may frequently occur, since the criminal will be desirous of saving the month or two of delay that might otherwise elapse before he came up for trial for his offence after going through the procedure of extradition. For the authorities in both countries it will mean a saving in the time of judges and officials and a great reduction in the cost of the whole process. On the whole, it is believed that this provision will prove to be one of great value to all parties concerned.

Articles XII and XIII present little that is new, with the exception of the provision in Article XIII for free assistance by the legal officers of the requested state to those of the state requesting the extradition. Apart

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from such assistance, the cost of any extradition case is to fall on the requesting country.

Article XIV, the final Article of the Treaty, provides that the Treaty shall go into effect ten days after the exchange of ratifications at Washington, and shall remain in effect for an initial period of five years, and thereafter until termination by either party upon one year's notice.

It might finally be mentioned that the Treaty is of importance, not only in itself and because of the improved basis of extradition that will result between Canada and the United States, but because it is the first extradition treaty entered into by Canada, and as such will of necessity serve in some measure as a precedent for future treaties with other states. In view of this fact, it is a matter for congratulation that it has been found possible to negotiate and secure a treaty so satisfactory from the point of view of both countries and as a general basis for future agreements.

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C231479

July 28/42.
MW/EW

Extradition Treaty with the U. S.

This Treaty, signed on April 29, 1942, will replace existing extradition agreements in force between Canada and the U. S., as the Prime Minister informed the House on April 29.

The new treaty will not be ratified until Parliament has approved it. It is not intended to ask Parliament for approval before the adjournment, but this will be done after Parliament re-assembles.

The Minister of Justice intends to ask the Prime Minister whether he should table the treaty before the adjournment. It is suggested that this would be desirable, in order that interested Members may be able to obtain copies to study during the recess. The Minister has been given advance copies for tabling; the Clerk has been notified that the type has been set up, in order that he may order copies for distribution after tabling.

Understood Leave to table tomorrow
31-7-42

Tabled by Min. of Justice Aug 1/42

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R/C-US/XT

NAR/SR
22.1.43

MEMORANDUM FOR THE PRIME MINISTER C231480

I am enclosing copy of a teletype message received today from our Legation in Washington, quoting some unfriendly comment about the delay in ratification of the extradition treaty, which I am afraid will have been given pretty wide circulation in the United States. Drew Pearson, the journalist responsible for this story, is the author of a widely syndicated column "The Washington Merry-Go-Round", which appears in sixty or seventy American newspapers.

Copies have been sent to the Minister of Justice and the Minister of Mines and Resources, who is rather opposed to our ratification of the extradition treaty as it now stands, on the ground that it will penalize the activities of Canadian mine promoters.

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TELEGRAM

C231461

From THE CANADIAN MINISTER IN THE UNITED STATES

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

IMMEDIATE

TELETYPE WASHINGTON, January 22, 1943.

WA-314

WA-314. Following for Robertson from Pearson, Begins:

Following is paragraph in DrewPearson's column this morning about which I spoke to you. Begins:

"Canadian 'Good Neighbor'.

"For months, the United States Government has been trying to beguile 'Good Neighbor' Canada into ratifying a treaty by which Canadians charged with swindling the American public through phony stock and bond deals can be extradicted from Canada. But the Canadian Government won't move.

"Canada has excellent blue sky laws of her own. So also has the United States. But a Canadian can come to this country and sell phony gold bricks, or stock in a company to make rockets to Mars, or put across any shady stock and bond deal. Then when he is caught under United States securities and exchange laws, he simply skips back to Canada. There he is quite safe. Canada won't relinquish him.

"Recently, a treaty was signed between the two countries permitting each to extradite swindlers of this kind. The United States Senate has ratified, but the Canadian Parliament hasn't. And the Canadian Government makes no move to push the matter - despite tons of Lend-Lease equipment now pouring into Canada." Ends.

CANADIAN MINISTER

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R/C-US/XT

JER/MJS
Jan.28/43

CANADA—U.S. EXTRADITION TREATY

C231482

PART I - Confidential Information

1. This Treaty was signed at Washington April 29, 1943. It included two novel features:

(a) The incorporation of crimes or offences against the laws for the prevention of fraud in the sale or purchase of securities in the list of extraditable crimes.

(b) The acceptance of the single criminality rule in determining the right to extradition.

2. The inclusion of security fraud crimes was at the instance of the United States Government. The other point was, to an appreciable extent, due to the desire of the Canadian Government authorities who were anxious to simplify the machinery for stamping out large-scale international crimes. The complications of earlier extradition procedure had made it so unreliable that it was practically abandoned in practice. The authorities on both sides had to resort to deportation procedure, which of course is not in accordance with the principles of justice for which most Canadians stand.

3. After the publication of the terms of the Treaty, there was an out-cry from coast to coast. Briefs were filed by the Toronto Stock Exchange, The Montreal Stock Exchange, and innumerable communications were received from Boards of Trade

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and security dealers, and like organizations, protesting against the inclusion of both of these provisions.

4. The question has been studied for many months by the Department of Justice and by Mr. St. Laurent personally. The Department retained special counsel and the matter has now reached a stage where a course that would commend itself to the Minister of Justice is taking shape.

5. We have been drafting a reservation, with a view to discussion of its provisions with the State Department at Washington, and I think that it is likely that we can get it in a form satisfactory to Mr. St. Laurent within the next few days. At the same time a brief is being prepared with a view to discussion with both Justice and Finance. It is unlikely, however, that definite proposals will be ready for discussion with Washington before the middle of February, and it is improbable that Mr. St. Laurent will be in a position to present the question to Parliament very much before Easter.

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PART II - Suggestion for a Statement in the House

6. It is suggested that a statement might be made along the following lines:

> The Extradition Treaty between Canada and the United States of America was signed April 29, 1942, and was subsequently presented to the Senate of the United States, where it received the necessary approval. It is now ready for ratification, in so far as the United States is concerned.
>
> Following the publication of the provisions of the Treaty, the Government received representations from many organizations in Canada who are interested in the marketing of securities. Extensive briefs were filed asking, among other things, for a modification of the provisions in so far as they might touch upon matters which could properly be regarded as legitimate Canadian business. These briefs and other representations, some of which have been received recently, have been the subject of careful study by the interested Departments of the Government. These studies are continuing, and it is not possible at present to state the position which has been reached in this matter. It is unlikely, however, that it will be possible to present the Treaty for consideration by Parliament during the earlier stages of the present session.

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JER/MJS
Jan.28/43

CANADA—U.S. EXTRADITION TREATY

C231485

PART I - Confidential Information

1. This Treaty was signed at Washington April 29, 1943. It included two novel features:

(a) The incorporation of crimes or offences against the laws for the prevention of fraud in the sale or purchase of securities in the list of extraditable crimes.

(b) The acceptance of the single criminality rule in determining the right to extradition.

2. The inclusion of security fraud crimes was at the instance of the United States Government. The other point was, to an appreciable extent, due to the desire of the Canadian Government authorities who were anxious to simplify the machinery for stamping out large-scale international crimes. The complications of earlier extradition procedure had made it so unreliable that it was practically abandoned in practice. The authorities on both sides had to resort to deportation procedure, which of course is not in accordance with the principles of justice for which most Canadians stand.

3. After the publication of the terms of the Treaty, there was an out-cry from coast to coast. Briefs were filed by the Toronto Stock Exchange, The Montreal Stock Exchange, and innumerable communications were received from Boards of Trade

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and security dealers, and like organizations, protesting against the inclusion of both of these provisions.

4. The question has been studied for many months by the Department of Justice and by Mr. St. Laurent personally. The Department retained special counsel and the matter has now reached a stage where a course that would commend itself to the Minister of Justice is taking shape.

5. We have been drafting a reservation, with a view to discussion of its provisions with the State Department at Washington, and I think that it is likely that we can get it in a form satisfactory to Mr. St. Laurent within the next few days. At the same time a brief is being prepared with a view to discussion with both Justice and Finance. It is unlikely, however, that definite proposals will be ready for discussion with Washington before the middle of February, and it is improbable that Mr. St. Laurent will be in a position to present the question to Parliament very much before Easter.

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PART II - Suggestion for a Statement in the House

6. It is suggested that a statement might be made along the following lines:

Treaty

The Extradition/between Canada and the United States of America was signed April 29, 1942, and was subsequently presented to the Senate of the United States, where it received the necessary approval. It is now ready for ratification, in so far as the United States is concerned.

Following the publication of the provisions of the Treaty, the Government received representations from many organizations in Canada who are interested in the marketing of securities. Extensive briefs were filed asking, among other things, for a modification of the provisions in so far as they might touch upon matters which could properly be regarded as legitimate Canadian business. These briefs and other representations, some of which have been received recently, have been the subject of the most careful study by the interested Departments of the Government. These studies are continuing, and it is not possible at present to state the position which has been reached in this matter. It is unlikely, however, that it will be possible to present the Treaty for consideration by Parliament during the earlier stages of the present session.

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C231488

NAR/SR
16.2.43

MEMORANDUM FOR THE PRIME MINISTER

Attached is a memorandum, prepared by Mr. Gordon Robertson of our Legal Division, analysing the provisions of the Extradition Treaty with the United States, which was signed in Washington in April last and is now awaiting ratification by Canada.

This note reviews the extradition arrangements now in force between Canada and the United States and the points at which the new Treaty will modify present procedure if it comes into force. It examines, in particular, the effect of the inclusion, as extraditable offences, of offences against securities and exchange regulations. It is to these provisions of the Treaty that very serious objections have been taken by all the Canadian mining and stock exchanges. They contend, correctly, that when the Treaty becomes law, promoters in Canada will become liable to extradition to the United States for acts connected with the sale of securities to United States citizens which, under the looser Canadian laws, would not be offences at all. The American Government's rejoinder to this contention will be that it is not in their public interest to permit Canadian promoters to invite United States capital for investment in Canada under regulatory conditions less strict than those which control invitations for domestic investment.

The conflict of interest is an important one. Its implications do not appear to have been fully apprehended and certainly they were not resolved when the Treaty was signed. In the circumstances, I am inclined to the opinion that we should try to get the Treaty modified before submitting it to Parliament for approval. The attached memorandum contains the text of a suggested supplementary Protocol which, if it were agreed by the United States, would remove the more serious objections which have been raised against the Treaty. If it is decided to proceed in this sense, the matter should be taken up with the United States quickly so that the revised Treaty may be ready for consideration by Parliament this session.

WLK

Labour Plan to be discussed by Inter-departmental committee

Note: An inter-departmental committee has met on the question of meeting individual and corporate objections. Mr. St. Laurent will shortly have a Submission to make to Council. Jan 1/4/43

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RGR/MB/EW
Feb. 9, 1943.

STATEMENT CONCERNING THE CANADA-UNITED STATES EXTRADITION TREATY C231489

I Canadian - United States Extradition under existing Treaties

At present extradition between Canada and the United States is governed by the following treaties and conventions:

(a) Treaty of Washington (Ashburton - Webster Treaty), 1842.

(1) Article X of this concerned extradition.

(2) Seven extraditable offences were established, and provisions were laid down concerning procedure, etc.

(b) Supplementary Conventions as follows:

(1) July 12, 1889.

(2) December 13, 1900.

(3) April 12, 1905.

(4) May 15, 1922.

(5) January 8, 1925.

Each of the above Conventions added to the list of extraditable offences, and elaborated the procedural and other provisions.

It should be noted that all of the above instruments, except that of 1925 were concluded between Great Britain and the United States. Canada was included in their provisions through being a part of the British Empire. Only the Convention of 1925 was negotiated specifically between Canada and the United States.

II The Treaty of 1931 between the United Kingdom and the United States

(a) In 1924 negotiations were entered into between the United Kingdom and the United States for the conclusion of a new extradition treaty to replace those in existence. The new treaty was signed in 1931.

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(b) The 1931 Treaty provided for the accession of the Dominions. It was decided, however, that it would be preferable to negotiate a completely new extradition treaty between Canada and the United States in order to make special provision to cover their particularly close relations in such matters.

(c) Pending a new treaty, Canada remained under the 1842 Treaty and later Conventions.

III Negotiation and Conclusion of the Present Treaty.

(a) In 1933 the United States Government suggested the conclusion of a supplementary convention to make an extraditable offence of the use of the mails in order to defraud. The Canadian Government suggested that it would be preferable to consider a completely new extradition arrangement. This suggestion was accepted by the United States Government who submitted a draft treaty. Negotiations continued until 1935 but were suspended without any treaty being concluded.

(b) In July, 1941, the United States Minister to Canada submitted a new draft treaty for consideration, and negotiations were reopened. Negotiations were concluded early in 1942, with agreement on the Treaty as it now stands.

(c) On April 29, 1942, the Treaty was signed in Washington by the Canadian Minister to the United States, Mr.Leighton McCarthy, and by the United States Secretary of State, Mr. Cordell Hull.

(d) On May 27, 1942, the United States Senate agreed to the resolution for ratification, and on June 6 the President of the United States ratified the Treaty.

IV Principal Features of the New Treaty.

(a) The Treaty consists of 14 Articles, of which Article III sets forth the list of offences which are to be made extraditable. These fall into 33 groups. The remaining

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Articles contain certain necessary provisions as to terms, procedure, proof of offences, and so forth. The matters of particular interest are the deletion of the double criminality rule; the establishment of a new method for provisional arrest and more expeditious surrender of offenders; and certain additions to the list of extraditable offences.

(b) The Deletion of the Double Criminality Rule -

By the double criminality rule is meant the principle which is generally applied in extradition conventions to the effect that an offender will be surrendered under extradition proceedings only if it can be shown that the offence with which he is charged was an offence where he committed it and also that it would have been an offence had it been done in the place from which surrender is sought. In other words, under the double criminality rule, an act has to be criminal in both the requesting and the requested countries.

The raison d'etre of the principle lies entirely in the fact that, as between most countries, there is a sufficient divergence in legal principles and juridical concepts that it would run the risk of offending the fundamental ideas of justice in the surrendering country to promise in all cases to give up persons whom the other country regards as offenders. Where there is no fundamental divergence between the legal systems of two countries, there is no necessity for such a principle. Moreover, the need of proving double criminality has been found in many cases to provide offenders with a screen of technicalities under cover of which to escape the punishment that should properly be theirs. In all cases it causes added difficulty and delay.

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C231492

As between Canada and the United States there is almost complete identity in legal principles. There may be and are differences in detail as regards the exact definition of particular offences, but there can be no justification for putting a hindrance in the way of extradition simply because of their existence. Consequently, it was decided that, in recognition of the fundamental agreement between the two nations in their ideas of justice, and in order to remove unnecessary delays and defects in extradition, the double criminality rule would be dropped. This has been done in the Treaty. In future it will be sufficient for the country seeking extradition to show that the act involved constituted an extraditable offence in the place where it was committed, and that there is sufficient evidence to justify committal for trial.

(c) Provisional Arrest and Waiver of Extradition Proceedings.

Experience in extradition of offenders has shown that, in many cases, the cumbrous procedure of making a formal request for extradition before an offender is arrested has enabled the person in question to escape, In connection with narcotics traffic this weakness has always been particularly troublesome. In order to avoid this, Article XI of the Treaty introduces a new procedure, under which provisional arrest can be sought at a moment's notice by the country from which the offender has fled. By this means the escape of many criminals will be prevented. If a formal order for extradition is not presented within two months following the request for provisional arrest, the person being held will be released.

Extradition has thus been made more certain and more expeditious. Another innovation to augment the efficiency of its operation is also included in Article XI, namely,

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the provision that a person arrested with a view to extradition may elect to return to the country where he committed his offence without waiting for committal to trial for extradition. Such can only be done with the consent of the authorities of the country in which arrest took place. Its effect will be to enable offenders to have themselves brought immediately for trial for the offence with which they are charged, rather than spend a month or more in the process of extradition. For the authorities in both countries it will mean a saving in the time of judges and officials, and a great reduction in the cost of the whole process.

(d) Principal New Extraditable Offences -

The items here of greatest interest are the following:

"26. Using the mails to defraud".

- This was introduced to enable the United States Government to get at cases of fraud which would otherwise have to be dealt with by the various states, if at all. So far as Canada is concerned, it adds nothing to Item 20 which covers "fraud".

"31. Crimes or offences against the laws for the prevention of fraud in the sale or purchase of securities".

"32. Crimes or offences, if indictable, against the laws regulations

(a) public securities markets, or activities affecting such markets;

(b) registration or licensing of securities or of persons or companies doing business in securities or giving advice with respect thereto;

(c) investment or public utility companies".

- Very considerable objection has been taken by various groups and persons in Canada to the inclusion of Items 31 and 32 in the new Treaty.

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V Items 31 and 32 of Article III

(a) Parties who have objected to these items -

1.	Calgary Stock Exchange	- October 14, 1942.
2.	A.N. Wolverton, Vancouver	- October 14,
3.	Vancouver Stock Exchange	- October 15.
4.	Toronto Stock Exchange	- October 15.
5.	Winnipeg Stock Exchange	- October 16.
6.	British Columbia Chamber of Mines	- October 19.
7.	B.C. Bond Dealers Association	- October 20.
8.	Montreal Stock Exchange	- October 29.
9.	The Montreal Curb Market	- October 29.
10.	A.G. Slaght	- October 29.
11.	Investment Dealers Association of Canada	- November 14.
12.	Premier of Ontario.	- November 18.
13.	Ontario Security Dealers Assoc.	- January 12.
14.	Ontario Prospectors and Developers Association	- January 16.
15.	Norman Vincent, Toronto	- January 18.
16.	James E. Day, Toronto	- January 21.

(b) General Nature of the Objections raised to Items 31 and 32.

(For a summary of the individual briefs and a more complete statement of objections, see Appendix A)

1. That the offences which would be made extraditable are not of the type which should be included in an extradition arrangement.

It is argued that hitherto extradition treaties have covered only crimes that are generally recognized as such, whereas the offences which would be included here are in the nature of infringements of technical regulations. They would involve as offences matters which are considered entirely innocent in Canada.

Comment - In general, the above argument is correct. However, it is questionable whether extradition treaties should not have regard for the increasing scope of state regulation made necessary by the complexity of modern society. It would be absurd to suggest that there should never be extraditable offences other than those that have long been regarded as crimes.

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2. <u>That it would be extremely difficult for brokers, promoters, and salesmen in Canada not to violate some regulations that would come within Item 32 if they carry on any business at all with United States customers.</u>

It is pointed out that the Federal securities legislation and regulations are extremely complicated, and that they are subject to constant changes by the administration. Moreover, there are 48 state jurisdictions to consider, each of which has its own securities legislation. In general, registration of both broker and security would be required with both the Federal Securities Exchange Commission and with the exchange commission of each state in which the broker wished to do business. Such registration is extremely slow, difficult, and costly. Few Canadian securities are so registered, and in many cases attempts to register have been stopped because of the difficulties involved. Most securities simply would not be registered, and therefore brokers would constantly open to the possibility of extradition for acts which are considered merely part of normal business procedure.

(For some details as to United States Federal legislation indicating requirements to be met, see Apendix B)

<u>Comment</u> - There seems to be very general agreement that it would be difficult to comply with all the United States regulations involved. In most cases this probably involves no reflection on the reliability of the securities concerned, and in many cases, the regulations may be unnecessarily minute and complex.

In general, the United States Securities Act of 1933 requires registration of securities with the Federal Trade Commission, and if such registration does not take place, it is an offence to use the mails or any other medium of inter-state commerce to sell

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or offer to buy such a security. There is exemption from this in favour of transactions by an issuer which do not involve a public offering. "Public offering" apparently is broadly interpreted, since the Chief of the Securities Division of the Federal Trade Commission stated in 1934 that: "The fact that the offering is made by circular or letter rather than by newspaper advertisement will not necessarily prevent its having the character of a 'public offering'". Exemption is also provided in the case of "transactions by a dealer -- except transactions within one year after the first date upon which the security was bona fide offered to the public" and except transactions involving unsold allotments even if after one year. Thus sales not by public offering and transactions for the re-sale of stocks issued more than one year before the transaction, would seem to be left free of the general regulations. Apart from these cases, dealers and issuers would have to meet the requirements for registration, etc. (See the Securities Act, Appendix B).

The ultimate reply to the argument put forward appears to be that, however tedious compliance may be, there can be no justification for the assumption that Canadian brokers or companies are entitled, merely because they are not American, to do business in the United States market without complying with their rules. It would be intolerable for this country to take the attitude that it will protect its business men in deliberate defiance of United States regulations in the United States market.

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3. That the risk of extradition might make it necessary to cease operations with United States customers, which would involve a stoppage of the flow of capital to Canada, which is essential for the development of Canadian enterprise.

It is pointed out that the Canadian capital market is inadequate to handle the projects necessary and desirable for the development of Canadian resources. Cutting off the United States operations of Canadian brokers would seriously reduce the flow of United States capital.

Comment - Assuming that compliance with the United States regulations is as difficult as is claimed, this is probably a sound argument. It is qualified to the extent that compliance with the regulations is, in fact, feasible. It is, moreover, further qualified to the extent that the United States authorities might not request extradition for purely technical infringements not involving fraud, etc. Practice might show that very extensive "legitimate" busines could still be carried on. It would probably be precarious to proceed on such a basis, however.

One factor to consider is the possibility that active measures might be taken by the United States to exclude Canadian securities from the American market if no effort is made to assist in forcing compliance on Canadian companies and brokers.

4. That there is no reciprocal advantage for Canada in the new Items.

It is argued that in Canada the matter of securities control falls within provincial jurisdiction, and that provincial legislation on the subject is much less stringent

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than that prevailing in the United States. The result is that the benefit to Canada arising out of the new Items is much less than that to the United States.

Comment - It was recognized by the Canadian representatives at the Treaty negotiations that complete reciprocity would not exist in this matter due to the difference between Canadian and United States securities legislation. It was considered, however, that this fact should not be a deterrent in view of the United States desire to have securities legislation covered. It was felt, moreover, that Canadian legislation might move to cover the field in the future, and also that, on balance, the treaty as a whole would work out fairly as between the two countries.

5. That, due to the retroactive features of the Canadian Extradition Act, Items 31 and 32 would render many persons liable for extradition for acts done in the past and which were considered perfectly legitimate and honest business procedure.

The argument is that Section 12 of the Extradition Act causes the effect of the Treaty to be retroactive, since it provides for surrender of offenders "whether the crime or conviction, in respect of which surrender is sought, was committed or took place before or after the date of the arrangement (i.e.- the Treaty)".

Comment - While it is perfectly true that the Extradition Act provides for retroactive effect in the case of extradition treaties, this is a matter entirely of domestic law. So far as the United States is concerned, the Treaty comes into effect "10 days after the exchange of ratifications" and until that time securities offences are not extraditable. The terms of Canadian domestic law on the point have no

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effect in determing when the United States may begin to regard securities offences as extraditable. Consequently, the United States could not properly request extradition of any offender whose offence did not take place at least ten days after the exchange of ratifications, or, if extradition were requested, it could properly be denied. There is, therefore, no reason for fearing any retroactive effect.

6. That securities legislation in Canada is a matter within provincial jurisdiction and has been dealt with entirely by the provinces, and that the Dominion could have no power to enter into an extradition arrangement making offences against such legislation extraditable or to make it effective without provincial legislation.

The Premier of Ontario makes this point particularly with regard to sub-items (b) and (c) of Item 32, that is, legislation concerning the registration of securities, brokers, etc., and legislation regarding investment or public utility companies.

Comment - This seems a very doubtful contention. Persons being extradited from Canada to the United States will be involved because of offences against United States legislation, and the question of jurisdiction over corresponding Canadian legislative fields is of no relevance. These are the cases for which most concern is felt.

With regard to extradition from the United States to Canada, it will only occur if a prosecution is begun under the legislation in question, and thus there could be no extradition without action on the part of the authorities of the province by which the legislation was passed.

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7. That, instead of admitting Items 31 and 32 to the Treaty, the Canadian Government should endeavour to secure amendments to the securities law of the United States to permit freer trading in the "better grades of Canadian securities."

Comment - This would hardly seem to be an argument for not including Items 31 and 32. Action in accordance with it might conceivably be taken no matter what the terms of the Extradition Treaty were.

(c) Summary of the Position with Regard to Items 31 and 32.

1. There seems to be no doubt but that the business of Canadian brokers will be seriously interfered with if Items 31 and 32 are retained in their present form. It is possible, too, that their retention may adversely affect the flotation of new Canadian enterprises. In view of these considerations, it seems desirable to modify in some way the full scope of the Items.

2. It would be very difficult to remove completely Items 31 and 32, since they are desired by the United States and have been agreed to by the Canadian negotiators, and also since their removal would appear as an effort to perpetuate in the United States an advantage enjoyed by Canadian firms and brokers over United States firms and brokers who have to comply completely with the regulations. It would be virtually indefensible to take the stand that the Canadian Government will not in any way assist the United States authorities to maintain the regulations they consider necessary and desirable for the control of their financial markets.

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3. It is, therefore, necessary to consider whether or not the effect of the Items may be modified so as to remove the most serious aspects from the point of view of Canadian brokers and companies, while yet meeting the desire of the United States authorities to be able to extradite offenders in cases of serious or flagrant violation of the United States securities legislation.

VI Proposals for Action with respect to Items 31 and 32 -

(a) Elimination of the Items -

- This seems neither possible nor desirable for the reasons indicated above.

(b) Application of the Double Criminality Principle in the case of Items 31 and 32 -

It has been suggested that the double criminality rule might be retained with respect to these Items. This could be effected by changing them to read:

> "31. Crimes or offences against the laws of both countries for the prevention of fraud in the sale or purchase of securities.
>
> 32. Crimes or offences, if indictable, against the laws of both countries regulating . . ."

The adoption of this measure would probably remove completely the criticism made of the Items as they stand at present. Some objections to such a step are:

1. It would so seriously emasculate the Treaty as it affects securities operations that it would probably not be acceptable to the United States authorities.

2. Due to the very complicated and technical nature of securities legislation, it is probable that in few cases would the definition of offences be exactly the same in Canada and in the United States. The result would be practically to remove any possibility of extradition in most cases, and in all cases to introduce a serious factor for delay, expense, and complication.

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3. The general principle has been accepted that it would be desirable to eliminate the double criminality rule as causing delay and complexity, and also as indicating a lack of confidence between the two countries in the legal systems and laws of the other. Any qualification would tend to destroy the effect of this.

(c) Agreement on a restrictive interpretation of the scope of Items 31 and 32

1. The most feasible course appears to be to have a protocol of exchange signed at the time of exchanging ratifications, the effect of which would be to specify in general terms the nature of the cases which would be deemed to be extraditable under Items 31 and 32. This might be so designed as to meet most of the objections raised by the various persons in Canada, while at the same time preserving the enlarged measure of control that is desired by the United States. In order to accomplish this, a protocol in the following terms might be agreed on:

> "On proceeding to the exchange of the ratifications of the Treaty signed at Washington on April 29, 1942, between Canada and the United States of America relating to the extradition of criminals, the undersigned plenipotentiaries duly authorized thereto by their respective governments hereby declare;
>
> WHEREAS it is desired that the provisions of Items 31 and 32 of Article 3 of the Treaty should not extend to the extradition of persons engaged in genuine business transactions in the requested country in compliance with the laws in force therein, notwithstanding that such business transactions might involve incidental technical conflict with the law of the requesting country;
>
> NO PERSON dealing in securities in the requested country in the ordinary course of business and in compliance with the laws of the requested country shall, in respect of transactions in which the title to the security passes within the requested country, be subject to extradition by reason of:
>
> (a) sale or transfer of title to a customer in the requesting country, or
>
> (b) communication of a message directed to a customer and addressed to him in the requesting country by post by telegraph or by telephone, or

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(c) despatch of a security, after passing of title, to a customer in the requesting country

unless there has been fraud by such a person or his agent; or unless such a person or his agent has entered the requesting country;

and also that this declaration shall be deemed to have equal force and effect as the Treaty itself and to form an integral part thereof.

The exchange of ratifications then took place in the usual form.

In Witness whereof they have signed the present protocol of exchange and have affixed their seals thereto.

Done at this day of , 1943.

L.S._____

L.S._____ "

An alternative, but probably less desirable form of protocol to achieve the same object is attached as Appendix C.

2. If the above protocol were accepted and signed, the most serious aspects of the objections taken by Canadian brokers and companies would be met. It would be possible for brokers to maintain their contacts and business with customers in the United States provided that communications were personally addressed to such customers. Public advertising and offering for sale of bonds would still be extraditable if the terms of United States securities legislation were not met. This might render the flotation of a new enterprise somewhat more difficult, but there would be no stoppage of the flow of capital such as the brokers and mining interests especially seem to fear. The principal question appears rather to be whether or not the relaxation involved is so great that the United States authorities would consider the element of control that remained too inadequate for their purposes.

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In order to make it perfectly clear that no retroactive effect is involved in the Treaty, and that brokers, etc. are not to be extraditable for transactions carried on in the past which constituted violations of securities legislation and which would be extraditable under the new Treaty, a further clause might be added to the protocol. Thus, after the words "entered the requesting country;" there could be added:

> "nor shall any person be subject to extradition by reason of any transaction which occurred or may occur at a date prior to that on which the present Treaty comes into effect;"

For the reasons already indicated, there seems to be no real need for any clause in the protocol as to retroactive effect. However, it may be thought desirable to add one in order to reassure the interests which have taken exception to the Treaty.

3. If it is thought desirable to have a protocol of the above type, presumably it should be brought for the consideration of the State Department at an early date. Until their agreement is obtained it would probably be undesirable to have the Treaty brought before Parliament.

4. The protocol would not meet the objection that Items 31 and 32 deal with matters of provincial jurisdiction, which should not be covered by the Treaty without provincial consent. There seems, however, to be little merit in the argument and, in any event, if the real objections of the brokers and companies are met it is quite possible that nothing more will be heard of the provincial aspect.

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January 28, 1943.
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APPENDIX A

Summary of the Various Briefs and Letters of Objection to Items of Article III

I Calgary Stock Exchange - October 14, 1942.

1. Concur in the brief of the Toronto Stock Exchange.

2. Submit that "Article III should not be included in this Treaty" (Presumably they mean Items 31 and 32 of Article III).

II A.N. Wolverton (Pres. Vancouver Stock Exchange) - October 14, 1942.

Concurs in the Toronto Stock Exchange brief.

III Vancouver Stock Exchange - October 15, 1942.

1. Concur in the Toronto Stock Exchange brief.

2. Of more than 100 companies listed on the Vancouver Exchange, half have a substantial shareholding body in the U.S.A., but few are registered under the Securities Exchange Commission. Some have been so registered in the past, but have been withdrawn "due to red-tape, delay, and expense." Vancouver is the primary market for American shareholders in respect of such securities.

3. The need for outside capital in British Columbia is greatly due to the extensive development necessary there. Items 31 and 32 will seriously affect this flow.

IV The Toronto Stock Exchange - October 15, 1942.

1. Objection is limited to Item 32 in the brief.

2. An offence against either the Securities Act, 1933, or the Securities Exchange Act, 1934 (both U.S.) is indictable, and would therefore be extraditable. Moreover, many of the states have legislation along the same lines, offences against which would be extraditable in many cases.

3. Among other things, the Securities Act, 1933, and the Securities Exchange Act, 1934, create the situation that:

> "...no broker or dealer may use the mails or another means or instrumentality of interstate commerce in the U.S. to buy or sell (or induce the purchase or sale of) a security except on a national securities exchange unless such broker or dealer is registered with the Commission and, only then, if the security is also registered."

Results of this are:

(a) If Item 32 remains, "no Canadian will be able to use the mails, the telephone or the telegraph for the purpose of selling or buying in the United States any securities of the vast bulk of Canadian enterprises", since most are not registered because the procedure is too lengthy and expensive.

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- Only 93 out of 532 securities listed on the Toronto Stock Exchange are dealt in on national securities exchanges in the U.S.

- Most brokers will not register with the Securities and Exchange Commission. (Presumably because it is too "lengthy and expensive" a procedure.)

(b) The mails, telephone and telegraph have been used extensively to attract millions of dollars of investment from the United States to Canada. The Canadian capital market is not adequate to finance the development of Canadian resources. Nevertheless, the effect of Item 32 will be to cut off the important flow of U.S. capital to a large extent.

4. It is believed that the drastic result which will follow the proposed amendment to the Extradition Treaty has not been realized, and it is submitted that it should not be proceeded with.

V <u>The Winnipeg Stock Exchange</u> - October 16, 1942.

1. Endorses the Toronto brief.

2. Extraditable offences hitherto have been "crimes" generally understood by all people. The matters which would fall under Item 32 are matters dealt with in Canada in the main by Provincial Legislation, and dealing in unregistered securities is merely a breach of provincial statute, and not a crime.

3. Section 24 of the Securities Act, 1933, provides penalties not only for violations of the provisions of the Act, but for infringement of "the rules and regulations promulgated by" the Securities and Exchange Commission. The penalties provided make the offences indictable, and therefore extraditable. The rules will be subject to constant change, and violation will be extremely easy by innocent persons.

- approval of the Treaty including Item 32 will mean the addition to the list of criminals of "many perfectly responsible citizens who would not be looked upon as criminals in Canada."

4. Most of the stocks and bonds of commercial companies and most of the stocks of Canadian mining companies dealt with on the Winnipeg Stock Exchange are not registered with the Security and Exchange Commission of the U.S., though properly registered under the laws of Manitoba. Item 32 will prevent the sale of such securities to United States purchasers, and will interfere with the flow of capital to Canada.

VI <u>British Columbia Chamber of Mines</u> - October 19, 1942.

1. Submission of the Vancouver Stock Exchange endorsed.

2. The flow of U.S. capital is essential for British Columbia mining development.

3. "While we appreciate the importance of controlling fraudulent promotions, we believe the suggested regulations are entirely too extreme and will kill the efforts of legitimate promoters."

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VII British Columbia Bond Dealers Association - October 20, 1942.

1. Item 32 would hit many innocent dealers. "...it is virtually impossible for any security dealer in Canada to keep sufficiently well informed on the various laws in the different States and Provinces to be entirely sure he is not violating some recent amendment to one or another of the various laws."

2. Urge that the Canadian Government endeavour to secure amendments to the securities laws of the United States to permit freer trading in "the better grades of Canadian securities." Most Canadian securities are not registered with the S.E.C. as "the cost and delay of so registering most of these securities is considered prohibitive by the issuing bodies."

VIII The Montreal Stock Exchange)
) - October 29, 1942.
The Montreal Curb Market)

1. Concur in the Toronto brief.

2. Item 32 would enable U.S. brokers to abuse the spirit of the Treaty so as to preserve the whole U.S. securities market for themselves "by excluding all dealings in Canadian securities other than those listed on a registered national securities exchange in the U.S. and dealt in thereon."

3. Item 32 goes much farther than is necessary to cover perpetrators of securities frauds, to whom the Treaty should apply.

4. Item 32 would tend to stop the flow of U.S. funds to Canada, which would be detrimental to the development of Canadian resources.

IX A.G. Slaght, M.P. - October 29, 1942.

1. The attitude of the Exchanges with respect to Item 32 is in the public interest.

2. Suggests that the Treaty be altered before being presented to Parliament.

X Investment Dealers Association of Canada - November 14, 1942.

1. Much legitimate security business with the United States might be seriously impeded, if Item 32 were left in, through fear on the part of dealers of inadvertently violating some Federal or State law of the United States and becoming subject to extradition.

2. It would be quite impossible for security dealers in Canada to be always aware of the security laws of the United States and amendments thereto.

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3. It is often difficult to know in international securities transactions just when the business is actually done. The Treaty should not cover securities offences "unless the transactions in question constituted offences both by the laws of Canada and the laws of the U.S.A." Elimination of double criminality in recognized crimes (murder, rape, etc.) may be desirable, but not in respect of purely technical offences of the securities type.

4. There is no uniformity as between Canadian and U.S. security laws, or as between those of the different states in the U.S. There are no Federal laws in Canada like the 1933 and 1934 Acts in the United States.

5. "....the Treaty refers to extradition in respect of indictable offences, whereas offences against the security laws of the various Provinces of Canada have never been made indictable."

6. It would be undesirable that Article III(32) of the proposed Treaty should be ratified.

XI <u>The Premier of Ontario</u> - November 18, 1942.

1. Item 26 (Using the mails to defraud) is an offence unknown in Canada. If it remains, Canada will be undertaking to surrender persons charged with offences for which there are no corresponding offences in Canada.

2. Although Article III "is apparently predicated upon a reciprocal arrangement" there do not appear to be any offences in the Criminal Code which fall under Item 31, unless they would be in Section 231 A or Section 244.

3. There is no offence in our criminal law of the type described in Item 32 and it is doubtful if the Dominion has the constitutional power to enact criminal legislation to cover parts (b) and (c).

> "Most of the provinces of Canada have passed Acts relating to the sale of securities and have created commissions for the enforcement of the Act, and in most instances offences are created of the kind described in Section 32. I am quite sure that it was not the intention of the Dominion authorities that these provincial offences be made extraditable, and if it were so intended it appears that the Dominion authorities would have no power to enter into such an arrangement, or to make it effective without provincial legislation."

XII <u>Ontario Security Dealers Association</u> - January 12, 1943.

Objection is taken to Items 26, 31 and 32 of Article III on the following grounds:

1. "<u>They represent an extremely dangerous extension of the basis upon which extradition may be granted</u>.

(a) Until this Treaty extradition has been applied only in cases of serious crimes universally regarded as such. Now even offences against regulations or technical rules of statutes will be extraditable.

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(b) All States in the United States have security laws of some type, with various and technical regulations. Usually registration of securities and brokers is required. Violations of these laws would usually be extraditable.

(c) Item 26 (use of the mails to defraud) could be used to buttress up Items 31 and 32, since technical definitions of "fraud" are usually made in the securities laws.

2. "By reason of such extension, and by reason of the retroactive features of the Treaty and the present Extradition Act, these items convert into extraditable offences many business practices which have been heretofore carried on lawfully for years, and place the liberty of large numbers of Canadian residents and nationals in jeopardy for past lawful acts."

It is submitted that, if Items 31 and 32 remain in the Treaty, there should be included in it a provision to the effect that extradition shall not be granted in respect of any offence committed prior to the date of ratification which was not an extraditable offence before such date.

3. "These items will operate immediately and effectively and permanently to shut off the flow of U.S. capital into Canada for the development of our natural resources, and future investments of U.S. funds here will be confined almost wholly to Canadian subsidiaries of large U.S. corporations."

Capital for development of Canada's mineral resources has come mainly from the United States. The flow of this capital must not be impeded if the development of such resources is to be continued. The new Treaty, with the above Items included, will cut off U.S. capital. "It would be impossible to sell securities in the United States without registration, not only with the Securities and Exchange Commission at Washington, but also with the Securities Commission of all of the States in which it was proposed to do business." Registration is difficult, slow, and expensive. "For a small company with limited funds, registration with the Securities and Exchange Commission and with the various State Commissions is a practical and financial impossibility."

XIII Ontario Prospectors and Developers Association - January 16, 1943.

Submitted the same brief as above (No. XII).

XIV Norman Vincent (Toronto) - January 18, 1943.

1. The Treaty would jeopardize the writer's position as a reputable citizen. He cannot hope to know all the regulations of the Federal and 48 State governments, yet, as a mining developer, he might infringe them.

2. Extradition should be limited to crimes that can be readily recognized as such.

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XV James E. Day (Toronto) - January 21, 1943.

1. Extradition arrangements along the proposed lines "will be fatal to any chance of getting American money for development of Canadian natural resources." Before any Canadian company could accept an application for stock from the United States it would have to get expert legal advice in the State in question as to whether everything was legally done.

2. The Treaty would lay people open to extradition simply for infringing regulations made by a board in one of 49 jurisdictions in the United States.

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February 4, 1943.
RGR/MB/MJS

APPENDIX B

Extracts from certain United States Securities Legislation

C231511

I Securities Act of 1933

(Sections are numbered according to the U.S. Code of Laws, 1934)

77d. Exempted transactions. The provisions of section 77e shall not apply to any of the following transactions:

(1) Transactions by any person other than an issuer, underwriter, or dealer; transactions by an issuer not involving any public offering; or transactions by a dealer (including an underwriter no longer acting as an underwriter in respect of the security involved in such transaction), except transactions within one year after the first date upon which the security was bona fide offered to the public by the issuer or by or through an underwriter (excluding in the computation of such year any time during which a stop order issued under section 77h is in effect as to the security), except transactions as to securities constituting the whole or a part of an unsold allotment to or subscription by such dealer as a participant in the distribution of such securities by the issuer or by or through an underwriter.

(2) Brokers' transactions, executed upon customers' orders on any exchange or in the open or counter market, but not the solicitation of such orders.

77e. Prohibitions relating to interstate commerce and the mails. (a) Unless a registration statement is in effect as to a security, it shall be unlawful for any person, directly or indirectly—

(1) to make use of any means or instruments of transportation or communication in interstate commerce or of the mails to sell or offer to buy such security through the use or medium of any prospectus or otherwise; or

(2) to carry or cause to be carried through the mails or in interstate commerce, by any means or instruments of transportation, any such security for the purpose of sale or for delivery after sale.

(b) It shall be unlawful for any person, directly or indirectly —

(1) to make use of any means or instruments of transportation or communication in interstate commerce or of the mails to carry or transmit any prospectus relating to any security registered under this subchapter, unless such prospectus meets the requirements of section 77j; or

(2) to carry or to cause to be carried through the mails or in interstate commerce any such security for the purpose of sale or for delivery after sale, unless accompanied or preceded by a prospectus that meets the requirements of section 77j.

77f. Registration of securities and signing of registration statement. (a) Any security may be registered with the Commission under the terms and conditions hereinafter provided, by filing a registration statement in triplicate, at least one of which shall be signed by each issuer, its principal executive officer or officers, its principal financial officer, its comptroller or principal accounting officer, and the majority of its board of directors or persons performing similar functions (or, if there is no board of directors or persons performing similar functions, by the majority of the persons or board having the power of management of the issuer), and in case the issuer is a foreign or Territorial person by its duly authorized representative in the United States; except that when such registration statement relates to a security issued by a foreign government, or political subdivision thereof, it need be signed only by the underwriter of such security.

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Signatures of all such persons when written on the said registration statements shall be presumed to have been so written by authority of the person whose signature is so affixed and the burden of proof, in the event such authority shall be denied, shall be upon the party denying the same. The affixing of any signature without the authority of the purported signer shall constitute a violation of this sub-chapter. A registration statement shall be deemed effective only as to the securities specified therein as proposed to be offered.

(b) At the time of filing a registration statement the applicant shall pay to the Commission a fee of one one-hundredth of 1 per centum of the maximum aggregate price at which such securities are proposed to be offered, but in no case shall such fee be less than $25.

(c) The filing with the Commission of a registration statement, or of an amendment to a registration statement, shall be deemed to have taken place upon the receipt thereof, but the filing of a registration statement shall not be deemed to have taken place unless it is accompanied by a United States postal money order or a certified bank check or cash for the amount of the fee required under subsection (b).

(d) The information contained in or filed with any registration statement shall be made available to the public under such regulations as the Commission may prescribe, and copies thereof, photostatic or otherwise, shall be furnished to every applicant at such reasonable charge as the Commission may prescribe.

(e) No registration statement may be filed within the first forty days following May 27, 1933.

77g. Information required in registration statement. The registration statement, when relating to a security other than a security issued by a foreign government, or political subdivision thereof, shall contain the information, and be accompanied by the documents, specified in Schedule A of section 77aa of this chapter, and when relating to a security issued by a foreign government, or political subdivision thereof, shall contain the information, and be accompanied by the documents, specified in Schedule B of section 77aa of this chapter; except that the Commission may by rules or regulations provide that any such information or document need not be included in respect of any class of issuers or securities if it finds that the requirement of such information or document is inapplicable to such class and that disclosure fully adequate for the protection of investors is otherwise required to be included within the registration statement..... Any such registration statement shall contain such other information, and be accompanied by such other documents, as the Commission may by rules or regulations require as being necessary or appropriate in the public interest or for the protection of investors.

(Note re Registration particulars under Section 77aa -

Schedule A - (Registration of Securities other than those of foreign governments). Information required in this includes full particulars as to persons involved in the issuing corporation; a statement as to capital stock, funded debt, etc;details concerning payments made by the company as commissions, discounts, etc; a balance sheet as of not more than 90 days prior to the date of filing, a profit and loss statement for the three years immediately preceding; a copy of opinions of counsel as to the legality of the issue; etc; etc.

Schedule B - (Registration of issues of a foreign government). Information required includes a statement of the "specific purposes in detail" for which the funds are being raised and of the approximate amounts to be devoted to such purposes; a statement as to the nature of the debt of the government - funding, maturity dates, interest rates, amortization provisions, etc.; receipts and expenditures for the three preceding fiscal years, etc; etc.)

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77q. Fraudulent interstate transactions. (a) It shall be unlawful for any person in the sale of any securities by the use of any means or instruments of transportation or communication in interstate commerce or by the use of the mails, directly or indirectly —

(1) to employ any device, scheme, or artifice to defraud, or

(2) to obtain money or property by means of any untrue statement of a material fact or any omission to state a material fact necessary in order to make the statements made, in the light of the circumstances under which they were made, not misleading, or

(3) to engage in any transaction, practice, or course of business which operates or would operate as a fraud or deceit upon the purchaser.

(b) It shall be unlawful for any person, by the use of any means or instruments of transportation or communication in interstate commerce or by the use of the mails, to publish, give publicity to, or circulate any notice, circular, advertisement, newspaper, article, letter, investment service, or communication which, though not purporting to offer a security for sale, describes such security for a consideration received or to be received, directly or indirectly, from an issuer, underwriter, or dealer, without fully disclosing the receipt, whether past or prospective, of such consideration and the amount thereof.

(c) The exemptions provided in section 77c shall not apply to the provisions of this section.

77r. State control of securities. Nothing in this subchapter shall affect the jurisdiction of the securities commission (or any agency or office performing like functions) of any State or Territory of the United States, or the District of Columbia, over any security or any person.

77s. Special powers of commission (a) The Commissinn shall have authority from time to time to make, amend, and rescind such rules and regulations as may be necessary to carry out the provisions of this subchapter, including rules and regulations governing registration statements and prospect uses for various classes of securities and issuers, and defining accounting, technical, and trade terms used in this subchapter.

77x. Penalties. Any person who willfully violates any of the provisions of this subchapter, or the rules and regulations promulgated by the Commission under authority thereof, or any person who willfully, in a registration statement filed under this subchapter, makes any untrue statement of a material fact or omits to state any material fact required to be stated therein or necessary to make the statements therein not misleading, shall upon conviction be fined not more than $5,000 or imprisoned not more than five years, or both.

II Securities Exchange Act of 1934
(From the U.S. Code of Laws of 1934)

78e. Transactions on unregistered exchanges. It shall be unlawful for any broker, dealer, or exchange, directly or indirectly, to make use of the mails or any means or instrumentality of interstate commerce for the purpose of using any facility of an exchange within or subject to the jurisdiction of the United States to effect any transaction in a security, or to report any such transaction, unless such exchange (1) is registered as a national securities exchange under section 78f of this chapter, or (2) is exempted from such registration upon application by the exchange because, in the opinion of the Commission, by reason of the limited volume of transactions effected on such exchange, it is not practicable and not necessary or appropriate in the public interest or for the protection of investors to require such registration.

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78f. Registration of national securities exchanges. (a) Any exchange may be registered with the Commission as a national securities exchange under the terms and conditions hereinafter provided in this section, by filing a registration statement in such form as the Commission may prescribe, containing the agreements, setting forth the information, and accompanied by the documents, below specified.

(Note - Here follows a list of items of information required as to membership, constitution, agreement to abide by regulations under this Act, etc.)

78g. Margin requirements. (a) For the purpose of preventing the excessive use of credit for the purchase or carrying of securities, the Federal Reserve Board shall, prior to October 1, 1934, and from time to time thereafter, prescribe rules and regulations with respect to the amount of credit that may be initially extended and subsequently maintained on any security (other than an exempted security) registered on a national securities exchange.

781. Registration requirements for securities. (a) It shall be unlawful for any member, broker, or dealer to effect any transaction in any security (other than an exempted security) on a national securities exchange unless a registration is effective as to such security for such exchange exchange in accordance with the provisions of this chapter and the rules and regulations thereunder.

78ff. Penalties. Any person who willfully violates any provision of this chapter, or any rule or regulation thereunder the violation of which is made unlawful or the observance of which is required under the terms of this chapter, or any person who willfully and knowingly makes, or causes to be made, any statement in any application, report, or document required to be filed under this chapter, or any rule or regulation thereunder, which statement was false or misleading with respect to any material fact, shall, upon conviction, be fined not more than $10,000 or imprisoned not more than two years, or both, except that when such person is an exchange, a fine not exceeding $500,000 may be imposed; but no person shall be subject to imprisonment under this section for the violation of any rule or regulation if he proves that he had no knowledge of such rule or regulation.

III Other United States Federal legislation that is relevant is the following:

(a) Criminal Code
- Sections 37 and 213 re conspiring to defraud the United States, and use of the mails to defraud

(b) Public Utility Act of 1935

(c) Trust Indenture Act of 1939

(d) Investment Company Act of 1940

(e) Investment Advisers Act of 1940

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(d) Investment Company Act of 1940

(e) Investment Advisers Act of 1940

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C231515

APPENDIX C

On proceeding to the exchange of the ratifications of the Treaty signed at Washington on April 29, 1942 between Canada and the United States of America relating to the extradition of criminals, the undersigned plenipotentiaries duly authorized thereto by their respective governments hereby declare that:

(1) the provisions of Items 31 and 32 of Article 3 of the Treaty do not extend to the extradition of persons lawfully engaged in business transactions in the requested country in compliance with the laws in force therein, notwithstanding that such business transactions involve conflict with the law of the requesting country; and

(2) moreover, a person lawfully dealing in securities in the requested country in the ordinary course of business is not, in respect of transactions in which the title to the security passes within the requested country, subject to extradition because

(a) there has been a sale or transfer of title to a customer in the requesting country, or

(b) there has been a communication of a message directed to a customer and addressed to him in the requesting country by post, by telegraph or by telephone, or

(c) there has been despatch of a security, after passing of title, to a customer in the requesting country,

unless there has been fraud by such a person or his agent; or unless such a person has entered the requesting country by himself or by an agent in the course of the transaction; or unless such person has presented the security in markets in the requesting country or publicly advertised its sale within the requesting country; and

(3) the application and construction of the provisions of these declarations shall be subject to the laws of the requested country;

and also that this declaration shall be deemed to have equal force and effect as the Treaty itself and to form an integral part thereof.

The exchange of ratifications then took place in the usual form.

In witness whereof they have signed the present protocol of exchange and have affixed their seals thereto.

Done at this day of , 1943.

L.S. _____

L.S. _____

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R/C-45/Extradition Treaty

RGR/SR
10.2.44

C231[illegible]

MEMORANDUM FOR THE PRIME MINISTER

In reply to Mr. Hanson's enquiry as to the present position of the Extradition Treaty with the United States, you might wish to make a statement somewhat as follows:

"The honourable member for York-Sunbury asked yesterday as to the present position of the treaty between Canada and the United States governing extradition. On January 29th of last year I informed the House that the government had received representations from many organizations in Canada which are interested in the marketing of securities and which feared possible adverse effects from the treaty upon legitimate Canadian business. I informed the House that these representations were being given careful study.

Since making the statement to which I have referred, a hearing was held on May 18th last before a special committee of the Cabinet, consisting of the Minister of Mines and Resources, the Minister of Finance, the Secretary of State, and the Minister of Justice, at which all organizations and individuals interested in the possible effects of the treaty were given an opportunity to make any representations they wished concerning the treaty. Following that hearing, the whole matter was discussed informally with the Security Commissioners of all the Provinces in the course of meetings held in Winnipeg at the end of May. Following these discussions, representatives of the Department of External Affairs and the Department of Justice proceeded to Washington to have further consideration of the position with the United States authorities.

The position at present is that discussions are going on between the Canadian and United States Governments as to the nature and extent of any modification which it might be desirable to make in the effect of the treaty in order to ensure that no legitimate business operations are affected by its terms. It is hoped that it will be possible to conclude these discussions very shortly and to have the matter placed before Parliament for approval.

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Such approval will be sought before ratification of the treaty is proceeded with."

(The treaty was tabled in the House by the Minister of Justice on August 1st, 1942.)

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US/Extradition

NAR/SR
5.9.45

MEMORANDUM FOR THE PRIME MINISTER C231518

I am enclosing copy of a note prepared by the Legal Division on the present position of the Extradition Treaty with the United States. We now have a Protocol to the Treaty ready for signature, which is based, textually, upon a draft acceptable to the State Department, the Securities Exchange Commission and the Department of Justice in Washington, and also to the Departments of Finance, State and Justice at Ottawa. The text of the draft Protocol is in the last two pages of the attached note.

It will be necessary to get the approval of Cabinet before arranging for signature of the Protocol. This would take place in Ottawa, and would be done by you and the American Ambassador. Formal Full Powers would not be needed.

Once the Protocol is signed we can proceed to bring the Extradition Treaty into force. Apart from the resolution approving it in Parliament, there would need to be some consequential amendments to the Extradition Act, which should be looked after by the Department of Justice.

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JER/MB/ML
August 16/45.

EXTRADITION TREATY BETWEEN CANADA AND THE UNITED STATES

1. Extradition arrangements between Canada and the United States have in the past been based upon treaties enacted by the United Kingdom Government and extending over a long period of years. A new Extradition Treaty was negotiated by the United Kingdom some years ago. It did not extend to Canada and provision was made to preserve extradition arrangements under the old treaties insofar as Canada was concerned.

2. The Canadian Treaty was signed on April 29, 1942, and was approved by the Senate in May. On June 6, the President of the United States provided for ratification.

3. The matter was about to be brought to the attention of Parliament when protests were made from financial organizations from coast to coast and preliminary action was deferred.

4. In May, 1943, representations were made to a Cabinet Committee consisting of Mr. Crerar, Mr. St. Laurent, Mr. Ilsley, and Mr. McLarty.

5. The principal objections taken related to Items 26, 31 and 32. Item 26 dealt with "using the mails to defraud". Items 31 and 32 dealt with the various types of security frauds. The objections may be summarized:

(a) the offences are not of a type which should be included in an extradition arrangement;

(b) it would be extremely difficult for dealers in Canada not to violate some regulations, which would come within Item 32, if they carried on any business at all with United States customers;

(c) the risk of extradition would make it necessary to cease operations with the United States customers, which would stop necessary flow of capital to Canada;

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(d) there is no reciprocal advantage for Canada in the new Items;

(e) due to retroactive features of the Canadian Extradition Act, Items 31 and 32 would render persons liable for extradition for acts done in the past which were considered legitimate business practices;

(f) securities legislation was a provincial matter and the federal authorities could not enter into an extradition arrangement making offences against such legislation extraditable or making it effective without provincial legislation;

(g) instead of admitting Items 31 and 32 to the Treaty, the Government should endeavour to secure amendments to the securities law of the United States to permit freer trading in the better grades of Canadian securities;

(h) the special position of publishers and vendors of newspapers under Items 31 and 32.

6. An endeavour has been made to formulate a protocol to overcome the substantial objections which were raised. While it was recognized that it was impossible to induce the United States to change its securities laws or to permit marketing of securities within the United States without compliance with laws made for the prosection of United States investors, it was recognized that protection must be given to Canadian businessmen, engaged in legitimate business within this country, and to bona fide Canadian publishers.

7. The question of modification of provisions of the Treaty was discussed in Washington in June, 1943, based upon suggestions put forward by Canadian representatives. The State Department, after consultation with the Securities Exchange Commission, made a counter-proposal in August, 1943.

8. After consultation with the interested departments of the Canadian Government, a further proposal was delivered to the United States representatives in Ottawa in March, 1944.

9. On June 5, 1945, the United States Embassy furnished a counter draft which was examined by the Departments of Justice,

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Finance and the Secretary of State of Canada. This examination led to further modifications and a final draft was transmitted informally to United States representatives at Ottawa. The final draft was examined and given informal approval by the Department of Justice and the Securities Exchange Commission in Washington. The State Department has suggested that the reservations might be prepared in the form of a protocol. This has been done and a copy has been annexed for consideration.

10. It will be observed that:

(a) under the Protocol, no person can be extradited for dealing in securities in Canada in the ordinary course of business and in compliance with Canadian law unless the offence with which he is charged involves fraud as defined by Canadian law, or the wilful and knowing violation of United States law.

(b) no Canadian publisher can be extradited for the sale and circulation of a lawful Canadian publication primarily intended for sale and circulation in Canada where circulation in the United States is only incidental to the ordinary course of publication and sale in Canada;

(c) no person can be extradited for an offence committed before the present Treaty becomes effective.

11. On the other hand, it may be observed that:

(a) a Canadian cannot market securities in the United States without complying with United States law, and, if he fails to do so, he may be subject to extradition;

(b) a Canadian publisher cannot publish in the United States without complying with United States law;

(c) any person, whether Canadian or a United States citizen, who flees from the United States and takes refuge in Canada after having committed offences under the United States security laws, will be subject to extradition.

12. While the principal objections which have been taken to the Treaty have been overcome by this Protocol, it must be recognized that it will not satisfy the security dealers and that it would not meet with the approval of the provincial security

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departments. There can be little doubt that nothing short of free and unrestricted trade in securities would overcome this opposition.

13. It should also be noted that there has been a vigorous campaign in the United States press (and also in the Canadian press) directed against persons and firms alleged to be participating in security fraud in Canada, and criticizing Canadian failure to provide for extradition of security fraud offenders.

14. It is necessary to obtain a ruling in the question whether the Secretary of States for External Affairs should be authorized to sign the annexed protocol.

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PROTOCOL ANNEXED TO THE TREATY FOR THE EXTRADITION OF CRIMINALS BETWEEN CANADA AND THE UNITED STATES OF AMERICA WHICH WAS SIGNED AT WASHINGTON, APRIL 29, 1942.

The undersigned plenipotentiaries, having been duly authorized to conclude a Protocol to be annexed to, and to form a part of, the Treaty for the Extradition of Criminals between Canada and the United States of America which was signed at Washington on April 29, 1942:

Considering that it is desired that the provisions of Items 26, 31 and 32 of Article 3 of the Treaty should not extend to the extradition of persons engaged in lawful business transactions in the requested country, unless the activities of such persons involve fraud, as defined by the laws of both countries, or wilful and knowing violation of the laws of the requesting country; and

Considering that it is desired that said provisions should not extend to the extradition of a publisher or vendor of a lawful publication in the requested country which is primarily intended for sale and circulation in that country, the circulation of which in the requesting country is only incidental to the ordinary course of publication and sale in the requested country; and

Considering that it is desired that all doubt should be removed as to the retroactive effect of any provisions of Article 3 of the Treaty which make extradition possible for an offence which was not previously an extraditable offence:

have accordingly agreed as follows:

1. No person dealing in securities in the requested country in the ordinary course of business and in compliance with the laws of the requested country shall be subject to extradition in respect of any matter involving an offence under Items 26, 31 or 32 of Article 3 of the Treaty, unless the offence involves

(a) fraud, as defined by the laws of both countries, or

(b) wilful and knowing violation of the laws of the requesting country.

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2. No person shall be subject to extradition for the sale and circulation in the requesting country of a lawful publication in the requested country which is primarily intended for sale and circulation in that country, the circulation of which in the requesting country is only incidental to the ordinary course of publication and sale in the requested country.

3. No person shall be subject to extradition by reason of any offence committed at a date prior to that on which the present Treaty comes into effect which was not an extraditable offence at the time when it was committed.

4. The terms of this declaration shall be deemed to have equal force and effect as the Treaty itself and to form an integral part thereof.

In faith whereof, the undersigned plenipotentiaries have signed the present Protocol and have affixed thereto their respective seals.

Done in Ottawa this day of August, nineteen hundred and forty-five.

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C231725

PRIVY COUNCIL

CANADA

Certified to be a true copy of a Minute of a Meeting of the Committee of the Privy Council, approved by His Excellency the Governor General on the 8 MARCH 1943

The Committee of the Privy Council have had before them a report dated March 3rd, 1943, from the Minister of Fisheries, stating that Mr. Lewis Warner Patmore, K.C., of Victoria, B.C., and formerly of Prince Rupert, B.C., who was appointed as one of the Canadian members of the International Fisheries Commission under the Northern Pacific Halibut Convention between Canada and the United States by Order in Council of August 25th, 1937, P.C. 2062, has submitted his resignation as such Commissioner by letter of December 16th, 1942.

The Minister observes that when the Commission was originally appointed it was deemed best that it should be administrative in its character; that the members thereof should receive no remuneration; and that it should employ such investigators and others as it would find necessary to carry out the investigations and functions with which it is entrusted.

The Minister recommends that the resignation of Mr. Lewis Warner Patmore be accepted; that Mr. George W. Nickerson of Prince Rupert, B.C., be appointed as one of the Canadian members of the aforesaid International Commission to fill the vacancy; and that Mr. Nickerson be granted a living allowance of $15.00 per diem during the time of his absence from his place of residence on the work of the Commission, in addition to actual transportation expenses.

The Committee concur in the foregoing recommendation and submit the same for approval.

A. D. Henry.

Clerk of the Privy Council.

The Right Honourable
The Prime Minister.

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PRIVY COUNCIL
CANADA

Certified to be a true copy of a Minute of a Meeting of the Committee of the Privy Council, approved by His Excellency the Governor General on the 8 MARCH 1943

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A. D. P. Heeney.

Clerk of the Privy Council.

The Right Honourable
The Prime Minister.

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C231526 ILO July 20, 1943.
AMB/EG

NOTE FOR THE PRIME MINISTER

vol 11 - Mr. King's Leadership
International Labour Mtce

RATIFICATION OF TWO INTERNATIONAL LABOUR CONVENTIONS

1. There is attached a copy of a submission to Council, which if you concur, the Minister of Labour proposes to make as a first step towards the ratification of two International Labour Conventions.

2. The provisions of the two Conventions have been put into effect by the Government of Canada. The Conventions in question are:

(a) Convention concerning the Protection of Persons employed in Loading and Unloading Ships (No. 32 of 1932);

(b) Convention concerning Statistics of Wages and Hours in the Principal Mining and Manufacturing Industries, including Building and Construction, and in Agriculture (No. 63 of 1938).

3. In the event you concur in ratification of the Conventions the procedure followed is:

(a) the Conventions are submitted to Council by the Minister of Labour, with the concurrence of the Prime Minister;

(b) a resolution for notice of motion is subsequently approved by Council, and the Minister of Labour introduces in the House at a suitable opportunity a joint resolution of the Senate and House of Commons.

4. It is felt that attached copy of submission contains all the particulars you will require in order to give a decision, and thus in the event you concur I shall be grateful to be informed accordingly so that the steps indicated in paragraph 3 may be followed.

I approve - but not for
the present session
It can come up at beginning of next session
21-7-43

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The undersigned has the honour to report:

That the Government of Canada has put in effect the provisions of two Conventions of the General Conference of the International Labour Organization of the League of Nations which have not been ratified by the Government;

That the provisions of the Convention (No. 32) concerning the Protection against Accidents of Workers employed in Loading and Unloading Ships (Revised) which was adopted by the International Labour Conference at its sixteenth session in Geneva on April 27, 1932, are in force in Canada by virtue of the Regulations for the Protection against Accident of Workers employed in Loading and Unloading Ships which were approved by Order in Council P.C. 3120 of December 14, 1938, and amended by Order in Council P.C. 1342 of February 19, 1943, both of which were made under the authority of the Canada Shipping Act, 1934;

That the provisions of the Convention (No. 63) concerning Statistics of Wages and Hours in the principal Mining and Manufacturing Industries, including Building and Construction, and in Agriculture, which was adopted by the International Labour Conference at its twenty-fourth session in Geneva on May 20, 1938, are being carried out in Canada jointly by the Dominion Bureau of Statistics of the Department of Trade and Commerce and the Department of Labour through the publication of certain statistical information and the communication to the International Labour Office of certain information;

That the Minister of Transport and the Minister of Trade and Commerce have each been consulted with respect to the Convention with which his Department is concerned and in each case it is considered that the Government is complying with the provisions of the Convention;

The undersigned therefore recommends, with the concurrence of the Secretary of State for External Affairs, that he be authorized to give notice in the House of Commons of a resolution approving these Conventions of the International Labour Conference with a view to its adoption by both Houses of Parliament and the subsequent ratification of the Conventions by the Government.

Respectfully submitted,

Minister of Labour.

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R/C-US / Rush Bagot

Mar.2/42
JER/B

C231523

MEMORANDUM FOR THE PRIME MINISTER

Revision of the Rush-Bagot Agreement

1. I am enclosing, for your information, the following:

(a) Copy of Treaty Series 1940, No.12, including the revisions of the Rush-Bagot Agreement which were carried out in 1939 and 1940.

(b) Copy of Note No. 611. from the United States Legation at Ottawa suggesting a further revision of the Agreement.

(c) Copy of a draft reply.

2. This new revision will enable war vessels built in the Great Lakes to be completely armed and tested before leaving the Lakes. They will thus be able to meet German submarines between the estuary of the St. Lawrence and the nearest United States naval bases.

3. This proposal is for the duration of the war. It seems to be a sensible arrangement. It probably could be accomplished under the existing notes but it removes a possibility of doubt. When the earlier notes were exchanged in 1940 neither country had in mind the likelihood of there being German U-boat activities between the St. Lawrence and the United States Atlantic ports.

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4. Consideration might be given to the following:

(a) Authority to accept United States suggestion.

(b) Immediate preparation of a print for tabling and distribution in the House.

5. A short statement will be prepared to be made on the occasion of the tabling of the documents if the foregoing course is approved.

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No. 611

Sir:

May I refer to Dr. Skelton's note of October 30, 1940, and my reply of November 2, 1940, interpreting the Rush-Bagot Agreement in the light of existing conditions and in conformity with the intent of the Agreement. I am now in receipt of instructions from my Government to suggest that in order to permit naval vessels being constructed on the Great Lakes to combat enemy action upon their arrival in the open sea, they be permitted to have their armament placed in complete readiness for action and that all essential tests and trial of machinery and armament, including the submerged operations of submarines and test firing of torpedoes and guns be effected in Great Lakes waters.

My

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

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My Government is in hopes that the Canadian Government will approve the suggestion, it being understood that the proposed procedure is to be effective only for the duration of the present hostilities.

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

True copy of the
original signed by Pierrepont Moffat.

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C231532

DEPARTMENT OF EXTERNAL AFFAIRS

Rush-Bagot Agreement

The annexed statement is a draft statement prepared for consideration by the Prime Minister, in case he desires to table the recent exchange of notes and, at the same time, to make a short explanatory statement.

Ottawa, Mar.13/42.

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JER/MJS
Mar.13/42

Draft Statement

C231533

RUSH-BAGOT AGREEMENT

I am tabling, for the information of the Members of this House and for distribution, the following documents, both in English and in French:

> Exchange of Notes February 26, 1942 and March 9, 1942, between the Secretary of State for External Affairs and the United States Minister to Canada, relating to the application and interpretation of the Rush-Bagot Agreement.

On Monday, March 24, 1941, the Minister of Mines and Resources tabled, for the information of the House, exchanges of notes June 9 and June 10, 1939, and October 30 and November 2, 1940, relating to the same matter. At that time the Minister of Mines and Resources explained the origin of the Agreement and the change of conditions which led to the informal understandings as to the interpretation and application of the Agreement which were reached in 1939 and in 1940.

The present exchange of notes carries the informal understandings as to the interpretation and application of

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the original Agreement one stage further. It does not rescind the Rush-Bagot Agreement or prejudice the principles underlying that Agreement. The position is maintained whereby the Great Lakes area is recognised as being a part of the world in which naval armaments are not maintained on any substantial scale. At the same time, an arrangement is worked out whereunder the resources of both Canada and the United States in this area can be utilized to defend both countries from external attack and to bring about the defeat of the common enemy.

The exchange of notes, which took place in the Autumn of 1940, recognized that armament might be installed on naval vessels constructed on the Great Lakes, provided that:

(a) The vessels are not intended for service on the Great Lakes;

(b) Prior to commencement of construction, each Government furnish the other with full information concerning any vessel to be constructed at Great Lakes ports;

(c) The armaments of the vessels are placed in such condition as to be incapable of immediate use while the vessels remain in the Great Lakes; and

(d) The vessels are promptly removed from the Great Lakes upon completion.

The present exchange of notes removes a doubt as to the interpretation and practical application of these rules.

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The change in the war situation during the last year and a half has led to concern for naval vessels en route between the St. Lawrence and the nearest United States ports. The United States Government wants it to be made clear that naval vessels which are being constructed on the Great Lakes should be in a position to combat enemy action upon the open sea. This exchange of notes will insure that these ships constructed during the duration of the present war may have their armaments placed in readiness for action and may complete all essential tests and trials of machinery and armaments, including submerged operation of submarines and test firing of torpedos and guns, before leaving Great Lakes waters.

The practical working out of this arrangement makes it clear that the whole of the resources of the Great Lakes area are available for naval construction for the balance of the war.

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CANADA

TREATY SERIES, 1942
No. 3

EXCHANGE OF NOTES

(February 26 and March 9, 1942)

BETWEEN

CANADA

AND THE

UNITED STATES OF AMERICA

RELATING TO THE

APPLICATION AND INTERPRETATION
OF THE
(RUSH-BAGOT) AGREEMENT

CONCERNING

THE NAVAL FORCES ON THE GREAT LAKES

EFFECTED BY AN EXCHANGE OF NOTES
DATED 28-29 APRIL, 1817

IN FORCE MARCH 9, 1942

OTTAWA
EDMOND CLOUTIER
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
1942

Price, 25 cents

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CANADA

TREATY SERIES, 1942
No. 3

EXCHANGE OF NOTES

(February 26 and March 9, 1942)

BETWEEN

CANADA

AND THE

UNITED STATES OF AMERICA

RELATING TO THE

APPLICATION AND INTERPRETATION
OF THE
(RUSH-BAGOT) AGREEMENT

CONCERNING

THE NAVAL FORCES ON THE GREAT LAKES

EFFECTED BY AN EXCHANGE OF NOTES
DATED 28-29 APRIL, 1817

IN FORCE MARCH 9, 1942

OTTAWA
EDMOND CLOUTIER
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
1942

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EXCHANGE OF NOTES BETWEEN CANADA AND THE UNITED STATES OF AMERICA RELATING TO THE APPLICATION AND INTERPRETATION OF THE (RUSH-BAGOT) AGREEMENT CONCERNING THE NAVAL FORCES TO BE MAINTAINED ON THE GREAT LAKES EFFECTED BY AN EXCHANGE OF NOTES DATED 28-29 APRIL 1817*.

Signed at Ottawa, February 26 and March 9, 1942

I

The United States Minister to Canada
to the Secretary of State for External Affairs, Ottawa

LEGATION OF THE
UNITED STATES OF AMERICA
OTTAWA

No. 611

February 26, 1942.

SIR:—May I refer to Dr. Skelton's note of October 30, 1940, and my reply of November 2, 1940, interpreting the Rush-Bagot Agreement in the light of existing conditions and in conformity with the intent of the Agreement. I am now in receipt of instructions from my Government to suggest that in order to permit naval vessels being constructed on the Great Lakes to combat enemy action upon their arrival in the open sea, they may be permitted to have their armament placed in complete readiness for action and that all essential tests and trial of machinery and armament, including the submerged operations of submarines and test firing of torpedoes and guns be effected in Great Lakes waters. My Government is in hopes that the Canadian Government will approve the suggestion, it being understood that the proposed procedure is to be effective only for the duration of the present hostilities.

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

PIERREPONT MOFFAT.

---

* For the text of the Rush-Bagot Agreement of 1817 see "Treaties affecting Canada in force between His Majesty and the United States of America", 1927, p. 12.
For the text of the Exchange of Notes of June-Nov. 1940 referred to in the United States Minister's Note of February 26, see Canada Treaty Series, 1940, No. 12.

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II

The Secretary of State for External Affairs, Ottawa,
to the United States Minister to Canada.

DEPARTMENT OF EXTERNAL AFFAIRS

OTTAWA, March 9, 1942.

No. 21

SIR:—I have the honour to refer to your Note No. 611 dated 26th February, 1942, with regard to the further interpretation of the Rush-Bagot Agreement in the light of existing conditions and in conformity with the intent of the Agreement.

Consideration has been given to your suggestion, and I am now authorized to inform you that the Canadian Government agrees to a further interpretation of the Rush-Bagot Agreement based upon it. Accordingly, in order to permit naval vessels being constructed on the Great Lakes to combat enemy action upon their arrival in the open sea, they will be permitted to have their armament placed in complete readiness for action and all essential tests and trials of machinery and armament, including the submerged operations of submarines and test firing of torpedoes and guns may be effected in Great Lakes waters.

The Canadian Government also concurs in your suggestion that this procedure should be effective only for the duration of the present hostilities.

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

N. A. ROBERTSON,
for the Secretary of State for
External Affairs

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Note A.

OFFICE OF THE PRIME MINISTER

MEMORANDUM

Prime Minister

held
Mr McDuffee
before 7
1-

C231541

A third reason which might perhaps be advanced for a new agreement is that the Rush-Bagot agreement was negotiated by a British plenipotentiary for Canada (Sir Charles Bagot, who was later (1841-43) Governor General).

It would surely now be appropriate to have a new agreement negotiated between a Canadian plenipotentiary and his United States counterpart. This could be carried out with due ceremony, and perhaps with due reference to collaboration in defence during the war years; to a continuing concern for the requirements of joint defence in peace time, and to creating a new landmark in Canada-United States co-operation.

Jas.

15/2/46

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February 14th, 1946.
RMM:MF

C231542

Memorandum for the Prime Minister.

Possible revision of the Rush-Bagot Agreement of 1817

Naval Services wish to send four or five small training vessels to the Great Lakes this summer and have inquired whether the Department would be prepared to seek the approval of the United States Government. Such a step would, like many others that have been taken, involve a breach of the Rush-Bagot Agreement and would require still another interpretation of the spirit of that arrangement. This raises the question which has been under consideration in the Department for some time of whether it would not be in the general interest to replace the Rush-Bagot Agreement with something more suited to present conditions.

Both Governments have agreed during the war to disregard the limitations on naval armaments on the Great Lakes contained in this Agreement and its prohibition of naval construction. It appears questionable, however, whether it is wise to retain an Agreement which is so unrelated to present conditions that its main provisions must be constantly violated. Even with the war ended, it can be expected that both countries will wish to have naval vessels in these waters and there seems no reason why they should not. It therefore appears appropriate to consider whether the time has not come to suggest to the United States that the Rush-Bagot Agreement be replaced by a new Agreement which would take account of present day relations between Canada and the United States.

Such an Agreement might cover the following points:

(a) Permit each country to maintain such vessels as it requires for naval training purposes and for police work.

(b) Permit the construction of such vessels as each country requires for purposes mentioned in (a) above, as well as for ocean use, subject to whatever agreements on naval limitations may be binding on each party.

.....

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(c) Provide for complete exchange of information on all activities under (a) and (b) above perhaps through the Permanent Joint Board on Defence.

The principal argument against a new Agreement is the great sentimental value that attaches to this historic document. It is a landmark of nearly one hundred and thirty years' standing and a monument to the excellent relations between Canada and the United States.

On the other hand, there are two arguments in favour of a new Agreement which may have even greater weight:

(a) A new Agreement might possess even more sentimental value if appropriately conceived and properly launched. The old Agreement was, despite its undoubted value, based on mutual suspicion and the need to keep a watchful eye on naval armaments. A new Agreement could be based on the complete confidence that exists between the two countries. It would be based on mutual trust, not on mutual suspicion. Indeed, a naval limitation Agreement seems inconsistent with joint defence and the responsibilities entrusted to the Permanent Joint Board on Defence under the Ogdensburg Agreement. A new understanding based on these considerations would be a landmark in the history of both countries.

(b) The existing Agreement is so unrelated to modern conditions that scarcely one of its provisions is in force. If international agreements are to command general respect, it does not appear to be sound policy to retain agreements which have become out of date and which are continually violated.

See note A

On balance, it is suggested that a new Agreement, far from destroying something of historical interest and moral value, would be a document commanding great interest and respect in its own right. If you agree with these considerations, I would suggest that an informal approach be made to the United States either through diplomatic channels or through the Permanent Joint Board on Defence.

Please speak to me about it
W.L.M.K.
24.2.46

MacK

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RMM:MF

December 10, 1946

C231544

Memorandum for the Prime Minister

Naval Training on the Great Lakes.

Notes were exchanged recently between the Canadian Embassy in Washington and the State Department providing for a further interpretation of the Rush-Bagot Agreement. This interpretation permits both countries to use Naval vessels on the Great Lakes to train reserves.

Identical press statements will be given out shortly in Ottawa and Washington and Mr. St.Laurent has asked me to send you the text that has been agreed upon which is attached.

R M M

Minute:

Prime Minister has been informed and has concurred in the agreed press statement/ J.L.G.

12/12/46

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DRAFT

DEPARTMENT OF EXTERNAL AFFAIRS
PRESS RELEASE

C231545

The Governments of the United States and Canada announced today a further interpretation of the Rush-Bagot Agreement of 1817 regulating the presence of naval vessels upon the Great Lakes. Originally drafted as a means of settling specific problems arising from the war of 1812, the Rush-Bagot Agreement has become a symbol of the friendly relationship between the United States and Canada. Although its technical provisions have been outdated for many years, the spirit of the Agreement has been maintained by the frank and friendly consultation between the United States and Canada upon all questions relating to naval vessels upon the Great Lakes.

In continuation of this practice, Canada and the United States have agreed upon the interpretation of the Rush-Bagot Agreement of 1817 which is expressed in the appended exchange of notes between the Canadian Ambassador in Washington and the Secretary of State.

Text of Notes

(From the Canadian Ambassador to the United States to the Secretary of State of the United States)

No. 421 Washington, November 18, 1946

Sir,

You will recall that the Rush-Bagot Agreement of 1817 has been the subject of discussion between our Governments on several occasions in recent years and that notes were exchanged in 1939, 1940 and 1942 relating to the application and interpretation of this Agreement. It has been recognized by both our Governments that the detailed provisions of the Rush-Bagot Agreement are not applicable to present day conditions, but that as a symbol of friendly relations extending over a period of nearly one hundred and thirty years the Agreement possesses great historic importance. It is thus the spirit of the Agreement rather than its detailed provisions which serves to guide our Governments in matters relating to naval forces on the Great Lakes.

Discussions have taken place in the Permanent Joint Board on Defence with regard to the stationing on the Great Lakes of naval vessels for the purpose of training naval reserve personnel. The naval authorities of both our Governments regard such a course as valuable from the point of view of naval training and the Board has recorded its opinion that such action would be consistent with the spirit of existing agreements. The Canadian Government concurs in this opinion.

In order that the views of our two Governments may be placed on record, I have the honour to propose that the stationing of naval vessels on the Great Lakes for training purposes by either the Canadian Government or the United States Government shall be regarded as consistent with the spirit of the Rush-Bagot Agreement provided that full information about the number, disposition, functions and armament of such vessels shall be communicated by each Government to

. . . 2

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the other in advance of the assignment of vessels to service on the Great Lakes. If your Government concurs in this view, this note and your reply thereto shall be regarded as constituting a further interpretation of the Rush-Bagot Agreement accepted by our two Governments.

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

(From the Acting Secretary of State of the United States to the Canadian Ambassador to the United States)

Washington, December 5, 1946

Excellency,

I have the honour to acknowledge the receipt of your Note No. 421 of November 18, 1946, in which you advised me that your Government has proposed a further interpretation of the detailed provisions of the Rush-Bagot Agreement. My Government is in complete accord with yours as to the historic importance of this Agreement as a symbol of the friendship between our two countries and agrees that it is the spirit of this Agreement which guides our Governments in matters relating to naval forces on the Great Lakes.

I am now pleased to inform you that my Government concurs with your proposal, namely, that the stationing of naval vessels on the Great Lakes for training purposes by either the Canadian Government or the United States Government shall be regarded as consistent with the spirit of the Rush-Bagot Agreement provided that full information about the number, disposition, functions and armament of such vessels shall be communicated by each Government to the other in advance of the assignment of vessels to service on the Great Lakes.

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

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US/RBA ~~hold till return~~

OFFICE OF THE PRIME MINISTER

MEMORANDUM

Reminder to Jay C231547

ask RMM if anything further about the Rush-Bagot Agreement
Msg/Ottn 164, 176

Minute

agreed with U.S. to short yet another hole in the original agreement to permit of stationing naval training vessels on the Great Lakes

press release expected shortly

Jay

7/12/46

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US/RBA

0231543

For simultaneous release in Ottawa and Washington. NOT to be published before 3.00 p.m. E.S.T. December 13, 1946.

DEPARTMENT OF EXTERNAL AFFAIRS
PRESS RELEASE

No. 57 Ottawa, December 13, 1946.

The Governments of the United States and Canada announced today a further interpretation of the Rush-Bagot Agreement of 1817 regulating the presence of naval vessels upon the Great Lakes. Originally drafted as a means of settling specific problems arising from the war of 1812, the Rush-Bagot Agreement has become a symbol of the friendly relationship between the United States and Canada. Although its technical provisions have been outdated for many years, the spirit of the Agreement has been maintained by the frank and friendly consultation between the United States and Canada upon all questions relating to naval vessels upon the Great Lakes.

In continuation of this practice, Canada and the United States have agreed upon the interpretation of the Rush-Bagot Agreement of 1817 which is expressed in the appended exchange of notes between the Canadian Ambassador in Washington and the Acting Secretary of State.

Text of Notes

(From the Canadian Ambassador to the United States to the Acting Secretary of State of the United States)

No. 421 Washington, November 18, 1946

Sir,

You will recall that the Rush-Bagot Agreement of 1817 has been the subject of discussion between our Governments on several occasions in recent years and that notes were exchanged in 1939, 1940 and 1942 relating to the application and interpretation of this Agreement. It has been recognized by both our Governments that the detailed provisions of the Rush-Bagot Agreement are not applicable to present day conditions, but that as a symbol of friendly relations extending over a period of nearly one hundred and thirty years the Agreement possesses great historic importance. It is thus the spirit of the Agreement rather than its detailed provisions which serves to guide our Governments in matters relating to naval forces on the Great Lakes.

Discussions have taken place in the Permanent Joint Board on Defence with regard to the stationing on the Great Lakes of naval vessels for the purpose of training naval reserve personnel. The naval authorities of both our Governments regard such a course as valuable from the point of view of naval training and the Board has recorded its opinion that such action would be consistent with the spirit of existing agreements. The Canadian Government concurs in this opinion.

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In order that the views of our two Governments may be placed on record, I have the honour to propose that the stationing of naval vessels on the Great Lakes for training purposes by either the Canadian Government or the United States Government shall be regarded as consistent with the spirit of the Rush-Bagot Agreement provided that full information about the number, disposition, functions and armament of such vessels shall be communicated by each Government to the other in advance of the assignment of vessels to service on the Great Lakes. If your Government concurs in this view, this note and your reply thereto shall be regarded as constituting a further interpretation of the Rush-Bagot Agreement accepted by our two Governments.

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

(From the Acting Secretary of State of the United States to the Canadian Ambassador to the United States)

Washington, December 5, 1946

Excellency,

I have the honour to acknowledge the receipt of your Note No. 421 of November 18, 1946, in which you advised me that your Government has proposed a further interpretation of the detailed provisions of the Rush-Bagot Agreement. My Government is in complete accord with yours as to the historic importance of this Agreement as a symbol of the friendship between our two countries and agrees that it is the spirit of this Agreement which guides our Governments in matters relating to naval forces on the Great Lakes.

I am now pleased to inform you that my Government concurs with your proposal, namely, that the stationing of naval vessels on the Great Lakes for training purposes by either the Canadian Government or the United States Government shall be regarded as consistent with the spirit of the Rush-Bagot Agreement provided that full information about the number, disposition, functions and armament of such vessels shall be communicated by each Government to the other in advance of the assignment of vessels to service on the Great Lakes.

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

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The Mover and Seconder

C231550

Lieutenant Leonard David Sweezey Tremblay, M.P. for Dorchester since 1935.

A veteran of the War of 1914-18; a Forestry-Technician in civil life;

On Active Service in the army in the present war; prevented by age from serving overseas.

Eleven children.

Captain Walter Adam Tucker, M.P. for Rosthern since 1935.

A veteran of the War of 1914-18; a Barrister in civil life;

On Active Service in the army in the present war; prevented by age from serving overseas.

Eight children.

Parallels to note:

Both veterans who served overseas with Canadian Corps;

Both elected to Parliament in same year - 1935;

Both volunteered for overseas service in this war and both are serving with distinction in essential army duty in Canada -

both disappointed at being denied opportunity for overseas service.

Both have large families -
well able to appreciate one of the measures in the social security programme of the Government.

Government had sought at one and same time to recognize the armed forces in present war and veterans of the last war.

Both mover and seconder could speak with knowledge of feelings of the men in the forces and with personal experience of demobilization and re-establishment - valuable in considering programme for the present session.

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On this account, their commendation of the programme outlined in the Speech from the Throne will be particularly appreciated.

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C231552

C B C
OTTAWA, - ONT.
NOV 16 1946
TALKS STUDIOS

FROM:
Canadian Broadcasting Corporation,
Talks and Public Affairs,
354 Jarvis Street,
Toronto 5, Ontario.

NOTE:
For permission to reprint this material in whole or in part please write to the Supervisor of Press & Information, CBC, 354 Jarvis Street, Toronto 5.

This talk was given by
President A. W. Trueman
In the series "Radio 1946"
on Wednesday, November 6, 1946
at 8:45-9:00 pm EST
ex
to Trans-Canada Network.

The Listening Reader

It is a great privilege for me to have this opportunity of taking part in the series of broadcasts, "Radio 1946", which the CBC has arranged. I have been invited to say something about Canadian Broadcasting, to make any suggestions which occur to me, particularly in relation to the Listening Reader. This is the kind of invitation which sounds ideal when you first hear it. You think - if you are interested in Radio, and I certainly am - that it will be easy to talk for ten or fifteen minutes about broadcasting. You remember, possibly some of the criticisms which you have made of certain radio programs; and you remember the conversations, the criticizing conversations which you have had with your friends about even the CBC and some of the things it does. This will be a fine chance to say your say about various matters. You might even bring in a stinging reference to soap operas and singing commercials.

But when you actually sit down to write your script you discover that your criticisms have been destructive and negative and, on the whole, pretty trifling; that you are not prepared with as many constructive and positive suggestions as you had expected to be.

Well, that is the position I was in. But I welcome this invitation, even on second thought, because it has made me think, at least a little, about some of the possibilities of Radio in this country.

Radio is such a potentially great educational force that we ought to think of it - it seems to me - in relation to some of the great problems with which Canada is confronted. How can we use Radio intelligently to help us solve these problems? Let me talk about this a little longer.

In the first place what are some of the great problems which confront Canada?

Well, we are a very big country, spread out over more than 3,000 miles between Atlantic and Pacific. And this great country falls naturally into regions. There are the Maritime Provinces over on the East, jutting out into the Atlantic Ocean. There is the Valley of the St. Lawrence and the country adjoining it and watered by the other great Eastern rivers. Then there is the vast Canadian Shield. A little farther West is the fertile Prairie region. And at the extreme West is wealthy British Columbia, separated from the Prairies by the Rocky Mountains.

One of our problems, then, is to pull all these regions together into a solid unit; to give Canada coherence; to break down the strong regionalism which - I am afraid - takes too large a place in our thinking about ourselves as Canadians. That means two things, does it not? One - that we must find, understand, and state clearly the common ground, the common interest that exists among all these regions; and two - that we must find the means of reconciling any differences we have in these various regions; of finding out how we can work closely together as a unified country, and at the same time meet adequately the different regional needs which we have.

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The Listening Reader is supplied with a good many books and pamphlets on National and International Affairs. But surely Radio is an instrument designed by Providence to help us in these very tasks. Can we not make a wider and more intelligent use of it, as a valuable supplement to the reading we must do, and as a stimulus for the reading which many of us do not do? Of course, operating a radio system in so large a country is not easy. One difficulty is created by the fact that we have several time zones in Canada. When a program is given in Halifax at ten o'clock in the morning, most of the radio audience in Vancouver is still in bed - unless they get up earlier in Vancouver than I did when I was last there. But even so, this is a difficulty which can be met in various ways. Would it be practical for the CBC to give us a series of programmes aimed specifically at revealing to the Canadian people of these various regions their common ground of unity, their common interests? There might be talks with an economic slant, with a sociological slant, with a cultural slant. Of course, I realize that the CBC is already doing excellent programmes which contribute to this end. But I'm wondering if the purpose could not be more clearly defined, and the programmes more precisely aimed. Would it be a good investment of money, to give the CBC the funds which would enable it to maintain permanetly the services of a group of experts on matters of this kind; some of these might be full-time servants of the Corporation; others might constitute a kind of Advisory Board on National Unity. This could be part of a determined, directed, carefully thought-out national effort to bring ourselves together more closely in the bonds of Canadian solidarity.

I am not thinking now of little sporadic efforts, but of a continuous effort on the part of the CBC; an effort which would require, as I have suggested, the best brains we can find for it, a scheme of research, and a staff to carry it on.

We must know more about each other. Oh, I know that we get broadcasts from various Canadian cities by CBC roving reporters, and from other widely scattered points of interest - and very good they are too. But I should like, I confess, something a little more solid; something a little more deliberately and daringly educational; and something more highly organized into a pattern and more continuous. I hasten to say that I do not think that such programmes - when they are talks - and there might be other kinds of programmes than talks - I say, I do not think that they should be given necessarily by the experts themselves. Let the programmes be prepared by these experts I have mentioned, supervised by these experts, but let them be given by experts of another kind; namely experts in the art of radio speech. A talk excellent in itself, and given by a wise man, may be completely ineffective if the wise man is not an expert in the art of radio speech. And you and I know a good many clever people who are not.

Well, so much for that. Now, what is another of Canada's great problems? I suggest this: to discover and understand and state Canada's logical role in World affairs. We have become a nation, as has so often been said, just at a time when - so to speak - to be a nation is not enough. National isolation, if it ever was possible, is certainly not possible now. With our record in two World Wars, and our former participation in the League of Nations, we have had some international experience. We may take pride in that record, too. But where are we going? What is the line this country should take? As a Middle Power, how can we most effectively use our influence? What must we be prepared to do? What is it to our special interest to foster in the development of any of the international schemes now going?

Surely these questions indicate one of our great national problems. We shall solve it well, of course, only if we can find a single voice, only if we can more nearly achieve our own internal unity.

Could the CBC help with this? I suggest - on the same basis as before - programmes dealing with Canada in World Affairs. Here is one practical way in which I think this might be carried out.

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We must be represented abroad, in embassies and in trade commissions. Would it not be a service for the CBC to tell the people of this country how we manage these affiars? Could we not stimulate, in this way, interest on the part of our brightest young people in the foreign service of Canada? What does it mean to look after Canada's commercial interests in - say - New Zealand, in South America, in China in Holland? What kind of person do we need for this work? What kind of life can he or she expect to lead? What kind of training should these people have, whose duty it will be to represent us abroad, in these various capacities?

I put it to you - would it not be a wonderful thing if people of other countries could say - "Well, no matter to what country you go, you will find Canada excellently represented - in trade and in diplomacy - by highly intelligent, well-trained, well-informed, and competent people. Canada is certainly one country which has grasped the idea that in the modern world you cannot keep your brains at home and expect to cope with the problems of diplomacy and international trade."

Please do not think I am miminizing the splendid work of the people we already have in our Foreign Service. I am simply suggesting that we have not grasped all the possibilities yet and we have not enough of the right people trained yet. Well, here is Radio, which can certainly help in this problem. It has the power to stimulate our imaginations - and that is what we need. It has the power to bring the findings of the experts into almost every living-room in Canada. It seems to me that the Listening Reader - the kind of person who uses books habitually - can be reached in a particularly effective way by Radio, with programmes of this kind.

Leaving this subject rather abruptly, I suggest that we need to know a great deal more about the Orient than we now do. It is being stated by scholars and diplomats that the Orient is no longer going to be content to occupy a passive role in relationsto the West. I think that must be plain to any thoughtful person. The Orient is not going to continue to sit still and receive Western ideas. It is going to come to us, not only to get but to give. Can we not bring before our people useful, even vital information about - say - the ways in which the Chinese people live and think? And what about India? There must be innumerable types of programme which could be used in the service of this task - Dramatization, Music, Talks, Readings, Interviews, and so on.

Again, it seems to me, we must make the effort to find the common ground we have with the other major cultures of the world and with their underlying basic philosophies. We have to get rid of some of our exclusiveness; of our feeling that we have nothing to learn from people whose traditions and beliefs and customs are different from ours. There is a good deal of wisdom in the Orient, I suggest. We do not possess the secret of the only way to live. It would help in the task of creating peace if we knew more about these other peoples, who in a shrunken world, are no longer remote. And we have the brains to use Radio intelligently for a purpose of this kind, if only we can be made to see how important it is. I cannot suggest much in the way of specific detail to the CBC, and I am not going to try. But the CBC can give us what we need, if we will only be willing to receive it.

Here, then, are a few thoughts about ways in which Radio could perform a great national service by giving the Listening Reader - who is the best Listener the CBC has - programmes which will add to his knowledge and stimulate his imagination.

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C231555 7.7.47

DINNER given by the Prime Minister
in honour of
H.E. Constantine TSALDARIS,
Vice-Premier and Foreign Minister of GREECE

Country Club, Ottawa, July 10, 1947 at 7:30 p.m.
(Dress: business suit).

The Prime Minister

M. Constantine TSALDARIS

M. A. Tsaldaris (son)

M. Cambiotis (Secretary to M. Tsaldaris)

M. Antonakaikas (Assistant Director, Greek Government Information Office, New York)

H. E. The Ambassador of Greece

Rt. Hon. L.S. St.Laurent

Hon. Brooke Claxton

Mr. L. B. Pearson

Hon. J.A. MacKinnon

Hon. Ernest Bertrand

Hon. Paul Martin

Hon. Lionel Chevrier

Hon. Humphrey Mitchell
Hon. Colin Gibson

Mr. J.A. Gibson

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C231556

JAG
July 8, 1947

MEMORANDUM FOR THE PRIME MINISTER:

Visit of Mr. Tsaldaris, Vice-Premier and Foreign Minister of Greece

1) Mr. Tsaldaris will arrive in Ottawa by air at 2:00 p.m. on Thursday, July 10. He will be met at the airport by Mr. Escott Reid and Mr. Gilles Sicotte of the Department of External Affairs.

2) Mr. Tsaldaris would like to call upon you at the House of Commons, 9.30 — and 4:00 p.m. Thursday has been tentatively suggested.

3) Dinner on Thursday evening at the Country Club at 7:30 p.m.

a) The gentlemen shown on the attached list have now accepted (18 in all).

b) I would propose to send notes "to remind" on Wednesday if you agree that this should be done.

c) A round table to seat 14 (or 16) will be reserved in the corner of the verandah at the Country Club. I will have available on Wednesday morning two alternative menus for your choice and approval. Wines and flowers are being provided.

d) I have place cards in blank; will you wish to write these yourself ? — No. You [illegible]

e) I am preparing notes for remarks after dinner, including a note about Mr. Tsaldaris' career in Greece.

4) Dinner on Friday evening given by the Greek Ambassador: this will be at the Chateau Laurier at 7:30 p.m. (business suit).

L.S.

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C231556

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July 8, 1947

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2) Mr. Tsaldaris would like to call upon you at the House of Commons, 9.30 — and 4:00 p.m. Thursday has been tentatively suggested.

3) Dinner on Thursday evening at the Country Club at 7:30 p.m.

   a) The gentlemen shown on the attached list have now accepted (14 in all).

   b) I would propose to send notes "to remind" on Wednesday if you agree that this should be done.

   c) A round table to seat 14 (or 16) will be reserved in the corner of the verandah at the Country Club. I will have available on Wednesday morning two alternative menus for your choice and approval. Wines and flowers are being provided.

   d) I have place cards in blank; will you wish to write these yourself ? — No. Je [illegible]

   e) I am preparing notes for remarks after dinner, including a note about Mr. Tsaldaris' career in Greece.

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J.A.G.

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Government Dinner - Country Club
Thursday, July 10, 1947
7.30 p.m.

In honour of M. Constantin Tsaldaris
Vice-Premier & Foreign Minister of
Greece

DINNER PLAN

Hon. Ernest Bertrand

Mr. J.A. Gibson — Hon. Lionel Chevrier

Hon. Humphrey Mitchell — Rt. Hon. L.S. St.Laurent

Mr. A. Antonakaikas — M. Constantin Tsaldaris

Hon. J.A. MacKinnon — The Prime Minister

Mr. Cambiotis — Ambassador of Greece

Hon. Colin Gibson — Hon. Brooke Claxton

Mr. L.B. Pearson — Mr. A. Tsaldaris

Hon. Paul Martin

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C231558

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bwlg
green

Mr. Bertrand
Mr. J.A. Gibson Mr. Chevrier
Mr. Mitchell Mr. St.Laurent
Mr. Antonakaikas Mr. Tsaldaris
Mr. MacKinnon The Prime Minister
Mr. Cembitis Greek Ambassador
Mr. Gibson Mr. Claxton
Mr. Pearson Mr. A. Tsaldaris
Mr. Martin

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MENU

C231559

Consommé Madrilène

—

Mushrooms under Glass

—

Brome Lake Duckling
Wild Rice

—

Country Club Salad

—

Maple Mousse

—

Country Club July 10, 1947

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Dinner at the Country Club, Thursday, July 10, 1947

The following alternative menus are submitted for the Prime Minister's consideration:

A	B
Jellied Consommé Madrilène	Cream Soup Creole
Creamed Mushrooms under Glass	Cold Lobster Mayonnaise
Roast Brome Lake Duckling Wild Rice and Candied Sweet Potatoes	Roast Spring Lamb Printanière
Country Club Salad	
Maple Mousse	Strawberries Bernhardt
Coffee	Coffee

O.C. 9.VII-47

(Before dinner: Hors d)oeuvres with cocktails)

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C231561

7.7.47

DINNER given by the Prime Minister
in honour of
H.E. Constantine TSADDARIS,
Vice-Premier and Foreign Minister of GREECE

Country Club, Ottawa, July 10, 1947 at 7:30 p.m.
(Dress: business suit).

- The Prime Minister
- M. Constantine TSALDARIS
- M. Tsaldaris (son)
- M. Cambiotis (Secretary to M. Tsaldaris)
- M. Antonakaikas (Assistant Director, Greek Government Information Office, New York)
- H. E. The Ambassador of Greece

2 p.m. Thursday
Athinais

- Rt. Hon. L.S. St.Laurent
- Hon. Brooke Claxton
- Mr. L. B. Pearson

- Hon. J.A. MacKinnon
- Hon. Ernest Bertrand
- Hon. Paul Martin
- Hon. Lionel Chevrier

Mr. J.A. Gibson

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C231562 JAG
July 8, 1947

MEMORANDUM FOR THE PRIME MINISTER:

Visit of Mr. Tsaldaris, Vice-Premier and Foreign Minister of Greece

1) Mr. Tsaldaris will arrive in Ottawa by air at 2:00 p.m. on Thursday, July 10. He will be met at the airport by Mr. Escott Reid and Mr. Gilles Sicotte of the Department of External Affairs.

2) Mr. Tsaldaris would like to call upon you at the House of Commons, and 4:00 p.m. Thursday has been tentatively suggested.

3) Dinner on Thursday evening at the Country Club at 7:30 p.m.

a) The gentlemen shown on the attached list have now accepted (14 in all).

done b) I would propose to send notes "to remind" on Wednesday if you agree that this should be done.

c) A round table to seat 14 (or 16) will be reserved in the corner of the verandah at the Country Club. I will have available on Wednesday morning two alternative menus for your choice and approval. Wines and flowers are being provided.

d) I have place cards in blank; will you wish to write these yourself ?

e) I am preparing notes for remarks after dinner, including a note about Mr. Tsaldaris' career in Greece.

4) Dinner on Friday evening given by the Greek Ambassador: this will be at the Chateau Laurier at 7:30 p.m. (business suit).

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MEMORANDUM C231563

Office of the Prime Minister

Ottawa, July 7, 1947

Prime Minister:

Since speaking to you this evening, I have learned from External Affairs that Mr. TSALDARIS will be accompanied to Ottawa by

M. Tsaldaris, Jr., (his son),
M. Cambiotis (his secretary)
M. Antonakaikas (Assistant Director of the Greek Government Information Office, New York)

Will you wish to have any or all of these gentlemen invited?

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SECRET

JAG/EMM

C231564

Visit of M. Constantin TSALDARIS

Ottawa, July 10, 11, 1947

Notes on Political developments in Greece.

April 18, 1946	Mr. Tsaldaris became Prime Minister.
Sept. 1, 1946	Plebiscite on question of return of the King to Greece. for 1,019,801) figures from against 374,109) U.K. sources (Canadian Embassy, Athens, reported a 70% vote in favour of return).
Sept. 28, 1946	King George II returned to Athens (by air from England on 27th landed from a destroyer on 28th)
(October 21, 1946	Hon. Brooke Claxton visited Athens)
Nov. 4, 1946	Revised government formed under M. Tsaldaris as Prime Minister.
Dec. 1, 1946	M. Tsaldaris left Athens for New York to present before United Nations the Greek case on northern frontier incidents. (On return to Athens, was momentarily in Canada at ~~Shediac~~, Sydney N.S. by 'plane)
(Dec. 17, 1946	Visit to Athens of Field Marshal SMUTS)
Jan. 24, 1947	In "a more broadly based government of national unity" Mr. Tsaldaris became Vice-Premier (but retained portfolio of Foreign Affairs). (M. Maximos became Prime Minister)
April 1, 1947	King George II died in Athens; succeeded by Crown Prince as King Paul I.

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0231705

During the past year in Greece there have been three outstanding issues of constant concern to the Government. They are evidently still much in M. Tsaldaris' mind (see attached telegram Circular D. 577 of July 4).

1. The desirability of broadening the basis of the government itself.

This had been urged

(a) by King George II before his return to Athens;
(b) by the United Kingdom Government whenever its advice was asked;
(c) by M. Tsaldaris himself, evidently as a means of preserving a semblance of stable government, and to avoid playing into hands of the extreme Republicans.

More than once M. Tsaldaris had made it clear that he would serve as Vice-Premier under another leader if this would enable a more broadly-based ministry to carry on the government.

2. Incidents on the Northern frontier of Greece.

There have been several reports of massing of forces on the northern frontiers of Greece, alike in Albania, Yugoslavia, and Bulgaria. The Greek complaint to the Security Council followed earlier charges that Greek forces had violated the frontier of Albania. As there were many signs of an explosive situation, a commission of enquiry was appointed by the Security Council to investigate matters on the northern frontiers. The consideration of the Report of this commission of enquiry is the occasion for M. Tsaldaris' present visit to New York.

3. Guerrilla warfare in Greece itself.

Despite a proclamation of qualified amnesty, sporadic conflict has continued for several months between guerrilla detachments and regular forces of the Greek Army. The guerrillas have, on the whole, had no coherent organization, but they have contained considerable numbers of the Greek army. With the first post-war classes now completing their 18 months

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of compulsory service, the replacements will be much less seasoned.

The problem has been complicated for the Greek Government by

(a) the suspicion that various guerrilla bands are receiving assistance and support from elements in the neighbouring country;
(b) the reputed formation of a "Free Greek" Legion, drawing upon the central European and Balkan countries generally. The largest concentration of this force, at most recent report, was on the Dalmatian coast.

The question of amnesty for the guerrilla forces very nearly wrecked the Government last autumn. M. Souphoulos, the principal opponent of M. Tsaldaris, was all for a policy of appeasement, implying unrestricted amnesty; M. Tsaldaris felt that this policy would play into the hands of extremists on the left, though he had to reckon with dissident elements in his own party.

---

4. M. Tsaldaris has been at pains to ensure that with the advent of United States economic assistance for Greece (and Turkey), the interest of the United Kingdom shall not be withdrawn completely. Since last September 15 there have been progressive withdrawals of British forces in occupation. It has been agreed that after the deposit of ratifications by the 4 Big Powers of the treaty of peace with Italy, whereupon sovereignty over the Dodecanese Islands will formally revert to Greece, British forces will be withdrawn from the Islands within a period not exceeding 90 days.

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MEMORANDUM FOR THE PRIME MINISTER

Gray Turgeon has agreed to represent us at the meeting of the Committee on Finance of the International Refugee Organization, which is meeting in London next week. He represented Canada at the first meeting of the Refugee Commission in London and during subsequent discussions of this body at the Economic and Social Council meetings in New York. He has been a very useful and conscientious representative, who has put all his energies and interest into the work he has been asked to do. His Parliamentary experience has proved helpful and I have heard from other quarters how much his work has been appreciated.

The Economic and Social Council, at its meetings in New York, set up a Commission to report to the Assembly of the United Nations on the progress of reconstruction in countries which had been devastated by the war. This Commission is meeting in London toward the end of July, and Canada has been invited to be represented on it. If you approve, I would suggest that Mr. Turgeon, who will be in London at that time finishing up his work on the Refugee Committee, should be named as our representative on this Commission of Reconstruction. He was Chairman, for two years or more, of the Parliamentary Committee on Reconstruction and should make a very good representative on this body.

N.A. ROBERTSON

6-7-46

noted

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OFFICE OF THE PRIME MINISTER

P-10-I
1946

MEMORANDUM for Miss Moore.

C231568

The Prime Minister has received a message from Mr. Gray Turgeon to say that he will be in Ottawa for some days during the week commencing Monday, September 16th.

You might like to note on your engagement sheets indicating that Mr. Turgeon will probably be in Ottawa after September 16th.

J.W.P.

September 14th, 1946.

JWP:MV

Copy for: ~~R.G.R.~~
W.R.M.
~~M.C.~~

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Mr King - Interview
Turgeon, J.G. 1-10-"I"
1946

OFFICE OF THE PRIME MINISTER

MEMORANDUM

C231569

For the Prime Minister:

I saw Mr. Gray Turgeon today. He is going to New York tomorrow for the meetings in connection with the Social and Economic Council, and has, therefore, withdrawn his request to see you until after his return from these meetings. He asked me to give you his kindest regards.

J.W.D.

Sept. 17, 1946

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Mr King C231570 Oct 1

I have noted this letter. It is wholly unwarranted a sheer bluff.

OD

Re Judge Duncan, I had made a note of his name when you spoke of it before. I see the newspapers are making surmises.

S.

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OFFICE OF THE PRIME MINISTER WJT/MDS

MEMORANDUM for the Prime Minister: Q-102 v-1

C231571

Mr. Turgeon, the newly appointed Minister, is in town until Wednesday afternoon, when he leaves for Montreal. He returns to Ottawa on Monday and will be here the greater part of next week.

He has left this word in case you desire to see him before he leaves for the South. He has to be on a boat leaving New York about October 11th.

September 30, 1941. W.J.T.

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file W.H.M.
February 10, 1944.

DEPARTMENT OF EXTERNAL AFFAIRS

C231572

Memorandum for the Prime Minister

Arrival of Hon. W.F.A. Turgeon

I have asked Mr. Measures, and Mr. Soward (of the American Division) to meet Mr. Turgeon on his arrival at the Ottawa station tonight at 10.10 p.m.

PM informed /

Ottawa,

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CA | Belg

C231573

NAR/SR
12.8.46

MEMORANDUM FOR THE PRIME MINISTER

Tuesday

Mr. Turgeon is arriving in Paris tomorrow. I believe that the doctors who examined him in London are rather worried about his condition and have recommended that he return to Canada for an operation. We are arranging to put him up at the Crillon while he is in Paris.

Mak

Received by fm
1:45 pm 14/8

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CA 1 Belg C231574
NAR/SR
9.9.46

MEMORANDUM FOR THE PRIME MINISTER

Judge Turgeon was in this morning. He is leaving tomorrow for Rochester, Minnesota, for his operation. He looks well and is hopeful that the doctors will report him fit to take up his duties again shortly.

His first preference for a transfer is Athens, should that post fall vacant. His second preference would be Switzerland.

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OFFICE OF THE PRIME MINISTER

MEMORANDUM for the Prime Minister

The Honourable W. F. A. Turgeon, K.C., Ambassador to Belgium, telephoned this morning to say he regrets very much that he will not be able to attend the government dinner Tuesday evening in honour of Lord and Lady Addison, as he has made all arrangements to leave for Rochester where he is to receive medical treatment and undergo an operation.

He also asked me to express to you his thanks and those of Mrs. Turgeon for your very kind invitation.

G. J. M.

P. S.--Mr. Measures has been advised of this.

G. J. M.

Ottawa, September 9, 1946

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H C / I

22.10.46

THE HONOURABLE WILLIAM FERDINAND ALPHONSE TURGEON, K.C.

Born - Bathurst, New Brunswick, June 3, 1877.

Educated - New York City.
Attended College de Levis and Universite Laval in the province of Quebec where he graduated with the degree of B.A. Studied law in New Brunswick. Received honorary LL.D degree from the University of Ottawa and the University of Saskatchewan. He speaks French fluently.

In 1903 Mr. Turgeon was called to the Bar in New Brunswick. In 1904 he was admitted to the Bar of the North West Territory - District of Saskatchewan. He was Crown prosecutor of the Saskatchewan Judicial District in 1904. He practised law at Prince Albert, Saskatchewan, and in 1907 was named Attorney General for the province of Saskatchewan. He was elected Liberal member of the Saskatchewan Legislature for Prince Albert in 1909, subsequently elected for Duck Lake and Humboldt constituencies. He was a member of the Interprovincial Conference at Ottawa in 1910. In 1921 he was appointed to the Court of Appeal of Saskatchewan and became Chief Justice in 1938. Mr. Turgeon headed many Royal Commissions including the Royal Commission on the Textile Industry and the Royal Grain Inquiry Commission. In October 1941 he was made a member of the Canadian Privy Council.

Mr. Turgeon joined the Department of External Affairs in July 1941 and was appointed Canadian Minister to the Argentine. In March 1944 he was appointed Canadian Ambassador to Mexico where he served until October 1944 when he was appointed Canadian Ambassador to Belgium and Minister for Luxembourg.

In 1901 Mr. Turgeon married Gertrude Boudreau, who died in 1945. On August 27, 1946, he married Madame Fleury d'Echambault.

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C231577

THIS DOCUMENT IS THE PROPERTY OF HIS BRITANNIC MAJESTY'S GOVERNMENT

TURKEY. March 25, 1942.

CONFIDENTIAL. SECTION 1.

[R 2075 403/44] Copy No. 168a

Mr. Eden to Sir H. Knatchbull-Hugessen (Angora).

(No. 60.)

Sir, *Foreign Office, March 25, 1942.*

THE Turkish Ambassador called to see me this morning. His Excellency began by saying he had brought me the warmest personal messages of friendship from his President, who had asked him to assure me of his most sincere goodwill and his heartfelt wishes for the success of the British Government and people. His Excellency said that the President had asked him to impress upon me that the policy of Turkey was unchanged and that she remained unshakably loyal to her friendship with us. The Ambassador added that had he not been absolutely convinced of this he would never have undertaken the mission with which he is charged. Personally, no post in the world could have been more agreeable to him than that to which he had been appointed. He had been a life-long friend of Great Britain, and he was convinced that his country's interests and those of the British Empire were indissolubly linked. If the British Empire suffered, Turkey suffered. Turkey's interests and our interests were fundamentally the same. If we were defeated there would be no future for Turkey. I thanked the Ambassador for his message, which I asked him cordially to reciprocate to the President. I continued that we had always understood the difficulties of the Turkish position, but that we had always felt convinced that if faced with German demands incompatible with her interests Turkey would resist and fight. The Ambassador said this was undoubtedly so. The mind of the President, the Government and the people was absolutely made up on this issue. We could count upon their loyalty. They fully understood the difficulties of our position and the many new commitments that we have to meet, but they hoped that we would assist them to obtain equipment from the United States which would help them in the resistance which they were determined to make.

At a subsequent meeting his Excellency gave me the numbers of the anti-aircraft guns and the anti-tank guns which they hoped to get, with our assistance, from the United States, and with the help of which they were confident that they could hold the Chatalca Line against any challenge.

The Ambassador impressed me as being direct and forthright, and personally sincere in the assurances which he gave; and I had the impression that we could count upon him to give all the help in his power for the betterment of Anglo-Turkish relations.

I am, &c.
ANTHONY EDEN.

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C231578

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[R 2343/403/44] Copy No. 068a

Mr. Eden to Sir H. Knatchbull-Hugessen (Angora).

(No. 73.)

Sir, *Foreign Office, April 7, 1942.*

THE Turkish Ambassador lunched with me to-day, when his Excellency spoke at some length of his general views of the world situation. He once again emphasised to me his absolute conviction that the President meant to stand by his engagements with us. The President was fully convinced of our sincerity and had spoken to him with warm appreciation of the frankness with which I had spoken to him at our last meeting in Angora.

2. The Ambassador said he fully understood our present difficulties about the delivery of equipment. None the less, even an occasional delivery of some promised article was quite invaluable. The Germans were always taking the line that we did not really mean to help the Turks, and though the Turkish Government knew that this was not true, some evidence that the general public could see would have an immensely heartening effect.

3. His Excellency mentioned, for instance, that the recent delivery of a destroyer to Turkey had made a profound impression. The Turks knew very well how hard it had been for us to effect this delivery, but this knowledge had greatly enhanced the value of the act in their eyes. His Excellency said that among the material which the Turks desired, the most important were anti-tank and anti-aircraft guns. Could we not send them some American guns of this type?

4. When we spoke of the military situation the Ambassador repeated his conviction that the Germans and the Japanese were pursuing a common strategy which was designed to meet in the neighbourhood of the Persian Gulf. He had no doubt that we were keeping a close watch on such Japanese agents as remained throughout the Near and Middle East. The Ambassador warned me in particular about the Yemen. He had reason to believe that the Japanese had a secret treaty with the Yemen.

I am, &c.
ANTHONY EDEN.

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C231579

THIS DOCUMENT IS THE PROPERTY OF HIS BRITANNIC MAJESTY'S GOVERNMENT

[R 2320/403/44] Copy No. 068a

Mr. Eden to Sir H. Knatchbull-Hugessen (Angora).

(No. 70).

Sir, *Foreign Office, April 10, 1942.*

THE Turkish Ambassador called on the Parliamentary Under-Secretary of State on the 1st April, and during the conversation said that he conceived of himself as having a double duty to perform while he was over here: to guard the interests of Turkey and to promote the interests of this country. In his view British and Turkish interests were inseparable, and British interests could not be weakened without damaging Turkey.

2. After remarking on the pleasant spring day, Mr. Law asked M. Orbay whether the arrival of spring were not greatly increasing anxiety in Turkey, to which the latter replied that there was no anxiety in Turkey; the Turks had taken their decision and there was no going back on it. The choice now lay entirely with the Germans, and the Turks could only await events, whatever they might be, with composure. He said that they had had in their long history a variety of Governments in Turkey. They had had good Sultans, who were great administrators, they had had mad Sultans, and they had had drunken Sultans—so far they had never had a Government that had broken its word.

3. The Ambassador said that Turkey needed all the help that she could get from Great Britain in material, but in any case the Turks were confident that there would be no walk-over. They had a very strong and easily defensible line 20 kilom. north of Istanbul, and as for Anatolia, they would not make the mistake of trying to defend their cities, but they would fight in guerrilla warfare to the death.

4. Mr. Law mentioned to the Ambassador that when he had been in Anatolia some years ago he noticed that whenever he met a peasant who had fought against the English or had been taken prisoner by us he was greeted like a long-lost brother. His Excellency said that the last war was a tragic and unnecessary interruption of the normal relationships between Great Britain and Turkey. The fact that Turkey was opposed to us in the war was due to her fear and suspicion of Russia. When Russia joined the *Entente* in 1906 and 1907 the Turks immediately began to think that we would combine with Russia to fulfil her long-cherished ambition of obtaining control of the Straits. It was the suspicion sown then which began the process by which Turkey was led to the side of Germany. The Ambassador added that Turkey had made a terrible blunder, and it was inconceivable that she should repeat the blunder. He himself had signed the Armistice at Mudros, and he knew then, while he was signing it, that it was better for Turkey than if she had been victorious, because in that event she would have been quite literally a colony of Germany. The Ambassador said that he knew the mind and heart of President Inönü, and that he was speaking for him as well as for himself.

5. Mr. Law then said that he supposed that my visit to Moscow had begun to revive the old suspicions of Anglo-Russian collaboration to which he had already referred, although he hoped that by now their suspicions had been dissipated. The Ambassador replied that it was necessary to distinguish between the Turkish Government and Turkish ruling classes and the masses of the people who were inevitably susceptible to a greater or less extent to German propaganda. So far as the former were concerned, his Excellency said that they were not afraid of Bolshevik Russia as they had been afraid of Tsarist Russia. He added that almost the greatest thing we had done in this war was to give immediate recognition and friendship to the Bolsheviks as soon as Germany attacked them. But from the point of view of the Turkish people it was very important to avoid giving Axis propaganda too big a handle. The people generally had been worried much more by Sir Stafford Cripps's speech at Bristol, when he referred to the necessity for giving Russia inviolable strategic frontiers, than they had

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C231580

been by my visit to Moscow. They were worried by the phrase because it immediately revived memories of the old Russian desire to control the Straits. They were not in the least worried by the idea of Communist expansion. The Ambassador went on to say that neither he nor the Turkish Government were afraid of Russian imperialist expansion, at any rate under the present régime. He was only afraid of it as a bogy for Axis propaganda.

6. Mr. Law asked the Ambassador whether he was at all anxious about the possibility of Soviet penetration to the Persian Gulf in present circumstances. His Excellency replied that Mr. Law would know as much of what the Russians were doing in Persia as he did. He thought that any imperialistic tendencies that they might be showing there were the result of the independent initiative of the commissars who were with the Soviet troops, and that it would not have the sanction of the Central Government.

7. The Ambassador was asked what he thought were the prospects for the spring offensive. He replied that the Germans, in his opinion, would break through to the Caucasus, or very nearly. That was when Turkish testing time would come, but his Excellency was convinced that his country would not break under the test. He added that if they had their victory in Russia the Germans would certainly renew their peace offensive. He understood that it would be impossible for us to come to terms with Germany, that indeed it would be madness for us to do so.

8. A copy of this despatch is being sent to His Majesty's Ambassador at Kuibyshev and His Majesty's Minister at Tehran.

I am, &c.
ANTHONY EDEN.

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DS / Turkey

NAR/SR
11.3.44

C231581

MEMORANDUM FOR THE PRIME MINISTER

The new Turkish Minister, Mr. Sevki Alhan, who presented his credentials on Monday last, would like to call on you at your convenience. He has been laid up almost since the day of his arrival in Ottawa, and is not yet very fit. He is staying at the Chateau Laurier. I am enclosing a note of a conversation which Mr. Measures had with him.

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Confidential

W.H.M.
8.iii.44

C231582

Memorandum for Mr. Norman Robertson

Talk with the Turkish Minister, March 7th.

After his conversation with you yesterday, Mr. Alhan came to my room and stayed from 6.00 until 7.30.

He spoke of his own, his family's and his country's friendship for England; Turkey's strict adherence to terms of her treaties and agreements with England; the inadequate Turkish defence against air attack from German air fields in the Aegean; the inadequacy of the war supplies so far sent to Turkey; the vulnerability to air attack of Istanbul, Smyrna and Ankara and the stored oil at these places.

Mr. Alhan said that the entry of Turkey into the war in her present defenceless state would be a hazardous adventure, that German forces could easily overrun his country, that the United States and the United Kingdom could not be of much practical help to Turkey in this event, that Turkey would thus be more of a liability than an asset to the United Nations' cause and would have destroyed herself without having contributed anything to the Allied cause; that then the Soviets would enter Turkey "to help" and would never leave.

Mr. Alhan said the Turkish authorities had, under pressure of the United Kingdom, got rid of her former elderly Chief of Army Forces and his staff, and had installed two young men who are commanders of competence and courage equal to any German or Allied commanders; these new men had carefully studied Turkey's military ability to withstand German attack and they had arrived at the same conclusion as had the old commander who had refused to commit Turkey to enter into the war.

In reiterating Turkey's historic friendship with Great Britain and Turkey's faithful adherence to her commitments, Mr. Alhan referred to ~~two~~ episodes which, together with the failure of the United Nations to send Turkey the war supplies she had been promised in the present instance, caused uncertainty in his mind as to the intentions of the United Nations. The first was just before the 1914-1918 war, when the United Kingdom took over two Turkish war-ships which had been built in British yards, and refused to refund the payment which Turkey had made for the ships; the second item in which Mr. Alhan himself took part, was the renouncing by British Representatives in Switzerland of the terms they had offered for a separate peace between Turkey and the United Kingdom in 1916. At the time, 1916, when he had carried the terms for this separate peace from Berne to Constantinople, he was engaged to marry the Sultan's daughter; his life and career were jeopardized by the repudiation by his British friends of the terms which they had offered through him for a separate peace.

(Copy given to me during tea at Beaverbrook)

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The third item was the refusal of the United Kingdom of Turkey's offer of an alliance before the last war, amd the subsequent discovery by Turkey that the United Kingdom had agreed that Russia should take Constantinople. Speaking of Soviet policy, Mr. Alhan said that he thinks the Soviets do not welcome United Nations military operations near the Balkans, that the Soviet forces will establish themselves on the Adriatic, and that in a few years the Soviet Union will dominate all of the Near East.

Mr. Alhan told me of his part in the 1922 Chanak incident. An English friend brought him word of the prospect of war and persuaded him that it was his duty to tell Mr. Bonar Law of the telegram that Mr. Lloyd George had sent to General Harrington, containing instructions to fire on Turkish forces. Mr. Bonar Law was at first incredulous, but finally, being convinced of the truth of Alhan's information, went immediately, dressed in his smoking jacket and silk hat, to Buckingham Palace and informed the King.

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C231584

THIS DOCUMENT IS THE PROPERTY OF HIS BRITANNIC MAJESTY'S GOVERNMENT

[R 4887/7/44] Copy No. 370a

Mr. Sterndale Bennett to Mr. Eden.—(Received 28th March.)

(No. 97.)

Sir, *Angora, 17th March, 1944.*

IN my telegram No. 350 of the 11th March I had the honour to report that comment in the Turkish press on the present state of Anglo-Turkish relations had almost died away. In the last stages of this campaign, however, an unusually interesting article appeared in the *Tanin* of the 10th March from the pen of M. Yalçin who has been one of the most outspoken protagonists of the Turkish case.

2. The article in question is entitled "The Treaty of Alliance of 1939 and Turkish Interests." "In no clause of the Treaty of Alliance," says M. Yalçin, "do we find a precise reference to the territorial integrity of Turkey within her present frontiers. We simply promise one another as allies mutual aid and support and effective collaboration in certain specified conditions. It is true that although it may be said that the treaty implies in spirit an assurance of territorial integrity, one cannot maintain that such an assurance is included in it. At a time when it is debated in the case of Poland whether the British guarantee, in the event of Poland being the victim of aggression or being involved in war, means a guarantee of Poland's territorial integrity or otherwise, it is clearly preferable for us—instead of being a prey to hesitations and doubts and asking questions of ourselves— to hear from the mouth of our ally what meaning

she attributes in this connexion to our Treaty of Alliance. On the 13th August, 1941, almost two years after the Pact of Angora, the Governments of Great Britain and the U.S.S.R. informed the Turkish Government in identical notes that they intended to respect Turkey's territorial integrity as well as the terms of the Treaty of Montreux. But it is not impossible that this assurance may be limited to the situation existing at that time and held not to apply to new and different situations which might arise after the entry of Turkey into the war. When one considers that it is never harmful to express undertakings clearly, and even to an extent which may be superfluous, to raise these points cannot be regarded as unprofitable, so long as mutual confidence is thereby strengthened."

3. It would be premature to draw any particular conclusion from M. Yalçin's article alone. It does, however, suggest a certain anxiety about the future and may perhaps indicate that if the question of Turkey's participation in the war should once again be seriously discussed, an endeavour will be made from the Turkish side to extend the scope of our treaty obligations to Turkey.

4. I am sending a copy of this despatch to the Minister Resident, Cairo.

I have, &c.

J. C. STERNDALE BENNETT.

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DS / Turkey

NAR/SR
12.7.45

C231585

MEMORANDUM FOR THE PRIME MINISTER

The Turkish Minister, in conversation yesterday, spoke about the press attacks on Turkey which had recently been appearing in the Russian language paper "Vestnik", a newspaper published in Toronto, which gives domestic support to the Labour-Progressive Party and, in general, follows the Communist Party line in its handling of questions of international affairs. Its recent attacks on Turkey undoubtedly reflected the attitude of the Soviet press and the Moscow radio, and should not, I told the Turkish Minister, be regarded as representing a substantial or informed body of Canadian opinion.

The Minister was particularly concerned by a report in this paper that the Dean of Canterbury had advocated the transfer to the U.S.S.R. of two Armenian provinces in eastern Turkey. He wondered if the Dean of Canterbury was speaking in this matter for the established Church of England and, therefore, presumably for the United Kingdom Government. I suggested he need not attach too much importance to what the Dean (Hewlett-Johnson) said on political questions, as he had quite a reputation as a maverick. We knew him in Canada as an apostle of Social Credit and the Douglas scheme. In England he had been rather ahead of the rest of the clergy in advocating full cooperation with the Soviet Union in all fields. I thought he was a man of undoubted good will, but was inclined to over-simplify questions.

Arnold Heeney
13-7-45

Hume

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C231586

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TURKEY

September 18, 1945

SECRET

SECTION 2.

[R 15838 177 44]

Copy No. 668 a

Mr. Helm to Mr. Bevin.—(Received 18th September.)

(No. 309. Secret.)

Sir, *Angora*, 31*st August*, 1945.

I HAVE the honour to transmit to you the accompanying report(1) prepared by the military attaché, and copied by him direct to the War Office, on a tour which, under the auspices of the Turkish General Staff, he recently did in North-Eastern Turkey. To the main report are attached appendices(1) on the Sarikamiş defence position and on Turkey's general defence problem in the North-East, as well as a brief, less technical, summary of General Arnold's main impressions.

2. I venture to commend this latter summary to your particular attention. As you will observe, it bears out the impression created on the press attaché (a copy of whose report I enclosed in my despatch No. 299 of 27th August) that, in the case of Turkey's North-Eastern provinces, remoteness from the capital does not connote slackness or inefficiency.

3. In sending you the military attaché's reports, I think it desirable to remove any misapprehension which may have been caused by incorrect impressions on military matters formed by the press attaché who covered much the same ground as General Arnold and a copy of whose preliminary report was enclosed in Sir Maurice Peterson's despatch No. 278 of the 5th August. In paragraph 5 of that report Mr. Allen estimated that there were between twelve and fifteen Turkish divisions concentrated east of the line Trabzon-Erzurum-Muş. General Arnold has established beyond question that this estimate is exaggerated and tells me that, excluding the garrison troops at Kars and Erzurum, the First Cavalry Division Headquarters at Karakose and the Army Anti-Tank Regiment at Hasankale, there are, in fact, only seven Turkish Divisions east of the line in question.

4. It is a great personal tribute to the position which Major-General Arnold has established with the Turkish General Staff (though perhaps also a measure of the importance which Turkey attaches to the friendliest possible relations with us at the present time) that, himself being a military expert, he was permitted to penetrate this hitherto closed area and to study Turkish military dispositions on the spot. What is perhaps equally important is that, on his return to Angora, General Arnold has had a full, frank and free discussion of his impressions with the Chief of the Turkish General Staff who himself checked the information which General Arnold had gathered about Turkish military plans and Order of Battle.

I have, &c.
A. K. HELM.

Enclosure.

Summary.

AS a result of the tour the following are my main impressions:—

1. The welcome we received everywhere was almost royal. At every place the Vali or kaimakam and the general commanding came out some miles to meet us. In all villages and towns throughout the route the inhabitants had been warned, and the men and male children were drawn up in the street and stood to attention and saluted as we passed. Although the Turks are naturally a race who pay great tribute to the outward signs of good manners and hospitality, I felt the welcome was genuine and all the warmer because we were British.

2. With one exception all authorities were extraordinarily frank and I was able to get a very good idea of the problems, military and civil, which beset the Turks on the Eastern front. The one exception was due to over-zeal on the part of a local commander.

(1) Not printed.

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3. The questions of the cession to Russia of the Kars and Ardahan vilayets cannot be regarded as a minor frontier rectification. The Russian claim means that the Russians would occupy up to the line which they occupied by force in 1877 and which they held from that date until their retirement in 1917. With the Russians in possession of this frontier the whole defence of Eastern Turkey is immeasurably weakened, and in addition a serious blow is struck at Turkey's national economy.

4. I was struck by the burning patriotism in the Eastern provinces. Here the Russian peril is real and actual, since many living have already seen the ebb and flow of invasion several times. There is a fierce determination not to give in to the Russian demands, and, if Russia were to use force, the Turks in this district would fight to the last man, even though they know that the odds are likely to be impossible. Nevertheless they have a profound faith in Anglo-Saxon justice and believe that the Anglo-Saxons will not permit the Russians to resort to force in this unjust cause.

5. Throughout the district covered by the tour I was struck by the complete harmony with which the civil and military authorities work together for the common good. I have not met such harmony elsewhere in Turkey. There was also a spirit of real energy and drive amongst all classes which was like a breath of fresh air after the dilatory and slipshod methods of the capital. I attribute this refreshing energy and drive to the fact that :—

(*a*) The Russian danger is to them close and actual.
(*b*) The outdoor working season is only five months, owing to the intense cold and deep snow, and therefore there is not a moment to be wasted during the summer months.
(*c*) To the bracing climate.

6. I was also much impressed with the spirit and efficiency of the military formations which I visited. I saw a number of British weapons, notably anti-tank guns, being put to excellent use, and I consider that training methods in the 3rd Army are more modern, and practised with more zest, than in the 1st and 2nd Armies.

7. Throughout the Eastern provinces generally, the houses presented a miserable uncared-for and tumble-down appearance which contrasted strikingly with the rich herds of well-fed sheep and cattle, and with the enormous crops of first-class grain and grass. This is explained by the fact that the peasant, having suffered the ebb and flow of invasion for generations, prefers to keep his money either in gold or in sheep and refuses to spend it on real estate. Seeing that the Turkish defence plan for the East envisages abandoning a considerable stretch of country, he is doubtless right.

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C231508

THIS DOCUMENT IS THE PROPERTY OF HIS BRITANNIC MAJESTY'S GOVERNMENT

TURKEY. April 16, 1946.

SECRET. SECTION 1.

[R 5880/52/44] Copy No. 068 a

Mr. Helm to Mr. Bevin.—(Received 16th April.)

(No. 134. Secret.)

Sir, *Angora, 21st March*, 1946.

I HAVE the honour to receive your despatch No. 63 of the 4th March asking for the observations of His Majesty's Ambassador on Mr. Frank Roberts's despatch No. 30 of the 16th January about Soviet policy in the Middle East.

2. In Sir Maurice Peterson's absence I propose in what follows to confine my remarks essentially to the Soviet impact on Turkey, regarding which alone I feel I have any competence to speak, and to use as text Mr. Roberts's view, with which I see no reason to disagree, that, if Turkey should fall into the Soviet orbit, Russia would be in a strong position to penetrate and dominate the Arab world and the territories bordering on the Eastern Mediterranean. Is there likelihood of this happening and, if so, is it in our power to prevent it?

3. As Mr. Roberts has stated, Russia will find Turkey a hard nut to crack—short, of course, of direct military action, Soviet resort to which would put a very different complexion on things. Muscovite designs on Turkey are no new thing, and the experience of centuries has ingrained in all Turks an ever awake suspicion of every move from the north. This does not mean that the Turks do not want friendship with Russia. They do. But it must be friendship on equal terms and without embarrassing attachments. For nearly a year now Soviet tactics have made it abundantly clear that Moscow's ideas are otherwise. The Turks have been forewarned and in principle, therefore, the prospects for successful Soviet infiltration are not good.

4. With the example of Persia before them, many Turks, while critical of the line then taken by the Turkish Government, are speculating about what their position would have been to-day if in the winter of 1943–44 they had acceded to the Allied request then to become belligerent and particularly to admit Allied forces into Turkey. They are thankful that, as Mr. Roberts points out, the Russians are not established anywhere on Turkish soil, and their present firm decision is to oppose resolutely any attempt at such establishment. But factors, internal and external, might cause them to weaken on that decision.

5. Mr. Roberts referred in his despatch to the use which Moscow might make of the minorities. I feel that in the case of Turkey, which has had its own way of dealing with minorities, it is easy to exaggerate the importance of this factor as a medium for infiltration. The Greeks, the Armenians, and the Jews have suffered greatly at Turkish hands, and the iniquity of the tax on wealth is a fresh memory. But they nearly all live in Istanbul and such, as compared with the Turks, are still their thrift and their superior business acumen that on the whole they are once again prosperous. The Jews seem unlikely to lend themselves to Soviet exploitation; the 60,000 Armenians cannot influence Turkish internal or external policy, and the recent Soviet invitation to change their lot for the attractions of Soviet Armenia appealed (on the authority of the Soviet Ambassador) only to some hundreds. The Greeks are more important. But they are above all Greeks, and, to my mind, "the Great Idea" is by no means dead. The Istanbul Greeks would not, I think, become an important channel for Soviet infiltration unless the Greek Government were itself to fall under Soviet influence. With good reason Mr. Roberts referred to the Soviet attempts to gain control of the Œcumenical Patriarchate. These the Turkish Government sought to counter by unusual attention and consideration on the occasion of the recent death of Patriarch Benjamin and the election of his successor, Maximos, who previously had been labelled as pro-Soviet. Now, however, Maximos is generally represented—and particularly in Greek circles—as quite otherwise, and to have been actuated only by personal ambition. I reserve my opinion about him, but feel that, even if the former estimate were correct, he, like his flock, will in practice be a Greek first. Certainly at present he seems to have the goodwill of the Turkish Government.

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6. There remain the Georgians and the Kurds. The former I do not regard as a factor at all in the present connexion. The Kurds should be an important one but, as in the case of the Armenians, Turkey is to-day reaping a reward for past ruthlessness. As the Secretary-General of the Ministry for Foreign Affairs put it to me some time ago, the Kurds are for present-day Turkey not an internal but only a frontier problem. The Turkish Kurds are so placed away from the Russo-Turkish frontier that it is not easy for Soviet agencies to get working among them, and their leaders so liquidated by death and deportation between the wars as to make any organisation of them difficult, even if, which is by no means the case, the Turkish authorities should remain blind to anything of the kind. Even so infiltration, particularly via Iraq, cannot be ruled out, and I should expect that measures to prevent this have been discussed with the Iraqi delegation under Nuri Pasha. In brief, my estimate is that, even if in the near future the Iraqi Kurds were to join their Persian brethren in an active movement for an autonomous Kurdistan, the Turkish Kurds would, so long as Turkey's frontier remained inviolate, probably cause the Turkish Government no real anxiety.

7. Nor, so far as Turkey is concerned, need we expect any weakening through Moscow espousing the cause of Islam, a tactic which has been tried with indifferent success by Italy and Japan, and twice by Germany. There are to-day many Turks, mostly of the older generation, who lament the eclipse which religion has undergone. But there could be no question of their being tempted to recover it from Russian hands.

8. Yet, unless the Soviet Government are to attain their ends by force alone, their object must be to weaken the Turkish political and national structure. For a time last year it looked as if the younger generation of Turks might be the most promising internal instrument for exploitation. It was not that, despite active Soviet propaganda, they were attracted by anything that Moscow had to offer. The Communist doctrine appeals to few Turks. The country was, and is, prosperous as never before—however temporary and unsound that presperity may be—and there is no desire to exchange Turkish for Soviet economic conditions. Nor for the Turks is there any magnetism in the Soviet idea of democracy. But many of them are working for a better organised economy, for greater freedom of expression, and for real political liberty. They accuse the present Administration of failing on all three, and for some months last year it looked as if Moscow, with the aid of the numerically unimportant Communist element in Turkey, might successfully exploit the considerable resulting dissatisfaction and criticism. But Moscow itself blighted these prospects by the formulation of impossible territorial claims and by ill-advised press and radio propaganda in support of them. The country regained its unity—in appearance at least—and the pro-Soviet elements were discredited.

9. The discontent does, however, remain, and if Moscow were wise enough to be patient and to cease provocation Turkish internal developments might again suit the Soviet infiltration book. From this point of view the press and radio truce which the Turks imposed some time ago, but which Moscow has not reciprocated, might have played into the Russian hand. Continued mobilisation bears heavily on Turkey, and if the suspicions of the Turkish public could be lulled over a period of months—this need not necessarily involve the actual withdrawal of the Soviet demands—not only would renewed voice be given to criticism of the Government, but many Turks would be tempted, as they were a year ago, to seek a composition with Russia which among other things would contain the prospect of demobilisation. The Turkish Administration, however sure of its ground, might find it very difficult to resist the double attack.

10. This danger is one which has been present to the Turkish official mind. Measures are in hand for meeting to a considerable extent the demands of the critics in the field of internal politics, if not of economy. But, in spite of Moscow playing its hand so badly, the movement for a composition with Russia was again developing in January and February. This initially gained support from the feeling that at the December Moscow Conference the United States had sold us out in the Middle East. Turkey could, therefore, only look to Great Britain, and Turkish Deputies were beginning to doubt whether we were still wholeheartedly behind the alliance—significantly enough there was no calculation of the material assistance we could or should give if we were. The conviction began to spread that Turkey was isolated and that something must be done about it. Happily all that ended with your Commons statement of the 21st February and with the clarification of the American position by Mr. Byrnes

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and Senator Vandenberg. Even the most sceptical were satisfied, and, so far as Turkey internally is concerned, attempts at Soviet infiltration have been not only arrested but repelled. Doubtless, however, they will come again, and it is obviously desirable that the Turkish Government should do everything possible to strengthen its position, and that conditions should as soon as possible become such that demobilisation can be envisaged.

11. This last is impossible so long as the Soviet war of nerves on Turkey's frontiers is maintained. Moscow no doubt calculates that, if this is continued long enough, at least the strain of mobilisation will prove too great. I have noticed that even authoritative Turks are concerned if they contemplate the indefinite continuation of the present conditions. But fortunately there are signs that the Soviets are out for quick results, and one can perhaps hope that, if direct aggression is ruled out, the outside pressure will be eased after a few months. I see no internal reason why, unless unofficial Turks get lulled into a false sense of security, Turkey should not remain steady during that period.

12. Two external factors cannot, however, be ignored—Persia and Greece. Persian developments have been closely followed and have caused real concern. But there is a feeling that the presence of Russian forces, supplemented by Soviet propaganda, had loaded the dice against Persia in advance and the Turks are applying the moral. They have no confidence in the present Persian Prime Minister who they felt might have committed himself at Moscow. They are, therefore, relieved to learn that Persia has submitted her case to the Security Council, and, provided the latter disposes of the question without any marked loss of prestige to itself, no untoward reaction need, I think, be anticipated so far as Turkey is concerned. Indeed, I hazard that Turkey would probably remain firm, though not with the same resolution, if Russia were to get her way in Northern Persia.

13. It would be quite another matter as regards Greece. Here the community of political interest is very great and I think that, barring unexpected internal developments, the outcome in Greece will be the outstanding factor in the determination of Turkey's future orientation. We shall be judged by our success or failure in the Ægean. If Russia should establish her influence in Greece and/or if we should allow Russia to get a foothold south of the Dardanelles—I assume that, in paragraph 23 of his despatch, Mr. Roberts has in mind nothing more than freedom of navigation in his use of the Straits as an example of legitimate Soviet aims—then I fear that Turkey would inevitably slide towards Russia. If, on the other hand, Russia's southward advance can be held at the present Bulgaro-Greek frontier then, so far as external factors are concerned, Turkey should remain steady.

14. I therefore reach the conclusion that the success or failure of Moscow to bend Turkey to her will by means other than war will be determined principally by the outcome in Greece and by the ability of the Turkish Government to keep the Turkish people contented and united. If Moscow does not change its propaganda tactics unity should be all the more easily attainable. If it does, then the Turkish Government will have to be all the more watchful. But they must also do more to satisfy their Turkish critics as regards internal political and economic matters. Even so, Turkey will need our constant encouragement. Particularly as regards economy I suggest that it is in our interest, if it is in our power, to do more to help the Turks—they now realise that they can no longer secure that help free or on bargain basement terms. With visible and continued signs of our earnest desire to assist in Turkey's development, and assured as she has been of our fidelity to the Anglo-Turkish Alliance and also, and very importantly, of America's lively interest (of which the Turks regard the impending visit of the U.S.S. *Missouri* as most welcome evidence). I think that Turkey should continue to present a firm front to Russia and so remain a bastion against Soviet penetration to the south. And in so doing she should set a standard to her south-eastern neighbours who, consciously or otherwise, seem to me to set a good deal of store by her example.

15. I am sending a copy of this despatch to Mr. Roberts at Moscow.

I have, &c.
A. K. HELM.

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C231581

TURKISH LEGATION

OTTAWA, September 12th, 1947.

No: 958/180

The Turkish Embassy presents its compliments to the Department of External Affairs, and has the honour to inform it that, following the resignation of Mr. Recep Peker as Prime Minister of Turkey, for reasons of health, the President of the Turkish Republic has called upon Mr. Hasan Saka, formerly Minister of External Affairs, to form a new cabinet which is composed of the following:

Prime Minister: Mr. Hasan Saka,
Deputy Prime Minister: Mr. Faik Ahmed Baruteu,
Minister without portfolio: Mustafa Abdülhalik Renda,
Minister of Justice: Sinasi Devrim,
Minister of National Defence: Münir Husrev Göle,
Minister of External Affairs: Necmeddin Sadak,
Minister of Finance: Halid Naxmi Kesmir,
Minister of Education: Resad Semseddin Sirer,
Minister of Public Works: Kasim Gülek,
Minister of Economy: Cavid Ekin,
Minister of National Health: Dr. Behcet Uz,
Minister of Customs and Monopolies: Sevket Adlan,
Minister of Agriculture: Tahsin Coskan,
Minister of Transport and Communications: Şükru Koçak,
Minister of Trade and Commerce: Mahmud Nedim Gündüsalp,
Minister of Labour: Tahsin Bekir Balta.

The Turkish Embassy avails itself of this opportunity to reiterate to the Department of External Affairs the assurances of its highest consideration.

The Department of External Affairs,
East Block,
Ottawa.

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DS/Turkey NAR 2.9.43.

C231592

MEMORANDUM FOR THE PRIME MINISTER:

not attached 9/to DE

I am attaching an extra copy of the High Commissioner's telegram No. 1437 of June 28 transmitting an enquiry from the Turkish Government as to whether the Canadian Government is agreeable to Turkey opening a Legation in Ottawa.

On August 4th we asked Mr. Massey to inform the Chargé d'Affaires of the Turkish Embassy in London that the Canadian Government appreciated the proposal of the Turkish Government and hoped to send a final answer soon. I see no particular advantage to be gained from the reception of a Turkish Minister here. At the same time I see no reasonable ground for objecting to their doing so. We have agreed to receive a Swedish Minister without question of reciprocity and presumably a Turkish representative would come on the same footing.

I think you had it in mind to mention the question to Mr. Churchill informally to see if he thought in the present stage of the war our acknowledgment of a friendly gesture from Turkey would be helpful. Did you have any opportunity to mention the matter to Mr. Churchill?

NO

The Ankara report in today's New York Times reports that Turkey will shortly appoint an Ambassador to Washington and would meanwhile accredit here the Turkish Ambassador in Washington. This report is obviously incorrect and the proposed arrangement would be quite unacceptable. Its currency, however, makes it desirable to clear up the question quickly by returning an early answer to the Turkish Government's enquiry.

Ican

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TELEGRAM

C231593

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

CYPHER

LONDON, June 28th, 1943.

NO. 1437

No. 1437. I have received the following communication from the Charge d 'Affaires of the Turkish Embassy in London, Begins:

The Government of the Republic, deeming it most desirable to strengthen and further the friendly ties existing between Canada and Turkey, and with the purpose of establishing direct relations between the two countries, propose to open a Legation in Ottawa. I shall be extremely obliged if Your Excellency would be good enough to let me know whether His Majesty's Government in Canada are agreeable to this prospect. The name of Turkish Minister who is proposed to be nominated to Ottawa will then be communicated to Your Excellency for submission to their consent. As the Government of the Republic are desirous of putting this prospect into effect as soon as possible, I shall esteem it a favour if Your Excellency would kindly let me have an early reply. Ends.

2. I should be grateful if you would inform me as soon as possible what reply should be made.

MASSEY

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DS / Turkey

W.H.M.
9.ii.44

C231594

Memorandum for the Prime Minister

We are informed by our Embassy in Washington that the newly appointed Turkish Minister to Canada, Mr. Şevki Alhan, will arrive in Ottawa by train at noon on Tuesday next, February 15th.

We are making the usual arrangements for courtesies and facilities at the border and for having him met at the station here.

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DS / Turkey NAR/SR
21.2.44

MEMORANDUM FOR THE PRIME MINISTER

C231595

The new Turkish Minister, who arrived last week, has been under the weather with a cold, which is keeping him to his rooms in the Chateau. The presentation of his credentials will take place as soon as he is ready.

WLK

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DS/Turkey NAR/SR
22.1.46

C231596

MEMORANDUM FOR THE PRIME MINISTER

The Turkish Minister came to see me before his departure for Rio de Janeiro yesterday, and asked me to thank you again for arranging for his journey. He was most grateful for the opportunity of going down by plane, particularly as his own earlier efforts to get passage from here to New York and from New York to Miami had been quite unsuccessful.

V.U. 22-1-46

Mack

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C231597

26.VI.47.

Memorandum for the Secretary of State for External Affairs

I attach a copy of a note of today's date from the Turkish Legation, informing the Department of the death of the Turkish Minister in Canada, Mr. Sevki Alhan which occurred this morning in New York.

I am informed that the Turkish Minister's remains will not be brought to Ottawa and the funeral is likely to take place in New York. I have asked the Canadian Consul General in New York to call on the Consul General of Turkey there to convey condolences and to represent the Government of Canada at the obsequies, and to arrange, if it be found appropriate, to send a wreath from the Government of Canada with a card reading "In Remembrance".

I attach for your signature a note addressed to the Charge d'Affaires of Turkey, conveying a message of sympathy to the Foreign Minister of Turkey.

I understand that the Prime Minister will send a message to the President of Turkey.

We have informed the Assistant Secretary to the Governor-General and have suggested that the Governor-General might advise the King.

FBP

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COLOURED PAPER
PAPIER DE COULEUR

C231598

DEPARTMENT OF EXTERNAL AFFAIRS

Ottawa, June 27 41

To THE PRIME MINISTER

FOR INFORMATION

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Ottawa, June 26th, 1947.

Sir,

I have the honour to refer to the Legation Note No. 824/115, C/6, dated June 26th, 1947, informing the Department of External Affairs of the unfortunate death of His Excellency Sevki Alhan, Minister of Turkey in Canada.

The members of this Department and myself feel deeply the loss of this distinguished member of the Diplomatic Corps at Ottawa, who has earned the high esteem of the officials with whom he has been in contact for many years. I wish to express to you on this occasion my sincere condolences.

I have the honour to request, at the same time, that you convey to His Excellency Hassan Saka, Minister of Foreign Affairs of Turkey, in my name, the following message:-

> "I express to Your Excellency the deepest sympathy of my colleagues in the Government of Canada and myself in the death of His Excellency Sevki Alhan, Envoy Extraordinary and Minister Plenipotentiary of Turkey in Canada. During his Mission at Ottawa, he earned the high esteem and friendship of the Government and people of Canada and I assure Your Excellency that Canada fully shares the loss which Turkey has sustained by the death of this distinguished envoy."

Accept, Sir, the assurances of my highest consideration,

Secretary of State
for External Affairs.

Rifki Zorlu, Esq.,
Charg é d'Affaires ad interim of Turkey,,
Legation of Turkey,
Room 560, Chateau Laurier Hotel,
OTTAWA.

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c o p y

C231600

TURKISH LEGATION
Ottawa

Ottawa, June 26th, 1947.

The Turkish Legation presents its compliments to the Department of External Affairs and has the great regret to inform it that the Turkish Minister, Mr. Sevki Alhan, passed away in New York this morning.

The Department of External Affairs,

East Block,

O T T A W A.

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MEMORANDUM
Office of the Prime Minister C231601

Ottawa,.....

Minister
died in New York
June 26, 1947

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DS/Turkey

C231602

9.VII.47.

Memorandum for Dr. Gibson.

I enclose a copy of Note No. 840/124 from the Turkish Legation dated July 5, 1947, requesting that we convey to the Prime Minister a message of thanks from the Prime Minister of the Turkish Republic in reply to the Prime Minister's message of condolence on the occasion of the decease of the Turkish Minister to Canada, Mr. Sevki Alhan.

cc 13-VIII-47

L.B. Pearson.

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c o p y

C231603

TURKISH LEGATION

OTTAWA.

840/124

Ottawa, July 5th, 1947.

The Turkish Legation presents its compliments to the Department of External Affairs, and has the honour to request it to transmit to the Right Honourable the Prime Minister the following message of thanks from the Prime Minister of the Turkish Republic in reply to the condolences which he has been kind enough to send on the sad occasion of the decease of Mr. Sevki Alhan, Turkish Minister to Canada:

C'est avec une vive émotion que j'ai reçu le message de condoléances que Votre Excellence a bien voulu m'adresser, tant en son nom personnel qu'au nom de ses collègues du Gouvernement, à la suite de décès de Monsieur Sevki Alhan, Ministre de Turquie à Ottawa.

"Vos nobles paroles à l'égard du défunt, qui a eu l'hohneur d'acquérir une situation si privilegiée dans votre pays, m'ont tout particulièrement touché.

"Je vous prie d'agréer, Monsieur le Premier Ministre, l'expression de mes sentiments les plus sincères."

The Turkish Legation avails itself of this opportunity to reiterate to the Department of External Affairs the assurances of its highest consideration.

The Department of External Affairs,
East Block,
Ottawa.

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DS/T

CONFIDENTIAL
LB/SR
29.7.47

C231604

NOTE FOR THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS

Question of agrément of new Turkish Ambassador to Canada, Mr. Muzaffer Goker.

The Charge d'Affaires of Turkey came to see me by appointment this morning and left with me an official note on this subject, with the curriculum vitae of the appointee. (Attached hereto are copies thereof).

As may be seen, Mr. Goker has had an interesting career in the public life of his country, and has served as Ambassador in Tokyo.

Mr. Zorlu enquired about the procedure in regard to the agrément, and I advised him briefly on the subject, stating that a submission to His Majesty by the Secretary of State for External Affairs was the procedure. I am requesting the Protocol and Second Political Divisions to deal with the question of agrément.

Mr. Zorlu then referred to the general world situation, and asked as to what I thought of the situation. I said there was much agitation, but we should remain hopeful. He went on to give me his sketch of the situation in regard to the general attitude of Russia. He put the matter very candidly before me by describing Russia, with her population of 180,000,000 and her satellites with their population of some 200,000,000, as a group of peoples whose tendencies, conceptions and activities were now creating a serious situation for the world and might make it grave for the future, particularly if the Government of Russia are going to avail themselves of these coming years to make Russia stronger and stronger with the enslaved satellite states. He stated that they were ruthless in their well organized activities to subdue, imprison or liquidate every opponent to the present regime in Russia, and that the same systematic process of doing away ruthlessly with any opposition was being applied in the satellite states. He said that there were 20,000,000

30.7.6

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political prisoners in Russia and the states under her control. The picture which he thus put forward, in quiet terms, was a pretty gloomy one, the only inference to be drawn being that Soviet Russia with her present tactics of domination over Eastern Europe was getting to be a grave menace to the peace of the world.

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DS/I

C231803

Ottawa, December 18, 1947.

Memorandum for the
PRIME MINISTER

Call on the Prime Minister by His Excellency Muzaffer Göker, Ambassador of Turkey in Canada (name pronounced GERKAIR - the G is hard)

Mr. Göker would like to call on you to pay his respects. He called on Mr. St. Laurent on November 6, and presented his Letter of Credence to the Governor General on November 12th last. He attended the recent United Nations Assembly in New York.

Mr. Göker succeeds Mr. Sevki Alhan, who was Turkish Minister in Canada from 1944 until his death last June in New York. In August 1947, we agreed to the raising of the Turkish Mission in Canada to the rank of embassy, and General Odlum, as Canadian Ambassador, presented his Letter of Credence to the President of Turkey, Mr. Inonu, on November 26th.

Mr. Göker was born in 1889. He was educated in Turkey and France, and specialized in history. In 1934 he was elected Deputy, and afterwards was a member of the Foreign Affairs Commission of the Assembly. From 1936 to 1938 Mr. Göker combined parliamentary duties with those of the Chair of History at Angora University, which had been established by Ataturk, with whom, during this period, he was on terms of close personal friendship. After becoming rapporteur of the Foreign Affairs Commission in 1938, he dropped his university duties and became Chairman of the Commission in 1940. In April 1944, he was appointed Ambassador in Tokyo. Mr. Göker left Tokyo in 1946 and was Turkish Delegate at conferences of the United Nations.

He is married and his wife accompanied him to Ottawa.

Would the Prime Minister indicate when and where it would be convenient for Mr. Göker to call?

Seen by P.M.
Sat. 9/48
2.20 p.m.

L. B. Pearson

18.12.29 (U.S.)

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Before entering on proceedings
make mention of a loss its
membership has sustained.

John Mouat Turner

Member for Springfield, Manitoba.

Born May 28, 1900

Died Feb. 24, 1945 - age 44

In House - 2 Parliaments: 1935 - 1940

Re-nominated this year - 1945.

Constituency - a cross section of Manitoba:

rural
industrial
commercial
foreign born - English-speaking
French-speaking.

Keen interest in welfare of constituency.

Possessed the common touch.

Said of him "he reflected the view of the
often forgotten man on the street".

Generous
kindly
good-hearted.

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In Parliament spoke seldom,

but loyal to principles and policies of party.

(Some not too much liked by himself)

General good.

Personal loss.

Sympathy of House.

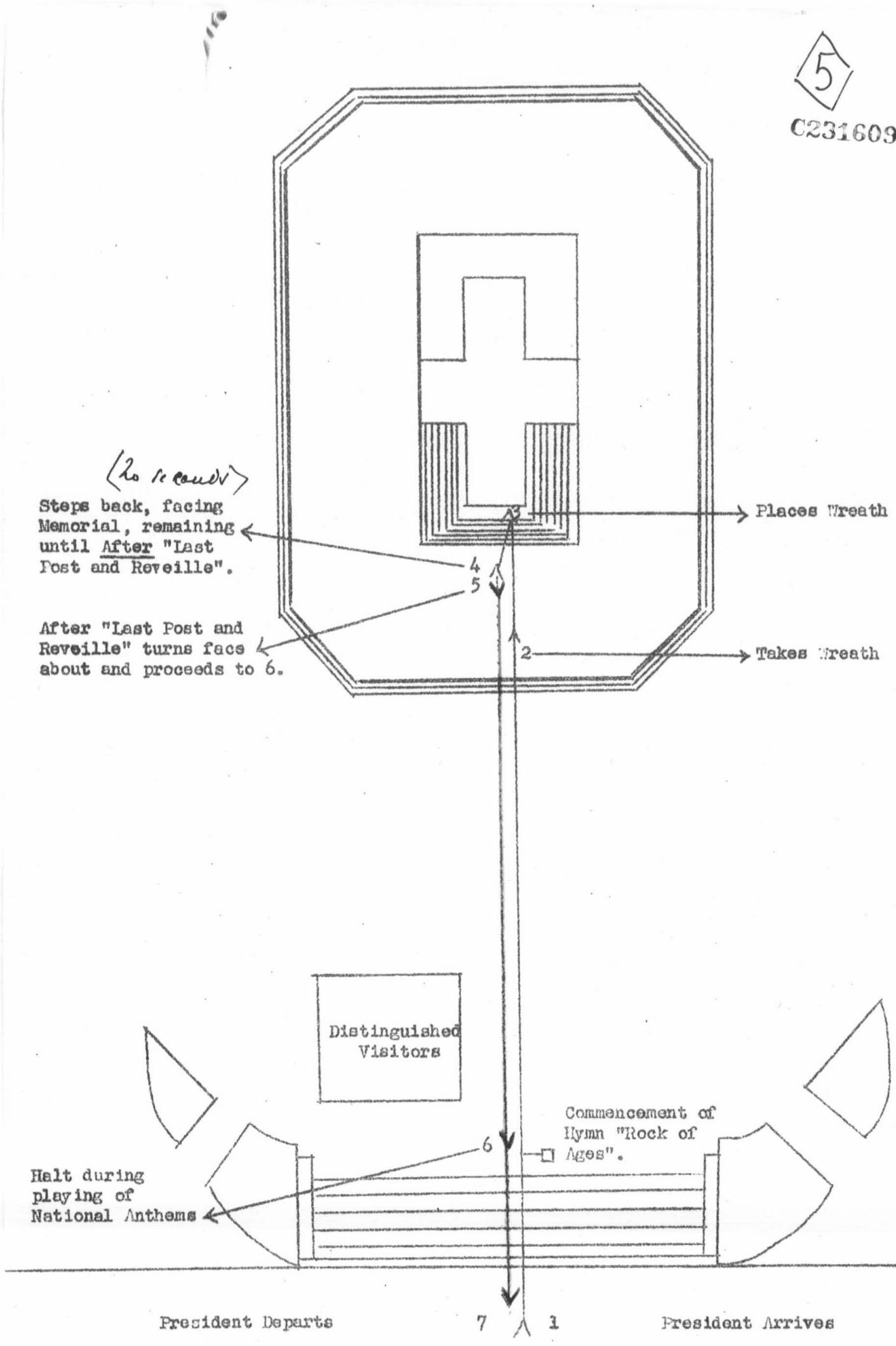
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Truman

HOLD FOR RELEASE HOLD FOR RELEASE HOLD FOR RELEASE

C231610

APRIL 17, 1945

CAUTION: The following address of the President, to be broadcast to the armed forces at home and abroad, MUST BE HELD IN CONFIDENCE until released.

NOTE: Release to editions of all newspapers appearing on the streets NOT EARLIER THAN 10:00 P.M., E.W.T., April 17, 1945. The same release applies to radio announcers and news commentators.

CARE MUST BE EXERCISED TO PREVENT PREMATURE PUBLICATION.

J. LEONARD REINSCH
Administrative Assistant to
the President

- -

TO THE ARMED FORCES OF THE UNITED STATES
THROUGHOUT THE WORLD:

After the tragic news of the death of our late Commander in Chief, it was my duty to speak promptly to the Congress, and the Armed Forces of the United States.

Yesterday, I addressed the Congress. Now I speak to you.

I am especially anxious to talk to you, for I know that all of you felt a tremendous shock, as we did at home, when our Commander in Chief fell.

All of us have lost a great leader, a far-sighted statesman and a real friend of democracy. You have lost a hard-hitting chief and an old friend of the services.

Our hearts are heavy. However, the cause which claimed Roosevelt, also claims us. He never faltered -- nor will we!

I have done, as you do in the field, when the Commander falls. My duties and responsibilities are clear. I have assumed them. These duties will be carried on in keeping with our American tradition.

As a veteran of the first World War, I have seen death on the battlefield. When I fought in France with the 35th Division, I saw good officers and men fall, and be replaced.

I know that this is also true of the officers and men of the other services, the Navy, the Marine Corps, the Coast Guard and Merchant Marine.

I know the strain, the mud, the misery, the utter weariness of the soldier in the field. And I know too his courage, his stamina and his faith in his comrades, his country and himself.

We are depending upon each and everyone of you.

Yesterday I said to the Congress and I repeat it now:

> "Our debt to the heroic men and valiant women in the service of our country can never be repaid. They have earned our undying gratitude. America will never forget their sacrifices. Because of these sacrifices, the dawn of Justice and freedom throughout the world slowly casts its gleam across the horizon."

(OVER)

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At this decisive hour of history, it is very difficult to express my feeling. Words will not convey what is in my heart.

Yet, I recall the words of Lincoln, a man who had enough eloquence to speak for all America. To indicate my sentiments, and to describe my hope for the future, may I quote the immortal words of that truly great Commander in Chief:

> "With malice toward none; with charity for all; with firmness in the right, as God gives us to see the right, let us strive on to finish the work we are in; to bind up the nation's wounds; to care for him who shall have borne the battle, and for his widow, and his orphan -- to do all which may achieve and cherish a just and lasting peace among ourselves, and with all nations."

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Secret

C231612

Embassy
CANADIAN LEGATION
WASHINGTON

No. 993

April 17, 1945

Sir,

I have the honour to transmit to you, herewith, copies of the paper mentioned in the subjoined schedule.

I have the honour to be
with the highest respect,
Sir,
Your most obedient,
humble servant,

(For the Minister)
Ambassador

M.M.MAHONEY

MMM/h

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

NAME AND DATE	SUBJECT
Press Release, April 16, 1945, issued by the White House	Speech of President Truman to Congress

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C231613

HOLD FOR RELEASE HOLD FOR RELEASE HOLD FOR RELEASE

APRIL 16, 1945

CONFIDENTIAL: To be held in STRICT CONFIDENCE and no portion, synopsis or intimation to be published or given out until delivery of the President's message to the Congress HAS BEGUN.

Release expected about 1:00 P.M., E.W.T., April 16, 1945. The same release also applies to radio announcers and news commentators.

CAUTION: Extreme care must be exercised to avoid premature publication.

JONATHAN DANIELS
Secretary to the President

- -

Mr. Speaker, Mr. President, Members of Congress:

It is with heavy heart that I stand before you, my friends and colleagues, in the Congress of the United States.

Only yesterday, we laid to rest the mortal remains of our beloved President, Franklin Delano Roosevelt. At a time like this, words are inadequate. The most eloquent tribute would be a reverent silence.

Yet, in this decisive hour, when world events are moving so rapidly, our silence might be misunderstood and might give comfort to our enemies.

In His infinite wisdom, Almighty God has seen fit to take from us a great man who loved, and was beloved by, all humanity.

No man could possibly fill the tremendous void left by the passing of that noble soul. No words can ease the aching hearts of untold millions of every race, creed and color. The world knows it has lost a heroic champion of justice and freedom.

Tragic fate has thrust upon us grave responsibilities. We must carry on. Our departed leader never looked backward. He looked forward and moved forward. That is what he would want us to do. That is what America will do.

So much blood has already been shed for the ideals which we cherish, and for which Franklin Delano Roosevelt lived and died, that we dare not permit even a momentary pause in the hard fight for victory.

Today, the entire world is looking to America for enlightened leadership to peace and progress. Such a leadership requires vision, courage and tolerance. It can be provided only by a united nation deeply devoted to the highest ideals.

I call upon all Americans to help me keep our nation united in defense of those ideals which have been so eloquently proclaimed by Franklin Roosevelt.

I want in turn to assure my fellow Americans and all of those who love peace and liberty throughout the world that I will support and defend those ideals with all my strength and with all my heart. That is my duty and I shall not shirk it.

(OVER)

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So that there can be no possible misunderstanding, both Germany and Japan can be certain, beyond any shadow of doubt, America will continue the fight for freedom until no vestige of resistance remains!

We are deeply conscious of the fact that much hard fighting is still ahead of us.

Having to pay such a heavy price to make complete victory certain, America will never become a party to any plan for partial victory!

To settle for merely another temporary respite would surely jeopardize the future security of all the world.

Our demand has been, and it remains -- Unconditional Surrender!

We will not traffic with the breakers of the peace on the terms of the peace.

The responsibility for the making of the peace -- and it is a very grave responsibility -- must rest with the defenders of the peace, the United Nations. We are not unconscious of the dictates of humanity. We do not wish to see unnecessary or unjustified suffering. But the laws of God and of man have been violated and the guilty must not go unpunished. Nothing shall shake our determination to punish the war criminals even though we must pursue them to the ends of the earth.

Lasting peace can never be secured if we permit our dangerous opponents to plot future wars with impunity at any mountain retreat -- however distant.

In this shrinking world, it is futile to seek safety behind geographical barriers. Real security will be found only in law and in justice.

Here in America, we have labored long and hard to achieve a social order worthy of our great heritage. In our time, tremendous progress has been made toward a really democratic way of life. Let me assure the forward-looking people of America that there will be no relaxation in our efforts to improve the lot of the common people.

In the difficult days ahead, unquestionably we shall face problems of staggering proportions. However, with the faith of our fathers in our hearts, we fear no future.

On the battlefields, we have frequently faced overwhelming odds -- and won! At home, Americans will not be less resolute!

We shall never cease our struggle to preserve and maintain our American way of life.

At this very moment, America, along with her brave Allies, is paying again a heavy price for the defense of our freedom. With characteristic energy, we are assisting in the liberation of entire nations. Gradually, the shackles of slavery are being broken by the forces of freedom.

All of us are praying for a speedy victory. Every day peace is delayed, costs a terrible toll.

The armies of liberation today are bringing to an end Hitler's ghastly threat to dominate the world. Tokyo rocks under the weight of our bombs.

The grand strategy of a United Nations' war has been determined -- due in no small measure to the vision of our departed Commander in Chief. We are now carrying out our part of that strategy under the able direction of Admiral Leahy, General Marshall, Admiral King, General Arnold, General Eisenhower, Admiral Nimitz and General MacArthur.

I want the entire world to know that this direction must and will remain -- UNCHANGED AND UNHAMPERED!

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C231615

Our debt to the heroic men and valiant women in the service of our country can never be repaid. They have earned our undying gratitude. America will never forget their sacrifices. Because of these sacrifices, the dawn of Justice and freedom throughout the world slowly casts its gleam across the horizon.

Our forefathers came to our rugged shores in search of religious tolerance, political freedom and economic opportunity. For those fundamental rights, they risked their lives. We well know today that such rights can be preserved only by constant vigilance, the eternal price of liberty!

Within an hour after I took the oath of office, I announced that the San Francisco Conference would proceed. We will face the problems of peace with the same courage that we have faced and mastered the problems of war.

In the memory of those who have made the supreme sacrifice,--in the memory of our fallen President,--WE SHALL NOT FAIL!

It is not enough to yearn for peace. We must work, and if necessary, fight for it. The task of creating a sound international organization is complicated and difficult. Yet, without such organization, the rights of man on earth cannot be protected. Machinery for the just settlement of international differences must be found. Without such machinery, the entire world will have to remain an armed camp. The world will be doomed to deadly conflict, devoid of hope for real peace.

Fortunately, people have retained hope for a durable peace. Thoughtful people have always had faith that ultimately justice must triumph. Past experience surely indicates that, without justice, an enduring peace becomes impossible.

In bitter despair, some people have come to believe that wars are inevitable. With tragic fatalism, they insist that as wars have always been, of necessity, wars will always be. To such defeatism, men and women of good will must not and can not yield. The outlook for humanity is not so hopeless.

During the darkest hours of this horrible war, entire nations were kept going by something intangible -- hope! When warned that abject submission offered the only salvation against overwhelming power, hope showed the way to victory.

Hope has become the secret weapon of the forces of liberation!

Aggressors could not dominate the human mind. As long as hope remains, the spirit of man will never be crushed.

But hope alone was not and is not sufficient to avert war. We must not only have hope but we must have faith enough to work with other peace loving nations to maintain the peace. Hope was not enough to beat back the aggressors as long as the peace-loving nations were unwilling to come to each other's defense. The aggressors were beaten back only when the peace loving nations united to defend themselves.

If wars in the future are to be prevented the peace-loving nations must be united in their determination to keep the peace under law. The breaking of the peace anywhere is the concern of peace-loving nations everywhere.

Nothing is more essential to the future peace of the world than continued cooperation of the nations which had to muster the force necessary to defeat the conspiracy of the fascist powers to dominate the world.

While these great states have a special responsibility to enforce the peace, their responsibility is based upon the obligations resting upon all states, large and small, not to use force in international relations except in the defense of law. The responsibility of the great states is to serve and not dominate the peoples of the world.

(OVER)

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To build the foundation of enduring peace we must not only work in harmony with our friends abroad, but we must have the united support of our own people.

Even the most experienced pilot cannot bring a ship safely into harbor, unless he has the full cooperation of the crew. For the benefit of all, every individual must do his duty.

I appeal to every American, regardless of party, race, creed, or color, to support our efforts to build a strong and lasting United Nations Organization.

You, the Members of Congress, surely know how I feel. Only with your help can I hope to complete one of the greatest tasks ever assigned to a public servant. With Divine guidance, and your help, we will find the new passage to a far better world, a kindly and friendly world, with just and lasting peace.

With confidence, I am depending upon all of you.

To destroy greedy tyrants with plans of world domination, we cannot continue in successive generations to sacrifice our finest youth.

In the name of human decency and civilization, a more rational method of deciding national differences MUST and WILL be found!

America must assist suffering humanity back along the path of peaceful progress. This will require time and tolerance. We shall need also an abiding faith in the people, the kind of faith and courage which Franklin Delano Roosevelt always had!

Today, America has become one of the most powerful forces for good on earth. We must keep it so. We have achieved a world leadership which does not depend solely upon our military and naval might.

We have learned to fight with other nations in common defense of our freedom. We must now learn to live with other nations for our mutual good. We must learn to trade more with other nations so that there may be -- for our mutual advantage -- increased production, increased employment and better standards of living throughout the world.

May we Americans live up to our glorious heritage.

In that way, America may well lead the world to peace and prosperity.

At this moment, I have in my heart a prayer. As I assume my heavy duties, I humbly pray to Almighty God, in the words of Solomon:

"Give therefore thy servant an understanding heart to judge thy people, that I may discern between good and bad: for who is able to judge this thy so great a people?"

I ask only to be a good and faithful servant of my Lord and my people.

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OFFICE OF THE PRIME MINISTER

MEMORANDUM

C231617

For Mr. Gibson

You will doubtless observe that Tuesday next is the President's birthday. You may want to draft something for the Prime Minister to send.

WJT

President Truman's birthday
May 8th
(1884)

San Francisco
May 7, 1945

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October 27, 1945.

C231713

PRESIDENT TRUMAN'S NAVY DAY SPEECH ON U.S. FOREIGN POLICY

NEW YORK, Saturday. - The following is the text of President Truman's Navy Day speech in New York's Central Park today:

I am grateful for the magnificent reception which you have given me today in this great city of New York. I know that it is given to me only as the representative of the gallant men and women of our naval forces, and on their behalf, as well as my own, I thank you.

New York joins the rest of the nation in paying honour and tribute to the 4,000,000 fighting Americans of the Navy, Marine Corps and Coast Guard, and to the ships which carried them to victory.

On opposite sides of the world, across two oceans, our Navy opened a highway for the Armies and Air Forces of the United States. They landed our gallant men, millions of them, on the beachheads of final triumph.

Fighting from Murmansk, the English Channel and the Tyrrhenian Sea, to Midway, Guadalcanal, Leyte Gulf and Okinawa, they won the greatest naval victories in history, together with their brothers-in-arms in the Army and Air Force, and with the men of the Merchant Marine, they have helped to win for mankind all over the world a new opportunity to live in peace and dignity and, we hope, in security.

In the harbour and rivers of New York City and in other ports along the coasts and rivers of the country, ships of that mighty United States Navy are at anchor. I hope that you and the people everywhere will visit them and their crews, seeing for yourselves what your sons and daughters, your labour and your money, have fashioned into an invincible weapon of liberty.

The fleet, on V-J Day, consisted of 1,200 warships, more than 50,000 supporting and landing craft, and over 40,000 Navy planes. By that day, ours was a seapower never before equalled in the history of the world.

There were great carrier task forces capable of tracking down and sinking the enemy's fleets, beating down his air power, and pouring destruction on his war-making industries.

There were submarines which roamed the seas, invading the enemy's own ports, and destroying his shipping in all the oceans. There were amphibious forces capable of landing soldiers on beaches from Normandy to the Philippines. There were great battleships and cruisers which swept enemy ships from the seas and bombarded his shore defence almost at will.

And history will never forget that great leader who, from his first day in office, fought to re-establish a strong American Navy, who watched that Navy and all the other might of this nation grow into an invincible force for victory, who sought to make that force an instrument for a just and lasting peace and who gave his life in the effort: Franklin D. Roosevelt.

The roll call of the battles of this fleet rears like sign posts circling the globe on the road to final victory: North Africa, Sicily, Italy, Normandy, and the Southern France; Coral Sea, Midway, Guadalcanal, and the Solomons; Tarawa, Saipan, Guam, the Philippine Sea, Leyte Gulf; Iwojima and Okinawa.

Nothing which the enemy held on any coast was safe from its attack.

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Now we are in the process of demobilising our naval force. We are laying up ships. We are breaking up aircraft squadrons. We are rolling up bases, and releasing officers and men. But when our demobilisation is all finished as planned, the United States will still be the greatest naval power on earth.

In addition to that naval power, we shall still have one of the most powerful air forces in the world. And just the other day, so that on short notice we could mobilise a powerful and well-equipped land, sea and air force, I asked the Congress to adopt universal training.

Why do we seek to preserve this powerful naval and air force and establish this strong Army reserve? Why do we need them?

We have assured the world time and again and I repeat it now -- that we do not seek for ourselves one inch of territory in any place in the world, outside of the right to establish necessary bases for our own protection, we look for nothing which belongs to any other power.

We do need this kind of armed might however, and for four principal tasks:

First, our Army, Navy and Air Force, in collaboration with our allies, must enforce the terms of peace imposed upon our defeated enemies.

Second, we must fulfil the military obligations which we are undertaking as a member of the United Nations Organization -- to support a lasting peace, by force if necessary.

Third, we must co-operate with other American nations to preserve the territorial integrity and the political independence of the nations of the western hemisphere.

Fourth, in this troubled and uncertain world, our military forces must be adequate to discharge the fundamental mission laid upon them by the constitution of the United States to "provide for the common defence" of the United States.

These four military tasks are directed not toward war, not toward conquest, but toward peace.

We seek to use our military strength solely to preserve the peace of the world. For we now know that that is the only sure way to make our own freedom secure. That is the basis of the foreign policy of the people of the United States.

The foreign policy of the United States is based firmly on fundamental principles of righteousness and justice. In carrying out those principles we shall firmly adhere to what we believe to be right -- and we shall not give our approval to any compromise with evil.

But we know that we cannot attain perfection in this world overnight. We shall not let our search for perfection obstruct our steady progress toward international co-operation. We must be prepared to fulfil our responsibilities as best we can, within the framework of our fundamental principles, even though we recognise that we have to operate in an imperfect world.

Let me restate the fundamentals of that foreign policy of the United States:

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(1) We seek no territorial expansion or selfish advantage. We have no plans for aggression against any other state, large or small. We have no objective which need clash with the peaceful aims of any other nation.

(2) We believe in the eventual return of sovereign rights and self-government to all peoples who have been deprived of them by force.

(3) We shall approve no territorial changes in any friendly part of the world unless they accord with the freely expressed wishes of the people concerned.

(4) We believe that all peoples who are prepared for self-government should be permitted to choose their own form of government by their own freely expressed choice, without interference from any foreign source. That is true in Europe, in Asia, in Africa, as well as in the western hemisphere.

(5) By the combined and co-operative action of our war allies, we shall help the defeated enemy states establish peaceful democratic governments of their own free choice, and we shall try to attain a world in which Nazism, Fascism, and military aggression cannot exist.

(6) We shall refuse to recognise any government imposed upon any nation by the force of any foreign power. In some cases it may be impossible to prevent forceful imposition of such a government, but the United States will not recognise any such government.

(7) We believe that all nations should have the freedom of the seas and equal rights to the navigation of boundary rivers and waterways, and of rivers and waterways which pass through more than one country.

(8) We believe that all states which are accepted in the society of nations should have access on equal terms to the trade and the raw materials of the world.

(9) We believe that the soveriegn states of the western hemisphere, without interference from outside the western hemisphere, must work together as good neighbours in the solution of their common problems.

(10)We believe that full economic collaboration between all nations, great and small, is essential to the improvement of living conditions all over the world, and to the establishment of freedom from fear and freedom from want.

(11) We shall continue to strive to promote freedom of expression and freedom of religion throughout the peace-loving areas of the world.

(12) We are convinced that the preservation of peace between nations requires a United Nations Organisation composed of all the peace-loving nations of the world who are willing jointly to use force if necessary to ensure peace.

That is the foreign policy which guides the United States now. That is the foreign policy with which it confidently faces the future.

It may not be put into effect tomorrow or the next day, but none the less it is our policy: and we shall seek to achieve it. It may take a long time, but it is worth waiting for, and it is worth striving to attain.

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The ten commandments themselves have not yet been universally achieved over these thousands of years, yet we struggle constantly to achieve them, and in many ways we come closer to them each year. Though we may meet setbacks from time to time, we shall not relent in our efforts to bring the golden rule into the international affairs of the world.

We are now passing through a difficult phase of international relations. Unfortunately it has always been true after past wars that the unity among allies, forged by their common peril, has tended to wear out as the danger passed.

The world cannot afford any let-down in the united determination of the allies in this war to accomplish a lasting peace. The world cannot afford to let the co-operative spirit of the allies in this war disintegrate. The world simply cannot allow this to happen. The people in the United States, in Russia, and Britain, in France and China, in collaboration with all other peace-loving people, must take the course of current history into their own hands and mould it in a new direction -- the direction of continued co-operation.

It was a common danger which united us before victory. Let it be a common hope which continues to draw us together in the years to come.

The atomic bombs that fell on Hiroshima and Nagasaki must be made a signal, not for the old process of falling apart but for a new era -- an era of ever closer unity and ever closer friendship among peaceful nations.

Building a peace requires as much moral stamina as waging a war. Perhaps it requires even more, because it is so laborious and painstaking and undramatic. It requires undying patience and continuous application, but it can give us, if we stay with it, the greatest reward that there is in the whole field of human effort.

Differences of the kind that exist today among the nations that fought together so long and so valiantly for victory are not hopeless or irreconcilable. There are no conflicts of interest among the victorious powers so deeply rooted that they cannot be resolved, but their solution will require a combination of forebearance and firmness.

It will require a steadfast adherence to the high principles we have enunciated. It will also require a willingness to find a common ground as to the methods of applying these principles.

Our American policy is a policy of friendly partnership with all peaceful nations, and of full support for the United Nations Organisation. It is a policy that has the strong backing of the American people. It is a policy around which we can rally without fear or misgiving. The more widely and clearly that policy is understood abroad, the better and surer will be the peace.

For our own part, we must seek to understand the special problems of other nations. We must seek to understand their own legitimate urge towards security as they see it. The immediate, the greatest threat to us is the threat of disillusionment, the danger of an insidious scepticism -- a lost of faith in the effectiveness of international co-operation. Such a loss of faith would be dangerous at any time. In an atomic age it would be nothing short of disastrous.

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There has been talk about the atomic bomb scrapping all navies, armies, air forces. For the present, I think that such talk is 100 per cent wrong.

Today control of the seas rests in the fleets of the United States and her allies. There is no substitute for them. We have learned the bitter lesson that the weakness of this great Republic invites men of ill-will to shake the very foundations of civilisation all over the world.

What the distant future of atomic research will bring to the fleet which we honour today, no one can foretell. But the fundamental mission of the Navy has not changed. Control of our sea approaches and of the skies above them is still the key to our freedom and to our ability to help enforce the peace of the world. No enemy will ever strike us directly except across the sea. We cannot reach out to help stop and defeat an aggressor without crossing the sea.

Therefore, the Navy, armed with whatever weapons science brings forth, is still dedicated to its historic task: control of the ocean approaches to our country and of the skies above them.

The atomic bomb does not alter the basic foreign policy of the United States. It makes the development and application of our policy more urgent than we could have dreamed six months ago. It means that we must be prepared to approach international problems with greater speed, with greater determination, and with greater ingenuity, in order to meet a situation for which there is no precedent.

We must find the answer to the problems created by the release of atomic energy -- as we must find the answers to the many other problems of peace -- in partnership with all the peoples of the United Nations. For their stake in world peace is as great as our own.

As I said in my message to the Congress, discussion of the atomic bomb with Great Britain and Canada and later with other nations cannot wait upon the formal organisation of the United Nations. These discussions, looking toward a free exchange of fundamental scientific information, will be begun in the near future.

But I emphasise again, as I have before, that these discussions will not be concerned with the processes of manufacturing the atomic bomb or any other instruments of war. In our possession of this weapon, as in our possession of other new weapons, there is no threat to any nation. The world, which has seen the United States in two great recent wars, knows that full well. The possession in our hands of this new power of destruction we regard as a sacred trust.

Because of our love of peace, the thoughtful people of the world know that that trust will not be violated, that it will be faithfully executed. Indeed, the highest hope of the American peoples is that world co-operation for peace will soon reach such a state of perfection that atomic methods of destruction can be definitely and effectively outlawed forever.

We have sought, and we will continue to seek, the attainment of the objective. We shall pursue that course with all the wisdom, patience and determination that the God of peace can bestow upon a people who are trying to follow in his path.

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October 27, 1945.
C231393

PRESIDENT TRUMAN'S NAVY DAY SPEECH ON U.S. FOREIGN POLICY

NEW YORK, Saturday. - The following is the text of President Truman's Navy Day speech in New York's Central Park today:

I am grateful for the magnificent reception which you have given me today in this great city of New York. I know that it is given to me only as the representative of the gallant men and women of our naval forces, and on their behalf, as well as my own, I thank you.

New York joins the rest of the nation in paying honour and tribute to the 4,000,000 fighting Americans of the Navy, Marine Corps and Coast Guard, and to the ships which carried them to victory.

On opposite sides of the world, across two oceans, our Navy opened a highway for the Armies and Air Forces of the United States. They landed our gallant men, millions of them, on the beachheads of final triumph.

Fighting from Murmansk, the English Channel and the Tyrrhenian Sea, to Midway, Guadalcanal, Leyte Gulf and Okinawa, they won the greatest naval victories in history, together with their brothers-in-arms in the Army and Air Force, and with the men of the Merchant Marine, they have helped to win for mankind all over the world a new opportunity to live in peace and dignity and, we hope, in security.

In the harbour and rivers of New York City and in other ports along the coasts and rivers of the country, ships of that mighty United States Navy are at anchor. I hope that you and the people everywhere will visit them and their crews, seeing for yourselves what your sons and daughters, your labour and your money, have fashioned into an invincible weapon of liberty.

The fleet, on V-J Day, consisted of 1,200 warships, more than 50,000 supporting and landing craft, and over 40,000 Navy planes. By that day, ours was a seapower never before equalled in the history of the world.

There were great carrier task forces capable of tracking down and sinking the enemy's fleets, beating down his air power, and pouring destruction on his war-making industries.

There were submarines which roamed the seas, invading the enemy's own ports, and destroying his shipping in all the oceans. There were amphibious forces capable of landing soldiers on beaches from Normandy to the Philippines. There were great battleships and cruisers which swept enemy ships from the seas and bombarded his shore defence almost at will.

And history will never forget that great leader who, from his first day in office, fought to re-establish a strong American Navy, who watched that Navy and all the other might of this nation grow into an invincible force for victory, who sought to make that force an instrument for a just and lasting peace and who gave his life in the effort: Franklin D. Roosevelt.

The roll call of the battles of this fleet rears like sign posts circling the globe on the road to final victory: North Africa, Sicily, Italy, Normandy, and the Southern France; Coral Sea, Midway, Guadalcanal, and the Solomons; Tarawa, Saipan, Guam, the Philippine Sea, Leyte Gulf; Iwojima and Okinawa.

Nothing which the enemy held on any coast was safe from its attack.

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Now we are in the process of demobilising our naval force. We are laying up ships. We are breaking up aircraft squadrons. We are rolling up bases, and releasing officers and men. But when our demobilisation is all finished as planned, the United States will still be the greatest naval power on earth.

In addition to that naval power, we shall still have one of the most powerful air forces in the world. And just the other day, so that on short notice we could mobilise a powerful and well-equipped land, sea and air force, I asked the Congress to adopt universal training.

Why do we seek to preserve this powerful naval and air force and establish this strong Army reserve? Why do we need them?

We have assured the world time and again and I repeat it now -- that we do not seek for ourselves one inch of territory in any place in the world, outside of the right to establish necessary bases for our own protection, we look for nothing which belongs to any other power.

We do need this kind of armed might however, and for four principal tasks:

First, our Army, Navy and Air Force, in collaboration with our allies, must enforce the terms of peace imposed upon our defeated enemies.

Second, we must fulfil the military obligations which we are undertaking as a member of the United Nations Organization -- to support a lasting peace, by force if necessary.

Third, we must co-operate with other American nations to preserve the territorial integrity and the political independence of the nations of the western hemisphere.

Fourth, in this troubled and uncertain world, our military forces must be adequate to discharge the fundamental mission laid upon them by the constitution of the United States to "provide for the common defence" of the United States.

These four military tasks are directed not toward war, not toward conquest, but toward peace.

We seek to use our military strength solely to preserve the peace of the world. For we now know that that is the only sure way to make our own freedom secure. That is the basis of the foreign policy of the people of the United States.

The foreign policy of the United States is based firmly on fundamental principles of righteousness and justice. In carrying out those principles we shall firmly adhere to what we believe to be right -- and we shall not give our approval to any compromise with evil.

But we know that we cannot attain perfection in this world overnight. We shall not let our search for perfection obstruct our steady progress toward international co-operation. We must be prepared to fulfil our responsibilities as best we can, within the framework of our fundamental principles, even though we recognise that we have to operate in an imperfect world.

Let me restate the fundamentals of that foreign policy of the United States:

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(1) We seek no territorial expansion or selfish advantage. We have no plans for aggression against any other state, large or small. We have no objective which need clash with the peaceful aims of any other nation.

(2) We believe in the eventual return of sovereign rights and self-government to all peoples who have been deprived of them by force.

(3) We shall approve no territorial changes in any friendly part of the world unless they accord with the freely expressed wishes of the people concerned.

(4) We believe that all peoples who are prepared for self-government should be permitted to choose their own form of government by their own freely expressed choice, without interference from any foreign source. That is true in Europe, in Asia, in Africa, as well as in the western hemisphere.

(5) By the combined and co-operative action of our war allies, we shall help the defeated enemy states establish peaceful democratic governments of their own free choice, and we shall try to attain a world in which Nazism, Fascism, and military aggression cannot exist.

(6) We shall refuse to recognise any government imposed upon any nation by the force of any foreign power. In some cases it may be impossible to prevent forceful imposition of such a government, but the United States will not recognise any such government.

(7) We believe that all nations should have the freedom of the seas and equal rights to the navigation of boundary rivers and waterways, and of rivers and waterways which pass through more than one country.

(8) We believe that all states which are accepted in the society of nations should have access on equal terms to the trade and the raw materials of the world.

(9) We believe that the soveriegn states of the western hemisphere, without interference from outside the western hemisphere, must work together as good neighbours in the solution of their common problems.

(10)We believe that full economic collaboration between all nations, great and small, is essential to the improvement of living conditions all over the world, and to the establishment of freedom from fear and freedom from want.

(11) We shall continue to strive to promote freedom of expression and freedom of religion throughout the peace-loving areas of the world.

(12) We are convinced that the preservation of peace between nations requires a United Nations Organisation composed of all the peace-loving nations of the world who are willing jointly to use force if necessary to ensure peace.

That is the foreign policy which guides the United States now. That is the foreign policy with which it confidently faces the future.

It may not be put into effect tomorrow or the next day, but none the less it is our policy: and we shall seek to achieve it. It may take a long time, but it is worth waiting for, and it is worth striving to attain.

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C231626

The ten commandments themselves have not yet been universally achieved over these thousands of years, yet we struggle constantly to achieve them, and in many ways we come closer to them each year. Though we may meet setbacks from time to time, we shall not relent in our efforts to bring the golden rule into the international affairs of the world.

We are now passing through a difficult phase of international relations. Unfortunately it has always been true after past wars that the unity among allies, forged by their common peril, has tended to wear out as the danger passed.

The world cannot afford any let-down in the united determination of the allies in this war to accomplish a lasting peace. The world cannot afford to let the co-operative spirit of the allies in this war disintegrate. The world simply cannot allow this to happen. The people in the United States, in Russia, and Britain, in France and China, in collaboration with all other peace-loving people, must take the course of current history into their own hands and mould it in a new direction -- the direction of continued co-operation.

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The atomic bombs that fell on Hiroshima and Nagasaki must be made a signal, not for the old process of falling apart but for a new era -- an era of ever closer unity and ever closer friendship among peaceful nations.

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Differences of the kind that exist today among the nations that fought together so long and so valiantly for victory are not hopeless or irreconcilable. There are no conflicts of interest among the victorious powers so deeply rooted that they cannot be resolved, but their solution will require a combination of forebearance and firmness.

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For our own part, we must seek to understand the special problems of other nations. We must seek to understand their own legitimate urge towards security as they see it. The immediate, the greatest threat to us is the threat of disillusionment, the danger of an insidious scepticism -- a lost of faith in the effectiveness of international co-operation. Such a loss of faith would be dangerous at any time. In an atomic age it would be nothing short of disastrous.

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C231627

There has been talk about the atomic bomb scrapping all navies, armies, air forces. For the present, I think that such talk is 100 per cent wrong.

Today control of the seas rests in the fleets of the United States and her allies. There is no substitute for them. We have learned the bitter lesson that the weakness of this great Republic invites men of ill-will to shake the very foundations of civilisation all over the world.

What the distant future of atomic research will bring to the fleet which we honour today, no one can foretell. But the fundamental mission of the Navy has not changed. Control of our sea approaches and of the skies above them is still the key to our freedom and to our ability to help enforce the peace of the world. No enemy will ever strike us directly except across the sea. We cannot reach out to help stop and defeat an aggressor without crossing the sea.

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We must find the answer to the problems created by the release of atomic energy -- as we must find the answers to the many other problems of peace -- in partnership with all the peoples of the United Nations. For their stake in world peace is as great as our own.

As I said in my message to the Congress, discussion of the atomic bomb with Great Britain and Canada and later with other nations cannot wait upon the formal organisation of the United Nations. These discussions, looking toward a free exchange of fundamental scientific information, will be begun in the near future.

But I emphasise again, as I have before, that these discussions will not be concerned with the processes of manufacturing the atomic bomb or any other instruments of war. In our possession of this weapon, as in our possession of other new weapons, there is no threat to any nation. The world, which has seen the United States in two great recent wars, knows that full well. The possession in our hands of this new power of destruction we regard as a sacred trust.

Because of our love of peace, the thoughtful people of the world know that that trust will not be violated, that it will be faithfully executed. Indeed, the highest hope of the American peoples is that world co-operation for peace will soon reach such a state of perfection that atomic methods of destruction can be definitely and effectively outlawed forever.

We have sought, and we will continue to seek, the attainment of the objective. We shall pursue that course with all the wisdom, patience and determination that the God of peace can bestow upon a people who are trying to follow in his path.

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[This telegram is of particular secrecy and should be retained by the authorised recipient and not passed on]

[CYPHER] CABINET DISTRIBUTION

FROM WASHINGTON TO FOREIGN OFFICE

Earl of Halifax, No.7216 October 29th,1945. D. 8.40 p.m. October 29th,1945. R. 3.05 a.m. October 30th,1945.

Repeated to Moscow, Paris, Chungking. } SAVING.

Q Q Q

IMPORTANT

SECRET

There is a note of disappointed expectations in the first reactions to the President's Navy Day speech. The speech is being widely discussed and often praised but even friendly quarters find it hard to justify the official advertisement of it beforehand as the most important of the President's carreer. Administration leaders like Connally, Barkley and Bloom naturally praise it and so do the New York Times, the Scripps-Howard papers, Constantine Brown and Lindley, generally as a fine blend of American idealism and realism.

2. On the other hand the New York Herald-Tribune, Baltimore Sun and Washington Post are all rather disappointed with its generalities. Marquis Childs said that your own speech last Friday came much nearer the realities of the world situation and a member of the State Department said privately: "It's all very fine, but it doesnt answer a damn one of the problems I've got to make decisions on".

3. While despatches from Moscow - e.g. Associated Press and Brooks Atkinson to the New York Times - imply that the speech has been favourably received there, being prominently reported in the Soviet Press, Washington despatches tend to say that it certainly cannot have helped American-Soviet harmony, least of all the passages on non-recognition of governments installed by force. Moreover American left-wingers - e.g. Daily Worker, P.M. Max Werner - openly condemn it as a "dangerous, sword-rattling effort".

4. Thus criticism is coming not from the Conservative position so much as from Truman's own Left-Wing. No one has openly challenged its broadly international philosophy and Senators Taft and Wheeler content themselves with challenging the Administration to put its fine words into effect.

5./.....

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5. It is too early to estimate reactions and specific points but most attention is being centred so far on the remarks about non-recognition, the atomic bomb and America's plans for naval and air supremacy. A few anti-Imperialists such as Quincy Howe and the New York Post have hailed the declaration on self-government for dependent peoples all over the world.

6. The President's reference to early international conversations about the atomic bomb are being connected with the reports now appearing in the press that Mr. Atlee will be visiting Washington in the near future.

7. Please repeat Saving to Moscow Paris and Chungking as my telegrams Nos. 58, 227 and 6 respectively.

[Repeated to Paris, Moscow and Chungking as telegrams Nos. 2608, 367 and 19 (Saving) respectively.]

OTP

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Truman

COPY

LBP/WB
October 30/46.

C231630

MEMORANDUM FOR THE PRIME MINISTER

The United States Ambassador called to see me this morning to express his very great regret that owing to confusion between his office and the railway authorities, he arrived at the station yesterday to meet you only to find that he was too late. He asked me to convey to you his apologies.

Mr. Atherton said that he had heard from the State Department that your visit had been a very successful one and the President had expressed his pleasure and satisfaction at the talk he had had with you. Mr. Atherton was particularly interested in the report that Mr. Truman might be able to pay a visit to Canada before long. He, himself, had mentioned this matter to the President a few weeks ago and had found Mr. Truman most receptive and pleased with the idea. Mr. Atherton, is therefore, natrually pleased himself that the idea of such a vis it seems to be progressing.

with PM
1/XI/46

Mr. Atherton left with me a copy of the "Oral Message" on defence questions which the President had given you on Monday. I am sending this to you under a separate memorandum.

(L. B. Pearson).

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Notes of a Meeting held March 6, 1947, in the Office of Mr. L.B. Pearson, Under Secretary of State for External Affairs. C231631

Present: Mr. L.B. Pearson
United States Ambassador (Mr. Ray Atherton)
Secretary to the Governor-General (General Letson)

The purpose of the meeting was to discuss the forthcoming visit of the President to Canada.

Mr. Atherton read the letter which is attached to this memorandum.

After some discussion it was agreed that the Secretary to the Governor-General should discuss with His Excellency the following tentative programme to take place during the first week of June.

D-Day: Arrive airport approximately 1500 hours.
Met by Governor-General, Prime Minister, Secretary of State for External Affairs.
All or one as may be considered appropriate after further study.

Drive through the city to Government House for tea.

Dinner at Government House followed by reception of additional guests to meet the President. Heads of Mission to be included.

D plus 1: Late morning - proceed to Parliament Hill where the President would address the citizens assembled on the lawn.

The President will deposit a wreath on the Cenotaph.

Luncheon for the President tendered by the Government of Canada, to be held in either the Parliamentary Restaurant, the Chateau Laurier or the Country Club.

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D. plus 1: (cont'd.) The President to dine with the Prime Minister at Laurier House. (This is tentative only).

D. plus 2: Motor to the Seigniory Club with the United States Ambassador and lunch at Papineau Manor. This to be followed by a drive through the country and possibly some fishing.

The United States Ambassador to give a small dinner party at the U.S. Embassy.

The Ambassador suggests that the President should come to him on D. plus 1.

The Secretary raised the question of a large Garden Party at Government House, but it was the feeling of those attending the meeting that a reception following the dinner would be more acceptable to the President in view of the fact that he would be able to meet a number of people whom he should meet, whereas at the Garden Party it would be quite impossible to do so as the several thousand there would be an added strain for him.

Under U.S. Security rules, the President would, on such an occasion, be surrounded by a number of Secret Service Police which would also make it difficult for him to meet people.

It was also felt that the precedent set by President Roosevelt in addressing the citizens from the Arch of the House of Commons should be followed in order that those who wished could assemble to see the President. In the case of President Roosevelt it was estimated that some 30,000 saw and listened to him.

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The Garden Party would necessarily be by invitation and this was considered to be another undesirable factor for a visit of this nature.

I made it quite clear to the Ambassador that Their Excellencies would like the President, Mrs. Truman and Miss Truman to stay at Government House throughout their visit, and this point has been made clear to the President. However, it is evidently customary for the President to stay with the U.S. Ambassador when he visits outside the United States (i.e. Mexico).

Mr. Pearson is leaving for Washington today and I promised to let him have the first reactions of the Governor-General to the above mentioned programme.

It will be noted that it is not yet definite whether Mrs. Truman and Miss Truman will be accompanying the President. See letter attached.

As the President is coming to Canada on the joint invitation of the Governor-General and the Prime Minister, it was decided that the Secretary to the Governor-General should keep the Under Secretary of State for External Affairs informed of the proposed programme and that communications should be addressed to the U.S. Ambassador who, in turn, would forward them to the proper authority in Washington.

H.F.G.L.

7th March, 1947.

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C231634

To: Dr. James Gibson,
Laurier House
BY HAND

From: Mr. G.V. Beaudry,
Department of External Affairs.

(re telephone conversation of this morning.)

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HOLD FOR RELEASE HOLD FOR RELEASE HOLD FOR RELEASE

MARCH 12, 1947

CONFIDENTIAL: The following address of the President, to be delivered before a Joint Session of the Congress, MUST BE HELD IN STRICT CONFIDENCE and no portion, synopsis or intimation is to be given out or published UNTIL DELIVERY HAS BEGUN.

NOTE: Release is expected about 1:00 o'clock P.M., Eastern Standard Time, today, Wednesday, March 12, 1947.

The same release applies to all newspapers, radio commentators and news broadcasters.

PLEASE USE EXTREME CARE TO AVOID PREMATURE PUBLICATION OR RADIO ANNOUNCEMENT.

CHARLES G. ROSS
Secretary to the President

MR. PRESIDENT, MR. SPEAKER, MEMBERS OF THE CONGRESS OF THE UNITED STATES:

The gravity of the situation which confronts the world today necessitates my appearance before a joint session of the Congress.

The foreign policy and the national security of this country are involved.

One aspect of the present situation, which I wish to present to you at this time for your consideration and decision, concerns Greece and Turkey.

The United States has received from the Greek Government an urgent appeal for financial and economic assistance. Preliminary reports from the American Economic Mission now in Greece and reports from the American Ambassador in Greece corroborate the statement of the Greek Government that assistance is imperative if Greece is to survive as a free nation.

I do not believe that the American people and the Congress wish to turn a deaf ear to the appeal of the Greek Government.

Greece is not a rich country. Lack of sufficient natural resources has always forced the Greek people to work hard to make both ends meet. Since 1940, this industrious and peace loving country has suffered invasion, four years of cruel enemy occupation, and bitter internal strife.

When forces of liberation entered Greece they found that the retreating Germans had destroyed virtually all the railways, roads, port facilities, communications, and merchant marine. More than a thousand villages had been burned. Eighty-five percent of the children were tubercular. Livestock, poultry, and draft animals had almost disappeared. Inflation had wiped out practically all savings.

As a result of these tragic conditions, a militant minority, exploiting human want and misery, was able to create political chaos which, until now, has made economic recovery impossible.

Greece is today without funds to finance the importation of those goods which are essential to bare subsistence. Under these circumstances the people of Greece cannot make progress in solving

(OVER)

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their problems of reconstruction. Greece is in desperate need of financial and economic assistance to enable it to resume purchases of food, clothing, fuel and seeds. These are indispensable for the subsistence of its people and are obtainable only from abroad. Greece must have help to import the goods necessary to restore internal order and security so essential for economic and political recovery.

The Greek Government has also asked for the assistance of experienced American administrators, economists and technicians to insure that the financial and other aid given to Greece shall be used effectively in creating a stable and self-sustaining economy and in improving its public administration.

The very existence of the Greek state is today threatened by the terrorist activities of several thousand armed men, led by Communists, who defy the government's authority at a number of points, particularly along the northern boundaries. A Commission appointed by the United Nations Security Council is at present investigating disturbed conditions in northern Greece and alleged border violations along the frontier between Greece on the one hand and Albania, Bulgaria, and Yugoslavia on the other.

Meanwhile, the Greek Government is unable to cope with the situation. The Greek army is small and poorly equipped. It needs supplies and equipment if it is to restore the authority of the government throughout Greek territory.

Greece must have assistance if it is to become a self-supporting and self-respecting democracy.

The United States must supply that assistance. We have already extended to Greece certain types of relief and economic aid but these are inadequate.

There is no other country to which democratic Greece can turn.

No other nation is willing and able to provide the necessary support for a democratic Greek government.

The British Government, which has been helping Greece, can give no further financial or economic aid after March 31. Great Britain finds itself under the necessity of reducing or liquidating its commitments in several parts of the world, including Greece.

We have considered how the United Nations might assist in this crisis. But the situation is an urgent one requiring immediate action, and the United Nations and its related organizations are not in a position to extend help of the kind that is required.

It is important to note that the Greek Government has asked for our aid in utilizing effectively the financial and other assistance we may give to Greece, and in improving its public administration. It is of the utmost importance that we supervise the use of any funds made available to Greece, in such a manner that each dollar spent will count toward making Greece self-supporting, and will help to build an economy in which a healthy democracy can flourish.

No government is perfect. One of the chief virtues of a democracy, however, is that its defects are always visible and under democratic processes can be pointed out and corrected. The government of Greece is not perfect. Nevertheless it represents eighty-five percent of the members of the Greek Parliament who were chosen in an election last year. Foreign observers, including 692 Americans, considered this election to be a fair expression of the views of the Greek people.

The Greek Government has been operating in an atmosphere of chaos and extremism. It has made mistakes. The extension of aid by this country does not mean that the United States condones everything that the Greek Government has done or will do. We have condemned in the past, and we condemn now, extremist measures of the right or the left. We have in the past advised tolerance, and we advise tolerance now.

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Greece's neighbor, Turkey, also deserves our attention.

The future of Turkey as an independent and economically sound state is clearly no less important to the freedom-loving peoples of the world than the future of Greece. The circumstances in which Turkey finds itself today are considerably different from those of Greece. Turkey has been spared the disasters that have beset Greece. And during the war, the United States and Great Britain furnished Turkey with material aid.

Nevertheless, Turkey now needs our support.

Since the war Turkey has sought financial assistance from Great Britain and the United States for the purpose of effecting that modernization necessary for the maintenance of its national integrity.

That integrity is essential to the preservation of order in the Middle East.

The British Government has informed us that, owing to its own difficulties, it can no longer extend financial or economic aid to Turkey.

As in the case of Greece, if Turkey is to have the assistance it needs, the United States must supply it. We are the only country able to provide that help.

I am fully aware of the broad implications involved if the United States extends assistance to Greece and Turkey, and I shall discuss these implications with you at this time.

One of the primary objectives of the foreign policy of the United States is the creation of conditions in which we and other nations will be able to work out a way of life free from coercion. This was a fundamental issue in the war with Germany and Japan. Our victory was won over countries which sought to impose their will, and their way of life, upon other nations.

To ensure the peaceful development of nations, free from coercion, the United States has taken a leading part in establishing the United Nations. The United Nations is designed to make possible lasting freedom and independence for all its members. We shall not realize our objectives, however, unless we are willing to help free peoples to maintain their free institutions and their national integrity against aggressive movements that seek to impose upon them totalitarian regimes. This is no more than a frank recognition that totalitarian regimes imposed on free peoples, by direct or indirect aggression, undermine the foundations of international peace and hence the security of the United States.

The peoples of a number of countries of the world have recently had totalitarian regimes forced upon them against their will. The Government of the United States has made frequent protests against coercion and intimidation, in violation of the Yalta agreement, in Poland, Rumania, and Bulgaria. I must also state that in a number of other countries there have been similar developments.

At the present moment in world history nearly every nation must choose between alternative ways of life. The choice is too often not a free one.

One way of life is based upon the will of the majority, and is distinguished by free institutions, representative government, free elections, guarantees of individual liberty, freedom of speech and religion, and freedom from political oppression.

The second way of life is based upon the will of a minority forcibly imposed upon the majority. It relies upon terror and oppression, a controlled press and radio, fixed elections, and the suppression of personal freedoms.

(OVER)

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I believe that it must be the policy of the United States to support free peoples who are resisting attempted subjugation by armed minorities or by outside pressures.

I believe that we must assist free peoples to work out their own destinies in their own way.

I believe that our help should be primarily through economic and financial aid which is essential to economic stability and orderly political processes.

The world is not static, and the status quo is not sacred. But we cannot allow changes in the status quo in violation of the Charter of the United Nations by such methods as coercion, or by such subterfuges as political infiltration. In helping free and independent nations to maintain their freedom, the United States will be giving effect to the principles of the Charter of the United Nations.

It is necessary only to glance at a map to realize that the survival and integrity of the Greek nation are of grave importance in a much wider situation. If Greece should fall under the control of an armed minority, the effect upon its neighbor, Turkey, would be immediate and serious. Confusion and disorder might well spread throughout the entire Middle East.

Moreover, the disappearance of Greece as an independent state would have a profound effect upon those countries in Europe whose peoples are struggling against great difficulties to maintain their freedoms and their independence while they repair the damages of war.

It would be an unspeakable tragedy if these countries, which have struggled so long against overwhelming odds, should lose that victory for which they sacrificed so much. Collapse of free institutions and loss of independence would be disastrous not only for them but for the world. Discouragement and possibly failure would quickly be the lot of neighboring peoples striving to maintain their freedom and independence.

Should we fail to aid Greece and Turkey in this fateful hour, the effect will be far reaching to the West as well as to the East.

We must take immediate and resolute action.

I therefore ask the Congress to provide authority for assistance to Greece and Turkey in the amount of $400,000,000 for the period ending June 30, 1948. In requesting these funds, I have taken into consideration the maximum amount of relief assistance which would be furnished to Greece out of the $350,000,000 which I recently requested that the Congress authorize for the prevention of starvation and suffering in countries devastated by the war.

In addition to funds, I ask the Congress to authorize the detail of American civilian and military personnel to Greece and Turkey, at the request of those countries, to assist in the tasks of reconstruction, and for the purpose of supervising the use of such financial and material assistance as may be furnished. I recommend that authority also be provided for the instruction and training of selected Greek and Turkish personnel.

Finally, I ask that the Congress provide authority which will permit the speediest and most effective use, in terms of needed commodities, supplies, and equipment, of such funds as may be authorized.

If further funds, or further authority, should be needed for purposes indicated in this message, I shall not hesitate to bring the situation before the Congress. On this subject the Executive and Legislative branches of the Government must work together.

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This is a serious course upon which we embark.

I would not recommend it except that the alternative is much more serious.

The United States contributed $341,000,000,000 toward winning World War II. This is an investment in world freedom and world peace.

The assistance that I am recommending for Greece and Turkey amounts to little more than 1 tenth of 1 per cent of this investment. It is only common sense that we should safeguard this investment and make sure that it was not in vain.

The seeds of totalitarian regimes are nurtured by misery and want. They spread and grow in the evil soil of poverty and strife. They reach their full growth when the hope of a people for a better life has died.

We must keep that hope alive.

The free peoples of the world look to us for support in maintaining their freedoms.

If we falter in our leadership, we may endanger the peace of the world - and we shall surely endanger the welfare of our own nation.

Great responsibilities have been placed upon us by the swift movement of events.

I am confident that the Congress will face these responsibilities squarely.

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L.B.PEARSON/WS
March 13/47
SECRET

MEMORANDUM FOR THE PRIME MINISTER: C231640

Re: Proposed visit of Mr. Truman

As I indicated to you yesterday, I have had some informal discussions with the United States Ambassador and the Governor-General's Secretary concerning this visit. It was felt that the early days of June probably would be the most satisfactory time from our point of view. In order that the programme for such a visit might receive early consideration by yourself and the Governor-General, we have drafted a very tentative programme which I am attaching herewith for your consideration.

I will be glad to have your views on this tentative programme before proceeding any further in the matter.

It is not yet definite whether either Mrs. Truman or Miss Truman will accompany the President, but Mr. Atherton is making further enquiries on this point.

13/3/47

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D-Day: Arrive airport approximately 1500 hours.

Drive through the city to Government House for tea.

Dinner at Government House followed by reception of additional guests to meet the President.

D plus 1: Late morning - proceed to Parliament Hill where the President would make an address.

The President then to deposit a wreath on the Cenotaph.

Luncheon for the President tendered by the Government of Canada.

The President to dine privately with the Prime Minister.

The President to move from Rideau Hall to the U.S. Embassy for the night.

D plus 2: Leave for Seigniory Club with the United States Ambassador and lunch at Papineau Manor. This to be followed by a drive through the country and possibly some fishing.

The United States Ambassador to give a small dinner party at the U.S. Embassy.

President to fly back to Washington that night or early next morning.

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Truman/V 5/5

LBP/LT
25.3.47.
C231642

MEMORANDUM FOR THE PRIME MINISTER:

You will have noticed in the press today reference to Mr. Truman's proposed visit to Ottawa. These reports are based apparently on a statement made yesterday in Washington by the President, I believe, to the press, that he hoped to visit Canada before long. Mr. Wrong thinks that this statement was supplemented by a further observation from a member of the President's secretariat that the time would be early June if conditions made it possible for the President to leave then.

No information, of course, was given out at this end but we may now have to say something.

L B Pearson

P.S. I understand that Mr. Graydon is asking a question about this matter this afternoon.

25/3/20

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Truman

C231643

IMMEDIATE RELEASE MARCH 25, 1947

MESSAGE FROM THE PRESIDENT TO
SECRETARY GENERAL TRYGVE LIE ON THE FIRST ANNIVERSARY
OF THE UNITED NATIONS IN THE UNITED STATES, TUESDAY,
MARCH 25, 1947

On this, the first anniversary of the first meeting in the United States of an organ of the United Nations, I send you greetings on behalf of the Government and people of the United States. The American people are deeply grateful that the Seat of the United Nations has been located in their country. They believe in the future of the United Nations with firm conviction. During its first year in the United States the United Nations has made a good beginning upon the great and difficult task of building a peaceful world. The United States, in all its acts, seeks to add strength to the United Nations and to give effect to the principles and purposes of the United Nations Charter. May I add a personal word of thanks to you, Mr. Secretary General, for the strong and steadfast manner in which you have performed the high duty entrusted to you as the impartial servant of the United Nations and its 55 Member Countries in the cause of peace.

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C231643

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C231841

IMMEDIATE RELEASE MARCH 26, 1947

The President today received the following message from the Honorable Trygve Lie, Secretary General of the United Nations:

"On behalf of the United Nations, I wish to express deep appreciation of your cordial message of greeting and your reaffirmation of support, by the Government and people of the United States, of the principles and purposes of the United Nations Charter. I and my staff feel it a privilege to live and work in this great country and are grateful for the hospitality and friendly cooperation that has been extended to us."

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EX-1052

April 22nd, 1947.
2:00 p.m.

I M M E D I A T E CYPHER - tk

Following a discussion with Mr. Atherton and General Letson yesterday, regarding visit of President Truman, the Ambassador suggested desirability of issuing, as soon as possible, an official announcement. Perhaps you would mention this to the Prime Minister before his interview with the President to-morrow. If the announcement is made in Washington, please telegraph date, time and text of proposed announcement, so that we may inform Governor General.

In this connection, the following is an outline of opinion and information conveyed to us by the Ambassador and Letson in the light of previous tentative programme submitted by Pearson to the Prime Minister, in a memorandum dated March 13th. Begins:-

Tentative Programme

Monday June 9th	The President and Mrs. Truman travel to Canada by train, the "Montrealer".
Tuesday June 10th	The U.S. Ambassador and Canadian officials board the "Montrealer" train at the Canadian border. The President desires to arrive in Ottawa not before 3:30 p.m. The train is therefore side-tracked between Montreal and Ottawa, and he has lunch on his car.
3:30 p.m.	The President arrives at Ottawa Place of arrival to be decided; Perhaps not at Ottawa central station; Perhaps at a siding where President would be met by Secretary

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COLOURED PAPER
PAPIER DE COULEUR

C231645

EX-1052

April 22nd, 1947.
2:00 p.m.

I M M E D I A T E CYPHER - tk

Following a discussion with Mr. Atherton and General Letson yesterday, regarding visit of President Truman, the Ambassador suggested desirability of issuing, as soon as possible, an official announcement. Perhaps you would mention this to the Prime Minister before his interview with the President to-morrow. If the announcement is made in Washington, please telegraph date, time and text of proposed announcement, so that we may inform Governor General.

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The President desires to arrive in Ottawa not before 3:30 p.m. The train is therefore side-tracked between Montreal and Ottawa, and he has lunch on his car.

3:30 p.m. — The President arrives at Ottawa

Place of arrival to be decided;

Perhaps not at Ottawa central station;

Perhaps at a siding where President would be met by Secretary

Mrs Truman.

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PAPIER DE COULEUR

of State for External Affairs;

Motor drive through Ottawa to Government House where President would be met by Governor General, Prime Minister and Guard of Honour;

The President will stay at Government House.

Evening Dinner at Government House

Guests to include Cabinet, heads of diplomatic missions and high commissioners, etc.

Reception after Dinner

Guests to include Canadian officials down to, but not including, Senators and M.P.'s; latter to attend Government luncheon on Wednesday, June 11th.

Wednesday During the day the President and Mrs. Truman move from Government House to U.S. Embassy residence, Rockcliffe.

Morning Visit to U.S. Embassy, 100 Wellington Street, to meet Embassy personnel and for-

Press Conference

Visit to Houses of Parliament

General Letson said it had been agreed that the President would make a speech to the Senators and members of the House of Commons inside (not outside) the Parliament Buildings.

Speech by the President

Motor drive via Bank Street, Laurier Avenue, Elgin St. to:

National War Memorial, where the President lays a wreath.

Ladies to be included in arrangements so that Mrs. Truamn can witness ceremony.

Luncheon for men in honor of the President by the Government of Canada at the Chateau Laurier for members of the Senate and members of the House of Commons. In view of large number of Parliamentarians whom Prime Minister may wish to include, General Letson and U.S. Ambassador

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PAPIER DE COULEUR

C231647

suggested luncheon be for men; in this event, Government House would "look after" Mrs. Truman, but she might like to listen in the balcony of the Chateau Laurier ballroom.

Reception before the luncheon

The President would like to shake hands with the guests before the luncheon; there should be a cocktail.

Speech by the Prime Minister at the luncheon

The President, having just spoken to Senators and members at the Parliament Buildings, would say only a very few words at luncheon.

Afternoon No engagements

Dinner The President dines privately at Laurier House

Is Mrs. Truman included? If not, Mrs. Atherton will arrange for her.

Thursday June 12th Motor to the Seigniory Club.

Luncheon Luncheon at Papineau Manor as guest of U.S. Ambassador

Dinner Small dinner by U.S. Ambassador at U.S. Embassy residence.

Friday June 13th If the President returns to Washington by train, he could go on board his railway car Thursday night; Prime Minister and Canadian officials could say goodbye on President's railway car at Ottawa station. No Guard of Honor (after sundown). The President's car could be attached to early morning train from Ottawa to Montreal where connection could be made with day train to New York and Washington. Canadian officials to accompany President to the border. However, arrangements for return are uncertain; the President might fly back. (Tentative programme ends).

General Arrangements

No doubt a Canadian committee will be appointed to work out details; meanwhile General Letson is informing the Adjutant General (re. troop requirements) and Mr. H. Measures has informed the Commissioner, R.C.M.P.,

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PAPIER DE COULEUR

and the Manager of the Chateau Laurier, in confidence.

The Ambassador 's Plans

The Ambassador will leave for New York on Wednesday morning, April 23rd, and will return to Ottawa on May 9th or 10th. He will not be in Washington until next week.

Government Luncheon

General Letson asked for information soon on the categories of persons who will be invited to the Government luncheon. He said this information would affect Government House plans for their reception. He and the Ambassador said that, in view of the large number of Parliamentarians, this event could be for men only and that Government House could "look after" Mrs. Truman.

The President's Party

The Ambassador suggested Mr. Wrong be asked to ascertain the number or names of the party.

Ends.

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Re Procedure Visit

Washington 6, D. C.,
April 22nd, 1947.

C231649

NOTE FOR THE PRIME MINISTER

I have just spoken to Pearson about the plans for the President's visit. He says that the program prepared in March, of which I gave you a copy, still stands subject to certain minor changes.

They learned yesterday unofficially that Mrs. Truman would accompany the President, but do not yet know whether Miss Truman will also go. They are waiting for confirmation of the dates, and, while May 3, 4 and 5 would be preferred, May 10, 11 and 12 would be quite acceptable.

They are proceeding on the assumption that the President will address both Houses of Parliament on the afternoon of the second day, and they are trying to work out a more elaborate public ceremony at the War Memorial for the morning of that day. Mr. Pearson agrees that, if the President wishes to give a dinner party, that could appropriately be fitted in on the last evening of his visit.

He suggested that, if the President were agreeable, it might be a good thing to announce the visit tomorrow after your meeting with him at the White House. This would tend to diminish any speculation as to the conduct of secret negotiations and so on.

Mrs.

The revised program has just arrived from Ottawa, attached hereto.

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OFFICE OF THE PRIME MINISTER

CONFIDENTIAL

MEMORANDUM

C231650

For the Prime Minister:

Re: Visit of President Truman

Attached are two letters I received this morning from Mr. E.H. Coleman, seeking guidance from you on a number of points. If you wish merely to indicate your comments in the margin I shall be glad to pass them on to Mr. Coleman.

I understand that you have indicated to Gibson that he should represent the office on the Committee, and that Mr. Coleman has been advised of this since his letter was written.

J.W.P.

May 3, 1947.

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DEPARTMENT OF
THE SECRETARY OF STATE

MEMORANDUM C231651

To:

Dr. James Gibson,
Prime Minister's Office.

With the compliments
of the Under Secretary of
State.

Ottawa, May 16th, *194* 7.

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CONFIDENTIAL

OUTLINE OF TENTATIVE PROGRAMME FOR VISIT OF PRESIDENT OF UNITED STATES AS DISCUSSED AT A MEETING OF THE INTERDEPARTMENTAL COMMITTEE HELD ON MAY 14TH, 1947, AT 11.30 A.M. IN THE OFFICE OF THE UNDER SECRETARY OF STATE.

PRESENT:-

Dr. E.H. Coleman, C.M.G., K.C., Chairman and Under Secretary of State.
Lieutenant Commander C.P. Edwards, C.M.G., O.B.E., Deputy Minister of Transport.
Mr. W.J. Hotrum, Superintendent C.N.R. Ottawa Division.
Mr. J. Allan, Canadian National Railways.
Mr. J.A. Nevin, Department of Transport.
Deputy Commissioner H.A.R. Gagnon, C.B.E., Royal Canadian Mounted Police.
Inspector O. Lariviere, Royal Canadian Mounted Police.
Inspector W.H. Williams, Royal Canadian Mounted Police.
Colonel H.M. Cathcart, O.B.E., Department of National Defence.
Colonel N.H. Ross, D.S.O., Department of National Defence.
Dr. James Gibson, Prime Minister's Office.
Mr. Laurent Beaudry, Acting Under Secretary of State for External Affairs.
Mr. W.H. Measures, Department of External Affairs.
Mr. S.F. Rae, Department of External Affairs.
Mr. Allan Anderson, Canadian Information Service, Department of External Affairs.
Mr. W.P. Harrell, Assistant Deputy Minister of Public Works.
Mr. J.F. Delaute, Department of the Secretary of State.

MONDAY, JUNE 9TH

President and Party leave Washington on "Montrealer". Canadian Ambassador on board the train.

(Note:- Although the date for the visit has been fixed the announcement is to be deferred at the request of the President).

TUESDAY, JUNE 10TH

Arrival at the Canadian Border. Canadian officials and the United States Ambassador to Canada board the train.

(Note:- Approval has been given for Mr. Measures to form part of the Canadian official party to board the train at the Border. If Mr. Measures finds it impossible to undertake this duty, the Department of External Affairs will delegate a substitute).

Arrival at Montreal. The Secretary of State for External Affairs, the Right Honourable L.S. St. Laurent, P.C., K.C., LL.D., will meet the President at this point and will come on board the train together with the following three honorary A.D.C's:

Commodore F.L. Houghton, C.B.E., Royal Canadian Navy.
Brigadier S.F. Clark, C.B.E., Canadian Army.
Air Commodore D.M. Smith, C.B.E., Royal Canadian Air Force.

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3.30 P.M. Arrival at Island Park Drive. Met by His Excellency the Governor General and the Viscountess Alexander of Tunis; the Right Honourable the Prime Minister of Canada; His Worship Stanley Lewis Mayor of Ottawa and Mrs. Lewis. (Mrs. Atherton and Madame St. Laurent may possibly be present).

(Note:- Commander Edwards and Mr. W.P. Harrell together with representatives of the Canadian National Railways to form a sub-committee with power to act, to arrange details of construction of small platform and appropriate decorations at point of arrival).

Drive to Government House. Order of carriages as follows:

Car No. 1 - The President of the United States and His Excellency the Governor General.

Car No. 2 - Mrs. Truman and Her Excellency the Viscountess Alexander of Tunis.

Car No. 3 - Miss Truman, the Right Honourable the Prime Minister and the Right Honourable the Secretary of State for External Affairs.

Car No. 4 - Staff.

(Note:- It has been suggested that no publicity be given to the point of arrival and that the announcement of the route of the drive which is to be through the Experimental Farm and along the Driveway cover only the drive starting from the Plaza, MacKenzie Avenue, Lady Grey Drive to Government House. The precise route to be followed from the Plaza is to be settled between the Royal Canadian Mounted Police and the United States Secret Service).

Arrival at Rideau Gate. The President will inspect a Guard of Honour posted outside Rideau Gate. A salute of 21 guns will be fired.

Dinner at Government House.

(Note:- Details are to be settled by the Secretary to the Governor General).

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WEDNESDAY, JUNE 11TH

During the day the President and Mrs. Truman and Miss Truman will move from Government House to the United States Embassy Residence.

10.45 A.M.
Arrival at the United States Embassy, 100 Wellington Street when members of the Embassy Staff will be presented, followed by the ladies and gentlemen of the Press.

(Note:- Whilst the ladies and gentlemen of the Press will be received at the United States Embassy there is to be no Press conference.

The President of the United States will be called for at Government House by the United States Ambassador in time to arrive at the Embassy for 10.45.

It is assumed that Mrs. Truman will not be with the President on this occasion).

11.30 A.M.
Visit to the Houses of Parliament. The President will be met by the Speaker of the Senate, the Speaker of the House of Commons, the Leader of the Government in the Senate and the Leaders of the Opposition parties at the foot of the steps outside the Peace Tower.

(Note:- The President will be accompanied from the Embassy by motor car either by the Prime Minister or by a Minister designated by him for that purpose. During the interval between 11.30 and 11.45 appropriate airs are to be played on the Carillon).

11.45 A.M.
Address by the President of the United States to the Members of the Senate and to members of the House of Commons in the House of Commons Chamber.

(Note:- It is expected that the President will speak for about twenty-five minutes. The Speakers of both Houses will assume the responsibility of allocating seats in the gallery as in the case of other distinguished visitors who addressed joint meetings of both Houses.

Her Excellency the Viscountess Alexander of Tunis might take Mrs. Truman and Miss Truman to hear the address of the President of the United States in the House of Commons. Following the address Her Excellency Viscountess Alexander, Mrs. Truman and Miss Truman might proceed to the National War Memorial to witness the placing of the wreath by the President. Details in this connection to be arranged with the Secretary to the Governor-General).

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12.30 P.M. Departure from the Parliament Building. Drive to National War Memorial via Bank Street, Laurier Avenue, Elgin Street. The President is met at the National War Memorial by the Minister of Veterans Affairs and the Minister of National Defence.
the
The President of United States will place a wreath at the National War Memorial.

(Note:- The R.C.A.F. and the R.C.M.P. will provide bands.

The Under Secretary of State will mention to the United States Ambassador the question of purchasing a wreath for this occasion.

The Defence Services will line the streets around the National War Memorial and along Elgin Street to Laurier to the best of their ability.

There is to be no Guard of Honour at the National War Memorial).
Laurier
Drive to the Chateau for Members' luncheon given by the Government of Canada.

(Note:- Mr. Measures will be in charge of arrangements for the luncheon. Sitting down time for the luncheon to be 1.15 P.M. Guests at the luncheon are to be Senators and Members of the House of Commons. Mr. Measures to form sub-Committee to arrange details of luncheon. There is to be a reception before the luncheon in the drawing room of the Chateau Laurier.

The Prime Minister will preside at the luncheon and will propose the toast to the President. His Excellency the Governor General will be invited to the luncheon and will propose the toast to the King).

Following the Luncheon the President will have a free afternoon.

EVENING The President, Mrs. Truman and Miss Truman will dine privately with the Prime Minister at Laurier House.

JUNE 12TH The President of the United States will motor to the Seigniory Club with the United States Ambassador for luncheon at Papineau Manor.

(Note:- This luncheon to include some twenty or twenty-four guests; likely to be given by the Government of Canada).

Dinner by the United States Ambassador at the United States Embassy Residence.

FRIDAY
JUNE 13TH Departure by train from Union Station.

(Note:- The President and Party could board their train Thursday night. The Right Honourable the Prime Minister and Canadian officials will say good-bye to the President on his car at the station. There will be no Guard of Honour since leave-taking will be after sun-down. Arrangements relating to the departure are still uncertain).

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OFFICE OF THE PRIME MINISTER

MEMORANDUM for the Prime Minister

C231953

Mr. Alec Hume asked me last night in the House of Commons when it might be expected that you would be able to announce the programme for President Truman's visit in Ottawa. I told him that I had no information on this point. Mr. Hume thereupon said that he hoped that when the time did come for you to make an announcement, it would be possible for you to have a written release given to the press in ample time in advance of the publication hour that the programme could be properly set up in the papers and given the amount of space on the front page that a matter of this importance would justify. I told Mr. Hume that I felt that you would have such considerations in mind but that I would pass on his remarks.

R. G. R.

May 20, 1947.

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L.B.PEARSON/WS

28th May, 1947.

C231657

MEMORANDUM FOR THE PRIME MINISTER:

President Truman's Visit

Confirming our telephone conversation this morning, I have been in touch with Mr. Wrong in Washington and emphasized to him that if President Truman, because of the unfortunate illness of his mother, found it necessary to shorten or to postpone his visit to Ottawa, ~~that~~ this would be quite understood by the Canadian Government. I mentioned your view that President Truman must not feel under any sense of obligation to carry out his plans to visit Ottawa at this time if the necessities of the situation in Washington or in Missouri, counselled a postponement. Mr. Wrong said he would take this matter up at once with the White House official concerned so that the latter would be in a position to convey your views on the matter to President Truman, whom he would be telephoning this evening. Mr. Wrong hopes to be in a position to send me further information tomorrow concerning the President's plans.

L.B. Pearson

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C231658

B

CONFIDENTIAL

(For official use only)

TENTATIVE PROGRAMME

VISIT TO CANADA
OF THE
PRESIDENT OF THE UNITED STATES OF AMERICA
JUNE 1947

Department of the Secretary of State of Canada.

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GOVERNOR GENERAL'S HOUSEHOLD

His Excellency Field Marshal the Right Honourable the
Viscount Alexander of Tunis,
K.G., G.C.B., G.C.M.G.,
C.S.I., D.S.O., M.C.,
LL.D., ~~A.D.C.~~
Governor General of Canada.

Her Excellency the Viscountess Alexander of Tunis.

Major General H.F.G. Letson, C.B., C.B.E., M.C., E.D.,
Secretary to the Governor General.

Major Mark Milbank, M.C., Coldstream Guards,
Comptroller of the Household.

Mr. F.L.C. Pereira, C.V.O., O.B.E.,
Assistant Secretary to the Governor General.

Captain Edson Sherwood, Royal Canadian Navy,
Senior Aide-de-Camp.

Miss Jennifer Bevon,
Lady-in-Waiting and Private Secretary to
Her Excellency.

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C231660

PRESIDENTIAL PARTY

The President of the United States of America,

Mrs. Truman,

Miss Truman.

Fleet Admiral W. D. Leahy,
Chief of Staff to the Commander in Chief of the United States Army and Navy.

Mr. M. J. Connelly,
Secretary to the President.

Mr. Charles G. Ross,
Secretary to the President.

Mr. Stanley Woodward,
Chief of Protocol.

Major General H.H. Vaughan,
Military Aide to the President.

Rear Admiral J.H. Foskett,
Naval Aide to the President.

Brigadier General W.H. Graham,
Physician to the President.

Mr. Leonard ~~Wrinch~~, Reinsch
Broadcasting Secretary to the President.

Mr. James Maloney,
Chief, United States Secret Service.

Mr. Jack Romagna,
Private Secretary to the President.

CANADIAN HONORARY AIDES-DE-CAMP TO THE PRESIDENT.

Commodore F.L. Houghton, C.B.E.	Royal Canadian Navy.
Brigadier S.F. Clark, C.B.E.	Canadian Army.
Air Commodore D.M. Smith, C.B.E.	Royal Canadian Air Force.

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MEMBERS OF THE GOVERNMENT OF CANADA

The Right Honourable William Lyon Mackenzie King, M.P.	Prime Minister of Canada and President of the Privy Council.
The Right Honourable Ian Alistair Mackenzie, P.C.,K.C.,M.A.,LL.B.	Minister of Veterans Affairs.
The Right Honourable James Lorimer Ilsley, P.C.,K.C.	Minister of Justice and Attorney General of Canada.
The Right Honourable Clarence Decatur Howe, P.C., B.Sc., L.D., D.E., LL.D.	Minister of Reconstruction and Supply.
The Right Honourable James G. Gardiner, P.C.,B.A.,LL.D.	Minister of Agriculture
The Honourable James Angus MacKinnon.	Minister of Trade and Commerce.
Colonel the Honourable Colin Gibson, M.C.,V.D.,K.C.	Secretary of State of Canada.
The Right Honourable Louis Stephen St.Laurent, P.C.,K.C. LL.D.	Secretary of State for External Affairs.
The Honourable Humphrey Mitchell.	Minister of Labour.
The Honourable Alphonse Fournier, K.C.,LL.D.,LL.L.	Minister of Public Works.
The Honourable Ernest Bertrand, K.C.	Postmaster General.
The Honourable Brooke Claxton, D.C.M.,K.C.,B.C.L.	Minister of National Defence.
The Honourable James Allison Glen, K.C.,LL.D.	Minister of Mines and Resources.
The Honourable Joseph Jean, K.C.	Solicitor General of Canada.
The Honourable Lionel Chevrier, K.C.,B.A.	Minister of Transport.
The Honourable Paul Martin, K.C.,M.A.,LL.M.	Minister of National Health and Welfare.
The Honourable Douglas Charles Abbott, K.C.	Minister of Finance.

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The Honourable James J. McCann, M.D., C.M.	Minister of National War Services and Minister of National Revenue.
Major the Honourable Hedley Francis Gregory Bridges, K.C., LL.D.	Minister of Fisheries
The Honourable Wishart McL. Robertson.	Minister without Portfolio, and Leader of the Government in the Senate.

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ACCOMMODATION

GOVERNMENT HOUSE (JUNE 10TH - 11TH)

The President of the United States of America
Mrs. Truman
Miss Truman
Fleet Admiral W.D. Leahy
Major General H.H. Vaughan
Rear Admiral J.H. Foskett
Brigadier General W.H. Graham
Mr. Arthur Prettyman, Valet
Miss Julia Sharp, Maid

UNITED STATES EMBASSY RESIDENCE (JUNE 11TH - 12TH)

The President of the United States of America
Mrs. Truman
Miss Truman
Fleet Admiral W.D. Leahy
Mr. Arthur Prettyman, Valet
Miss Julia Sharp, Maid

CHATEAU LAURIER

(JUNE 10TH - 12TH)

Mr. M.J. Connelly
Mr. Charles G. Ross
Mr. Stanley Woodward
Mr. Leonard ~~Wrinch~~ Reinsch
Mr. James Maloney
Mr. Jack Romagna

(JUNE 11TH - 12TH)

Major General H.H. Vaughan
Rear Admiral J.H. Foskett
Brigadier General W.H. Graham

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GENERAL INFORMATION

BAGGAGE ARRANGEMENTS

(Brief outline to be supplied by Canadian Army officer in charge.) Capt. C. B. Fuller + 1 OR (NCO)

TELEPHONE - Government House - 3-4021

Chateau Laurier - 2-6411

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C231665

VISIT TO CANADA
OF THE
PRESIDENT OF THE UNITED STATES OF AMERICA
JUNE 1947.

Details of Arrangements (Tentative)

(All Times given are Eastern Daylight)

TUESDAY, June 10th

DST 11.05 a.m. The Presidential train will arrive at Rouses Point.

The Secretary of State for External Affairs, the Right Honourable L.S. St.Laurent, P.C.,K.C.,LL.D., will meet the President, Mrs. Truman, and Miss Truman at this point. He will be accompanied by the United States Ambassador, His Excellency the Honourable Ray Atherton, the three Canadian Honorary A.D.C.'s: Commodore F.L. Houghton, C.B.E., Royal Canadian Navy, Brigadier S.F. Clark, C.B.E., Canadian Army, and Air Commodore D.M. Smith, C.B.E., Royal Canadian Air Force, and Mr. W. H. Measures, Director of Protocol, Department of External Affairs.

St L
A
M
3 How ADCs
lv 5.00 p.m. June 9
Car 104
ar Rouses Pt 11.09 pm.
3rd Last Car
~~ar Turcot 4.05 pm~~

via Coteau

<Dark Suit, Homburg Hat>

3.30 p.m. ARRIVAL AT ISLAND PARK DRIVE, OTTAWA. The President and his party will be met by His Excellency the Governor General and the Viscountess Alexander of Tunis; the Right Honourable the Prime Minister of Canada; His Worship Stanley Lewis, Mayor of Ottawa, and Mrs. Lewis; Mr. Hume Wrong, Canadian Ambassador to Washington, and Mrs. Wrong; Mrs. Atherton and Madame St.Laurent.

disembarking:
1) Atherton

St. Laurent gets down from his own car?
or walks to Pres. car?

How ADCs to follow direct by President's Chief of Staff.

After the presentations, the official party will drive to Government House along Island Park Drive, through the Experimental Farm, to Connaught Place, thence along Mackenzie Avenue, Lady Grey Drive and Sussex Street.

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Tuesday, June 10th (cont'd)

The order of carriages will be as follows:

see note

First Car: The President of the United States of America and His Excellency the Governor General.
Second Car: Mrs. Truman and Her Excellency The Viscountess Alexander of Tunis.
Third Car : Miss Truman, The Right Honourable the Prime Minister and the Right Honourable the Secretary of State for External Affairs.

1

Depts to close at 3.30 p.m. (CS authority)
School children

3.40 embus
ETA 4.00 p.m. Plaza

4.15

~~8.00~~ p.m. ON ARRIVAL AT RIDEAU GATE THE PRESIDENT WILL BE ACCORDED A ROYAL SALUTE BY A GUARD OF HONOUR.
The President will inspect the Guard and then will proceed to Government House. 5/6 mins

2

Procession guests at tea at G.H.

8.00 p.m. STATE DINNER AT GOVERNMENT HOUSE.
no photography inside

WEDNESDAY, June 11th

During the day the President and Mrs. Truman and Miss Truman will move from Government House to the United States Embassy Residence.

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Dress: Morning Coat, Top Hat

Wednesday, June 11th. (Cont'd.)

10.45 a.m. The President, accompanied by the United States Ambassador, will proceed from Government House to the United States Embassy, 100 Wellington Street, where members of the Embassy Staff will be presented.

LH 11.15

11.25 a.m. The President, accompanied by the Prime Minister, will proceed on foot through the Center Gate of Parliament Hill, up the central walk to the Peace Tower. The President will be met at the foot of the steps outside the Peace Tower by the Speaker of the Senate, the Honourable James H. King, M.D., the Speaker of the House of Commons, the Honourable Gaspard Fauteux, D.D.S., and the Leaders of both Houses.

PM ↑ Pres
Atherton Leahy
Wrong

3

4

Carillon

The President will be conducted to the quarters of the Speaker of the House of Commons.

Prior to the arrival of the President, Mrs. Truman and Miss Truman, accompanied by Her Excellency the Viscountess Alexander of Tunis, will have proceeded to the Speaker's Gallery to hear the address of the President.
Mrs Atherton, / ADC + Lieut Bevan
Mrs Truman Mrs Wrong

11.45 a.m. BROADCAST

/ADDRESS BY THE PRESIDENT OF THE UNITED STATES OF AMERICA TO THE MEMBERS OF THE SENATE AND TO THE MEMBERS OF THE HOUSE OF COMMONS.

12.30 p.m. The President, accompanied by the Right Honourable the Prime Minister, will drive to the National War Memorial, proceeding west on Wellington Street to Bank Street, south on Bank Street to Sparks Street, east on Sparks Street to the National War Memorial.

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Wednesday, June 11th (cont'd.)

Procession
President's Staff
Atherton & Wrong

The Order of Carriages will be as follows:-

Mrs. Truman, Miss Truman and Her Excellency the Viscountess Alexander of Tunis will proceed directly to the National War Memorial from the Parliament Building, following the President's departure.

The Minister of Veterans Affairs, the Right Honourable Ian Mackenzie, K.C., and the Minister of National Defence, the Honourable Brooke Claxton, D.C.M., K.C., will greet the President on his arrival at the National War Memorial. 5

12.40 p.m. THE PRESIDENT OF THE UNITED STATES OF AMERICA WILL PLACE A WREATH AT THE BASE OF THE NATIONAL WAR MEMORIAL.

<20 seconds interval>

Depts to close 1st two 11.30 - 2.30

Ladies to Government House for luncheon

Following the ceremony, the President and the Prime Minister will drive to the Chateau Laurier, proceeding first down Elgin Street to Slater Street and back up Elgin Street to the Chateau Laurier.

PARLIAMENTARY LUNCHEON GIVEN BY THE PRIME MINISTER OF CANADA FOR THE PRESIDENT OF THE UNITED STATES OF AMERICA. 6

The guests will be seated in their places in the Ballroom of the Chateau Laurier before the arrival of the President.

His Excellency the Governor General will arrive at the Ballroom Entrance. He will be greeted by the Speaker of the Senate and the Speaker of the House of Commons.

The President and the Prime Minister will enter the Chateau Laurier by the Ballroom Entrance and will be

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Wednesday, June 11th (cont'd.)		conducted to a Dressing Room. They will then proceed to the Drawing Room where they will be met by His Excellency the Governor General and the two Speakers.
		FOLLOWING THE LUNCHEON, THE GUESTS WILL BE PRESENTED TO THE PRESIDENT.
the athertons dinner for younger people	0.00 p.m.	The President and Mrs. Truman will dine privately with the Prime Minister at Laurier House.
Thursday, June 12th	0.00 a.m.	The President will motor to the Seigniory Club with the United States Ambassador.
Golf Club	0.00 p.m.	DINNER GIVEN BY THE UNITED STATES AMBASSADOR AT THE UNITED STATES EMBASSY RESIDENCE.
	00.00 p.m.	DEPARTURE BY TRAIN FROM THE UNION STATION OF THE PRESIDENT OF THE UNITED STATES OF AMERICA AND HIS OFFICIAL PARTY.

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CONFIDENTIAL

C231670

Memorandum for the Prime Minister:

Re: Visit of President Truman

Arising from a meeting of Dr. Coleman's Committee this afternoon, the following points will require decision:

1. Wednesday, June 11

   11.30 a.m. When the President is ready to leave the U.S. Embassy and to proceed to the Centre Block, would you perhaps wish to walk with the President from the Embassy through the Centre Gate and up the main walk to the Peace Tower and main entrance?

2. 12.30 p.m. The Police have enquired whether, during the drive from the Parliament Buildings to the National War Memorial, the approach could be by Sparks Street instead of by Laurier Avenue and Elgin Street.

   (The reason given is that if Laurier Avenue is used, all East-West traffic will be blocked at one of the busiest times of the day. Some of the stoppage could be avoided if Sparks Street were used instead of Laurier Ave.)

3. Similarly, after the ceremony at the War Memorial, if the turn on Elgin Street could be made at Slater Street, rather than at the Laurier Avenue circle, this would still leave Laurier Avenue free for East-West traffic.

4. Parliamentary Luncheon.
   Will you wish personally to invite His Excellency the Governor General to be present at this Luncheon?

J.A:G.

June 2, 1947

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CONFIDENTIAL

Minutes of a meeting of the inter-departmental Committee on the visit to Canada of the President of the United States of America, held in the office of the Under Secretary of State on Monday, June 2nd, 1947, at 3 p.m.

Present at the meeting were the following:

Mr. E.H. Coleman, C.M.G.,K.C. (Chairman) Under Secretary of State.
Major General H.F.G. Letson, C.B.,C.B.E.,M.C.,E.D., Secretary to the Governor General.
Lt. Commander C.P. Edwards, C.M.G.,O.B.E., Deputy Minister of Transport.
Mr. W. J. Hotrum, Supt. C.N.R., Ottawa Division.
Mr. J. Allan, C.N.R.
Mr. J. Nevin, Dept. of Transport.
Mr. W.P. Harrell, Asst. Deputy Minister of Public Works.
Mr. James Gibson, Secretary to the Prime Minister.
Mr. Allan Anderson, Information Service, Dept. of External Affairs.
Mr. Charles Wright, Manager, C.B.O.
Mr. Graham McInnes, National Film Board.
Mr. Laurent Beaudry, Asst. Under Secretary of State for External Affairs.
Mr. W.H. Measures, Dept. of External Affairs.
Colonel H.M. Cathcart, O.B.E., Canadian Army.
Col. A.F. Sprange, O.B.E., Canadian Army.
Commodore F.L. Houghton, C.B.E., R.C.N.
Brigadier S.F. Clark, C.B.E., Canadian Army.
Air Commodore D.M. Smith, C.B.E., R.C.A.F.
Deputy Commissioner H.A.R. Gagnon, C.B.E., R.C.M. Police.
Inspector W.H. Williams, R.C.M. Police.
Inspector O. Lariviere, R.C.M. Police.
Mr. J.F. Delaute, Dept. of the Secretary of State.

1. Mr. Measures suggested that a Canadian Government Railway car be placed at the disposal of the Secretary of State for External Affairs, the United States Ambassador and himself to convey them to Rouses Point where they will await the arrival of the presidential train on board the Private Car. This would eliminate the necessity of Mr. St.Laurent boarding the train at Montreal, although provision will have to be made for the coming on board of the three Canadian Honorary A.D.C.'s. Commander Edwards will look into this suggestion and will advise the Chairman of the Committee by noon on the 3rd June as to the possibility of providing a private car and the arrangements which can be made in regard thereto.

2(a) The physical arrangements for the provision of enclosures, platforms etc., for newsreel and broadcasting personnel at Island Park Drive and at other points throughout the visit are to be arranged by consultation between the R.C.M. Police, the Public Works Department and the National Film Board through Mr. Allan Anderson.

(b) The question of whether the drive from Island Park Drive to Government House is to include Sussex Street is subject to the views of the United States Security Officers.

(c) The Chairman directed that Mr. James Gibson, Col. H.M. Cathcart and Mr. Delaute form a sub-committee to set out the order of carriages for the drive from the point of arrival to Government House. This Committee is also to include the order of carriages on the occasion of the drive from the Parliament Building to the National War Memorial.

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C231672

(d) Mr. Allan Anderson indicated that the United States publicity personnel accompanying the President will be conveyed by bus from the point of arrival to the center of the city.

(e) Baggage arrangements for the official party of the President will be handled by the Canadian Army in conjunction with the Department of Transport and the Canadian National Railways. An outline of the arrangements made in this respect is to be included in the programme, for information.

3. The details of arrangements relating to the Royal Salute accorded to the President at Rideau Gate and the Inspection of the Guard of Honour are to be arranged between Colonel Cathcart and General Letson, in conjunction with Commissioner Gagnon and Mr. Anderson.

4. When the names of those composing the official party of the President have been ascertained from Mr. Woodward, General Letson will advise Mr. Delaute as to which members of the party will stay at Government House. Mr. Delaute will be responsible for the allocation of rooms at the Chateau Laurier. General Letson indicated that six persons could be accommodated at Government House, plus a maid and a valet.

5(a) The President, accompanied by the Prime Minister, will leave the United States Embassy at 11.25 A.M. Wednesday, June 11th and will proceed on foot to the Parliament Building up the central walk. During this time, appropriate airs will be played on the Carillon.

(b) The Chairman is to ascertain who is included in the terms "Leaders of both Houses".

(c) Mr. Gibson reported that the Prime Minister had indicated that morning coats and silk hats will not be worn on the occasion of any of the official ceremonies. It was suggested that this word be passed along informally to the Press and that an indication be given that only business suits need be worn.

(d) The Chairman is to ascertain where the United States Ambassador and Mrs. Atherton, as well as Mr. and Mrs. Wrong will be seated in the Chamber of the House of Commons to hear the address of the President.

6. General Letson is to determine whether or not arrangements can be made for Her Excellency the Viscountess Alexander of Tunis to accompany Mrs. Truman and Miss Truman to the Speaker's Gallery of the House of Commons to hear the address of the President.

7. Mr. Anderson is to communicate with the Speaker of the House of Commons, in order to arrange the technical details relating to the Broadcast of the President's address.

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8. The time to be given for the Broadcast of the address by the President is to be 11.45 A.M. on Wednesday, June 11th.

9(a) A further direction is to be sought from the Prime Minister in regard to the route of the drive from the Parliament Building to the National War Memorial, with a view to meeting objections of the City Police in regard to the use of Laurier Avenue. The City Police suggested that the drive be along Sparks Street.

(b) Similarly the City Police suggested that on the drive from the Memorial to the Chateau Laurier, the procession turn at Slater Street, rather than the Laurier traffic circle.

(c) As soon as these two routes have been determined Colonel Cathcart should be notified forthwith.

10(a) In regard to the ceremony at the National War Memorial, the Chairman indicated that it might not be considered appropriate to include in the programme a provision for the presentation of veterans, military officers or government officials. The programme could include, however, a provision for such persons being invited to attend the ceremony. It was noted that the programme provided for the lining of the streets and of the enclosures around the Memorial by veterans.

(b) The Chairman reported that the provision of the wreath to be placed at the Memorial by the President was to be handled entirely by the United States Embassy.

11(a) The time of the Parliamentary Luncheon is not to be indicated in the official programme.

(b) Mr. Gibson is to see that an invitation to the Parliamentary Luncheon is conveyed to His Excellency the Governor General by the Prime Minister.

12. The Canadian Honorary A.D.C's are to accompany the President on each official occasion. Similarly the United States Ambassador and the Canadian Ambassador to Washington are to be present on each such occasion.

13. Mr. Harrell will undertake to have the Union Station suitably decorated on the occasion of the departure of the President on Thursday, June 12th.

The meeting adjourned at 4.30 p.m.

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C231971

Meeting of the Inter-Departmental Committee on the visit to Canada of the President of the United States on June 4th, 1947, at 3 p.m. in the Office of the Under Secretary of State.

Present at the meeting were the following:

Mr. E.H. Coleman, C.M.G., K.C. (Chairman) Under Secretary of State.
Major General H.F.G. Letson, C.B., C.B.E., M.C., E.D., Secretary to the Governor General.
Lt. Commander C.P. Edwards, C.M.G., O.B.E., Deputy Minister of Transport.
Mr. J. Nevin, Dept. of Transport.
Mr. W.P. Harrell, Asst. Deputy Minister of Public Works.
Mr. James Gibson, Secretary to the Prime Minister.
Mr. Allan Anderson, Information Service, Dept. of External Affairs.
Mr. Laurent Beaudry, Asst. Under Secretary of State for External Affairs.
Mr. W.H. Measures, Dept. of External Affairs.
Mr. S.F. Rae, Dept. of External Affairs.
Colonel H.M. Cathcart, O.B.E., Canadian Army.
Colonel A.P. Sprange, O.B.E., Canadian Army.
Commodore F.L. Houghton, C.B.E., R.C.N.
Brigadier S.F. Clark, C.B.E., Canadian Army.
Air Commodore D.M. Smith, C.B.E., R.C.A.F.
Inspector W.H. Williams, R.C.M. Police.
Inspector O. Lariviere, R.C.M. Police.
Mr. J.F. Delaute, Dept. of the Secretary of State.

1. Captain C.B. Fuller in charge of baggage arrangements and one other rank will travel to Rouses Point on car 104 on June the 9th and will stay at an hotel at Rouses Point.

2. On arrival at Island Park Drive, Mr. Atherton will come off the President's car first, as a signal. He has asked particularly that photographers be warned not to take pictures when he steps down from the train. The President will then be greeted by the Prime Minister, who will make the introductions.

3. A circular is to be issued to the Deputy Heads of the Public Service authorizing them to release their staffs at 3.30 p.m. on Tuesday, the 10th June, keeping a skeleton staff on duty. A circular is also to be issued giving authority for the release of office staffs between 11.30 a.m. and 2.30 p.m. on Wednesday, June 11th, to witness the Ceremony at the National War Memorial.

   The Chairman will seek authority from the Government to request the Mayor that arrangements be made to release school children on Tuesday, June 10th, at 3.00 p.m.

4. Motor cars on official drives are to be numbered, with the exception of the car occupied by the President.

5. One United States and one Canadian Press Representative are to be invited to the reception at Government House after the State Dinner. Mr. Lorenzo Pare, President of the Press Gallery and Madame Pare are to be invited, as Canadian representatives.

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Mr. Charles G. Ross will supply the name of the United States representative.

General Letson indicated that there will be no objection to photographers taking pictures outside Government House of persons arriving for the State Dinner, provided this did not interfere with security measures.

6. In regard to dress to be worn, the Chairman indicated that on arrival at Island Park Drive the President will wear a dark lounge suit and felt hat. On the occasion of the ceremony at the National War Memorial on June 11th, the President will wear a morning coat and top hat. This does not necessarily mean, however, that such will be the dress prescribed for his entourage or for those attending the ceremony.

7. The Chairman will communicate with the Speaker of the House of Commons in regard to the arrangement of details for the address of the President.

He will ask the Speaker to get in touch with General Letson in regard to seating in the Speaker's Gallery for the Government House party, which will include Mrs. Atherton, Mrs. Wrong, Miss Bevon and one A.D.C.

8. It was suggested that Mr. Wrong should call at the Embassy at 10.45 in company with the Prime Minister and walk up the central walk to the Peace Tower. He would thus have a place on the floor of the House of Commons Chamber, with Mr. Atherton and other members of the President's party, who, following the address, will join in the drive from the Parliament Building to the National War Memorial.

9. It was indicated that the period of silence to be observed by the President at the National War Memorial should be of twenty seconds' duration.

10. In regard to the Parliamentary Luncheon, the Chairman will ask the Clerk of the Senate, who is also the Clerk of the Parliament, to announce the guests at the reception following the Luncheon.

11. The United States Ambassador proposes to arrange a young people's dinner at the Embassy on Wednesday evening.

The meeting adjourned at 4.00 P.M.
to meet again on Friday June 6th at 3.00 P.M.

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CONFIDENTIAL

Memorandum for the Prime Minister:

Re: **Visit of President Truman**

Arising from a meeting of Dr. Coleman's Committee this afternoon, the following points will require decision:

1. **Wednesday, June 11**

   11.30 a.m. When the President is ready to leave the U.S. Embassy and to proceed to the Centre Block, would you perhaps wish to walk with the President from the Embassy through the Centre Gate and up the main walk to the Peace Tower and main entrance?

YES

2. 12.30 p.m. The Police have enquired whether, during the drive from the Parliament Buildings to the National War Memorial, the approach could be by Sparks Street instead of by Laurier Avenue and Elgin Street.

   (The reason given is that if Laurier Avenue is used, all East-West traffic will be blocked at one of the busiest times of the day. Some of the stoppage could be avoided if Sparks Street were used instead of Laurier Ave.)

OK

3. Similarly, after the ceremony at the War Memorial, if the turn on Elgin Street could be made at Slater Street, rather than at the Laurier Avenue circle, this would still leave Laurier Avenue free for East-West traffic.

OK

4. **Parliamentary Luncheon.**
   Will you wish personally to invite His Excellency the Governor General to be present at this Luncheon?

YES (It has been ascertained informally that His Excellency would be agreeable to coming; the Prime Minister is therefore sending a letter of invitation.

J.A.G.

June 2, 1947

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OFFICE OF THE PRIME MINISTER

MEMORANDUM for the Prime Minister

C231677

I learn that Mr. Woodward (Chief of Protocol, U.S. Department of State) will be in Ottawa until 5:00 p.m. tomorrow, and I gather that he would be free at lunch time tomorrow in case you should think of inviting him. He can be reached through the U.S. Embassy (2-2611).

Mr. Atherton will be leaving for Washington tomorrow, and will not be in his office after 11:30 a.m.

J.A.G.

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June 4, 1947

OFFICE OF THE PRIME MINISTER

C231678

MEMORANDUM for the Prime Minister

Re: Visit of President Truman

Parliamentary Luncheon, June 11

I am asked to put forward the following points for your decision, please:

1) Is it your wish that the accredited White House correspondents accompanying the President, together with the officers of the Parliamentary Press Gallery (17-20 persons in all) should be invited to the Luncheon ?

2) FLAGS: Will it be agreeable to have flags arranged behind the Head Table as

a) Canadian Flag in centre, flanked on left by Union Jack and on right (facing the flags) by the United States flag?

or

b) if only two flags are used (24-foot flags) then Canadian flag on left, United States flag on right.

3) It would be possible also to arrange flags on the four bays of the balcony facing the head table. These might be grouped as of three flags (as (a), above), or as two flags (as (b) above).

4) Orchestra: I learn it was not contemplated that an orchestra should play, partly because if an orchestra were present, they would be expected to play "God Save The King"and The Star Spangled Banner; relatively few people would know the words of the latter.

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June 4, 1947

OFFICE OF THE PRIME MINISTER

C231678

MEMORANDUM for the Prime Minister

Re: Visit of President Truman

Parliamentary Luncheon, June 11

I am asked to put forward the following points for your decision, please:

P.M. does not wish to assume Responsibility for decision

1) Is it your wish that the accredited White House correspondents accompanying the President, together with the officers of the Parliamentary Press Gallery (17-20 persons in all) should be invited to the Luncheon ?

Let Press Gallery decide

2) FLAGS: Will it be agreeable to have flags arranged behind the Head Table as

a) Canadian Flag in centre, flanked on left by Union Jack and on right (facing the flags) by the United States flag?

or

b) if only two flags are used (24-foot flags) then Canadian flag on left, United States flag on right.

3) It would be possible also to arrange flags on the four bays of the balcony facing the head table. These might be grouped as of three flags (as (a), above), or as two flags (as (b) above).

4) Orchestra: I learn it was not contemplated that an orchestra should play, partly because if an orchestra were present, they would be expected to play "God Save The King"and The Star Spangled Banner; relatively few people would know the words of the latter.

Yes

Play not Sing

[Light Music?]

Jay

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June 4, 1947

OFFICE OF THE PRIME MINISTER

C231679

MEMORANDUM for the Prime Minister

Re: Visit of President Truman

Dr. Coleman asks me to raise a question relating to the departure from Ottawa of the President's party.

Would it perhaps be your wish that Hon. Colin Gibson, Secretary of State, should accompany the President on board the special train as far as Niagara Falls ?

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June 4, 1947

OFFICE OF THE PRIME MINISTER

C231680

MEMORANDUM for the Prime Minister

Re: Visit of President Truman

Flags on Parliament Hill

It has been proposed, subject to your concurrence, that during the President's visit flags should be flown as follows:

1) From the Peace Tower - Canadian Flag

2) From the West staff (nearest West Block)
US flag
~~- Union Jack~~

3) From the East Staff (nearest East Block)
- United States Flag.

WLM

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C231681

MEMORANDUM

I have consulted the Prime Minister on certain points arising out of this afternoon's meeting. Mr. King comments are the following:

1. Re School Children: As to the desirability of school children being released about 3 p.m. Mr. King felt it would be a very nice thing to do but did not think it wise to allow them anywhere near the centre of the city; suggested marshalling them along Driveway between the Exhibition Grounds and Confederation Square.

2. Re Mr. Wrong accompanying Prime Minister to United States Embassy on Wednesday morning and going on foot with Prime Minister: Mr. King said "no need for". He added it may be desirable to ask one or two of the Ministers, in which case Mr. St.Laurent would be among them.

June 4, 1947

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June 4/47

OFFICE OF THE PRIME MINISTER

C231682

MEMORANDUM for the Prime Minister

Re: Visit of President Truman

Parliamentary Luncheon, June 11

I am asked to put forward the following points for your decision, please:

1) Is it your wish that the accredited White House correspondents accompanying the President, together with the officers of the Parliamentary Press Gallery (17-20 persons in all) should be invited to the Luncheon ?

2) FLAGS: Will it be agreeable to have flags arranged behind the Head Table as

a) Canadian Flag in centre, flanked on left by Union Jack and on right (facing the flags) by the United States flag?

or

b) if only two flags are used (24-foot flags) then Canadian flag on left, United States flag on right.

3) It would be possible also to arrange flags on the four bays of the balcony facing the head table. These might be grouped as of three flags (as (a), above), or as two flags (as (b) above).

4) Orchestra: I learn it was not contemplated that an orchestra should play, partly because if an orchestra were present, they would be expected to play "God Save The King"and The Star Spangled Banner; relatively few people would know the words of the latter.

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June 4, 1947

OFFICE OF THE PRIME MINISTER

MEMORANDUM for the Prime Minister C231 093

Re: Visit of President Truman

Dr. Coleman asks me to raise a question relating to the departure from Ottawa of the President's party.

Would it perhaps be your wish that Hon. Colin Gibson, Secretary of State, should accompany the President on board the special train as far as Niagara Falls ?

Ok

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June 4, 1947

OFFICE OF THE PRIME MINISTER

MEMORANDUM for the Prime Minister C231684

Re: Visit of President Truman

Flags on Parliament Hill

It has been proposed, subject to your concurrence, that during the President's visit flags should be flown as follws:

1) From the Peace Tower - Canadian Flag

2) From the West staff (nearest West Block)

- Union Jack

3) From the East Staff (nearest East Block)

- United States Flag.

2 Gr flags

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File re
Truman's visit

C231?05

CANADA

MINISTER OF NATIONAL DEFENCE

OTTAWA, June 4, 1947.

MEMORANDUM TO THE PRIME MINISTER

After we had spoken together about the bands for the two ceremonies for President Truman, when I gave instructions that the bands should be cut down from the arrangements made, I found that the programme included the playing of "Last Post" and "Reveille" at the Memorial. To do this required that the coronets and trumpets be withdrawn from the bands and placed beside the Memorial. With these reductions the band would have been left quite unable to make a showing appropriate to the occasion, particularly as their numbers are now reduced to twenty-five in accordance with the post-war arrangements. I felt that in the light of this additional fact, you would want the arrangements to stand as they were and consequently I allowed them to go ahead.

Ernest Lapointe

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MEMORANDUM FOR MR. MEASURES

to confirm telephone conversation / C231688

Re Leaflet of Instructions.

1. On the ~~invitation card:~~ paragraph re Card of Admittance sufficient to say "At the entrance to the BallRoom Lobby".

2. delete on page 2 "at their places"

3. first line on page 3 substitute "The guests will be presented to the President in the Drawing Room"
(instead of "The President will shake hands with the guests")

Re Press people at the luncheon

~~Whether it would be agreeable~~ I have ascertained that it would be agreeable to invite officers of the Press Gallery (9) and corresponding number from the American party. The Parliamentary Press Gallery would expect to come to a Parliamentary luncheon, but it is obviously impossible to bring in all U.S. correspondents. (Mr. King does not wish to appear to have the responsibility of saying who among the Americans should come).
I understand the U.S. people are accustomed to choose a group from their number

Presentations

Mr. Moyer to announce the guests.

Orchestra

Mr. King says he thinks it important to have an orchestra to play during the luncheon, and in particular to play "God Save the King" and "The Star Spangled Banner". (He thinks it would be remarked upon if there were no means of playing the National Anthem of the United States).

Lacy

June 4, 1947

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C231687

June 5, 1947

MEMORANDUM FOR THE PRIME MINISTER

Visit of President Truman

As you will be aware, the arrangements so far made contemplate that Mr. WRONG will be present at Island Park Drive when the President's train arrives at 3:30 p.m. on Tuesday, June 10; and at your direction Mr. Wrong has been invited to the Parliamentary Luncheon on June 11.

May I enquire, for Mr. Wrong's guidance, whether he should form part of the group (which will include the President and yourself, the President's staff, and Mr. Atherton) which is to proceed from the United States Embassy to the Centre Block for the President's address and, later, to drive in procession from the Centre Block to the National War Memorial ?

It has been customary for the Ambassador concerned to be present when the Head of a State pays an official visit to the capital of the Ambassador's own country, and I assume that this should apply to the public ceremonies on the Wednesday morning.

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Dr. Gibson: C231683

Attached is a copy of the teletype message to which I think you were referring this morning during our telephone conversation. Please note para. 3.

SR

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C231689

TELETYPE

From THE CANADIAN AMBASSADOR TO THE UNITED STATES

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA

COPY

CYPHER - TK WASHINGTON, April 23, 1947.

WA-1254

WA-1254. Your EX-1052 of April 22nd. The Prime Minister will submit his comments on the tentative program for the President's visit on his return to Ottawa. I should perhaps let you know that he has mentioned two points to me. First, he thinks it would be appropriate for him to meet the President on arrival and also that the Governor General and Lady Alexander might appropriately be present. Secondly, he is inclined to prefer that the President's speech to members of Parliament should be after the Government luncheon and not in the morning. I believe that he intends to include Mrs. Truman in his own dinner party, and also Miss Truman if she accompanies the President.

2. We shall make inquiries about the composition of the party accompanying the President, but we may not be able to secure definite information on this for a few days.

3. I propose to be in Ottawa during the President's visit in accordance with the usual custom whereby the Ambassador to the country concerned is present when the Head of a State pays an official visit to the Capital of the Ambassador's own country.

CANADIAN AMBASSADOR.

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JFD/K (250)

CANADA

C231690

DEPARTMENT OF THE SECRETARY OF STATE

OTTAWA, June 5th, 1947.

Doctor James Gibson,
Office of the Prime Minister,
Ottawa,
Ontario.

Dear Doctor Gibson:

Re: Truman Visit.

As a result of our telephone conversation relating to the order of carriages in the drive on arrival, and the drive to the War Memorial, and of a subsequent conversation I had on the subject with the Under Secretary of State, I have drawn up the attached revised order which is being included in the programme now being printed. The marginal notes describing the type of car used will not, of course, appear in the programme, nor will the cars numbers 13 and 14 appear therein.

Yours very truly,

J. F. Delaute.

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ORDER OF CARRIAGES. ARRIVAL C231691

CAR NO. 1	THE PRESIDENT HIS EXCELLENCY THE GOVERNOR GENERAL MEMBER, UNITED STATES SECRET SERVICE.	ROYAL BUICK (NO STICKER)
CAR NO. 2	MRS. TRUMAN HER EXCELLENCY THE VISCOUNTESS ALEXANDER OF TUNIS COMMODORE F. L. HOUGHTON HONORARY AIDE DE CAMP.	U. S. OPEN CAR
CAR NO. 3	MISS TRUMAN FLEET ADMIRAL W. D. LEAHY THE PRIME MINISTER OF CANADA BRIGADIER S. F. CLARK HONORARY AIDE DE CAMP.	U. S. OPEN CAR
CAR NO. 4	MAJOR GENERAL H. F. G. LETSON CAPTAIN EDSON SHERWOOD, A. D. C.,	G. H. CAR
CAR NO. 5	THE RIGHT HONOURABLE L. S. ST. LAURENT MADAME ST. LAURENT AIR COMMODORE D. M. SMITH, HONORARY AIDE DE CAMP.	P. M. 'S CAR
CAR NO. 6	THE AMBASSADOR OF THE UNITED STATES MRS. ATHERTON.	U. S. EMBASSY CAR.
CAR NO. 7	HIS WORSHIP THE MAYOR OF OTTAWA MRS. LEWIS	MAYOR'S CAR
CAR NO. 8	MAJOR GENERAL H. H. VAUGHAN REAR ADMIRAL J. H. FOSKETT BRIGADIER GENERAL W. H. GRAHAM	ARMY BUICK
CAR NO. 9	THE CANADIAN AMBASSADOR TO WASHINGTON MRS. WRONG	ARMY CAR
CAR NO. 10	MR. M. J. CONNELLY MR. CHARLES G. ROSS MR. STANLEY WOODWARD MR. W. H. MEASURES	ARMY BUICK
CAR NO. 11	MR. LEONARD REINSCH MR. JAMES MALONEY	ARMY CAR
CAR NO. 12	MR. JACK ROMAGNA	ARMY CAR
CAR NO. 13	SPARE CAR	ARMY CAR
CAR NO. 14	MR. ARTHUR PRETTYMAN MISS JULIA SHARP (NOT IN PROCESSION)	ARMY CAR

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C231422

ORDER OF CARRIAGES — WAR MEMORIAL DRIVE

CAR NO. 1	THE PRESIDENT THE PRIME MINISTER OF CANADA MEMBER, UNITED STATES SECRET SERVICE	ROYAL BUICK (NO STICKER)
CAR NO. 2	FLEET ADMIRAL W. D. LEAHY THE AMBASSADOR OF THE UNITED STATES COMMODORE F. L. HOUGHTON, HONORARY AIDE DE CAMP	U. S. OPEN CAR
CAR NO. 3	MR. M. J. CONNELLY THE CANADIAN AMBASSADOR TO WASHINGTON BRIGADIER S. F. CLARK, HONORARY AIDE DE CAMP	U. S. OPEN CAR
CAR NO. 4	MR. CHARLES G. ROSS MR. STANLEY WOODWARD MR. LEONARD REINSCH AIR COMMODORE D. M. SMITH, HONORARY AIDE DE CAMP	ARMY BUICK
CAR NO. 5	MAJOR GENERAL H. H. VAUGHAN REAR ADMIRAL J. H. FOSKETT BRIGADIER GENERAL W. H. GRAHAM.	ARMY BUICK
CAR NO. 6	SPARE CAR	ARMY CAR.

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CANADA

C231690

DEPARTMENT OF THE SECRETARY OF STATE

OTTAWA, June 5th, 1947.

Doctor James Gibson,
Office of the Prime Minister,
Ottawa,
Ontario.

Dear Doctor Gibson:

Re: Truman Visit.

As a result of our telephone conversation relating to the order of carriages in the drive on arrival, and the drive to the War Memorial, and of a subsequent conversation I had on the subject with the Under Secretary of State, I have drawn up the attached revised order which is being included in the programme now being printed. The marginal notes describing the type of car used will not, of course, appear in the programme, nor will the cars numbers 13 and 14 appear therein.

Yours very truly,

J. F. Delaute.

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ORDER OF CARRIAGES. ARRIVAL C231691

CAR NO. 1	THE PRESIDENT HIS EXCELLENCY THE GOVERNOR GENERAL MEMBER, UNITED STATES SECRET SERVICE.	ROYAL BUICK (NO STICKER)
CAR NO. 2	MRS. TRUMAN HER EXCELLENCY THE VISCOUNTESS ALEXANDER OF TUNIS COMMODORE F. L. HOUGHTON HONORARY AIDE DE CAMP.	U. S. OPEN CAR
CAR NO. 3	MISS TRUMAN FLEET ADMIRAL W. D. LEAHY THE PRIME MINISTER OF CANADA BRIGADIER S. F. CLARK HONORARY AIDE DE CAMP.	U. S. OPEN CAR
CAR NO. 4	MAJOR GENERAL H. F. G. LETSON CAPTAIN EDSON SHERWOOD, A. D. C.,	G. H. CAR
CAR NO. 5	THE RIGHT HONOURABLE L. S. ST. LAURENT MADAME ST. LAURENT AIR COMMODORE D. M. SMITH, HONORARY AIDE DE CAMP.	P. M. 'S CAR
CAR NO. 6	THE AMBASSADOR OF THE UNITED STATES MRS. ATHERTON.	U. S. EMBASSY CAR.
CAR NO. 7	HIS WORSHIP THE MAYOR OF OTTAWA MRS. LEWIS	MAYOR'S CAR
CAR NO. 8	MAJOR GENERAL H. H. VAUGHAN REAR ADMIRAL J. H. FOSKETT BRIGADIER GENERAL W. H. GRAHAM	ARMY BUICK
CAR NO. 9	THE CANADIAN AMBASSADOR TO WASHINGTON MRS. WRONG	ARMY CAR
C CAR NO. 10	MR. M. J. CONNELLY MR. CHARLES G. ROSS MR. STANLEY WOODWARD MR. W. H. MEASURES	ARMY BUICK
CAR NO. 11	MR. LEONARD REINSCH MR. JAMES MALONEY	ARMY CAR
CAR NO. 12	MR. JACK ROMAGNA	ARMY CAR
I CAR NO. 13	SPARE CAR	ARMY CAR
CAR NO. 14	MR. ARTHUR PRETTYMAN MISS JULIA SHARP (NOT IN PROCESSION)	ARMY CAR

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C231422

ORDER OF CARRIAGES — WAR MEMORIAL DRIVE

CAR NO. 1	THE PRESIDENT THE PRIME MINISTER OF CANADA MEMBER, UNITED STATES SECRET SERVICE	ROYAL BUICK (NO STICKER)
CAR NO. 2	FLEET ADMIRAL W. D. LEAHY THE AMBASSADOR OF THE UNITED STATES COMMODORE F. L. HOUGHTON, HONORARY AIDE DE CAMP	U. S. OPEN CAR
CAR NO. 3	MR. M. J. CONNELLY THE CANADIAN AMBASSADOR TO WASHINGTON BRIGADIER S. F. CLARK, HONORARY AIDE DE CAMP	U. S. OPEN CAR
CAR NO. 4	MR. CHARLES G. ROSS MR. STANLEY WOODWARD MR. LEONARD REINSCH AIR COMMODORE D. M. SMITH, HONORARY AIDE DE CAMP	ARMY BUICK
CAR NO. 5	MAJOR GENERAL H. H. VAUGHAN REAR ADMIRAL J. H. FOSKETT BRIGADIER GENERAL W. H. GRAHAM.	ARMY BUICK
CAR NO. 6	SPARE CAR	ARMY CAR.

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June 5,1947.

Supt.Buildings:

On the day of the arrival of President Truman of the United States, it is desired that the flags to be flown on Parliament Hill shall be as follows:

1. On the Tower - Canadian Ensign
2. On the Flag Pole East of the Main Walk - Stars and Stripes
3. On the Flag Pole West of the Main Walk - ~~Union Jack~~ altered to Old Red Ensign

W.P.Harrell,
Assistant Deputy Minister.

mc

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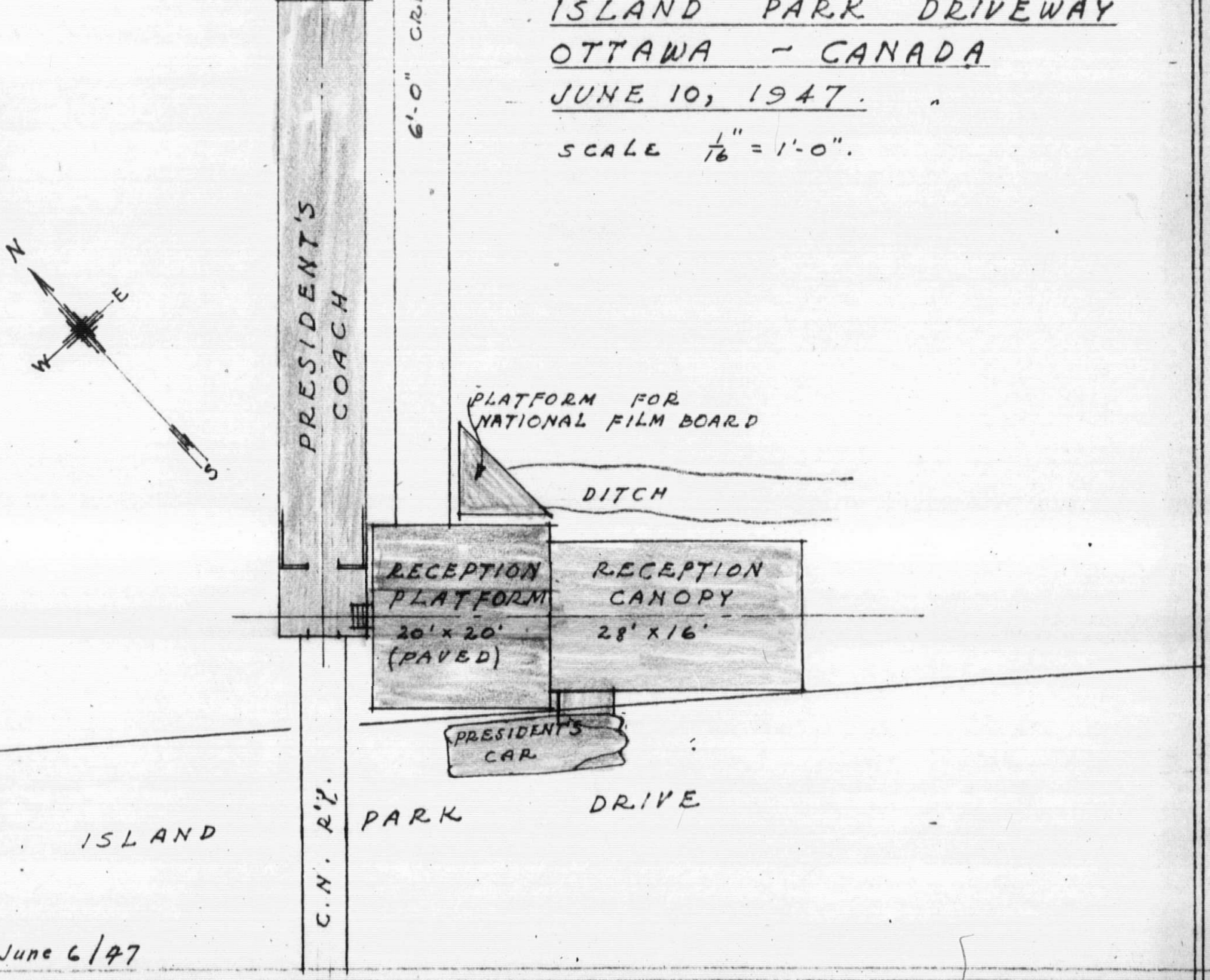
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C231094

PLAN SHOWING
LOCATIONS OF
RECEPTION PLATFORM
ETC. FOR THE ARRIVAL
OF PRESIDENT TRUMAN
OF THE UNITED STATES
OF AMERICA -
ISLAND PARK DRIVEWAY
OTTAWA - CANADA
JUNE 10, 1947.

SCALE 1/16" = 1'-0".



W.L.F. June 6/47

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Miss Horne

OFFICE OF THE PRIME MINISTER

MEMORANDUM for Dr. Gibson.

C231 995

Re: Parliamentary Luncheon -
The Chief Justice.

I hesitate to suggest any new or additional categories for the Parliamentary Luncheon, but in view of the role of the Chief Justice as Administrator of the Government of Canada when the Governor General is absent, would you please ascertain the Prime Minister's views as to including the Chief Justice.

Phone telephone

W. H. Measures.
2344

Done
6.6.47

by all means

Many thanks for considering.

as ordinarily part of Cabinet, will have been at State Dinner, quiet on this occasion

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The Prime Minister

C231696

NOTE

This is a provisional outline of activities during President Truman's visit. Printed programs will be available Saturday, June 7, 1947.

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C231697

DEPARTMENT OF THE SECRETARY OF STATE

PROGRAMME OF THE VISIT TO CANADA OF THE PRESIDENT OF THE UNITED STATES.

Presidential Party

The President of the United States of America
Mrs. Truman,
Miss Truman.

Fleet Admiral W.D. Leahy,
Chief of Staff to the Commander in in Chief of the United States Army and Navy.

Mr. M.J. Connelly,
Secretary to the President.

Mr. Stanley Woodward,
Chief of Protocol, U.S. State Department.

Major General H.H. Vaughan,
Military Aide to the President.

Rear Admiral J.H. Foskett,
Naval Aide to the President.

Brigadier General W.H. Graham,
Physician to the President.

Mr. Leonard Reinsch,
Broadcasting Secretary to the President.

Mr. James Maloney,
U.S. Treasury Department.

Mr. Jack Romagna,
Private Secretary to the President.

Canadian Honorary Aides-de-camp to the President.

Commodore F.L. Houghton, CBE.,
Royal Canadian Navy.

Brigadier S.F. Clark, CBE.,
Canadian Army.

Air Commodore D.M. Smith, CBE.,
Royal Canadian Air Force.

Details of Arrangements.

(All Times given are Eastern Daylight Time)

Tuesday, June 10.

11.05 a.m. The Presidential train will arrive at Rouses Point. The Secretary of State for External Affairs, the Right Honourable L.S. St. Laurent, P.C., K.C., LL.D.,

(contd)

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will meet the President, Mrs. Truman, and Miss Truman at this point. He will be accompanied by the United States Ambassador, His Excellency the Honourable Ray Atherton, W.H. Measures, Esq., Chief of Protocol, Department of External Affairs and the three Canadian Honorary A.D.C's.: Commodore F.L. Houghton, C.B.E., Royal Canadian Navy, Brigadier S.F. Clark, C.B.E., Canadian Army, and Air Commodore D.M. Smith, C.B.E., Royal Canadian Air Force.

3.30 p.m. ARRIVAL AT ISLAND PARK DRIVE, OTTAWA. The President and his party will be met by His Excellency the Governor General and the Viscountess Alexander of Tunis; the Right Honourable the Prime Minister of Canada; Madame St. Laurent; Mrs. Atherton; Hume Wrong, Esq., Canadian Ambassador to Washington and Mrs. Wrong; His Worship Stanley Lewis, Esq., and Mrs. Lewis.

The official party will drive to Government House along Island Park Drive, through the Experimental Farm to Connaught Place; thence along Mackenzie Avenue, Lady Grey Drive and Sussex Street.

4.10 p.m. ON ARRIVAL AT RIDEAU GATE THE PRESIDENT WILL BE ACCORDED A ROYAL SALUTE BY A GUARD OF HONOUR.
The President will inspect the Guard.
After the inspection of the Guard, the President and the party will proceed to Government House.

8.00 p.m. STATE DINNER AT GOVERNMENT HOUSE.

9.45 p.m. RECEPTION AT GOVERNMENT HOUSE.

Wednesday, June 11

During the day the President and Mrs. Truman and Miss Truman will move from Government House to the United States Embassy Residence.

10.45 a.m. The President, accompanied by the United States Ambassador, will proceed from Government House to the United States Embassy, 100 Wellington Street, where members of the Embassy Staff will be presented.

11.25 a.m. The President, accompanied by the Prime Minister, will proceed on foot through the Centre Gate of Parliament Hill, up to central walk to the Peace Tower. The President will be met at the foot of the steps outside the Peace Tower by the Speaker of the Senate, the Honourable James H. King, M.D., the Speaker of the House of Commons, the Honourable Gaspard Fauteux, D.D.S., and the Leaders of both Houses of Parliament.

The President will be conducted to the quarters of the Speaker of the House of Commons.

Prior to the arrival of the President, Mrs. Truman, Her Excellency the Viscountess Alexander of Tunis and Miss Truman, will have proceeded to the Speaker's Gallery to hear the address of the President.

(contd)

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11.45 a.m. ADDRESS BY THE PRESIDENT OF THE UNITED STATES OF AMERICA TO THE MEMBERS OF THE SENATE AND TO THE MEMBERS OF THE HOUSE OF COMMONS.

(This address will be broadcast)

12.30 p.m. The President, accompanied by the Right Honourable the Prime Minister, will drive to the National War Memorial, proceeding west on Wellington Street to Bank Street, south on Bank Street to Sparks Street, east on Sparks Street to the National War Memorial.

Mrs. Truman, Her Excellency the Viscountess Alexander of Tunis, and Miss Truman, will proceed directly to the National War Memorial from the Parliament Building, following the President's departure.

The Minister of Veterans Affairs, the Right Honourable Ian Mackenzie, P.C., K.C., and the Minister of National Defence, the Honourable Brooke Claxton, D.C.M., K.C., will greet the President on his arrival at the National War Memorial.

12.40 p.m. THE PRESIDENT OF THE UNITED STATES OF AMERICA WILL PLACE A WREATH AT THE BASE OF THE NATIONAL WAR MEMORIAL.

Following the ceremony, the President and the Prime Minister will drive to the Chateau Laurier, driving south on Elgin Street to Slater Street and then north on the other side of Elgin Street to Connaught Place and thence to the Chateau Laurier, Mackenzie Avenue entrance.

PARLIAMENTARY LUNCHEON FOR THE PRESIDENT OF THE UNITED STATES OF AMERICA GIVEN BY THE PRIME MINISTER ON BEHALF OF THE GOVERNMENT OF CANADA.

FOLLOWING THE LUNCHEON, THE GUESTS WILL BE PRESENTED TO THE PRESIDENT.

8.00 p.m. The President and Mrs. Truman will dine privately with the Prime Minister at Laurier House.

<u>Thursday, June 12</u>

A DINNER WILL BE GIVEN AT THE UNITED STATES EMBASSY RESIDENCE.

AFTER DINNER (Approximately 11.00 p.m.) DEPARTURE OF THE PRESIDENT OF THE UNITED STATES OF AMERICA, MRS. TRUMAN, MISS TRUMAN AND THEIR PARTY BY TRAIN.

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OFFICE OF THE PRIME MINISTER

C231700

MEMORANDUM for the Prime Minister:

Dinner at Laurier House on Wednesday, June 11, at 8:00 p.m.

1) RCMP arrangements: on enquiring informally from Deputy Commissioner Gagnon, Mr. Robertson was informed that 1 Sergeant and 4 Constables have been detailed for duty at Laurier House from 7:25 p.m. on Wednesday evening.

2) Red Carpet: as on previous comparable occasions, the Public Works Department will lay a red carpet from the curbside to the front steps of Laurier House, also canopy if weather threatens + 2 clusters of flags.

J.A.G.

June 9, 1947

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OFFICE OF THE PRIME MINISTER

MEMORANDUM

FOR THE PRIME MINISTER: C231701

Mrs. Patteson telephoned to say that Miss Scrim had promised to take the roses out today so that they will be open enough for tomorrow night. She will put something white with them.

Miss Scrim said she will also keep a dozen larkspur, a dozen pink snapdragon and some blue iris. These latter are rather scarce at present, but there are plenty of roses on hand.

M.C.

June 10, 1947

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Re Govt House Dinner

OFFICE OF THE PRIME MINISTER

C231702

MEMORANDUM for the Prime Minister

Dinner & Re ception at Government House
June 10

Captain Sherwood telephoned to me to say that when President and Mrs. Truman receive the guests at the Reception, in the Drawing Room after dinner, Their Excellencies would be much pleased if you would also receive with them and Mr and Mrs. Truman.

J.A.G.

10 vi 47

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OFFICE OF THE PRIME MINISTER

C231703

MEMORANDUM for the Prime Minister

Dinner & Re ception at Government House
June 10

Captain Sherwood telephoned to me to say that when President and Mrs. Truman receive the guests as the Reception, in the Drawing Room after dinner, Their Excellencies would be much pleased if you would also receive with them and Mr and Mrs. Truman.

J.A.G.

10 vi 47

do not bother
after dinner

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OFFICE OF THE PRIME MINISTER

C231704

MEMORANDUM for the Prime Minister

External Affairs Information Division have mentioned to me that U.S. correspondents in Ottawa are asking if they may have a list of guests invited to dinner at Laurier House on Wednesday evening. Will you wish to have this information made available to the press?

J.A.G.

10 vi 47

no
not until
after dinner

noted (J.G.)

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OFFICE OF THE PRIME MINISTER C231705

MEMORANDUM for the Prime Minister

Radio broadcast of President's address:

You may be interested to know that arrangements have been made to broadcast your introduction and the President's address

in Canada	by the CBC national network
in U.S.A.	by the 4 major networks
in Britain	by the Overseas Service CBC
elsewhere	through the CBC International Service.

J.A.G.

10 vi 47

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Invitation List

DINNER

C231706

Laurier House, Wednesday, June 11, 1947, at 8.00 p.m.

✓ self
✓ The President of the United States of America
✓ Mrs. Truman
✓ Fleet Admiral W. D. Leahy
✓ His Excellency the Ambassador of the United States
✓ Mrs. Ray Atherton
✓ Mr. Frank O. Salisbury
✓ Mrs. Salisbury
✓ The Honourable the Speaker of the Senate
✓ Mrs. King
✓ The Honourable the Speaker of the House of Commons
✓ ~~Mrs. Fauteux~~
✓ Mrs. C. D. Howe
✓ Mrs. Colin Gibson
✓ Mrs. W. McL. Robertson

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Mr. King wishes to write personal notes of invitation to:

Mrs. C. D. Howe,
7 Crescent Road,
Rockcliffe Park
Ottawa

Mrs. Colin Gibson
The Roxborough,
Ottawa

Mrs. W. McL. Robertson,
Apartment 5,
261 Laurier Avenue, E.,
Ottawa

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C231708

Table Plan

Dinner - Laurier House

Wednesday, June 11/47
8:00 p.m.

Mrs. King — Mr. Frank Salisbury

H.E. The Ambassador of the United States of America. — Mrs. Robertson

Mrs. Gibson — The Honourable The Speaker of the Senate

The President of the United States of America — Mrs. Truman

Mrs. Howe — The Prime Minister

Fleet Admiral W. D. Leahy — Mrs. Atherton

Mrs. Salisbury — The Honourable The Speaker of the House of Commons.

- ENTRANCE -

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OFFICE OF THE PRIME MINISTER

MEMORANDUM

C231700

MENU

Honey Dew Melon

Clear Soup

Saguenay Salmon

Spring Lamb

Mint Sauce

Potatoes Peas and Beans

Asparagus

Strawberry Shortcake

Fruit

Coffee

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Re: Dinner - June 11th, 1947
8.15 p.m.

C231710

MENU

Honey Dew Melon

Olives
Celery
Salted Nuts
Candies (Mints)

Clear Soup (Macaroni and Cheese)

or

Jellied Consomme

Saguenay Salmon (~~cold~~) hot

Cucumber in vinegar
Mayonnaise
Sliced Tomatoes

Bread and Butter to pass with

~~Best~~ Spring Lamb (~~hind~~ quarter)

Mint Sauce

or

Broilers

~~New~~ Potatoes
Peas + Beans
Asparagus

Hollandaise Sauce and melted butter.

Strawberry Shortcake

Cream

? Savory

Fruit: Black grapes
Pears
Black Cherries (Calderone & Grieves)
Wine sap Apples

Coffee.

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Re: Dinner - June 11, 1947

C231711

Look at lights,
matches,
cigars,
tray.

Wines:

Sherry
White Wine
Hock
Champagne
Port Wine

Brandy
Liqueur

or Scotch and Soda

? re President

Upstairs

Cold water and Lemonade or Orangeade

Scotch and Soda

Cigars.

Re: Staff

Nicol
Ralph
Jeanne and Maria
Mrs. Gooch and niece
Tunwell for cloak room

3 extra Constables (to be arranged for)

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Re: Dinner - June 11, 1947

C231711

Look at lights,
matches,
cigars,
tray.

Wines:

Sherry
White Wine
Hock
Champagne
Port Wine

Brandy
Liqueur

or Scotch and Soda

? re President

Upstairs

Cold water and Lemonade or Orangeade

Scotch and Soda

Cigars.

Re: Staff

Nicol
Ralph
Jeanne and Maria
Mrs. Gooch and niece
Tunwell for cloak room

3 extra Constables (to be arranged for)

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Re/ Dinner - June 11, 1947

In Drawing Room:

Sherry

Tomato Juice

Hors d'oeuvrs (hot and cold)

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C231713

RT. HON. W. L. MACKENZIE KING,
P.C., M.P.
PRIME MINISTER OF CANADA

THIS PORTION TO BE HANDED TO OFFICER WHO WILL ANNOUNCE NAMES

ADMISSION

THIS PORTION OF CARD TO BE GIVEN UP TO HOTEL MANAGEMENT.

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VISIT OF
THE PRESIDENT OF THE UNITED STATES
OF AMERICA

C231714

PARLIAMENTARY LUNCHEON

CHATEAU LAURIER, OTTAWA
JUNE 11, 1947

~~ENTER AT CONNAUGHT PLACE DOOR, WELLINGTON ST.~~
AT 12.45 P.M.

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I have the honour to ask the assembled company to rise with me and drink a toast to The President.

Your Excellency, Your Excellencies, Members of the Parliament of Canada, THE PRESIDENT OF THE UNITED STATES OF AMERICA

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From Capitol Hill to Parliament Hill.

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C231717

TO HAVE THE HONOUR TO MEET

THE PRESIDENT OF THE UNITED STATES
OF AMERICA

Parliamentary Luncheon

GIVEN BY

THE PRIME MINISTER
ON BEHALF OF
THE GOVERNMENT OF CANADA

CHATEAU LAURIER, OTTAWA
WEDNESDAY, JUNE ELEVENTH
NINETEEN HUNDRED AND FORTY-SEVEN

90598
12
2

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C231718

MENU

CANTELOUPE

CLEAR SOUP

GASPÉ SALMON

BROME LAKE DUCKLING
ASPARAGUS SALAD

FROZEN FRUIT PUDDING
MAPLE SYRUP

COFFÉE

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TOASTS

THE KING

THE PRESIDENT OF THE UNITED STATES OF AMERICA

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C231719

TOASTS

THE KING

THE PRESIDENT OF THE UNITED STATES OF AMERICA

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MEMORANDUM

Department of External Affairs C231720

Ottawa, 7.VI.

Dr Gibson

This is to keep beside you in case of need.

Bertrand has gone into hospital in Montreal for observation

I am getting another perf.

W.L.M.K.

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C231721

Printer
Please let me
have another
proof.
W.L.M. King
Room 101,
East Block
Ottawa
7.VI.45
3.15 p.m.

PLAN OF HEAD TABLE

Hon. H. F. G. Bridges
Minister of Fisheries
Mr. M. J. Coldwell,
C.C.F.
Hon. Paul Martin
Minister of National Health and Welfare
Mr. John Bracken,
Leader of the Opposition
Hon. Joseph Jean
Solicitor General
Sen. the Hon. Wishart Robertson
Minister without Portfolio and Leader of the Government in the Senate
~~Hon. Ernest Bertrand~~
~~Postmaster General~~
His Excellency the Ambassador of China
Hon. Humphrey Mitchell
Minister of Labour
His Excellency the Ambassador of the Netherlands
Hon. J. A. MacKinnon
Minister of Trade and Commerce
His Excellency the Ambassador of Brazil
Right Hon. C. D. Howe
Minister of Reconstruction and Supply
His Excellency the Ambassador of Peru
Rigtt Hon. Ian Mackenzie
Minister of Veterans Affairs
Fleet Admiral W. D. Leahy,
Chief of Staff to the C. in C. U.S. Army and Navy.
Sen. the Hon. J. H. King,
Speaker of the Senate
Right Hon. L. S. Saint-Laurent
Secretary of State for External Affairs

The President
of the United States of America

Right Hon. W. L. Mackenzie King
Prime Minister of Canada

His Excellency the Governor General

His Excellency the Ambassador of the United States
Hon. G. Fauteux
Speaker of the House of Commons
His Excellency the Ambassador of France
Right Hon. J. L. Ilsley
Minister of Justice and Attorney General
His Excellency the Ambassador of Greece
Right Hon. J. G. Gardiner
Minister of Agriculture
His Excellency the Ambassador of Argentina
Hon. Colin Gibson
Secretary of State of Canada
His Excellency the Ambassador of Chile
Hon. Alphonse Fournier
Minister of Public Works
Hon. M. J. Connelly
Secretary to the President
Hon. Brooke Claxton
Minister of National Defence
Hon. Charles G. Ross
Secretary to the President
Hon. Lionel Chevrier
Minister of Transport
Mr. Stanley Woodward
Chief of Protocol (U.S.)
Hon. Douglas Abbott
Minister of Finance
Senator John Haig
Leader of the Opposition in the Senate
Hon. Dr. J. J. McCann
Minister of National Revenue
Mr. Solon Low
Social Credit

G F E D C B A

H D

Entrance to Head Table from Drawing Room

ENTRANCE FOR HEAD TABLE FROM DRAWING ROOM

Perhaps other way with smaller type

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 336, pages C231422-C232093

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ARCHIVES PUBLIQUES
CANADA

Second Draft of
Head Table

Hon. H. F. G. Bridges

Mr. M. J. Coldwell (C.C.F.)

Hon. Paul Martin

Mr. John Bracken, Leader of the Opposition

Hon. Joseph Jean

Sen. the Hon. Wishart Robertson

Hon. Ernest Bertrand

His Excellency the Ambassador of China

Hon. Humphrey Mitchell

His Excellency the Ambassador of the Netherlands

Hon. J. A. MacKinnon

His Excellency the Ambassador of Brazil

Rt. Hon. C. D. Howe

His Excellency the Ambassador of Peru

Rt. Hon. Ian Mackenzie

Fleet Admiral W.D.Leahy, Chief of Staff to the C. in C., U.S. Army & Navy

Sen. the Hon. J. H. King, Speaker of the Senate

Rt. Hon. L. S. Saint Laurent

The President of the United States

X Rt. Hon. W. L. Mackenzie King

His Excellency the Governor General

His Excellency the Ambassador of the United States

Hon. G. Fauteux, Speaker of the H. of C.

His Excellency the Ambassador of France

Rt. Hon. J. L. Ilsley

His Excellency the Ambassador of Greece

Rt. Hon. J. G. Gardiner

His Excellency the Ambassador of Argentina

Hon. Colin Gibson

His Excellency the Ambassador of Chile

Hon. Alphonse Fournier

Hon. M.J.Connelly, Secretary to the President

Hon. Brooke Claxton

Hon. Charles G. Ross, Secretary to the President

Hon. Lionel Chevrier

Mr. Stanley Woodward, Chief of Protocol, (U.S.)

Hon. Douglas Abbott

Senator John Haig (Leader of the Oppositio in the Senate

Hon. Dr. J. J. McCann

Mr. Solon Low (Social Credit)

ENTRANCE

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

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PAGE BARBOUILLÉE

C231723

June 4th, 1947.

MEMORANDUM FOR DR. GIBSON, LAURIER HOUSE

Head Table, Parliamentary Luncheon

I attach a first draft of the seating at the head table, and should be grateful for the comments of the Prime Minister.

The arrangement is designed to include, in addition to the Prime Minister, the President and the Governor-General, all the Cabinet, all the Ambassadors, the two Speakers, the Parliamentary Leaders and four of the senior members of the President's staff.

W.H.M.

W.H. Measures

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C231724

First Draft of
Head Table

Hon. H.F.G. Bridges

Mr. Solon Low, (Social Credit)

Hon. Paul Martin

Mr. M.J. Coldwell, (C.C.F.)

Hon. Joseph Jean

Senator John Haig (Leader of the Opposition in the Senate)

Hon. Ernest Bertrand

His Excellency the Ambassador of China (?)

Hon. Humphrey Mitchell

His Excellency the Ambassador of the Netherlands

Hon. J.A. MacKinnon

His Excellency the Ambassador of Brazil

Rt. Hon. C.D. Howe

His Excellency the Ambassador of Peru

Rt. Hon. Ian Mackenzie

Fleet Admiral W.D. Leahy, Chief of Staff to the C. in C., U.S. Army & Navy.

Sen. the Hon. J.H. King, Speaker of the Senate

Rt. Hon. L.S. Saint-Laurent

The President of the United States

X Rt. Hon. W.L. Mackenzie King

His Excellency the Governor General

His Excellency the Ambassador of the United States

Hon. G. Fauteux, Speaker of the H. of C.

His Excellency the Ambassador of France

Rt. Hon. J.L. Ilsley

His Excellency the Ambassador of Greece

Rt. Hon. J.G. Gardiner

His Excellency the Ambassador of Argentina

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Hon. Alphonse Fournier

Hon. M.J. Connelly, Secretary to the President

Hon. Brooke Claxton

Hon. Charles G. Ross, Secretary to the President.

Hon. Lionel Chevrier

Mr. Stanley Woodward, Chief of Protocol, (U.S.)

Hon. Douglas Abbott

Mr. John Bracken, Leader of the Opposition

Hon. Dr. J.J. McCann

Sen. the Hon. Wishart Robertson

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C231725

TO HAVE THE HONOUR TO MEET

THE PRESIDENT
OF THE UNITED STATES OF AMERICA

To a great Prime Minister
Harry Truman

Parliamentary Luncheon

GIVEN BY

THE PRIME MINISTER
ON BEHALF OF
THE GOVERNMENT OF CANADA

CHATEAU LAURIER, OTTAWA
WEDNESDAY, JUNE ELEVENTH
NINETEEN HUNDRED AND FORTY-SEVEN

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MG 26 J 4, Volume 336, pages C231422-C232093

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C231726

MENU

CANTELOUPE

CLEAR SOUP

GASPÉ SALMON

BROME LAKE DUCKLING
ASPARAGUS SALAD

FROZEN FRUIT PUDDING
MAPLE SYRUP

COFFEE

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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C231727

TOASTS

THE KING

THE PRESIDENT
OF THE UNITED STATES OF AMERICA

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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W.H.M.
12.6.47

C231728

File re luncheon Presidents visit

MEMORANDUM FOR DR. J.A. GIBSON:

You might perhaps inform the Prime Minister that the record of empty places at the tables shows that the following persons, who accepted invitations to attend the Prime Minister's luncheon in honour of President Truman, on Wednesday, June 11th, did not turn up at the luncheon; they did not give any indication of their intention to be absent.

The Hon. Daniel E. Riley
The Hon. Felix P. Quinn
The Hon. John Alexander McDonald
Senator the Hon. Eugéne Paquet
The Hon. Henry A. Mullins
Senator the Hon. Walter E. Foster
Mr. T.V. Grant, M.P.
Mr. R. Maybank, M.P.
Mr. R. Pinard, M.P.
Mr. B. Arsenault, M.P.
Mr. F.T. Stanfield, M.P.
Mr. W. Eggleston
Mr. J.T. Richard, M.P.
Mr. G. Belzile, M.P.
Mr. M. Boivin, M.P.
Mr. R.N. Jutras, M.P.
Mr. P.C. Black, M.P.
Mr. E. Marier, M.P.

W.H. Measures

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OFFICE OF THE PRIME MINISTER

MEMORANDUM

(C231422)
June 14, 1947

THE PRIME MINISTER:

I have ascertained that the case of small bottles of Kentucky Bourbon was delivered to Laurier House about eight p.m. on Wednesday evening at the request of the Honourable H. F. G. Bridges.

This Bourbon actually came from Mr. R. L. Snodgrass, of the Baltimore and Ohio Railroad. Mr. Snodgrass was born in Gagetown, N.B., and took law degrees from Dalhousie and Harvard. He was for some years a partner im the law firm headed by the Hon. Henry L. Stimson, and was later a principal in the Reconstruction Finance Corporation. More recently, he has been Vice-President in charge of Finance of the Baltimore and Ohio Railroad.

I attach, for your signarue, draft letters to Mr. Bridges and to Mr. Snodgrass.

J.A.G.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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OFFICE OF THE PRIME MINISTER

MEMORANDUM

(C231752)

June 14, 1947

THE PRIME MINISTER:

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J.A.G.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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OFFICE OF THE PRIME MINISTER

MEMORANDUM for the Prime Minister

C231730

-- Attached are two or three clippings from newspapers in Buffalo, New York, containing photographs and brief reports relating to the visit of President Truman. They were forwarded by Mr. Stone of the Embassy in Washington who received them from the British Consul in Buffalo.

I have written to Mr. Stone asking him to send whatever material of this sort the Embassy may be able to secure from the various American newspapers which will undoubtedly have run similar photographs and stories covering the event.

R. G. R.

June 24, 1947.

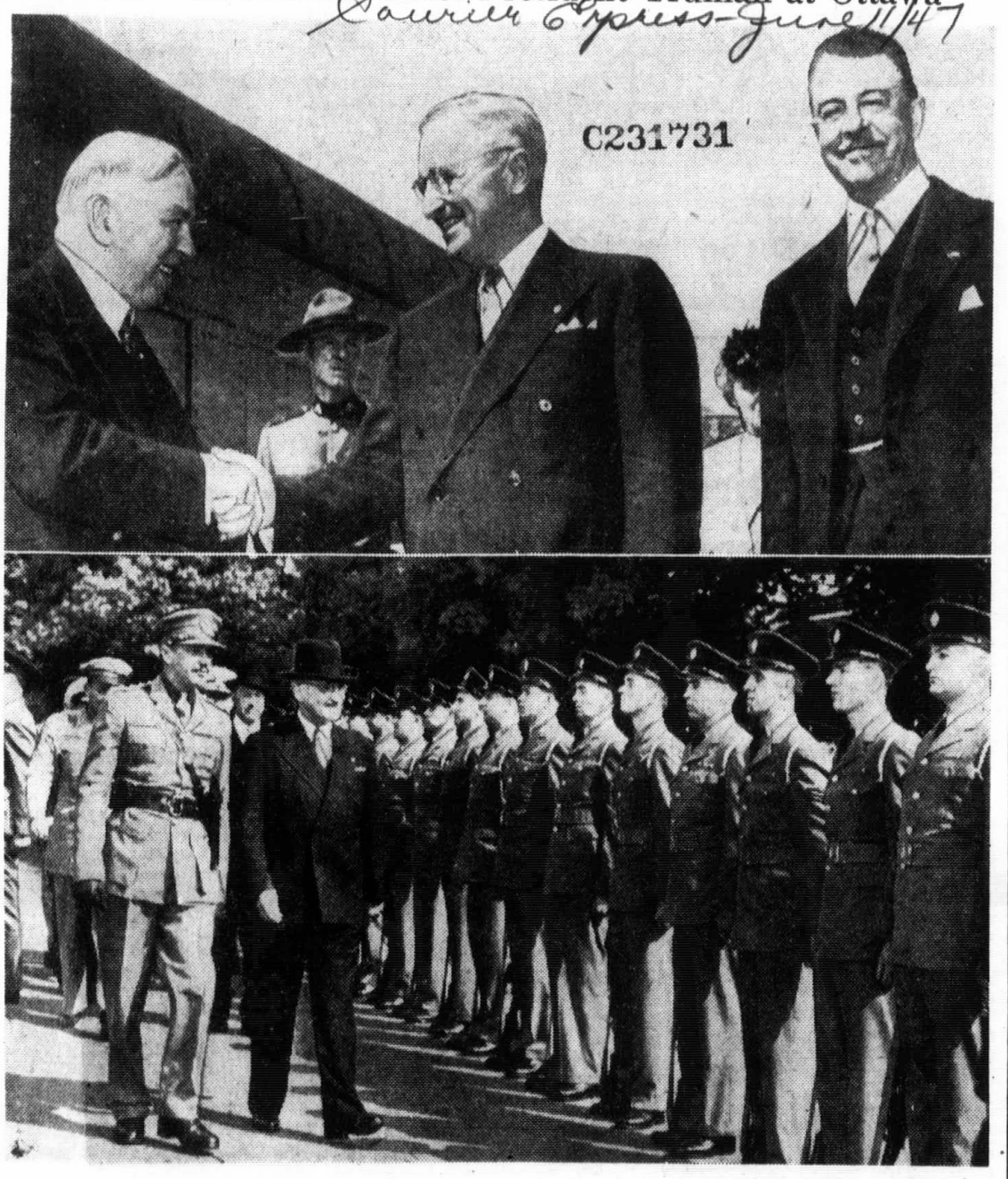
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Canadian Leaders Greet President Truman at Ottawa

Laurier Express-June 11/47

C231731



President Truman, arriving in Canada yesterday on a three-day visit, was greeted in Ottawa by Prime Minister Mackenzie King, left, and Viscount Alexander, Governor General of Canada, right, in top photo. Below, the U. S. Chief Executive is shown inspecting a guard of honor from the Canadian Army and Royal Canadian Air Force, accompanied by Capt. E. K. Wildfang, left, commanding officer of the honor guard. Another picture on Page 14. *AP Wirephotos*

President Gets Ovation During Visit

Canadian Lawmakers Touched by Tribute To Mackenzie King From Chief Executive

Ottawa, June 10 (AP)—President Truman received a warm ovation from members of Parliament in an impromptu visit today a few hours after cheering Canadians welcomed the American Chief Executive on his arrival for a three-day goodwill stay.

He drove to Confederation Hall in the Parliament Building to do honor to W L. . ackenzie King on the 20th anniversary of the veteran Canadian statesman's selection as prime minister.

The gesture, not a part of the President's official schedule, deeply touched the Canadian lawmakers as well as crowds which looked in on a ceremony unveiling a portrait of King and Conservative former Prime Minister Sir Robert Borden.

The President had hardly settled down in his overnight quarters in the Government House before he drove to the Parliament Building.

He had expressed a desire to attend the ceremony immediately after his 11-car special train arrived from Washington.

Star Spangled Banner Played

Acknowledging the tribute at the ceremony, Mackenzie King declared:

"That you, Mr. Truman, should have expressed a wish to accompany his excellency (the governor general) on this occasion, is an evidence of personal and international goodwill for which I cannot thank you too warmly."

A thunder of cheers sounded as the President entered the hall, flanked by the Prime Minister and Senate Speaker J. H. King.

A Royal Canadian Mount
lice band played a few bar
Save the King and then
the Star Spangled Ba
it played in full in h

Earlier, the
out by the th
visiting Ch
12-mile pa
siding ir
quarter
Carpe

A
t

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of his foster father's church. The jury ruled him innocent by reason of insanity, and said he was still insane.

The state had charged the youth with the mutilation slaying of John Frank in the basement of the church last April 1st.

The jury agreed on the first or eight ballots that the youth killed the sexton, but not until the last ballot did the jurors agree that he was insane, said Steuart McClung, foreman.

The pale, bespectacled defendant, when the verdict was read, smiled and commented, "That's a perfect verdict."

His foster father, the Rev. James S. Allen, did not comment. Robert A. Brown, Jr., chief defense counsel, said he considered the verdict fair and that there would be no appeal. Young Allen was taken back to the county jail, pending action by Judge Duval Smith.

WHO DUNNIT!!

The mystery of who burnt the hole in your damask cloth . . . or ground that well-seasoned shrimp into your carpet . . . is seldom solved.

But we have the preventive to such future catastrophies.

To wit: have your parties and social functions in the beautifully-appointed Park Lane Party rooms . . . and save the work and worry of a party at home.

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PARK LANE
TES CIRCLE



This aerial view of Hannibal, Mo., was taken yesterday when the crest of the Mississippi River, upper right, was moving downstream after flooding the section. This view is looking northwest.
(AP) Wirephoto

Council Raps RedLimitations On U.N. Police

Lake Success, June 10 (UP)—A majority of the United Nations security council lined up tonight against Soviet restrictions on the proposed international police force.

Debate showed that eight of the 11 council members opposed Russian insistence that each of the Big Five nations make identical contributions to the U. N. armed forces.

Syria Splits With Reds

Speaking against the Soviet proposal today were Great Britain, Brazil, China and Syria, which almost invariably backs Russia in security council disputes.

They attacked the Russian plan as "utterly unrealistic," "merchanistic and rigid," and "inapplicable." All favored the United States-backed proposal that the Big Five make "comparable" contributions.

This would allow countries such as the United States to make available aircraft carriers and the latest types of planes while some other countries could contribute mainly manpower. Under the Russian proposal, no country—unless specifically exempt by the security council—could make a contribution that could not be matched by each of the other Big Five.

As China has no modern Navy or Air Force, the United States argues that the Russian restriction would, in effect, prevent U. N. from using such crack weapons.

Soviet Delegate Andrei Gromyko, however, has insisted on identical contributions for fear that "certain nations" making larger contributions would dominate the U. N. force and use it for their own political purposes.

Sir Alexander Cadogan of Great Britain today blamed the dispute on "underlying political differences." He asked the council to "do its utmost to reconcile such differences," and speed establishment of the police force.

Soviet Puppet In Hungary To 'Purge' Army

Budapest, Hungary, June 10 (AP) —Premier Lajos Dinnyes, personally chosen for his position by Soviet Gen. V. P. Sviridov, announced today that "anti-democratic" elements would be purged from the Hungarian Army, 80 per cent of whose officers, he said, have "fled to the West."

"First of all," he declared in a 75-minute address to the national assembly, Hungary wished to

Mississippi

Continued from Page One

had taken a toll of 1,000,000 acres in Missouri alone. Most of the area was choice farmland.

More than half of Canton, Mo., a town of 2,200 population, was flooded.

Town Abandoned

Nine blocks of the business district in Hannibal, Mo., of 26,000 population, was under water.

Alexandria, Mo., a town of 600, had been abandoned. A pilot who flew over the town said the Mississippi flood water was up to the rooftops.

At Clarksville, Mo., the Mississippi was at its highest level since 1851. The water line was within one foot of an 1851 marker on a house built one-half mile from the river in 1848.

The river's crest was expected to reach Clarksville, 35 miles south of Quincy, tomorrow.

Army engineers reported that flood waters spilled over the Kissinger levee near Hannibal in several spots during the night, covering 1,500 acres.

The Red Cross reported at least 6,000 persons homeless in Missouri and in Illinois. Additional hundreds were preparing to evacuate their homes.

Farm Boy Killed

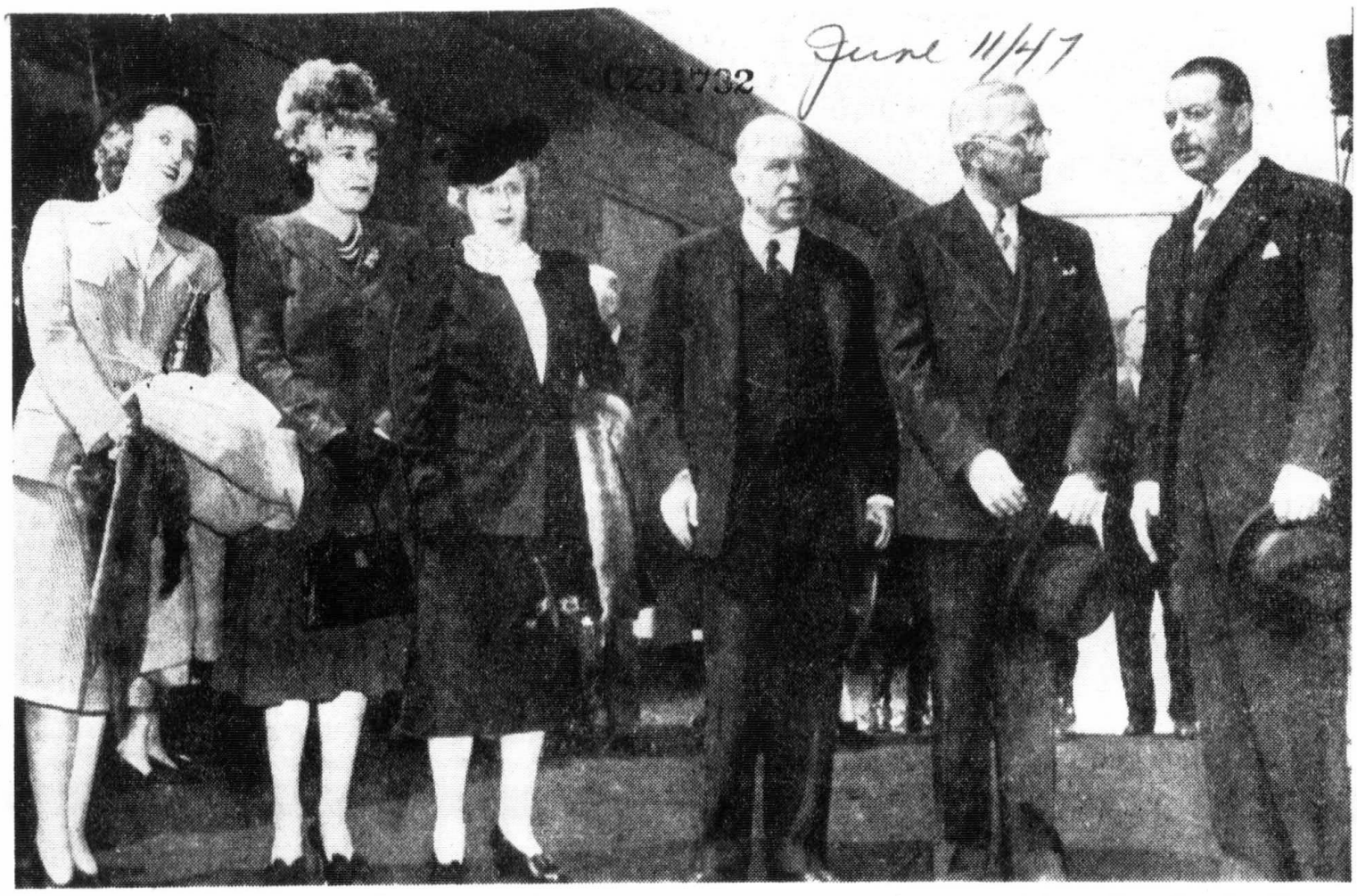
At Canton, Mo., one-third of the town's population was forced to



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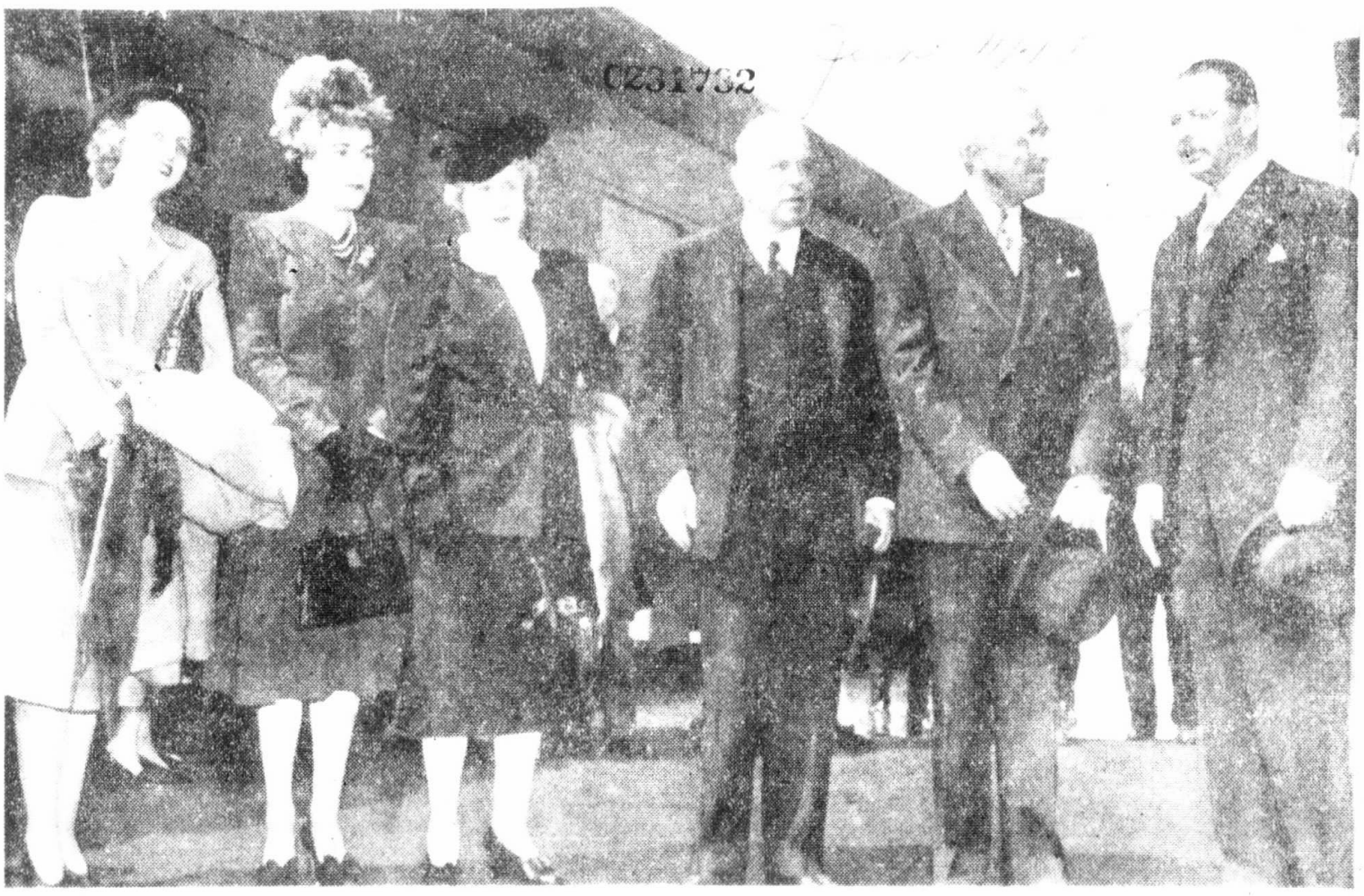
C231732 June 11/47



TRUMANS GREETED IN CANADA—Margaret Truman, Viscountess Alexander, Mrs. Truman, Mackenzie King, President Truman and Viscount Alexander, left to right, stand on a red carpet spread for them at Ottawa. Laurier Empire *AP Wirephoto*

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MG 26 J 4, Volume 336, pages C231422-C232093

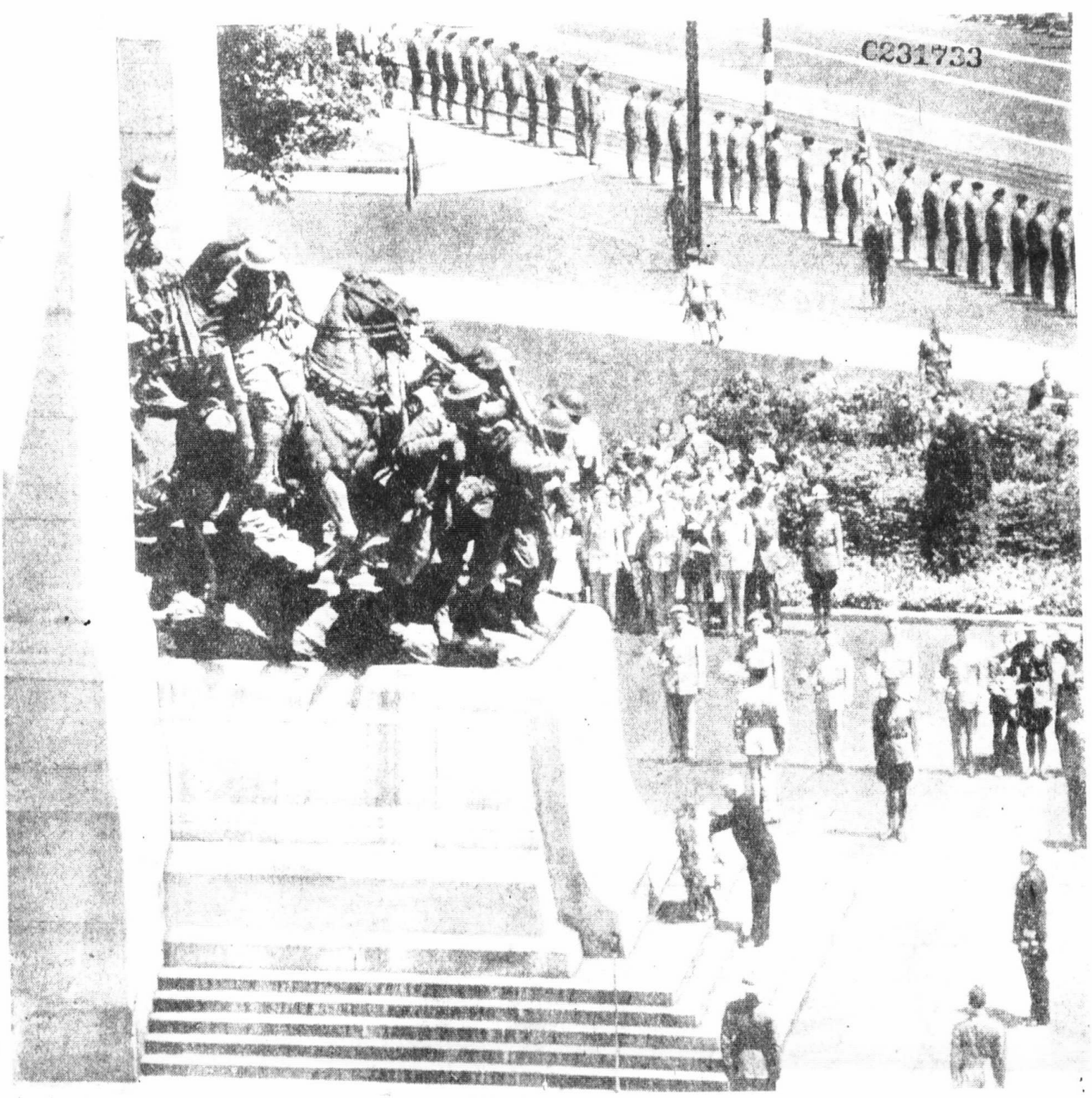
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C231732

TRUMANS GREETED IN CANADA—Margaret Truman, Viscountess Alexander, Mrs. Truman, Mackenzie King, President Truman and Viscount Alexander, left to right, stand on a red carpet spread for them at Ottawa. *UP Wirephoto*

W. L. Mackenzie King Papers, Memoranda and Letters, 1940-1950,
Photographs, Miscellaneous Photographs, [illegible]

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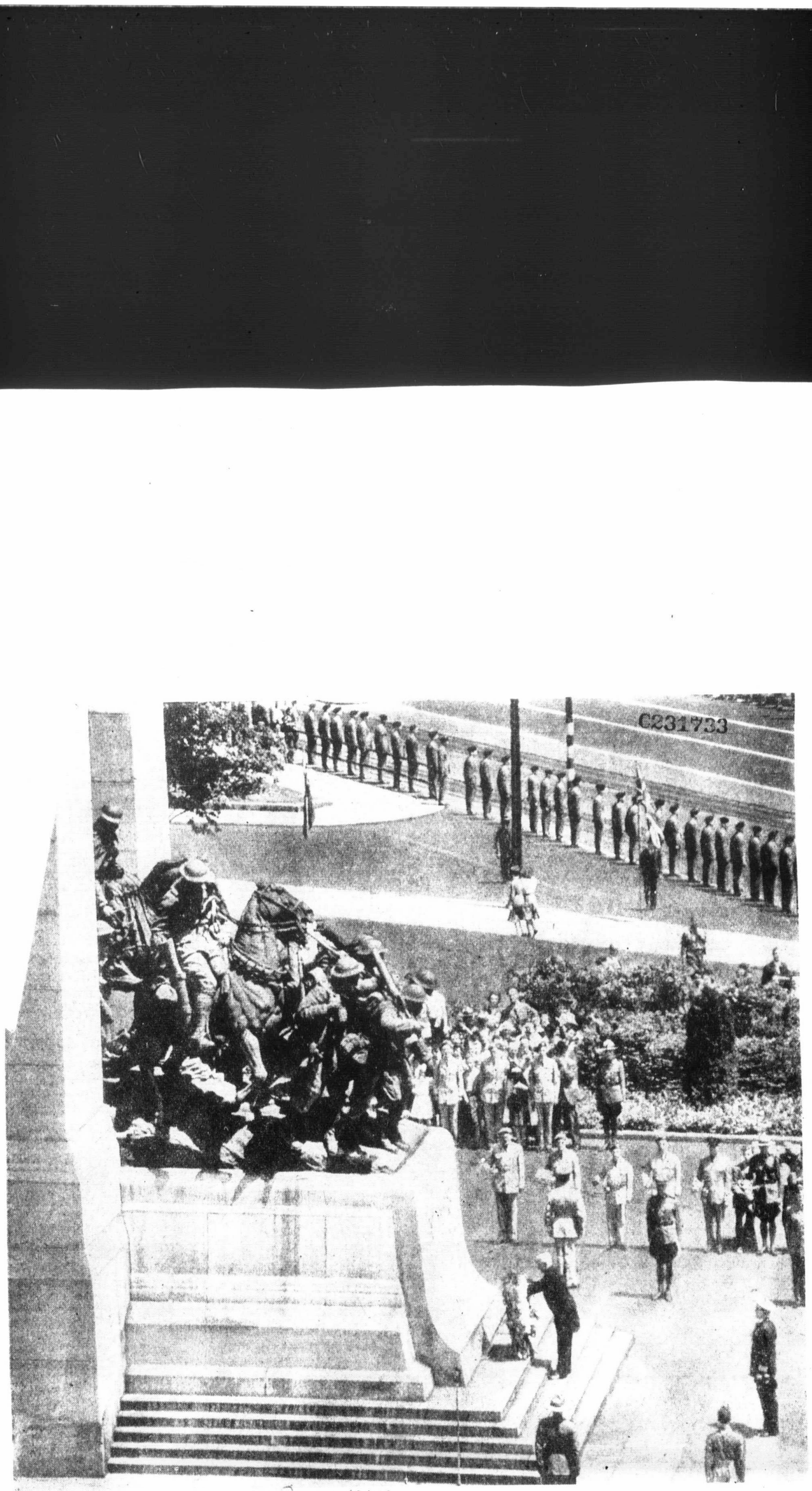
Presidential Wreath

President Truman is dwarfed by the heroic size of the World War I Memorial in Ottawa as he solemnly places a wreath before it in honor of Canada's dead. (AP Wirephoto)

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MG 26 J 4, Volume 336, pages 231[illegible]-242803

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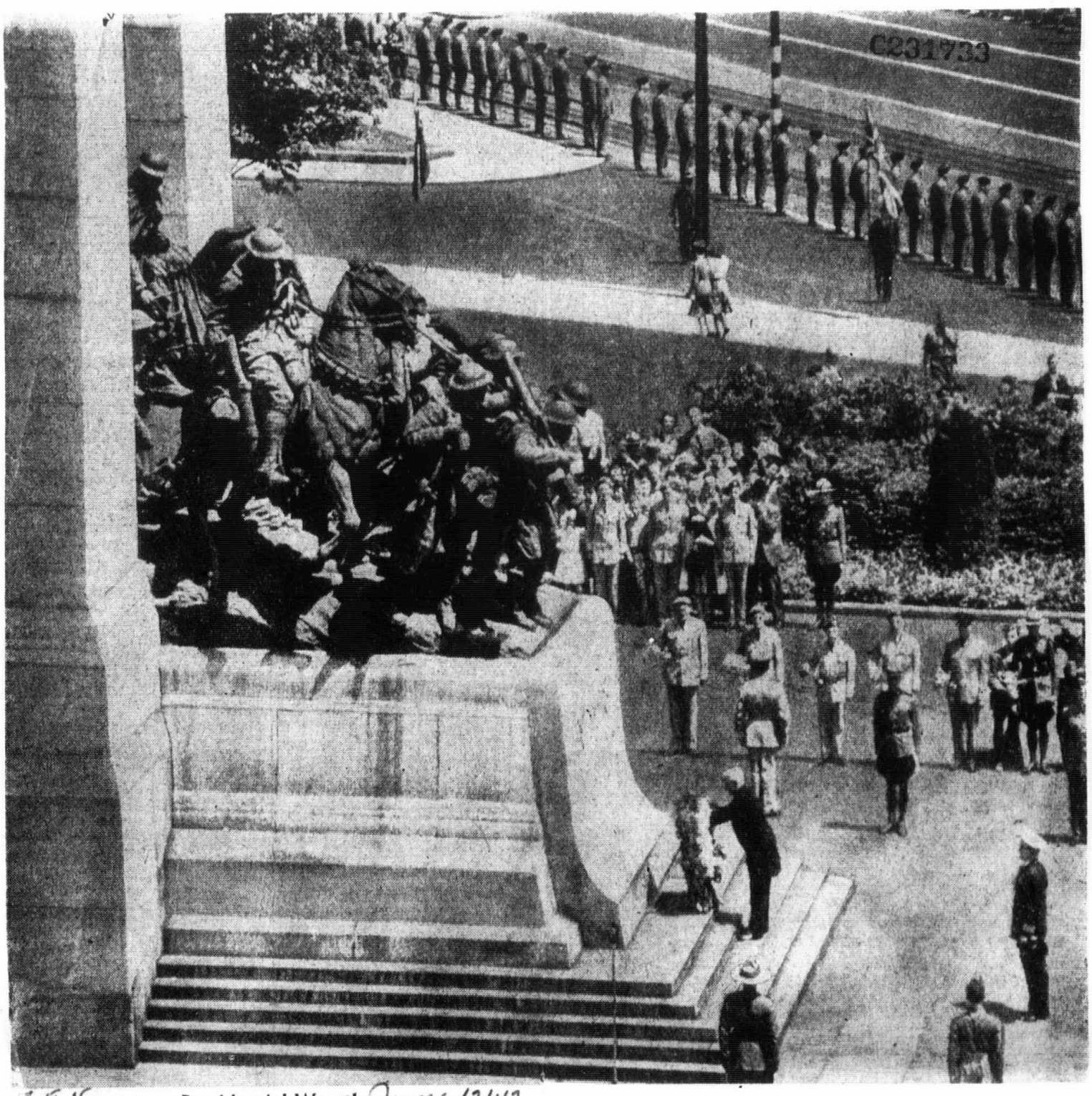
B.E. News **Presidential Wreath** June 12/47

President Truman is dwarfed by the heroic size of the World War I Memorial in Ottawa as he solemnly places a wreath before it in honor of Canada's dead. (AP Wirephoto)

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E. News **Presidential Wreath** June 12/47

President Truman is dwarfed by the heroic size of the World War I Memorial in Ottawa as he solemnly places a wreath before it in honor of Canada's dead. (AP Wirephoto)

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Presidential Wreath

...sident Truman is dwarfed by the heroic size of the World ...r I Memorial in Ottawa as he solemnly places a wreath ...ge it in honor of Canada's dead. (CAP Wirephoto)

W. L. M. King Papers, Memoranda and Diaries, 1940-1950,
MG 26 J4, Volume 346, pages 231[illegible]-232[illegible]

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C231734 aug 1947

THE WHITE HOUSE
WASHINGTON

The President and Mrs. Truman
deeply appreciate your condolences
in their great loss

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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C231735

GASPARD FAUTEUX

Speaker of the House of Commons

Canada

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C231736

HOUSE OF COMMONS
CANADA

THE CLERK

ARTHUR BEAUCHESNE, C.M.G., LL.D., K.C.

OTTAWA

December 17, 1947.

LIST OF PERSONS TO WHOM MEMORIAL BOOK OF PRESIDENT TRUMAN'S VISIT IS TO BE DISTRIBUTED

Mr. Truman

His Excellency the Governor General

The Prime Minister of Canada

The Speaker of the Senate

The Speaker of the House of Commons

Mr. Ray Atherton

Mr. Borden

Mr. Salisbury, and

Mr. Forbes.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 336, pages C231422-C232093

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Submitted by Mr 023737
Speaker of the House
of Commons for
the Prime Minister's approval

To Mr. Harry S. Truman, President of the United States of America, as a token of the ~~deep~~ appreciation ~~gratitude~~ of ~~the~~ Members of the Senate and House of Commons ~~for~~ his visit to the Parliament Building at Ottawa, on the 11th of June, 1947.

To be signed by W. L. M. King
& Secretary.

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
MG 26 J 4, Volume 336, pages C231422-C232093

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for file

OFFICE OF THE PRIME MINISTER

MEMORANDUM for the information of the Prime Minister:

C231738

In accordance with your instructions, a telegram of condolence was sent to President Truman yesterday and the attached communication sent through External Affairs to Mr. Wrong, our Ambassador in Washington. Copies of the telegram of condolence were also sent to the press.

In addition to this, the officer on duty here for External Affairs, Mr. Carter, had telephone conversations with both Mr. Wrong and his officer on duty, Mr. Magann. Since the code room in Washington was closed, it was necessary to telegraph the attached message through the ordinary channels.

Mr. Wrong advised in reply that, since the funeral of Mrs. Truman was to be strictly private, no representatives of any kind were attending, nor were flowers to be sent, the latter being a final request of Mrs. Truman.

July 28, 1947. G.J.M.

GJM:MV

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D. E. GALLOWAY, Assistant Vice-President, Toronto, Ont.

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NIGHT MESSAGE	
NIGHT LETTER	

PATRONS SHOULD MARK AN X OPPOSITE THE CLASS OF SERVICE DESIRED: OTHERWISE THE MESSAGE WILL BE TRANSMITTED AS A FULL-RATE TELEGRAM

RECEIVER'S NO.	TIME FILED	CHECK

Send the following message, subject to the terms on back hereof, which are hereby agreed to H. H. Carter/EFG

Copy

Ottawa, July 27, 1947.

28-45
1947

CANADIAN AMBASSADOR,
CANADIAN EMBASSY,
WASHINGTON D.C.

IMMEDIATE

FOLLOWING FOR WRONG FROM BEAUDRY:

Prime Minister has to-day sent following telegram of sympathy to President Truman in Independence, Missouri.

"My Dear Mr. President:

You will know without words how much my thoughts are of you at this time and how much I feel for you in your present bereavement. May I add that you are also much in the thoughts of the Canadian people as a whole and that you have their sympathy in fullest measure and that they too would wish to have an expression of their sympathy made known to you. Kindest personal regards.

W. L. Mackenzie King".

Prime Minister would appreciate your transmitting text of this message immediately to the White House. He would also like you to arrange for the sending of a suitable wreath to Mrs. Truman's funeral together with a card bearing the following message: "With deepest sympathy from the Prime Minister and his colleagues in the Government of Canada". Prime Minister would also like you to represent Canada at funeral if you consider this appropriate. However he wishes to leave this to your discretion. Ends.

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OFFICE OF THE PRIME MINISTER

MEMORANDUM for Mr. Handy: C231740

Herewith are four albums of photographs recording President Truman's visit to Ottawa:

One album for President Truman
One for The Governor General
One for the Prime Minister
One for Mr. Frank Salisbury

The Film Board had great difficulty in getting the material for these albums and gives this as a reason for the delay.

During the unveiling of portraits of the two Prime Ministers, the photographers were so restricted as to place (as I understand, by Dr. Beauchesne's orders) that they were unable to secure satisfactory photographs. This applied to outside press photographers as well as to Film Board photographers. As they had one print of the unveiling of Sir Robert Borden's portrait, and none at all of the unveiling of Mr. King's portrait, I suggested that the best thing to do was to include a photograph of the painting itself, which has been done.

P.G.

P.A.

18th December, 1947.

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C231741

MONTREAL

Procession from the undertaking establishment to the private car.

Police Motorcycle Escort.

Motor Hearse

Infantry Escort of the Canadian Grenadier Guards from the undertaking parlors to the private car (Bonaventure Station).

ROUTE OF PROCESSION

Guards lining the streets from the undertaking parlors to Bonaventure Station.

ARRIVAL AT OTTAWA

On arrival, to be met by the Administrator of the Government, the Members of the Government, the Leader of the Opposition, the Members of the Defence Council, the Ministers of Foreign Powers, the Commonwealth Representatives, and the Mayor of Ottawa.

(Major Bostock and Mr. Measures to marshall the above named at the station)

Eight bearers from the Governor General's Foot Guards.

The Station to be lined with Governor General's Foot Guards.

Motorcycle Escort of City Police (with Royal Canadian Mounted Police, if necessary).

Suggestion Remains to rest at Government House for approximately two days. It is felt that, in the event of The Lady Tweedsmuir desiring to accompany the remains to England, she would require some period of time to give

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give directions concerning her personal effects and procure suitable mourning wardrobe. There is no doubt that the Lieutenant Governors of some of the Provinces and representatives of Provincial authorities and representative people from other parts of Canada who might desire to attend any ceremony in Ottawa would require a few days for travelling.

SERVICES. Before removal of the remains from Government House, a private Service might be held for the family, the personal staff and the domestic staff at Government House. The Clergyman to perform this might be selected by The Lady Tweedsmuir.

In the evening of the second day, or early on the third day, the remains to be moved from Government House to the Senate Chamber for the Lying in State.

Motorcycle Escort from Government House to the Senate Chamber.

The Motor Hearse to come to the main entrance to the Parliament Buildings and the troops line the passage-way from the main entrance to the Senate Chamber.

At the Lying in State there be a Guard provided alternately by the three Services, - the Army, the Navy and the Air Force.

The Lying in State to be for a period of five hours, from 10.00 a.m. to 3.00 p.m.

At 3.30 p.m., the remains to be moved from the Senate Chamber to St. Andrew's Church, in a motor hearse.

An escort on foot, representing the three Defence Services, the Army, the Navy and the Air Force.

Eight bearers, two Army, two Navy, two Air Force and two Royal Canadian Mounted Police.

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The officials of State and others who are to attend the Service at St. Andrew's Church to be in their places at the Church before the arrival of the procession. Admission to the Church to be by ticket to allocated pews. The usual ushering staff of the Church to be supplemented by representatives of the Defence Forces and the Civil Service who are acquainted with the identities of the officials who will attend.

The form of Service to be arranged with the Minister of the Church.

If the Service begins at 4.00 o'clock, it should be concluded, probably, at 4.45 or not later than 5.00 p.m.

The procession then proceed to the Union Station. Bearers the same as in the procession from the Senate Chamber to the Church.

Officials attending the Service to follow in motor cars to the Station and to be admitted to the Station on presentation of their admittance tickets to the Church.

The remains then to be placed on board the special train for transportation to Halifax.

The representative of the Naval Service is to make inquiries as to possible sailings in ships from Halifax but, obviously, be cannot make these inquiries until there is knowledge as to the time of arrival of the special train in Halifax.

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On arrival at Halifax, remains to be met by local officials, but no Service or ceremony other than the transfer of the casket from the Railway Station to the ship.

Bearers to be provided by the Royal Canadian Naval Service.

General Observations

It is suggested that flags on all public buildings be flown at half-mast during the period of mourning.

In accordance with the precedent followed at Windsor Castle on the occasion of the death of King George V, the Union Jack should fly at half-mast at Government House, rather than the Governor General's Flag. The Royal Standard did not fly from Windsor Castle on the occasion of the funeral of King George V.

Mr. Sellar, the Comptroller of the Treasury, has been in touch with General Armstrong, representing the Defence Forces, and is arranging that the D. O. C. in Montreal be supplied with emergency funds, if necessary, for any military expenditures in Montreal during the next day or two.

It is also suggested that the Government should provide some assistance to the Governor General's staff at Government House, in connection with the arrangement of flowers and recording of messages of sympathy.

The meeting this afternoon was attended by

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

E. H. Coleman,
Under Secretary of State of Canada.

W. H. Measures,
Department of External Affairs.

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Commissioner S. T. Wood,
Royal Canadian Mounted Police.

Brig.-Gen. Armstrong,
Assistant Adjutant General.

Commander Roy,
Naval Service.

Commander Edwards,
Air Force.

C. D. Sutherland, Chief Architect,
Department of Public Works

Watson Sellar,
Comptroller of the Treasury.

J. C. Noel,
Public Information Office.

J. F. Delaute,
H. W. Doyle,
W. G. Gunn,
Department of the Secretary of State.

In the hurry of summoning the meeting, I unfortunately omitted to get in touch with Colonel Osborne, but hope to have a chat with him later in the evening.

February 11, 1940.

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4-200
V-14

OFFICE OF THE PRIME MINISTER

C231746

MEMORANDUM

Hon. R. J. Manion - arrived at Ft. William at 8.10 a.m. this morning

Cabinet Ministers.

Hon. P. J. A. Cardin - Sorel Que.
Hon. T. A. Crerar. - Ft. Garry - Wpg.
Hon. W. D. Euler - Kitchener Ont.
Hon. J. G. Gardiner - Regina ~~Sask~~ or Lemberg Sask.
Hon. C. D. Howe - at home - 3-8052
Hon. J. L. Ilsley - Nova Scotia address unknown at home (Kentville or Nova Scotia Hotel Halifax Mrs. W. H. Smith)
Hon. Lapointe - Que city (tel no) 8495
Hon. J. Mackenzie - Vancouver Club - Vancouver B.C.
Hon. N. McLarty - Toro - Ki-8865 c/o Mrs J. B. McColl 49 Jackes Ave
Hon J. E. Michaud - Mtrl - address unknown (in Ottawa to-night)
Hon C. G. Power - Chateau St Louis Que city.

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OFFICE OF THE PRIME MINISTER C231747

MEMORANDUM

Hon. J. L. Ralston - Otwa - 2-2243

Hon. N. Rogers - Otwa - 3-7654

*Hon. J. A. Mc Kinnon - on the train arriving in Edmonton Alberta in the morn.

Senator Dandurand - Montr
CA-5445 or CA-5004.

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C231748

J-200
V.14

sages of sympathy on the passing of Lord Tweedsmuir

ferred to: J. F. Delaute, Esq.,
Department of Secretary of State,
West Block, Ottawa.

To be acknowledged and returned to the Prime Minister's Office.

Letter	Harvey Golden, Executive Director, Young Men's Hebrew Association of Montreal.
Letter	Greffier de la Cite de Levis, Levis, Que.
Card	Peter White, 927 West 33rd Street, Chicago.
Letter	J. W. McBain, Clerk and Treasurer, The Corporation of the Township of Teck, Kirkland Lake, Ont.
Letter	William B. Tice, 30 Fourth Avenue, Nyack, N. Y.
Telegram	Chief Jos Dreaver, The Cree Tribe, Leask, Sask.
Letter	R.E.W. Lawrason, County Clerk, County of Brant, Brantford, Ont.
Letter	C.P. Burgess, Managing Secretary, Western Canada Fuel Association, Winnipeg.
Letter	Willi Wanka, Representative of settlers, Tupper Creek.
Letter	Mrs. Philip Levy, President, The Young Women's Hebrew Association of Montreal.
Telegram	Lieut. C. Vetere, President, Italian War Veterans' Association of Canada, Montreal.
Letter	A.L.B. Viglione, Montreal.
Letter	Edmond J. Leger, President, La Societe Saint Jean Baptiste, New York.

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Lord Tweedsmuir

C231710

May an old friend be allowed to add a few lines of a more intimate character to the admirable review you have given of Lord Tweedsmuir's public activities as author and statesman? The secret of John Buchan, both as man and as writer, was his unquenchable all-comprehending interest in his fellow-men. Whatever their class, creed, race, colour, or place in space or time, his intense sympathy and vivid imagination saw in them something to admire, usually to love, always to enjoy. If the Scots, from Montrose and Walter Scott to the Glasgow street urchins of today, came first, they never diminished his zest in the rest of humanity, past, present and future. Human character in action was his one absorbing study, and the whole world was to him an infinitely exciting motion picture. Causes interested him less in themselves than in their influence upon personality and action. With his delight in men went a delight, hardly less keen, in their background of scenery or historic setting.

It was these gifts that made him equally happy as writer of fiction and of serious history, as member of Parliament, and, above all, as an ideal representative of the Crown in Canada. His inspiring sense of the romance of Canada's past, his just perspective of the greatness of her present place in the Empire and in relation to the outside world, his vision of her future, as well as his unflagging interest in everybody and everything Canadian, will long be missed in Canada itself, while an even wider circle will miss his books,

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grave or gay, with Canada as their setting, which we had looked forward to reading in swift succession in the years following his retirement.

In his personal relations his standard was as high as it was catholic. For the great and good men of his day, like his first chief, Lord Milner, he had real reverence as well as a affection, in no sense dimmed by his eagerness to find good points in the worst rascal. So, too, those who were privileged to enjoy his closer friendship never felt its warmth and depth diminished by the knowledge that it equally embraced not a few others, and that some modicum of it extended to a vast and varied host outside. He was indeed "friend of all the world". As a companion by field or fireside few could touch him.

With all these lovable qualities went a power of work which always amazed his friends. No one could go off like him at top speed with his writing the moment he sat down to his desk or to his seat in a train. "Thirty-Nine Steps" was written in three weeks of sickness in a nursing home. His dauntless spirit never allo ed physical infirmity to stand in his way. If at last that spirit so wore out his frail body that he literally fell in action, it did not do so before it had got as much out of life as has ever been enjoyed by mortal man.

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OFFICE OF THE PRIME MINISTER

MEMORANDUM

February 7th, 1940.

Private

C231751

For the Prime Minister:

Sir Shuldham Redfern called me at 13.30 to say that after seeing the Doctors, he is able to say that not only did His Excellency pass a good night, but that his condition has improved to a surprising degree.

A.D.P.H.

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OFFICE OF THE PRIME MINISTER

MEMORANDUM

February 7th, 1940.

Private

C231751

For the Prime Minister:

Sir Shuldham Redfern called me at 12.30 to say that after seeing the Doctors, he is able to say that not only did His Excellency pass a good night, but that his condition has improved to a surprising degree.

A.D.P.H.

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Ottawa,
February 9, 1940
10.25 p.m.

Sir Shuldham Redfern telephoned to say that His Excellency stood the journey well to Montreal; that immediately after reaching the hospital, x-rays were taken of the head, and it has been found that there was something which was pressing on the brain - something to one side was not as it ought to be, and that they had decided upon a major operation, which had been taking up the last two hours. He doubted if there would be anything further to add tonight. What he could say was that but for the operation this morning, His Excellency would not have been alive tonight. They were not out of the woods yet by any means, but Her Excellency was feeling much relieved. The doctors were able to know exactly what the trouble was.

Redfern is staying on the private car, and gave me his telephone number, which is Harbour 5011.

I, myself, felt distinct relief this afternoon and tonight. It may be due to other causes. It certainly is due, in part, to the slepp I had this afternoon, but, I think, in a very real way it is due to some betterment of conditions which have been making themselves very strongly felt.

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The Prime Minister:

At 4.30 p.m., Captain Gough telephoned from Government House to let the Prime Minister know that a further bulletin regarding the condition of the Governor General had been issued, in Montreal, at 4.15 p.m.:

> "Because of His Excellency's failure to maintain the improvement which followed the last operation, a further cranial operation has been carried out. He stood the procedure well. His pulse is now 100. Respiration 28. Temperature 100. Blood pressure 100. He still remains unconscious but it is too early as yet to assess the result."

E.H.

Laurier House,
February 11, 1940

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Ottawa,
February 10, 1940
6.40 p.m.

Lieut. Goff telephoned to say that the latest official bulletin received reports that His Excellency had passed a restful day; that, though unconscious, there was evidence that the unconsciousness had lessened; that his pulse and temperature were satisfactory.

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February 11, 1940

C231755

Redfern 'phoned at 9.20 p.m.

(1) to thank me, on behalf of Her Excellency and Alistair for the message;

(2) that he had said he knew I wished their wishes to be consulted with respect to all arrangements;

(3) Her Excellency and Redfern thought it would better for them to come back in the morning by special train. That the remains would come later.

(4) That if the Government of Canada wished to have a State funeral, Her Excellency would approve, and would like the remains to be taken, when they came to Montreal to either the Hall of Fame or the Senate Chamber to lie in State, not for too long a time. Also that she did not wish the remains to be exposed to public view.

(5) That the funeral service would be at St. Andrews Church. The remains to be taken from St. Andrews Church to the train, to go to Montreal to be cremated. That the cremation service would be strictly private - just Redfern and Alistair Buchan.

(6) That Alistair would like the Guard of Honour to be from the two regiments to which he and John belonged. There is a regulation that swords are not to be worn, but he would like to have that regulation foregone, and to have swords worn.

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(7) Redfern seemed to prefer the Hall of Fame to the Senate Chamber on the score that the public could come in and out more readily.

(8) He will telegraph me in the morning or late tonight as to the time the train will be leaving and I will meet the train at the station. He would like it run into the yard and the car left there. Not to have Ministers or the public at the station - just myself.

(9) The guard around the casket in the Hall of Fame should be from the regiments to which the Governor's two sons belong.

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C231757

Ottawa,
February 11, 1940

Tribute by The Prime Minister

Mr. Mackenzie King, quite apart from their official relations, has for many years been closely and intimately associated in friendship with Lord Tweedsmuir. Interviewed tonight, he stated that he was too deeply moved to speak of his own feelings in the loss of so intimate a friend. He said, however, that he would like to add a reference to some of the qualities of heart and mind, as well as to the public services of His Excellency, which time would not permit him to make over the radio this evening when he spoke more particularly on behalf of the Canadian people.

Mr. King said: "Canada was proud to have in her midst a great scholar who touched life at so many places and touched nothing which he did not adorn.

Lord Tweedsmuir's books brought refreshment, enlightenment and solace to hundreds of thousands of our citizens. His speeches, which always enshrined the best thoughts uttered in the best way, were models of matter and form. Whether he was speaking to learned

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societies, to professional organizations, to old Canadians in the East, or to-day's Canadians in the West, he gave to them an inspired vision of the strength of democracy and of the true meaning of nationhood. Many a fisherman and farmer, prospector and trapper will mourn, in his passing, the loss of a great-hearted gentleman, who once brought humour, humanity and sympathy to the lonely places of this broad land.

As a poet, a biographer and a teller of tales, he never forgot that the true end of literature is "the notation of the human heart."

At the beginning of the century, Lord Tweedsmuir had been one of that brotherhood of far-sighted men who worked for racial reconciliation and national freedom in South Africa. His experience, joined with his knowledge of history and his intuitive appreciation of the nature of free British institutions, had equipped him ideally as the direct constitutional Canadian representative of His Majesty the King. From the correct conception of that high office, he never departed in thought, word, act or deed.

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Lord Tweedsmuir's own career was an inspiration to Canadian youth. His courage, his perseverance, his steadiness of purpose and his amazing industry seemed to typify the virtues of the Scottish race at their noblest and best.

Within a frame that was never robust was set an indomitable heart. He found time and energy to become a soldier, a statesman, a historian, a poet, a novelist, an orator and a man of affairs.

Many will recall Lord Tweedsmuir's recent rectorial address to the University of Edinburgh. Taking his title from the Pilgrim's Progress, he called it "The Interpreter's House". In it, at its conclusion, he asked, for the members of his university, the answer to the prayer of Socrates 'Grant to me to become beautiful inwardly, and that all my outward goods may prosper my inner soul'. I have often thought how abundantly that prayer was answered in the life of His Excellency himself. Wherever he had his habitation in Canada, whether in Rideau Hall or in the Citadel of Quebec, or under any roof great or humble, that habitation became also "The Interpreter's House". For all his great arts and talents, wherever he was, were

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devoted to an understanding of the people, and to the interpretation of all that was best in French and English, East and West, new Canada and old Canada.

On more than one occasion Lord Tweedsmuir expressed the wish that he might be truly called a Canadian. Hundreds of thousands of our citizens who came under the influence of his wise gentleness and his humble courtesy were more than willing to claim him as their own. I am sure he would be proud that his epitaph graven on the hearts of our people should mark the grief of Canada at the loss of her adopted son who knew her ways and loved them."

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(Broadcast by Prime Minister)

C231761

February 11th, 1940

Re: Governor General

Tonight, in the City of Montreal, there died a great, and a good man, John Buchan, 1st Baron Tweedsmuir. With heartfelt sorrow, and in fulfilment of a sad duty, I am called upon to inform the people of our country, that the life of His Excellency came to its earthly close shortly after seven o'clock.

In the passing of His Excellency, the people of Canada have lost one of the greatest and most revered of their Governors General, and a friend who, from the day of his arrival in this country, dedicated his life to their service.

To his great task Lord Tweedsmuir brought wisdom, experience, the grace of words, and a generosity of heart, which found expression in a wide human sympathy and understanding. He came to know and to share, the feelings and the aspirations of the Canadian people in all parts of the Dominion. He visited them on many occasions in the East, in the West, and in the far North, and was never happier than when he shared the simplicities of their joys and their labours.

...Out of that knowledge

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C231422

Out of that knowledge and understanding, there came an enthusiasm for this country, its institutions, its traditions and its people, almost unique in our history. And if Lord Tweedsmuir knew the Canadian people as few, if any, Governors General had known them before, the Canadian people learned to know him and to hold him in unsurpassed affection.

There is not a home in our Dominion which will not be saddened by the loss which our country has sustained; not a part of the British Commonwealth of Nations which will not recognize our bereavement as its own. The world itself has suffered in the passing of one whose great sympathies and talents were dedicated to the service of mankind.

He was, like so many great men of his race, a son of the manse. Christian ideals moulded his life and guided his footsteps; and it is an inspiration to recall that, on his last public appearance as Governor General of this country, one week ago today, he read the Lesson in St. Andrew's Presbyterian Church in this City of Ottawa, humbly proclaiming to all ~~mankind~~ men his unshaken belief in the faith of his fathers.

...In the discharge

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In the discharge of every public duty, Lord Tweedsmuir was fidelity itself. Cut off as he has been at the height of his powers, ~~one~~ we can only believe that in the providence of God, he had completed the work which here it had been given him to do.

To the King, in the passing of His Majesty's representative in our Dominion, our country extends an expression of its profound sorrow. No Sovereign ever confided a great trust to a more faithful servant.

To Her Excellency, the Lady Tweedsmuir, to her daughter, to her three sons who today serve their King as their father did before them, Canada offers its deepest sympathy on this day of national mourning.

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file

February 11th, 1940

His Governor General

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To his great task Lord Tweedsmuir brought wisdom, experience, the grace of words and a generosity of heart which found expression in a wide human sympathy and understanding. He came to know and to share the feelings and the aspirations of the Canadian people in all parts of the Dominion. He visited them on many occasions in the East, in the West, and in the far North, and was never happier than when he shared the simplicities of their joys and their labours.

...Out of that knowledge

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C231705

Out of that knowledge and understanding, there came an enthusiasm for this country, its institutions, its traditions and its people almost unique in our history. And if Lord Tweedsmuir knew the Canadian people as few, if any, Governors General had known them before, the Canadian people learned to know him and to hold him in unsurpassed affection.

There is not a home in our Dominion which will not be saddened by the loss which our country has sustained; not a part of the British Commonwealth of Nations which will not recognize our bereavement as its own. The world itself has suffered in the passing of one whose great sympathies and talents were dedicated to the service of mankind.

He was, like so many great men of his race, a son of the manse. Christian ideals moulded his life and guided his footsteps; and it is an inspiration to recall that, on his last public appearance as Governor General of this country, one week ago today, he read the Lesson in St. Andrew's Presbyterian Church in this City of Ottawa, humbly proclaiming to all men his unshaken belief in the faith of his fathers.

...In the discharge

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C231766

In the discharge of every public duty, Lord Tweedsmuir was fidelity itself. Cut off as he has been at the height of his powers, one can only believe that in the providence of God, he had completed the work which here it had been given him to do.

To the King, in the passing of His Majesty's representative in our Dominion, our country extends an expression of its profound sorrow. No Sovereign ever confided a great trust to a more faithful servant.

To Her Excellency, the Lady Tweedsmuir, to her daughter, to her three sons who today serve their King as their father did before them, Canada offers its deepest sympathy on this day of national mourning.

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Sunday, February 11, 1940

C231707

Memorandum of directions given by the Prime Minister today:

Have asked Mr. Heeney to arrange the following matters:

(1) Through Henry, for my special car to be ready to go to Montreal on a moment's notice.

(2) Through Coleman to again go over the ground as respects funeral arrangements.

(3) For Heeney, when the word came, to send telegrams at once to my colleagues and word to Manion, advising them of the death of His Excellency and the time of the arrival of the remains at Ottawa from Montreal; that I would like to have them present at the station if possible.

(4) To have a wreath prepared, through Public Works, from the Government and People of Canada - order to be given Miss Scrim - to carry the words: "(still to be thought out)....."

a wreath from myself as Prime Minister, to carry the words "In affectionate remembrance"

(5) To consider possibility of my having to go later to Halifax and arrangements to be made there.

(6) To arrange with Gladstone Murray as to my broadcasting at the first favourable moment, after final word comes.

(7)a: After final word comes to immediately cable H.M. the King

b. To call on the Chief Justice who has been acting as Administrator since beginning of His Excellency's illness

c. Before Prime Minister goes to broadcast to have the press know that that was the first step I took after communicating with the King and Her Excellency.

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AH/PM
11.2.40

Secret and Urgent

Memorandum for the Prime Minister

Re: The Governor General

As directed by the Prime Minister I consulted Dr. Coleman, this afternoon, in order to be prepared to go ahead with the necessary arrangements with the minimum of delay.

1. Dr. Coleman is calling together, privately, this afternoon, a group consisting of the Deputy Minister of Transport; the Chief Architect of the Department of Public Works; the Adjutant General; a representative of the Chief of the Naval Staff; a representative of the Chief of the Air Staff; Mr. Measures; another member of the Department of External Affairs; the Commissioner of the Royal Canadian Mounted Police; the Controller of the Treasury; Colonel Henry Osborne; the Acting Director of Public Information.

2. It is proposed that this group should immediately prepar, privately, a draft of arrangements,which appear to them appropriate, for submission to the Prime Minister. This draft, as revised and approved might then be the basis for consultation between the Prime Minister, The Lady Tweedsmuir, and the Honourable Alistair Buchan.

3. I have passed on to Dr. Coleman the various suggestions made to me over the telephone by the Prime Minister.

4. The General Manager of the Canadian Broadcasting Corporation will have all in readiness for the Prime Minister to make a statement over a national network, at an hour which can be

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agreed upon later on, and announced in the press.

5. Draft telegrams to the members of the government, to be on hand at the station in Ottawa, have been prepared.

6. A draft telegram to Dr. Manion has also been prepared.

A.D.P.H.

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C231770

12.2.40
5:15 P.M.
W.H.M.

4-200
V-14

Mr. Heeney:

Death of Lord Tweedsmuir

Arrival at Union Station, Ottawa, 12:00 noon Tuesday, Feb. 13

Present at the Station

The Cabinet

Messages sent to the Members of the Cabinet resulted as follows:

Senator Dandurand	No; will accompany remains in procession. Montreal.
Mr. Crerar	Will arrive Tuesday or Wed. from Brandon
Mr. Lapointe	No reply
Mr. Cardin	"
Mr. Euler	"
Col. Ralston	"
Mr. Mackenzie	" (Very doubtful)
Mr. Power	"
Mr. Ilsley	" (Unlikely)
Mr. Michaud	"
Mr. Rogers	"
Mr. Howe	"
Mr. Gardiner	Impossible to be present (Regina)
Mr. McLarty	No reply ~~(in Toronto)~~
Mr. MacKinnon	No (in Edmonton)

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February 11, 1940

Redfern 'phoned at 9.20 p.m. C231773

(1) to thank me, on behalf of Her Excellency and Alistair for the message;

(2) that he had said he knew I wished their wishes to be consulted with respect to all arrangements;

(3) Her Excellency and Redfern thought it would better for them to come back in the morning by special train. That the remains would come later.

(4) That if the Government of Canada wished to have a State funeral, Her Excellency would approve, and would like the remains to be taken, when they came to Montreal to either the Hall of Fame or the Senate Chamber to lie in State, not for too long a time. Also that she did not wish the remains to be exposed to public view.

(5) That the funeral service would be at St. Andrews Church. The remains to be taken from St. Andrews Church to the train, to go to Montreal to be cremated. That the cremation service would be strictly private - just Redfern and Alistair Buchan.

(6) That Alistair would like the Guard of Honour to be from the two regiments to which he and John belonged. There is a regulation that swords are not to be worn, but he would like to have that regulation foregone, and to have swords worn.

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(7) Redfern seemed to prefer the Hall of Fame to the Senate Chamber on the score that the public could come in and out more readily.

(8) He will telegraph me in the morning or late tonight as to the time the train will be leaving and I will meet the train at the station. He would like it run into the yard and the car left there. Not to have Ministers or the public at the station - just myself.

(9) The guard around the casket in the Hall of Fame should be from the regiments to which the Governor's two sons belong.

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MEMORANDUM

Office of the Prime Minister

C231775

Ottawa, Feb. 11/40.

Prime Ministers

Memorandum submitted by Dr. Coleman following meeting of committee. Dr. Coleman will be at his home during the evening.

W.L.M.K.

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C231717

MONTREAL

Procession from the undertaking establishment to the private car.

Police Motorcycle Escort.

Motor Hearse

Infantry Escort of the Canadian Grenadier Guards from the undertaking parlors to the private car (Bonaventure Station).

ROUTE OF PROCESSION

Guards lining the streets from the undertaking parlors to Bonaventure Station.

ARRIVAL AT OTTAWA

On arrival, to be met by the Administrator of the Government, the Members of the Government, the Leader of the Opposition, the Members of the Defence Council, the Ministers of Foreign Powers, the Commonwealth Representatives, and the Mayor of Ottawa.

(Major Bostock and Mr. Measures to marshall the above named at the station)

Eight bearers from the Governor General's Foot Guards.

The Station to be lined with Governor General's Foot Guards.

Motorcycle Escort of City Police (with Royal Canadian Mounted Police, if necessary).

Suggestion Remains to rest at Government House for approximately two days. It is felt that, in the event of The Lady Tweedsmuir desiring to accompany the remains to England, she would require some period of time to give

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give directions concerning her personal effects and procure suitable mourning wardrobe. There is no doubt that the Lieutenant Governors of some of the Provinces and representatives of Provincial authorities and representative people from other parts of Canada who might desire to attend any ceremony in Ottawa would require a few days for travelling.

SERVICES. Before removal of the remains from Government House, a private Service might be held for the family, the personal staff and the domestic staff at Government House. The Clergyman to perform this might be selected by The Lady Tweedsmuir.

In the evening of the second day, or early on the third day, the remains to be moved from Government House to the Senate Chamber for the Lying in State.

Motorcycle Escort from Government House to the Senate Chamber.

The Motor Hearse to come to the main entrance to the Parliament Buildings and the troops line the passage-way from the main entrance to the Senate Chamber.

At the Lying in State there be a Guard provided alternately by the three Services, - the Army, the Navy and the Air Force.

The Lying in State to be for a period of five hours, from 10.00 a.m. to 3.00 p.m.

At 3.30 p.m., the remains to be moved from the Senate Chamber to St. Andrew's Church, in a motor hearse.

An escort on foot, representing the three Defence Services, the Army, the Navy and the Air Force.

Eight bearers, two Army, two Navy, two Air Force and two Royal Canadian Mounted Police.

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The officials of State and others who are to attend the Service at St. Andrew's Church to be in their places at the Church before the arrival of the procession. Admission to the Church to be by ticket to allocated pews. The usual ushering staff of the Church to be supplemented by representatives of the Defence Forces and the Civil Service who are acquainted with the identities of the officials who will attend.

The form of Service to be arranged with the Minister of the Church.

If the Service begins at 4.00 o'clock, it should be concluded, probably, at 4.45 or not later than 5.00 p.m.

The procession then proceed to the Union Station. Bearers the same as in the procession from the Senate Chamber to the Church.

Officials attending the Service to follow in motor cars to the Station and to be admitted to the Station on presentation of their admittance tickets to the Church.

The remains then to be placed on board the special train for transportation to Halifax.

The representative of the Naval Service is to make inquiries as to possible sailings in ships from Halifax but, obviously, be cannot make these inquiries until there is knowledge as to the time of arrival of the special train in Halifax.

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On arrival at Halifax, remains to be met by local officials, but no Service or ceremony other than the transfer of the casket from the Railway Station to the ship.

Bearers to be provided by the Royal Canadian Naval Service.

General Observations

It is suggested that flags on all public buildings be flown at half-mast during the period of mourning.

In accordance with the precedent followed at Windsor Castle on the occasion of the death of King George V, the Union Jack should fly at half-mast at Government House, rather than the Governor General's Flag. The Royal Standard did not fly from Windsor Castle on the occasion of the funeral of King George V.

Mr. Sellar, the Comptroller of the Treasury, has been in touch with General Armstrong, representing the Defence Forces, and is arranging that the D. O. C. in Montreal be supplied with emergency funds, if necessary, for any military expenditures in Montreal during the next day or two.

It is also suggested that the Government should provide some assistance to the Governor General's staff at Government House, in connection with the arrangement of flowers and recording of messages of sympathy.

The meeting this afternoon was attended by

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

E. H. Coleman,
Under Secretary of State of Canada.

W. H. Measures,
Department of External Affairs.

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Commissioner S. T. Wood,
Royal Canadian Mounted Police.

Brig.-Gen. Armstrong,
Assistant Adjutant General.

Commander Roy,
Naval Service.

Commander Edwards,
Air Force.

C. D. Sutherland, Chief Architect,
Department of Public Works

Watson Sellar,
Comptroller of the Treasury.

J. C. Noel,
Public Information Office.

J. F. Delaute,
H. W. Doyle,
W. G. Gunn,
Department of the Secretary of State.

In the hurry of summoning the meeting, I unfortunately omitted to get in touch with Colonel Osborne, but hope to have a chat with him later in the evening.

February 11, 1940.

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C231781

DEPARTMENT OF NATIONAL DEFENCE

Press Liaison Office

February 11, 1940.
Release No. 191.

Ottawa:-

The Hon. Norman McL. Rogers, Minister of National Defence, upon learning of the death of His Excellency, the Governor General of Canada, made the following statement.

The news of the death of His Excellency will be received with profound sorrow by all ranks of the Canadian Active Service Force, the Royal Canadian Navy and the Royal Canadian Air Force. Throughout his entire term of office, and especially since the outbreak of war, Lord Tweedsmuir as Commander-in-Chief had established a close relationship with the three services and had taken a deep personal interest in all that pertained to their welfare. His splendid example of devotion to duty, without thought of his own health or comfort, will be a continuing inspiration to those who have been privileged to serve under his command on land, at sea and in the air.

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Radio

February 11th, 1940.

Re: Governor General

C231703

Tonight, in the City of Montreal, there died a great and a good man, John Buchan, 1st Baron Tweedsmuir. With heartfelt sorrow and in fulfilment of a sad duty, I am called upon to inform the people of our country that the life of His Excellency came to its earthly close shortly after seven o'clock.

In the passing of His Excellency, the people of Canada have lost one of the greatest and most revered of their Governors General, and a friend who from the day of his arrival in this country dedicated his life to their service .

To his great task Lord Tweedsmuir brought wisdom, experience, the grace of words and a generosity of heart which found expression in a wide human sympathy and understanding. He came to know and to share the feelings and the aspirations of the Canadian people in all parts of the Dominion. He visited them on many occasions in the East, in the West, and in the far North, and was never happier than when he shared the simplicities of their joys and their labours.

Out of that knowledge and understanding, there came an enthusiasm for this country, its institutions, its

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C231783.

traditions and its people almost unique in our history. And if Lord Tweedsmuir knew the Canadian people as few, if any, Governors General had known them before, the Canadian people learned to know him and to hold him in unsurpassed affection.

There is not a home in our Dominion which will not be saddened by the loss which our country has sustained; not a part of the British Commonwealth of Nations which will not recognise our bereavement as its own. The world itself has suffered in the passing of one whose great sympathies and talents were dedicated to the service of mankind.

He was, like so many great men of his race, a son of the manse. Christian ideals moulded his life and guided his footsteps; and it is an inspiration to recall that, on his last public appearance as Governor General of this country, one week ago today, he read the Lesson in St. Andrew's Presbyterian Church in this City of Ottawa, humbly proclaiming to all men his unshaken belief in the faith of his fathers.

In the discharge of every public duty, Lord Tweedsmuir was fidelity itself. Cut off as he has been

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PRESS RELEASE

Ottawa, C231785
February 11, 1940

Tribute by the Prime Minister
Re: The Governor General

Mr. Mackenzie King, quite apart from their official relations, has for many years been closely and intimately associated in friendship with Lord Tweedsmuir. Interviewed tonight, he stated that he was too deeply moved to speak of his own feelings in the loss of so intimate a friend. He said, however, that he would like to add a reference to some of the qualities of heart and mind, as well as to the public services of His Excellency, which time would not permit him to make over the radio this evening when he spoke more particularly on behalf of the Canadian people.

Mr. King said: "Canada was proud to have in her midst a great scholar who touched life at so many places and touched nothing which he did not adorn.

Lord Tweedsmuir's books brought refreshment, enlightenment and solace to hundreds of thousands of our citizens. His speeches, which always enshrined the best thoughts uttered in the best way, were models of matter and form. Whether he was speaking to learned

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societies, to professional organizations, to old Canadians in the East, or today's Canadians in the West, he gave to them an inspired vision of the strength of democracy and of the true meaning of nationhood. Many a fisherman and farmer, prospector and trapper will mourn, in his passing, the loss of a great-hearted gentleman, who once brought humour, humanity and sympathy to the lonely places of this broad land.

As a poet, a biographer and a teller of tales, he never forgot that the true and of literature is "the notation of the human heart".

At the beginning of the century, Lord Tweedsmuir had been one of that brotherhood of far-sighted men who worked for racial reconciliation and national freedom in South Africa. His experience, joined with his knowledge of history and his intuitive appreciation of the nature of free British institutions, had equipped him ideally as the direct constitutional Canadian representative of His Majesty the King. From the correct conception of that high office, he never departed in thought, word, act or deed.

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Lord Tweedsmuir's own career was an inspiration to Canadian youth. His courage, his perseverance, his steadliness of purpose and his amazing industry seemed to typify the virtues of the Scottish race at their noblest and best.

Within a frame that was never robust was set an indomitable heart. He found time and energy to become a soldier, a statesman, a historian, a poet, a novelist, an orator and a man of affairs.

Many will recall Lord Tweedsmuir's recent rectorial address to the University of Edinburgh. Taking his title from the Pilgrim's Progress, he called it "The Interpreter's House". In it, at its conclusion, he asked, for the members of his university, the answer to the prayer of Socrates 'Grant to me to become beautiful inwardly, and that all my outward goods may prosper my inner soul'. I have often thought how abundantly that prayer was answered in the life of His Excellency himself. Wherever he had his habitation in Canada, whether in Rideau Hall or in the Citadel of Quebec, or under any roof great or humble, that habitation became also "The Interpreter's House". For all his great arts and talents, wherever he was, were

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devoted to an understanding of the people, and to the interpretation of all that was best in French and English, East and West, new Canada and old Canada.

On more than one occasion Lord Tweedsmuir expressed the wish that he might be truly called a Canadian. Hundreds of thousands of our citizens who came under the influence of his wise gentleness and his humble courtesy were more than willing to claim him as their own. I am sure he would be proud that his epitaph graven on the hearts of our people should mark the grief of Canada at the loss of her adopted son who knew her ways and loved them."

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C231789

Mr. Mackenzie King, who for many years has been closely and intimately associated in friendship with His Excellency, was deeply affected by the tragedy of his passing.

"The people of Canada", said the Prime Minister, "have to-day lost one of the greatest of their Governors-General, and a friend who, from the day of his arrival, dedicated his life to their service.

He brought to his great task wisdom, experience, the grace of words and a generosity of heart which found expression in a wide human sympathy and understanding. He came to know and to understand the Canadian people in all parts of the Dominion. He visited them on many occasions in the East, in the West, and in the far North, and was never happier than when he shared the simplicities of their joys, their sorrows and their labours.

Out of that knowledge and understanding, there came an enthusiasm for this country, its institutions, its traditions and its people almost unique in our history. And if Lord Tweedsmuir knew the Canadian people as no Governor-General had known them before, the Canadian people learned to know him as they had known no other Governor-General before.

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His books brought refreshment, enlightenment and solace to hundreds of thousands of our citizens. His speeches, which always enshrined the best thoughts uttered in the best way, were models of matter and form. Whether he was speaking to learned societies, to professional organizations, to old Canadians in the East, or to to-day's Canadians in the West, he gave brought to them an inspired vision of the strength of democracy and of the true meaning of nationhood. Many a fisherman and farmer, prospector and trapper will mourn, in his passing, the loss of a great-hearted gentleman, who once brought humour, humanity and sympathy to the lonely places of this broad land.

As a poet, a biographer and a teller of deathless tales, he never forgot that the true end of literature is the notation of the human heart.

Canada was proud to have in her midst a great scholar who touched life at so many places and touched nothing which he did not adorn.

At the beginning of the century, he had been one of that band of brotherhood, far-sighted men who worked for racial reconciliation and national freedom in South Africa. His

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CONFIDENTIAL

experience, joined with his knowledge of history and his intuitive appreciation of the nature of free British institutions, had equipped him ideally as the direct constitutional Canadian representative of His Majesty the King. From the correct conception of that high office, he never departed in act, word, thought or deed.

His own career was an inspiration to Canadian youth. His courage, his perseverance, his steadiness of purpose and his amazing industry seemed to typify the virtues of the Scottish race at their noblest and best.

Within a frame that was never robust was set an indomitable heart. He found time and energy (and those who knew him best often wondered how) to become a soldier, a statesman, a historian, a poet, a novelist, an orator and a man of affairs.

Many of us will remember his recent rectorial address to the University of Edinburgh. Taking his title from the Pilgrim's Progress, he called it "The Interpreter's House". In it, at its conclusion, he asked, for the members of his university, the answer to the prayer of Socrates 'Grant to me to become beautiful inwardly and that all my outward

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goods may prosper my inner soul'. I have often thought how abundantly that prayer was answered in the life of His Excellency himself. Wherever he had his habitation in Canada, whether in Rideau Hall or in the Citadel of Quebec, or under any roof great or humble, that habitation became also 'The Interpreter's House'. For all his great arts and talents, wherever he was, were devoted to an understanding of the people, and to the interpretation of all that was best in French and English, East and West, new Canada and old Canada.

On more than one occasion he expressed the wish that he might be truly called a Canadian. Hundreds of thousands of our citizens who came under the influence of his wise gentleness and his humble courtesy were more than willing to claim him as their own. I am sure he would be proud that his epitaph graven on the hearts of our people should mark the grief of Canada at the loss of her adopted son who knew her ways and loved them.

To Her Excellency, the Lady Tweedsmuir, to his daughter and to his three sons who to-day serve their King as their father did before them, Canada offers its deepest sympathy on this day of national mourning."

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file

OFFICE OF THE PRIME MINISTER

MEMORANDUM

C231793

Mrs. King,

Col. Willis O'Connor has just telephoned to say that Mr. D.C. Coleman wishes the Prime minister to know that the facilities of the C.P.R. are at the disposal of the Government for anything.

Felix

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Memo from Mr. J. Coleman Feb 12th 40

General Arrangements following the death of the Govenor General.

C231794

1. The special train with Her Excellency, Hon Alastair Buchan and staff will leave Montreal at 8 a.m. on Feb. 12 and arrive at Ottawa at 10:30 a.m. The arrival will be strictly private. The train will arrive at a siding and Her Excellency and Staff will go straight to Government House. Her Excellency will be met by the Prime Minister only.

2. The late Govenor General's remains will leave Montreal by special train at 9:30 a.m. on Feb. 13th. All arrangements in Montreal will be in the hands of the O.C. Military District No. 4.

3. They will arrive at Ottawa at 12 noon and be met by the Prime Minister, Members of the Cabinet and Defence Council, Foreign Representatives, High Commissioners and others. A procession will be formed to the Senate where the late Govenor General will lie in state.

4. Guards will be provided by

5. A State Funeral Service will be held in St. Andrews Church at 2:30 p.m. on Wednesday Feb. 14th.

6. The Govenor General's remains will then be taken to the station and from there by special train to Montreal leaving Ottawa at 4 p.m.

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C231795

7. The arrival at Montreal will be private and the late Govenor General will be taken to the Crematorium where the Service will also be private.

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C231736

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1-200
V-14

FUNERAL ARRANGEMENTS OF THE LATE LORD TWEEDSMUIR

Tuesday

1. The body of the late Lord Tweedsmuir will arrive on a special train at the Union Station at 12:00 noon, Tuesday. It will be accompanied from Montreal by Senator Dandurand, representing the Government. It will be met by the Administrator; the Prime Minister and Members of the Cabinet; leader of the Opposition (if here); Ministers of the five foreign powers represented in Ottawa; the High Commissioners of the United Kingdom, South Africa and Ireland; members of Defence Council, and the Mayor of Ottawa. Rev. Alexander Ferguson.

Sen. Dandurand will not be on the train. An A.D.C. will be on the train.

2. Pall bearers will be chosen from the Governor General's Foot Guards. The Governor General's Foot Guards will also line the path through the Station.

3. A ~~motor hearse~~ will be used to convey the body to the Centre Block of the Parliament Buildings. A motor cycle escort will accompany it. No troops to be used.

4. The centre entrance to the Parliament Buildings will be used. Passage to the door of the Senate Chamber will be lined by members of the Royal Canadian Air Force.

5. Lying in State will be from 3:00 P.M. to 6:00 P.M. and from 8:00 P.M. to 10:00 P.M. A Guard of four officers will be mounted.

Wednesday

6. Cortege will leave from centre door of Parliament Buildings at 2:10 P.M. to St. Andrews Church. Motor hearse. Bearers to be used: Representatives of the navy, army, air force and Royal Canadian Mounted Police (two each). Foot escort of the three branches of the Service.

7. State funeral 2:30 P.M. St. Andrews Church. Admittance by ticket. Table of precedence to be followed. North gallery will be set aside for press. President of Press Gallery to have seat on floor of Church.

8. Funeral in charge of Rev. Alexander Ferguson, Minister of St. Andrews Church. (His Excellency was an Elder of St. Andrews). Details of the service will be provided later.

9. Officials, including Prime Minister and others, will be in church when procession arrives.

10. After service the body will be conveyed to Union Station on gun carriage. Same bearers to be used. Mourners will follow in motor cars, (family and officials).

11. On departure of train from Ottawa gun salute will be fired from Cartier Square.

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12. Government buildings in all parts of Canada will be closed Wednesday afternoon. Flags will be kept at half mast for week ending Sunday, February 18th. Provincial Governments have been advised of this arrangement and will follow the same practice. No half holiday to be proclaimed.

13. Photographs under direction of Captain Badgley. Only official photographers to be admitted to Senate Chamber.

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RADIO - C.B.C.
LORD TWEEDSMUIR
C231793
R-901
V-1

Ottawa, February 12th, 1940.

MEMORANDUM FOR THE PRIME MINISTER:

Re; Death of the Governor General-
Broadcasting of State Service

Mr. Gladstone Murray enquires whether the government will approve of arrangements being made to broadcast the State Service from St. Andrews Church. He tells me that there are English precedents for so doing, and that broadcasting arrangements would not be in any way apparent to those in the Church. If the Service is not broadcast, he points out that it will be necessary to provide the studio programme which, in his opinion, would not be nearly so effective in meeting the wishes of the people throughout the country.

A. D. P. H.

AH/E

for original see
G-300
V-14

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W/6 P. C. 602

C231709

PRIVY COUNCIL
CANADA

Certified to be a true copy of a Minute of a Meeting of the Committee of the Privy Council, approved by His Excellency the Administrator on the 12th FEBRUARY 1940

The Committee of the Privy Council, on the recommendation of the Right Honourable W. L. Mackenzie King, the Prime Minister, advise that a Proclamation issue requesting the Canadian public to observe, for a period of seven days from the evening of Sunday, February 11th, public mourning for His Excellency the late Right Honourable Baron Tweedsmuir of Elsfield, who died on the 11th February, 1940, while occupying the office of Governor General of Canada.

Acting Clerk of the Privy Council.

The Right Honourable

The Prime Minister.

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G-200
V.14

Ottawa, February 12th, 1940.

MEMORANDUM FOR THE PRIME MINISTER:

Re: Death of the Governor General - Political Activities.

It was announced by the Prime Minister that his own broadcast, fixed for Wednesday evening, had been cancelled and that, for the present, political broadcasts and speeches by Ministers would be suspended.

Enquiries are being received as to what should be done concerning local meetings, conventions and such like, which have already been arranged in advance, and cancellation of which would be difficult; in some cases impossible.

The National Liberal Federation have already replied to certain enquiries of this kind, directing that such meetings should proceed, if cancellation would lead to confusion.

A. D. P. H.

A. D. P. H.

Hon. copy sent
E 186
1940

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C231801

fjb

FOR THE PRIME MINISTER

FOR COUNCIL: February 12th, 1940.

SUBJECT: Death of the Governor General - broadcast of State Service.

REMARKS: Mr. Heeney's memorandum attached.

CONSIDERED BY COUNCIL: February 12th, 1940.

ACTION TAKEN: Prime Minister approved of Service being broadcast. Dr. Coleman informed and arrangements made with C.B.C.

A.D.P.H.

DISPOSED OF:

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J-200
v-14

Ottawa, February 12th, 1940.

MEMORANDUM FOR THE PRIME MINISTER:

Re; Death of the Governor General-
Broadcasting of State Service

Mr. Gladstone Murray enquires whether the government will approve of arrangements being made to broadcast the State Service from St. Andrews Church. He tells me that there are English precedents for so doing, and that broadcasting arrangements would not be in any way apparent to those in the Church. If the Service is not broadcast, he points out that it will be necessary to provide ~~the~~ a studio programme which, in his opinion, would not be nearly so effective in meeting the wishes of the people throughout the country.

A. D. P. H.

A. D. P. H.

hard copy on
R-901
v-1

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W.L.M. K

C231803

PRESS RELEASE February ~~12~~, 1940

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B-102-6
V-1

Cable sent by the Prime Minister to His Majesty the King:

"With my humble duty to Your Majesty, I have with heartfelt sorrow to inform you that the life of His Excellency Lord Tweedsmuir, the Governor General, came to its earthly close shortly after seven o'clock tonight.

"May I be permitted to express to Your Majesty my profound sympathy in the loss of one who was deeply devoted to his Sovereign and who, in every thought, word and deed, was loyal to the great trust committed to his charge."

Reply cabled by His Majesty the King:

"I thank you for your kind telegram on the very sad occasion of the death of Lord Tweedsmuir while holding the office of my representative in Canada. I share the grief which I know will be felt throughout the Dominion whose welfare he had so much at heart and to whose service he devoted himself in the face of illhealth with unfailing energy and courage. "

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C231804

G-200
V.14

Items for Release to the Press

1. At 10.15 p.m. the Chief Justice of Canada, the Right Honourable Sir Lyman P. Duff, took the oaths of office as Administrator of the Government of Canada, at his residence in Ottawa, and immediately thereafter issued his proclamation announcing his assumption of office.

The oaths of office were administered by Mr. H. W. Lothrop, Acting Clerk of the Privy Council, in the presence of the Right Honourable the Prime Minister of Canada, the Under-Secretary of State, Dr. E. H. Coleman, K.C., the Principal Secretary to the Prime Minister, Mr. A. D. P. Heeney, and the Assistant Secretary to the Governor General, Mr. F. L. C. Pereira.

2. A period of public mourning was prescribed for seven days, from tonight.

3. It is expected that the body of the late Lord Tweedsmuir will arrive in Ottawa by special train at about ~~ten~~ twelve o'clock noon on Tuesday ~~morning~~. It will then be conveyed to the Centre Block of the Parliament Buildings. Arrangements are being made for lying in state in the Senate Chamber on Tuesday at hours to be announced later.

4. A state service will be held at ~~eleven~~ 2.30 o'clock on Wednesday ~~morning~~ at St. Andrew's Church, Ottawa. Details will be announced later on.

5. The body will be conveyed to the railway station. Interment to take place in Great Britain.

afternoon

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Bordan, John
Election - Gen. Elec. 1940 Campaign 1940
Governor - Gen.

E786

C231805

Ottawa, February 12th, 1940.

MEMORANDUM FOR THE PRIME MINISTER:

Re: Death of the Governor General - Political Activities.

It was announced by the Prime Minister that his own broadcast, fixed for Wednesday evening, had been cancelled and that, for the present, political broadcasts and speeches by Ministers would be suspended.

Enquiries are being received as to what should be done concerning local meetings, conventions and such like, which have already been arranged in advance, and cancellation of which would be difficult; in some cases impossible.

The National Liberal Federation have already replied to certain enquiries of this kind, directing that such meetings should proceed, if cancellation would lead to confusion.

A. D. P. H.

AH/R

A D P Heeney

brought over
Gov
K.14

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PRESS RELEASE

February 12, 1940

C231805

WASHINGTON, D.C.
February 11, 1940

Hon. William Lyon Mackenzie King,
Prime Minister of Canada,
Ottawa, Ont.

In Lord Tweedsmuir's untimely death Canada has suffered a great loss and in the name of the government and the people of the United States I send you a message of deepest sympathy. It was my privilege to know Lord Tweedsmuir and to admire him as a public spirited official, an outstanding figure in the field of letters, and a warm personal friend. His death has filled me with sadness.

Cordell Hull.

Ottawa, February 12, 1940

The Honourable Cordell Hull,
Secretary of State,
Washington, U.S.A.

My colleagues and I deeply appreciate your message of sympathy sent in the name of the government and people of the United States. Our appreciation of its words will be shared in equal measure by the people of the Dominion. Canadians and Americans alike have lost a great man who nobly enriched our common literature and dedicated so much of his life to the strengthening of our mutual friendship. Your own personal sorrow reveals the place Lord Tweedsmuir came to have in the hearts of those of your countrymen who were privileged to enjoy his friendship. The personal regard which he had for you was very deep indeed. It is a consolation to recall at this time the close friendship Lord Tweedsmuir enjoyed with the President and yourself and the many occasions on which, in the happiest ways, it entered into our conversations.

W. L. Mackenzie King,
Prime Minister.

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PRESS RELEASE February 12, 1940

Translation of a telegram received from His Excellency Count Ciano, Minister for Foreign Affairs, Rome, Italy:

Rome, Feb. 12, 1940

His Excellency Mackenzie King,
Prime Minister, Ottawa.

In the name of the Fascist Government and personally in my own name permit me to express to you our profound sorrow in the sad and unexpected passing of Governor General Lord Tweedsmuir.

CIANO

Ottawa,
February 12, 1940

His Excellency Count Ciano,
Minister for Foreign Affairs,
Rome, Italy.

I have just received Your Excellency's message expressing in the name of the Italian Government and yourself profound sorrow in the death of Canada's Governor General Lord Tweedsmuir. The Canadian people will be deeply appreciative of the sympathy thus expressed on behalf of the people of Italy in the passing of one who had been nurtured in the high tradition of classical culture. I am immediately transmitting a copy of your telegram to Her Excellency The Lady Tweedsmuir. May I offer my personal thanks for the expression to myself of your personal sorrow.

W. L. Mackenzie King
Prime Minister.

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ODS/ET
13 Feb.1940

C231808

MEMORANDUM FOR THE PRIME MINISTER:

I enclose two copies of a telegram just received from Mr.Massey as to a memorial service for the Governor-General in Westminster Abbey. I have not sent it to Government House.

O.D.S.

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COLOURED PAPER
PAPIER DE COULEUR

TELEGRAM

C231809

From THE HIGH COMMISSIONER FOR CANADA IN GREAT BRITAIN

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA
FOR: THE RIGHT HONOURABLE THE PRIME MINISTER

LONDON, February 13th, 1940.

IMMEDIATE

CODE

Have tentatively arranged memorial service for Governor General in Westminster Abbey next week, probably Monday.

Have consulted John Buchan who approves plan and suggests that Dr. Archibald Fleming of St. Columba Church should be invited to take part in service.

Would be glad to learn whether this plan meets with your approval and that of Lady Tweedsmuir.

As it is important to get arrangements under way at once would appreciate reply today.

MASSEY

Received Ottawa 10.05 a.m.

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C231810

DEPARTMENT OF NATIONAL DEFENCE

OTTAWA, Ontario,
13th February, 1940.

Order by the Adjutant-General., No. - ---4----
1940

FUNERAL

1. The funeral of His Excellency the late Governor-General, and Commander in Chief of the Dominion of Canada, the Right Honourable Baron Tweedsmuir of Elsfield, G.C.M.G., C.H., will take place at Saint Andrews Presbyterian Church, Wellington Street, Ottawa, at 1430 hours on Wednesday, the 14th day of February, 1940.

2. The Ceremony will be a State Funeral with units of the Royal Canadian Naval Volunteer Reserve, the Canadian Active Service Force, the Non-Permanent Active Militia, the Royal Canadian Air Force and the Royal Canadian Mounted Police taking part.

CEREMONY

3. The Ceremony will be divided into three phases.

4. PHASE I.

Move from Parliament Buildings to the Church.

(a) Order of March.

Commander, Col. C.B. Topp, DSO. MC.

Adjutant.

P.L.D.G. (dismounted)

G.G.F.G. with King's and Regimental Colours
(less Leading Detachment and Rear Party)

C.H. of O. (MG) with King's and Regimental Colours.

N.D.H.Q. Composite Unit.

Ottawa Garrison Composite Unit.

Royal Canadian Air Force Contingent.

Leading Detachment (G.G.F.G.)

Bands. G.G.F.G.
R.C.A.F.

Hearse

Bearers

Honorary Aides-de-Camp

Insignia Bearer (Commander E. Sherwood R.C.N. ADC.)

Rear Party.

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(b) Time - Units will be in position at 1330 hours see Appendix "A".

(c) Route - Main Entrance of Parliament Buildings - West Block - Central Gates - WEST on Wellington Street - St. Andrews Church.

(d) The Escort, etc., will move clear of the entrance to the church and halt when the hearse is opposite it.

5. PHASE II

Church Service -

While the service is in progress the troops detailed in 4(a) will march WEST on Wellington St., wheel about, march EAST until they reach the positions as in Appendix "B", ready for the move to the Union Station.

6. PHASE III

Move from Church to Union Station

(a) Order of March.

As in 4(a) with following changes:

In place of the Hearse, the R.C.N.V.R. will provide a Gun Carriage and three Companies to convey the body to the Station.

The following will join the procession taking position in the following order immediately after the Insignia Bearer:

Chief Mourners
Mourners holding Official Appointments (in motor cars)
Mourners in uniform, moving on foot and in order of seniority, regardless of service to which they belong.
Mourners not in uniform.

The Rear Party will follow the Mourners not in uniform and move on orders from a Staff Officer, Capt. Smith.

(b) Time - Units as above will be in position at end of service 1505 hours (approx.) see Appendix "B".

(c) Route - St. Andrews Church - EAST on Wellington St. - NORTH of War Memorial - SOUTH on Sussex St. - Union Station.

(d) The Escort (less G.G.F.G.) will march EAST on Besserer St. and then return to barracks under orders of the Commander of the Parade.

(e) G.G.F.G. will leave the Escort outside the Station, halt and form up facing the Entrance.

When the coffin is removed from the Carriage the G.G.F.G. will give the Royal Salute.

SALUTE

7. Nineteen minute guns will be fired by 2nd.(Ottawa) Fd. Bty.(How.) R.C.A., C.A.S.F., commencing when the coffin leaves the Church.

Officer Commanding 2nd. Field Battery will arrange communication between Gun Position, Parliament Hill, and the Staff Officer at Church.

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BEARERS 8. Bearers will be provided as follows:

R.C.N. Two
C.A.S.F. Two
R.C.A.F. Two
R.C.M.P. Two

To be under command 2/Lt. Eardly Wilmot G.G.F.G., and will report to that officer at the Senate Chamber, Parliament Buildings, at 1315 hours.

LINING THE STREETS 9. The Ottawa Garrison Composite Unit will be responsible for lining both sides of Wellington St. from Bank to Kent, and WEST of the Church, from 1400 hours to after the procession has moved off.

10. The R.C.A.F. are lining the passages of the Parliament Buildings and the vicinity of the Main Entrance, from 1330 hours to 1430 hours. The R.C.A.F. are also lining both sides of Wellington Street from the Chateau Laurier SOUTH on SUSSEX ST. into the Station, and to the train, from 1445 hours to after the train has left.

MARKERS 11. Two markers from each unit will report to Captain Tachereau, at Main Entrance of Parliament Buildings at 1300 hours, and bring a copy of the unit parade state.

DRESS 12. Units which carry arms will do so.
Units which wear side arms will do so.
All Units will maintain uniformity of dress.
Other ranks will wear- Winter Dress - Caps Winter, Melton Cloth, or Yukon pattern.

Officers parading with units will conform thereto, and wear mourning.
Officers attending individually, will wear Great Coats, Mourning Bands, and carry sticks. Headdress optional.

MEDICALS 13. Commandant, Ottawa Garrison, will arrange for -

(a) A Medical Detachment to accompany the Saluting Battery.

(b) One Medical Detachment with Ambulance to be available at the M.T. Garage on call. Telephone 2-8211 Local 2776.

DUTIES 14. The following officers will be on duty with the Procession:

Staff Officer

Major W. N. Bostock, R.C.E., C.A.S.F.

Officers on duty

Lieut. F. H. Sherwood R.C.N.V.R.

Lt.-Col. R.B. Pritchard, E.D.,R.C.A.S.C.,CASF
Major E. Anglin, G.G.F.G.
Captain G.N.C. Smith, R.C.E., C.A.S.F.
Capt. C. C. Tachereau, Regt. de la Chaud.(Mit.) C.A.S.F.

Wing Commander G. A. Mercer, R.C.A.F.

15. ACKNOWLEDGE.

Time of issue

F. Logie Armstrong
Brigadier
Major-General
Adjutant-General.

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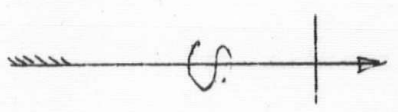
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APPENDIX "A"

LEGEND.

O BEARERS (HONORARY A.D.C.
INSIGNIA BEARERS
oHONORARY AIDES.



NOT TO SCALE

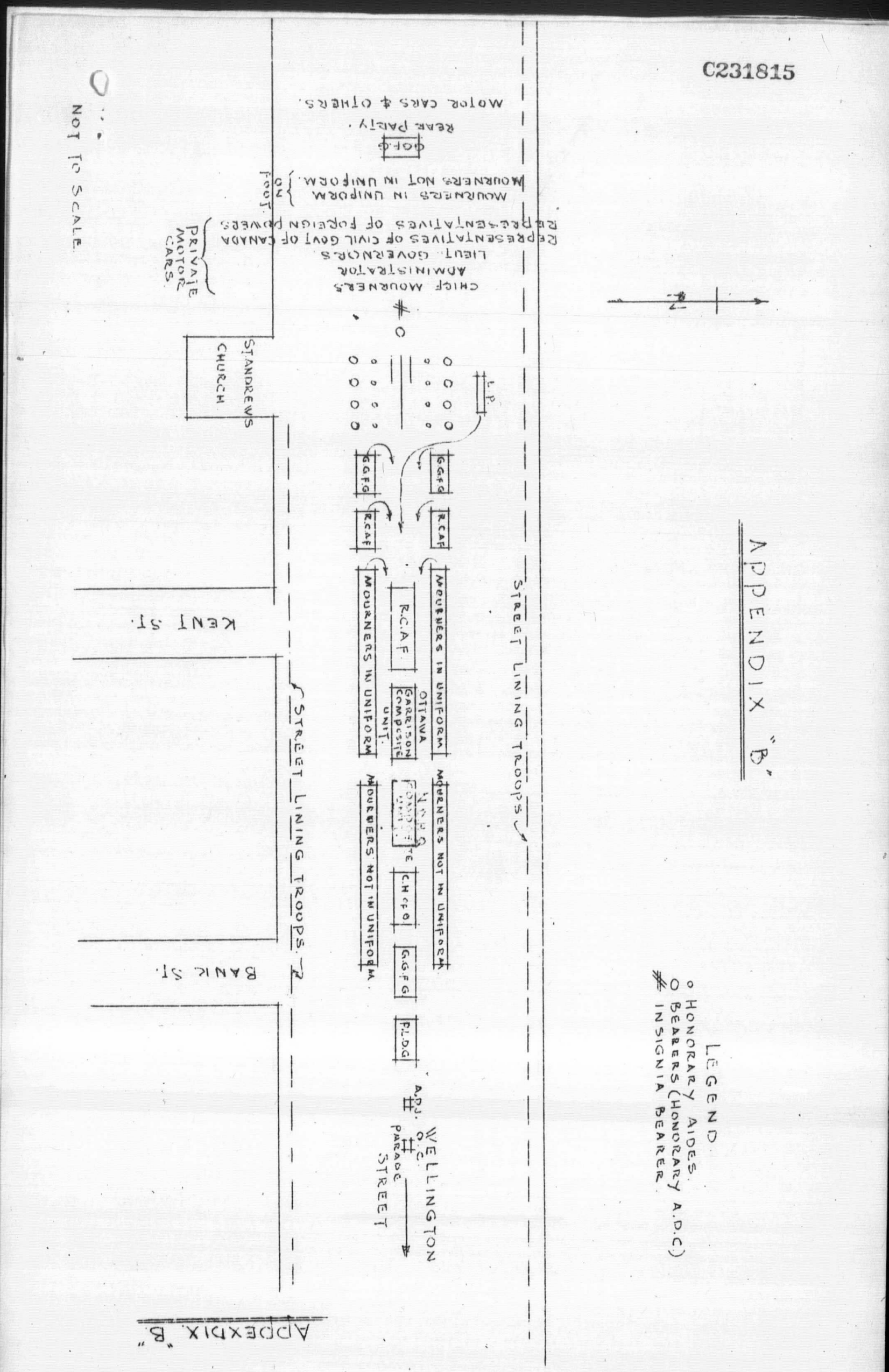
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APPENDIX "B"



APPENDIX "B"

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Just G. de Celeman
14-2-40

C231816

WJT/PM
14.2.40

Memorandum

During the course of the morning official Ottawa continued to pay their last respects to the late Lord Tweedsmuir. The Apostolic Delegate and other members of the clergy visited the Senate Chamber at eleven o'clock, followed later on by the Diplomatic Corps, the High Commissioners and representatives of foreign countries generally. Lieutenant Governors and other provincial representatives were also on hand. The last person to pay his respects was the Prime Minister, who visited the Senate Chamber alone shortly after twelve-thirty. The Prime Minister had been the first person to greet Lord Tweedsmuir on his arrival in Canada, and read the official Address of Welcome to him in the legislative chamber at Quebec. Apart from his official relations with the late Lord Tweedsmuir, the Prime Minister had been a close personal friend for many years, dating back over thirty years, when as Deputy Minister of Labour, Mr. King visited London. The last published book by the late Lord Tweedsmuir, "Augustus", bears the dedication, "To my friend, William Lyon Mackenzie King, four times Prime Minister of Canada."

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This copy for Mr Heeney.
Original + 1 copy sent to L.H.
WLMK.

13.2.40
WLMK.
10.30pm.

C231817

4-000
V-14

Funeral of the late Lord Tweedsmuir

Wednesday, February 14

St. Andrews Presbyterian Church

2:15 P.M. Arrive St. Andrews Church
Wellington Street entrance

(Police will direct Lay as to parking)

Enter church and proceed to pew No. 34
Prime Minister will share pew with Administrator.

2:30 P.M Funeral Service begins.

Copies of Printed Form of Service will be placed in pew.

Service will last approx. 40 mins.

After Service:

With Administrator, follow behind G. H. family mourners down aisle.

Enter motor car, which during service will be directed by Police into position for procession behind Administrator's car.

At Besserer Street station, entrance leave motor car, follow Administrator and G. H. family mourners up railway platform to stand and witness movement of casket to train.

(Shake hands with Hon. Alistair Buchan who will depart on train) - (suggest to him WLMK)

Prime Minister's car will be parked few paces from Besserer St. exit of station, ready for departure.

-- Ticket of admission to church is attached, in envelope from State Department.

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13.2.40
W.H.M.
10:30 P.M.

C231818

Funeral of the late Lord Tweedsmuir

Wednesday, February 14

St. Andrews Presbyterian Church

2:15 P.M. Arrive St. Andrews Church
Wellington Street entrance

(Police will direct Lay as to parking)

Enter church and proceed to pew No. 34
Prime Minister will share pew with Administrator.

2:30 P.M Funeral Service begins.

Copies of Printed Form of Service will be placed in pew.

Service will last approx. 40 mins.

After Service:

With Administrator, follow behind G. H. family mourners down aisle.

Enter motor car, which during service will be directed by Police into position for procession behind Administrator's car.

At Besserer Street station entrance, leave motor car, follow Administrator and G. H. family mourners up railway platform to stand and witness movement of casket to train.

(Shake hands with Hon. Alistair Buchan who will depart on train) - (suggestion W.L.M.K.)

Prime Minister's car will be parked few paces from Besserer St. exit of station, ready for departure.

-- Ticket of admission to church is attached, in envelope from State Department.

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COMMUNIQUE AUX JOURNAUX
PRESS RELEASE

le 14 février 1940
February 14,1940

File

Messages of sympathy on the passing of Lord Tweedsmuir have been received today from the following:

On a reçu aujourd'hui des messages de sympathie à l'occasion du décès de Lord Tweedsmuir de:

Nicholas G. Tserepis, Consul general of Greece

Harry Naganobu, President, Japanese Canadian Citizens League

The Chief and Councillors of the Six Nations Indians of the Grand River

Order of the Sons of Italy

The Alberta Dairy Men's Association

Société des Canadiens-français du Manitoba.

Sir Edward Harding, High Commissioner of the United Kingdom in South Africa

Sir William Clark, former High Commissioner of the United Kingdom in Canada

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Mary Grant called me to see if I
would go to St Andrews with
her on the following day – Feb. 4th
I said I would gladly if we
did not go to Kingsmere in the
forenoon – Tho' I did not tell her
the reason – as we did not go
until after lunch. I telephoned
that I would meet her at the
corner of Bank & Spark. – On
the same train were the new
Dutch Minister & his wife who
are Protestant & go to the Pres. Ch.
There was a splendid congregation
& the warm wintry sunshine
poured thro' the stained glass
windows on the red carpets
& rich wood work – I felt a
great sense of peace & rest.
I enjoyed the service, the
opening hymn, the prayer, for
others, & then I saw a quiet-
little figure go up alone to the
reading desk & open the Bible
so as we would find the first lesson

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C231821

The 121st Psalm - I suppose next to the 23rd. it - is the best known. It was Lord Tweedsmuir, who then read the few verses - My thoughts instantly flew to Scotland. to the Pentland Hills. the Tweed & the little home at Peebles - and I had the most certain conviction that his thoughts were there also - The second reading was a part of the Epistle of Jude - Ending with the lovely benediction "Now unto Him who is able to keep you &c. &c. Then the Children's hymn was sung in which all joined - "We are but little Children weak - not born to any high estate - &c The little children went into the Sunday School room - I had a strange feeling as I watched the Grown-ups - a General - a doctor - the Dutch Premier - all join in this of what true humility meant - I did not look at the Governor General but I did notice how

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closely be followed in everything
Item for the Offertory: Handel's
"Come unto me all ye that labor
and are heavy-laden
And I will give you rest" —
was beautifully & quietly sung
After the Sermon which was
beautiful in every word &
inflection of the voice we
sang the 121st Psalm —
I to the hills will lift mine eyes
and we sung it — to the tune
"French".
In a minute the closing
words of Anna Buchan's
book "The Lotus" came like
a flash — the old Minister
who was Lord T.'s father, is
visiting a family whose son
had been killed in the war.
He himself having lost his
young son. & the closing words
of the book are — we will sing
the 23rd Psalm — The tune is French

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I see, even then & there C231823
was a flash from the
other world — the father's
turn — the Son's last reclu
united in Spirit —
The Governor walked quietly
out: frail. White. alone —
a look on his face that
will always remain in
my memory — Often he died
Mary Grant asked me had
I noticed his face — so other
had seen it.
none of us saw him
again — it was his
last appearance — and
I am sure he was not
far from his own people
— his father: his mother
and the young brother

Feb 15 - 40

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C231824

OFFICE OF THE PRIME MINISTER

MEMORANDUM

JAG/MS
16.2.40

FOR THE PRIME MINISTER:

-- The attached copy of the Order of Service used at University of Toronto on February the 14th has been forwarded by Mr. F. L. C. Pereira who mentions that a number of copies had been forwarded to the Governor General's Secretary's office. He thought the Prime Minister might wish to have a copy to keep among his papers.

A. D. P. H.

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C231825

ORDER OF SERVICE

to be used in
the Convocation Hall of the University of Toronto
on Wednesday, 14th of February, 1940, at 2.30 p.m.
in dutiful memory of
our late Governor-General,

The Right Honourable Baron Tweedsmuir of Elsfield,

P.C., G.C.M.G., G.C.V.O., C.H., LL.D.

Born—26th August, 1875
Assumed Office—2nd November, 1935
Died—11th February, 1940

"The souls of the righteous are in the hand of God"

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C231826

¶ *When all have taken their places, the whole congregation shall sing the hymn:*

O God, our help in ages past,
Our hope for years to come,
Our shelter from the stormy blast,
And our eternal home!

Beneath the shadow of Thy throne
Thy saints have dwelt secure;
Sufficient is Thine arm alone,
And our defence is sure.

Before the hills in order stood,
Or earth received her frame,
From everlasting Thou art God,
To endless years the same.

A thousand ages in Thy sight,
Are like an evening gone;
Short as the watch that ends the night
Before the rising sun.

Time, like an ever-rolling stream,
Bears all its sons away;
They fly, forgotten, as a dream
Dies at the opening day.

O God, our help in ages past,
Our hope for years to come;
Be Thou our guard, while troubles last,
And our eternal home. *Amen.*

¶ *The Minister shall say these sentences, the congregation standing:*

I am the resurrection and the life, saith the Lord; he that believeth in me, though he were dead, yet shall he live: and whosoever liveth and believeth in me shall never die.

Let not your heart be troubled: ye believe in God, believe also in me. In my Father's house are many mansions.

Whether we live, we live unto the Lord; and whether we die, we die unto the Lord: whether we live, therefore, or die, we are the Lord's.

I have fought the good fight, I have finished my course, I have kept the faith: henceforth there is laid up for me a crown of righteousness, which the Lord, the righteous judge, shall give me at that day.

We brought nothing into this world, and it is certain we can carry nothing out. The Lord gave and the Lord hath taken away; blessed be the name of the Lord.

¶ *The Minister and the congregation, all standing, shall read responsively Psalm 23:*

1. The Lord is my shepherd; I shall not want.
2. He maketh me to lie down in green pastures: he leadeth me beside the still waters.
3. He restoreth my soul: he leadeth me in the paths of righteousness for his name's sake.
4. Yea, though I walk through the valley of the shadow of death, I will fear no evil: for thou art with me; thy rod and thy staff they comfort me.
5. Thou preparest a table before me in the presence of mine enemies: thou anointest my head with oil; my cup runneth over.
6. Surely goodness and mercy shall follow me all the days of my life: and I will dwell in the house of the Lord forever.

Glory be to the Father, and to the Son, and to the Holy Ghost;
As it was in the beginning, is now and ever shall be: world without end. *Amen.*

¶ *Then shall the lessons be read, all being seated:*

II Corinthians 4: 16-5: 10.

Revelation 21: 1-7.

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C231827

¶ *Here shall follow the address by the President of the University.*

¶ *The choir shall sing the anthem, the congregation remaining seated:*

I heard a voice from heaven, saying unto me, Write, From henceforth blessed are the dead which die in the Lord: Even so, saith the Spirit, for they rest from their labours.

¶ *Then, all kneeling, the following prayers shall be said, the Lord's Prayer to be said by all:*

OUR FATHER who art in heaven, Hallowed be thy Name, Thy kingdom come, Thy will be done, in earth as it is in heaven. Give us this day our daily bread; And forgive us our trespasses, As we forgive them that trespass against us; And lead us not into temptation, But deliver us from evil. For thine is the kingdom, the power, and the glory, For ever and ever. *Amen.*

ALMIGHTY GOD, with whom do live the spirits of them that depart hence in the Lord, and with whom the souls of the faithful, after they are delivered from the burden of the flesh, are in joy and felicity: We give thee thanks that it hath pleased thee to deliver thy servant, John Buchan, Baron Tweedsmuir, our beloved Governor-General, out of the miseries of this sinful world; beseeching thee that it may please thee, of thy gracious goodness, shortly to accomplish the number of thine elect, and to hasten thy kingdom; that we, with all those that are departed in the true faith of thy holy Name, may have our perfect consummation and bliss, both in body and soul, in thy eternal and everlasting glory; through Jesus Christ our Lord. *Amen.*

O MERCIFUL GOD, the Father of our Lord Jesus Christ, who is the resurrection and the life; in whom whosoever believeth shall live, though he die; and whosoever liveth, and believeth in him, shall not die eternally; who also hath taught us (by his holy Apostle Saint Paul) not to be sorry, as men without hope, for them that sleep in him: We meekly beseech thee, O Father, to raise us from the death of sin unto the life of righteousness; that, when we shall depart this life, we may rest in him, as our hope is this thy servant doth; and that, at the general Resurrection in the last day, we may be found acceptable in thy sight, and receive that blessing, which thy well-beloved Son shall then pronounce to all that love and fear thee, saying, Come, ye blessed children of my Father, receive the kingdom prepared for you from the beginning of the world: Grant this, we beseech thee, O merciful Father, through Jesus Christ, our Mediator and Redeemer. *Amen.*

ALMIGHTY GOD, Father of all mercies and giver of all comfort: Deal graciously, we pray thee, with all who are bereaved, especially with the members of thy servant's family; that casting all their care on thee, they may know the consolation of thy love, and may meet the days to come with steadfastness and patience, not sorrowing as those without hope, but in thankful remembrance of thy goodness in past years, and in the sure expectation of a joyful reunion in the heavenly places. All this we ask in the name of Jesus Christ our Lord. *Amen.*

ALMIGHTY and ever-living God, we bless thy holy name for all thy servants departed this life in thy faith and fear, called from the life of trial to the life of rest and joyous service; beseeching thee to give us grace so to follow their good examples, that, with them, we may be partakers of thy heavenly kingdom. More especially do we thank thee for thy servant, Lord Tweedsmuir, whom we trust to thy gracious keeping. Grant us grace that our hearts and minds may be so moved by the remembrance of his long and manifold labours in the service of his King, his country and mankind, begun, continued and ended in thee, that we fail not to learn the lessons which thou teachest thy faithful people by the lives of those who love and serve thee; Through him who hath brought life and immortality to light, Jesus Christ, our only Lord and Saviour. *Amen.*

THE grace of our Lord Jesus Christ, and the love of God, and the fellowship of the Holy Ghost, be with us all evermore. *Amen.*

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C231828

¶ *The whole congregation shall sing the hymn:*

Unto the hills around do I lift up
  My longing eyes,
O whence for me shall my salvation come,
  From whence arise?
From God the Lord doth come my certain aid,
From God the Lord, Who heaven and earth hath made.

He will not suffer that thy foot be moved:
  Safe shalt thou be.
No careless slumber shall His eyelids close,
  Who keepeth thee.
Behold our God, the Lord, He slumbereth ne'er,
Who keepeth Israel in His holy care.

Jehovah is Himself thy keeper true,
  Thy changeless shade;
Jehovah thy defence on thy right hand
  Himself hath made.
And thee no sun by day shall ever smite,
No moon shall harm thee in the silent night

From every evil shall He keep thy soul,
  From every sin;
Jehovah shall preserve thy going out,
  Thy coming in.
Above thee watching, He Whom we adore
Shall keep thee henceforth, yea, for evermore.

Amen.

¶ *The organist shall play the Dead March in "Saul", all standing.*

¶ *Then shall be sung the first and third verses of the National Anthem:*

God save our gracious King,
Long live our noble King,
  God save the King!
Send him victorious,
Happy and glorious,
Long to reign over us;
  God save the King!

Thy choicest gifts in store
On him be pleased to pour,
  Long may he reign.
May he defend our laws,
And ever give us cause
To sing with heart and voice
  God save the King!

¶ *The Benediction shall be pronounced.*

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C231[illegible] re Lord T.

February 16, 1940

For the Prime Minister:

Dr. Coleman telephoned from Halifax to say that they had arrived at two o'clock and that they were met by the Administrator of the Government, Premier MacDonald, and the Mayor of Halifax, and the Chiefs of the naval, military and air forces.

They proceeded on board and the observances were concluded by about 2:20. The whole ceremonial was very simple but very dignified, and all the local arrangements were carried out ~~in admirable fashion~~.

Dr. Coleman mentioned that they would be leaving for Ottawa later this afternoon and expected to be in Ottawa tomorrow evening.

Message telephoned by
Mr. J. A. Gibson
1:55 p.m.

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GOVERNMENT HOUSE,
OTTAWA.

C231830

February 16, 1940

I am desired by Her Excellency to thank you for your kind message of sympathy which you have sent to her and her family, and also for the beautiful flowers which you sent to the Governor General.

Joan Pope
Lady-in-Waiting

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16.2.40

4-300
V-14

Memorandum

Death of Lord Tweedsmuir

Government wreath

The Prime Minister's suggestion that the members of the Cabinet may wish to share with him the cost of the government wreath has been conveyed to each member of the Cabinet.

The total cost was $100. This, divided by sixteen indicates a contribution by the Prime Minister and by each member of the Cabinet, of $6.25.

I have suggested that each minister send me his cheque.

A. D. P. H.

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OFFICE OF THE PRIME MINISTER

MEMORANDUM

February 17, 1940

For Mr. Heeney:

I have discussed the attached with Colonel Ackland, Cable Censor in the absence of Colonel Murray, and with Mr. Hanratty, Press Censor.

Under censorship regulations, press correspondents are not required to file stories, but instead, voluntarily conform to instructions issued from time to time. So far as known, no story has been issued covering the despatch of the ashes of the late Lord Tweedsmuir by convoy. On the other hand, a story might have been sent to England on this, and unless there was some mention of a probable date of despatch, there would be no objection to the mention of the term convoy. A little more latitude is shown on press despatches to Great Britain because of the censorship instituted over there, and which covers incoming material as well as that originating in the country.

I have suggested that the press censors and cable censors get together to see if there is any lack of co-ordination. Perhaps Mr. Massey might be asked to see if British papers actually carried the story to the effect that a convoy would be used, and if so, he might be able to find out the source of the information.

W. J. T.

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OFFICE OF THE PRIME MINISTER

MEMORANDUM

February 17, 1940

For Mr. Heeney:

C231832

I have discussed the attached with Colonel Ackland, Cable Censor in the absence of Colonel Murray, and with Mr. Hanratty, Press Censor.

Under censorship regulations, press correspondents are not required to file stories, but instead, voluntarily conform to instructions issued from time to time. So far as known, no story has been issued covering the despatch of the ashes of the late Lord Tweedsmuir by convoy. On the other hand, a story might have been sent to England on this, and unless there was some mention of a probable date of despatch, there would be no objection to the mention of the term convoy. A little more latitude is shown on press despatches to Great Britain because of the censorship instituted over there, and which covers incoming material as well as that originating in the country.

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W. J. T.

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C231833

MOST SECRET

Ottawa, February 17th, 1940.

MEMORANDUM FOR THE PRIME MINISTER:

Attached is a report from the Deputy Chief of the Naval Staff, regarding the sailing, from Halifax, and expected arrival at Devenport, on February the 26th.

This word has been passed on to Sir Shuldham Redfern, and Mr. Massey will, of course, obtain it from the Admiralty in London.

Sir Shuldham told me, this morning, that the Honourable Alistair Buchan had written a letter to his brother, the present Lord Tweedsmuir, which went by the same ship as the remains, informing him of the Lady Tweedsmuir's wishes, in detail. The cable to Mr. Massey regarding the meeting of the ship, went forward yesterday morning.

A. D. P. H.

AH/R

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MOST SECRET

Ottawa, February 17th, 1940.

MEMORANDUM FOR THE PRIME MINISTER:

Attached is a report from the Deputy Chief of the Naval Staff, regarding the sailing, from Halifax, and expected arrival at Devonport, on February the 26th.

This word has been passed on to Sir Shuldham Redfern, and Mr. Massey will, of course, obtain it from the Admiralty in London.

Sir Shuldham told me, this morning, that the Honourable Alistair Buchan had written a letter to his brother, the present Lord Tweedsmuir, which went by the same ship as the remains, informing him of the Lady Tweedsmuir's wishes, in detail. The cable to Mr. Massey regarding the meeting of the ship, went forward yesterday morning.

A.D.P.H.

A. D. P. H.

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C231735

CANADA

Department of National Defence
(NAVAL SERVICE)

QUOTE NO.

MOST SECRET

Ottawa, Canada,
February 17th, 1940.

MEMORANDUM TO THE PRIME MINISTER.

H.M. Cruiser with ashes of late Governor General of Canada has sailed from Halifax and expects to arrive Devonport 26th February.

(L. W. MURRAY),
CAPTAIN, R.C.N.,
Deputy Chief of the Naval Staff.

Nat. Def. A 168a

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OFFICE OF THE PRIME MINISTER

MEMORANDUM

Re: Death of Lord Tweedsmuir

FOR THE PRIME MINISTER:

The attached replies to messages of sympathy received from

~~Sir~~ Henry Morgenthau, Jr.,
Sir Frederick Sykes
Lord Bedisloe,
Rev. Stuart C. Parker, D.D.,
Honourable D. C. Roper

have been drafted by Colonel Osborne.

If the Prime Minister will kindly sign the replies and have the papers returned to the East Block, copies of the incoming telegrams will be made and the originals then returned to Laurier House for file.

A. D. P. H.

February 19, 1940

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OFFICE OF THE PRIME MINISTER C231837

MEMORANDUM

FOR THE PRIME MINISTER:

The attached replies to messages of sympathy received from

Hon. Henry Morgenthau, Jr.,
Sir Frederick Sykes
Lord Bledisloe,
Rev. Stuart C. Parker, D.D.,
Honourable D. C. Roper

have been drafted by Colonel Osborne.

If the Prime Minister will kindly sign the replies and have the papers returned to the East Block, copies of the incoming telegrams will be made and the originals then returned to Laurier House for file.

A. D. P. H.

February 19, 1940

Signed Feb. 24 1940

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C231838

SECRET

Ottawa, February 19th, 1940.

MEMORANDUM FOR THE PRIME MINISTER:

The attached memorandum from Dr. Coleman describes the carrying out of the arrangements for the conveying of the Governor General's remains to Halifax, and on board H.M.S. "Orion", for transport to the United Kingdom.

Regarding Dr. Coleman's suggestion that the Prime Minister write a personal note to Admiral Bonham-Carter, R.N., I am having something drafted which will be sent to Laurier House, shortly.

Dr. Coleman's memorandum appears to me to be admirably expressed and it occurs to me that Mr. King might wish to have a copy sent to Sir Shuldham Redfern, for communication to the Lady Tweedsmuir. If so, will the Prime Minister please so direct?

A. D. P. H.

AH/R

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SECRET Ottawa, February 19th, 1940.

MEMORANDUM FOR THE PRIME MINISTER:

The attached memorandum from Dr. Coleman describes the carrying out of the arrangements for the conveying of the Governor General's remains to Halifax, and on board H.M.S. "Orion", for transport to the United Kingdom.

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Dr. Coleman's memorandum appears to me to be admirably expressed and it occurs to me that Mr. King might wish to have a copy sent to Sir Shuldham Redfern, for communication to the Lady Tweedsmuir. If so, will the Prime Minister please so direct?

A. D. P. H.

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C231839

SECRET

Ottawa, February 19th, 1940.

G-200
V.14

MEMORANDUM FOR THE PRIME MINISTER:

The attached memorandum from Dr. Coleman describes the carrying out of the arrangements for the conveying of the Governor General's remains to Halifax, and on board H.M.S. "Orion", for transport to the United Kingdom.

Regarding Dr. Coleman's suggestion that the Prime Minister write a personal note to Admiral Bonham-Carter, R.N., I am having something drafted which will be sent to Laurier House, shortly.

Dr. Coleman's memorandum appears to me to be admirably expressed and it occurs to me that Mr. King might wish to have a copy sent to Sir Shuldham Redfern, for communication to the Lady Tweedsmuir. If so, will the Prime Minister please so direct?

A. D. P. H.

Please have a copy of this made for Lady Tweedsmuir - also a copy for keeping in Prime Minister's Office - Please retain the original for our papers re Lord Tweedsmuir at Laurier House

W.L.M.K.

Please phone Dr. Coleman also kindly
24-2-40. ask if a list of Members for an Orgn Mtg
a recent circular & form letter is avail

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ATM

C231840

DEPARTMENT OF THE SECRETARY OF STATE
OF CANADA

CONFIDENTIAL MEMORANDUM

FOR THE RIGHT HONOURABLE THE PRIME MINISTER :

The special train left Ottawa at 9.00 a.m., Thursday, February 15th. There were three cars,-the two cars which are provided for the use of the Governor General and official car No. 102, of the Minister of National Defence.

There were on board Commander Edson Sherwood, A.D.C., representing the family, the Honourable J. L. Ilsley, Minister of National Revenue, the Honourable Angus L. Macdonald, Premier of Nova Scotia, Rear Admiral P. W. Nelles, Chief of the Naval Staff, and E. H. Coleman, the Under Secretary of State.

The train did not go into Bonaventure Station in Montreal but was taken to a siding near St. Henri. When the train arrived at the siding, the Canadian National private car "Bonaventure", which had been used to bring the casket from Montreal to Ottawa and from Ottawa to Montreal, was already in place. The Urn had been taken on board the "Bonaventure" by the undertaker and was placed on a draped table in the sitting room of the private car. The paper wrapping was removed, in the presence of the officials already mentioned, and uncovered a wooden chest about twenty inches long, ten inches wide and ten inches high. In the "Bonaventure" there was only the railway attendant for that car but,

at ---

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C231041

DEPARTMENT OF THE SECRETARY OF STATE
OF CANADA

at my suggestion, the Canadian National arranged to have a railway police officer remain in the train for the entire trip. The railway police officer and the car attendant maintained a constant vigil over the Urn.

After leaving Ottawa, I consulted Mr. Ilsley and Mr. Macdonald and sent a secret telegram to the Deputy Provincial Secretary of Nova Scotia, Mr. A. S. Barnstead, suggesting that he have the Administrator of the Government, Sir Joseph Chisholm and the Mayor of Halifax, Mr. Mitchell, present on the platform on the arrival of the train. I suggested that he keep in touch with the naval officers and with the railway officials.

At my suggestion, shortly before the train arrived at Halifax, the servants in the Governor General's cars, who were greatly attached to him, were given the privilege of going into the funeral car and paying their last respects.

The special train reached Halifax precisely at 2.00 p.m. on Friday, the 16th February. The Administrator, Sir Joseph Chisholm, was attended by his A. D. C., Colonel Almon, and the Mayor of Halifax, the Deputy Provincial Secretary and the City Clerk were also on the station platform. At my suggestion, Admiral Nelles had communicated with the Naval Headquarters in Halifax and had arranged that the Admiral

of ---

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C231012

DEPARTMENT OF THE SECRETARY OF STATE
OF CANADA

of the Royal Navy, Admiral Bonham-Carter; the Commander of the Halifax Naval Base, Captain Read; the Commander of the Canadian Destroyers, Commander Jones; the District Officer Commanding; the Senior Air Officer; and the local head of the Royal Canadian Mounted Police should be on the platform. All of these officials were present in person except the District Officer Commanding who was, I am informed, ill, and who was represented by a senior staff officer.

The naval authorities had provided a stretcher. The Urn was carried from the train and placed on the stretcher, which was then covered by a Union Jack. The procession formed up in the following order :

The bearers;

Commander Edson Sherwood, A.D.C.

The Administrator of Nova Scotia, Sir Joseph Chisholm, attended by his A. D. C.

The Honourable Mr. Ilsley and the Honourable Mr. Macdonald;

The Mayor of Halifax and E. H. Coleman;

The Deputy Provincial Secretary and the City Clerk;

Then followed the Service procession headed by the two Admirals, with the Senior Air Officer and the representative of the District Officer Commanding, the Commander of the Naval Base and the Commander of the Canadian Destroyers;

Then the representative of the Royal Canadian Mounted Police.

The bearers were four seamen of the Royal Canadian Navy.

On ---

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C231813

DEPARTMENT OF THE SECRETARY OF STATE
OF CANADA

On the arrival of the train, Admiral Bonham-Carter explained to us that the space on the quarter-deck was very limited and that he thought it would scarcely be possible for the procession to proceed up the gangway to the deck. Accordingly, when the procession, which moved on foot from the station to the gangway, arrived at the foot of the gangway, it divided into two lines on the pier.

The bearers carried the Urn aboard and were received at the head of the gangway by one of the senior officers of the ship. They then carried the Urn, in full sight of the mourners, forward on the quarter-deck. A Guard of Honour of Royal Marines filled the centre of the quarter-deck and the Captain of the ship, wearing mourning bands, and the Chaplain of the ship stood at the head of the stretcher and received the Urn. The four Canadian Navy bearers saluted and moved a few paces to the left. After the Captain had officially received the Urn, it was lifted by four members of the ship's crew and reverently carried to the Captain's cabin. It was then placed on a table and covered with the Union Jack. The mourners then proceeded on board, in the order already indicated, and were conducted to the Captain's cabin where we filed silently past and paid our last tribute of respect to Lord Tweedsmuir.

On the arrival of the train at Halifax, I had ascertained from Admiral Bonham-Carter that it was contemplated that the ship would sail at four o'clock.

I ---

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DEPARTMENT OF THE SECRETARY OF STATE
OF CANADA

I expressed the opinion to Mr. Ilsley that he and I, Commander Sherwood and Admiral Nelles should be on the pier as the ship moved away. The entire ceremony on the ship ended at 2.20 p.m.

I then proceeded with Admiral Nelles to call at the Canadian Naval Headquarters and thank the officer in command, Captain Read, for his close attention to the arrangements. I proceeded then to the flagship of Commander Jones, in command of the Destroyers, and thanked him for his co-operation. Admiral Nelles and I then called on Admiral Bonham-Carter and expressed the appreciation of the Government of Canada for the co-operation of the Royal Navy.

We had sent a message from the train to the Naval Headquarters in Halifax, suggesting that a photographer should be stationed at some convenient place to take a photograph of the procession for the purpose of historical record, or even for subsequent release to the press, if this should be decided upon. The Naval authorities communicated with the Air Headquarters, who had a trained photographer on its staff. The Air authorities undertook to have their photographer take the pictures. Unhappily, it developed that, a very short time before the arrival of the train, the unfortunate man who had been assigned to take the pictures dropped dead and time did not permit the making of any alternative arrangements.

At ---

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DEPARTMENT OF THE SECRETARY OF STATE
OF CANADA

At four o'clock, the Honourable Mr. Ilsley and I, accompanied by the two Admirals and by Captain Reid, returned to the pier and stood silently at attention as the cruiser "Orion" cast off.

The naval authorities had arranged that there should be a naval escort of two Canadian destroyers waiting for the cruiser at the gate of the harbour. These were the destroyers "Restigouche" and "Skeena". The senior officer of the Canadian destroyer escort was the Commander of the "Skeena", Commander H. M. Lay.

I should state that the transport bearing the air squadron to England was moored in the next berth to the "Orion" and that, as the ceremony took place on the decks of the "Orion", the decks of the great transport were lined with Canadian airmen about to leave for service overseas. I do not suppose any announcement was made to the men as to what was taking place, but they stood very reverently and quietly on the decks of the transport and witnessed the ceremony.

It was actually 4.13 p.m. when the "Orion" quietly began to move from her berth.

After the ceremony the party returned to the train and left Halifax at 5.35 p.m., arriving in Ottawa on Sunday morning about 3.00.

I should state that the arrangements made by the railway company were admirable and that, on no occasion during the trip, had any crowd assembled at a railway station. We were obliged, of course, to stop

for ---

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DEPARTMENT OF THE SECRETARY OF STATE
OF CANADA

for servicing of the train, but the railway workers went about their work in a most reverent and dignified way and at no place was any question asked or any attempt made to board the train.

I think the Prime Minister may desire to write a personal note to Admiral Bonham-Carter, the representative of the Royal Navy at Halifax, thanking him for his co-operation in connection with the arrangements.

I may further state that the secret was so well kept at Halifax that, as the procession moved from the train to the ship, there was not one spectator. Four or five labourers who had been working along the track were the only people who witnessed the procession and these men stood silently, bare-headed, as the cortege passed.

It seemed to me that the ceremony was conducted with a simple dignity which would have pleased the late Lord Tweedsmuir.

F. H. Gorman

Under Secretary of State.

Ottawa, February 19, 1940.

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C231847

CONFIDENTIAL Ottawa, February 20th, 1940.

MEMORANDUM FOR THE PRIME MINISTER:

Re: The late Governor General

Sir Shuldham Redfern has informed me, this morning, that in accordance with the wishes of the present Lord Tweedsmuir, the arrival of the ashes of his father in England will be quite private, and accordingly there will be no representative of His Majesty present on this occasion.

Mr. Massey has been in touch with both Sir Alexander Hardinge and the present Lord Tweedsmuir, and in view of the latter's wishes, he will not attend at the port of arrival.

A. D. P. H.

21-2-40

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G-200
V.14

Confidential

Ottawa, February 23rd, 1940.

MEMORANDUM FOR THE PRIME MINISTER:

Re: The late Governor General

At the Prime Minister's direction, I spoke to Dr. Coleman, who has now prepared the attached statement in the form of a report to the Prime Minister, with a view to its release to the press. It will be observed that the attached report is a good deal less detailed than that submitted, confidentially, some days ago, by Dr. Coleman to Mr. King.

It is proposed, if the Prime Minister approves, to provide the Director of Public Information with copies of the report, to be released as from the Prime Minister's Office, upon word of the safe arrival of the remains in England.

Dr. Coleman has pointed out that he is also providing the Director of Public Information with material from which to prepare other press items which the newspapers will ask for, supplementing the Prime Minister's statement which should, perhaps, be confined to the report presented to the Prime Minister by the Under-Secretary of State.

Will Mr. King kindly direct whether the above procedure is approved?

OK

Thx

A. D. P. H.

AH/R

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Confidential Ottawa, February 23rd, 1940.

MEMORANDUM FOR THE PRIME MINISTER:

Re: The late Governor General

I was informed confidentially, this morning, by Dr. Coleman, that it is proposed that a presentation should be made to Her Excellency, before she leaves for England, on behalf of the women of Canada. The presentation is being arranged by a large and representative Dominion-wide committee, of whom the principal officers are Mrs. T. A. Crerar, Madame Lapointe, and Mrs. Manion. Representing the Provinces are, I understand, the wives of the Lieutenant-Governors, and funds are being raised by subscription - in individual instances, limited to $1.00 or less.

The presentation is to take the form of a gift of Canadian furs. Dr. Coleman understands that confidential approach was made to Mrs. Pape to find out what form of presentation would be most acceptable, and the furs were mentioned, also a portrait. It was distinctly suggested that no gold or silver plate would be desired.

A. D. P. H.

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Dr. Coleman has pointed out that he is also providing the Director of Public Information with material from which to prepare other press items which the newspapers will ask for, supplementing the Prime Minister's statement which should, perhaps, be confined to the report presented to the Prime Minister by the Under-Secretary of State.

Will Mr. King kindly direct whether the above procedure is approved?

A. D. P. H.

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ATM

C231851

DEPARTMENT OF THE SECRETARY OF STATE
OF CANADA

REPORT·

TO THE RIGHT HONOURABLE THE PRIME MINISTER :

Shortly after noon on Thursday, February 15th, the casket covering the urn containing the ashes of the late Governor General, Lord Tweedsmuir, was handed over at Montreal to Commander Edson Sherwood, A.D.C., representing the family, the Honourable J. L. Ilsley, Minister of National Revenue, representing the Government of Canada, the Honourable Angus L. Macdonald, Premier of Nova Scotia, who attended the State Funeral in Ottawa, Rear Admiral P. W. Nelles, Chief of the Naval Staff, and E. H. Coleman, Under Secretary of State.

A special train left Montreal for an eastern port. On arrival at the port, in the early afternoon of Friday, February 16th, the train was met by the Administrator of the Province and the Mayor of the City, as well as by an Admiral of the Royal Navy, senior officers of the Royal Canadian Navy, the District Officer Commanding, the Senior Air Officer and the Senior Officer of the Royal Canadian Mounted Police.

After the arrival of the train, the casket was reverently carried by four seamen of the Royal Canadian Navy. The officials present followed the casket, which was carried on board a cruiser of the Royal Navy. The casket was carried and placed on the deck by the bearers, before a Guard of Honour of the

Royal ---

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C231852

DEPARTMENT OF THE SECRETARY OF STATE
OF CANADA

Royal Marines. The casket was received by the Captain of the ship and by the Chaplain of the ship. It was then raised by four members of the ship's company and reverently carried to the Captain's cabin, where it was covered with the Union Jack.

The officials who were in the procession filed through the Captain's cabin and paid their last tribute of respect.

An hour or so afterwards, the Minister of National Revenue, the Chief of the Naval Staff, the Under Secretary of State, and other naval officers, returned to the pier and stood silently at attention as the cruiser cast off.

Two Canadian destroyers preceded the cruiser through the harbour gates, as a last mark of respect from the Royal Canadian Navy.

In view of war conditions, it will be quite readily appreciated that public announcement could not be made of the sailing of the cruiser until assurance had been received of its arrival in the United Kingdom.

E. H. Coleman
Under Secretary of State.

Ottawa, February 23, 1940.

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C231853

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Ottawa, February 24th, 1940.

MEMORANDUM FOR MR. STONE:

The Prime Minister has approved the release of Coleman's report to him, a copy of which I attach, with a suggested introductory paragraph regarding release from the Prime Minister's Office.

Will you please arrange for a copy to go to J. C. Noel, Esq., Assistant to the Director of Public Information, 907 Victoria Building; also for transmission to Massey, by cable, in code?

Please return the attached copy of Coleman's report, as it is my only fyle copy.

A. D. P. Heeney.

AH/R

Noted

Telegram arranged

FHL26 DH

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C231854

Press Release from the Office of the Prime Minister.

Not to be published in whole or in part
before _____.

The Prime Minister's Office released for publication, today, the following report by the Under-Secretary of State, to the Prime Minister, regarding the arrangements made at Halifax for the conveying of the remains of the late Governor General from Montreal to Halifax, and thence on board a cruiser of the Royal Navy for the voyage to the United Kingdom.

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PRESS RELEASE

Ottawa, February 25th, 1940.

This afternoon at three o'clock, at the time the remains of the late Lord Tweedsmuir were being placed in the Church at Elsfield, the Carillon of the Peace Tower on Parliament Hill played one verse of each of three favourite Hymns of the late Governor General:

"I to the hills will lift mine eyes".

"For ever with the Lord!"

"Now the labourer's task is o'er".

Arrangements for this tribute to the late Lord Tweedsmuir were made personally by the Prime Minister before he left, last evening, on his Western trip.

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OFFICE OF THE PRIME MINISTER C231856

MEMORANDUM

February 27th, 1940.

Confidential

For Laurier House:

The Prime Minister has requested this to be returned, to be placed with his private records.

A. D. P. H.

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C231857

Confidential memo from
Coleman, 19 Feb., 1940.

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C231858

Memo. for Mr Turnbull -

I return Mr Bodgley's letter having discussed the matter with Sir Shuldham Redfern.

Sir Shuldham says he is of the opinion that the family would like to have the photographs and a film record, but suggests that nothing be circulated on the volume or the holder containing the film indicating that it was being presented to Lady Tweedsmuir. He suggests further that the photos and films be sent to him and he will hand them over to Alastair to take home. Lady Tweedsmuir is loath, at present, to look at anything concerning the funeral -

J. L. Ilsley

1 March 1940.

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Ottawa, March 14th, 1940.

MEMORANDUM FOR THE PRIME MINISTER:

Re: Government House

Attached are copies of the Orders-in Council requested by the Prime Minister. These were passed at the meeting of Council held on March the 13th, and comprise:

1. P.C. 993, authorizing the payment of transportation and travelling expenses of the members of the household, to their homes in the United Kingdom.

2. P. C. 994, allowance of $10,000 to the Lady Tweedsmuir.

3. P. C. 995, providing for the payment of salaries, for the month of March, of certain employees of Government House.

4. P. C. 996, appointment to the staff of the Department of Public Works, from April the 1st, 1940, of certain members of the household staff of Government House, etc.

5. P. C. 997, appointment of Sir Shuldham Redfern as Private Secretary to His Excellency the Administrator.

6. P. C. 1006, apportionment of public costs incurred in connection with the National and service Orders accorded the late Governor General.

A. D. P. H.

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14 P.C. 994

(C231422)

PRIVY COUNCIL
CANADA

Certified to be a true copy of a Minute of a Meeting of the Committee of the Privy Council, approved by His Excellency the Administrator on the 14th March, 1940.

The Committee of the Privy Council have had before them a report, dated 5th March, 1940, from the Right Honourable W. L. Mackenzie King, the Prime Minister, stating that the Lady Tweedsmuir will be departing from Canada in the near future, and that it is an established practice to make an allowance on the death of a judge of the Supreme Court of Canada, to the surviving widow, as a monetary token of recognition of the services rendered to the State by her late husband, and to assist, she not being eligible to a public pension, in adjusting personal and other financial obligations which had been assumed while her husband was in the service of the State.

The Prime Minister is of the opinion that it is a national wish that a like tangible token be made to the widow of our late Governor General ere she departs from Canada, and accordingly recommends that an allowance of $10,000, approximating 2 months salary, be paid to the Lady Tweedsmuir.

The Prime Minister further recommends, the necessity being urgent, that a special Warrant of Your Excellency do issue for the above amount.

The Committee concur in the foregoing and advise that a Warrant of Your Excellency do issue accordingly, the Minister of Finance having reported that there is no Parliamentary provision for the expenditure above referred to.

A. D. P. Heeney.

Clerk of the Privy Council.

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C231801

Confidential

Ottawa, March 20th, 1940.

MEMORANDUM FOR THE PRIME MINISTER:

Re: Departure of the Lady Tweedsmuir

Redfern has just provided me with the following details of the final arrangements regarding the departure of the Lady Tweedsmuir. A special train has been arranged, which will leave Ottawa at 9 a.m., on March the 26th, for Saint John, N.B.

The Lady Tweedsmuir will be accompanied to Saint John by the Honourable Alastair Buchan, Mrs. Pape, Sir Shuldham and Lady Redfern, Colonel Willis O'Connor, Captain Goff, Mrs. Killick, and seven former members of the household staff.

The ship is due to sail on the morning of March the 27th. Lady Tweedsmuir will be accompanied across the Atlantic by the Honourable Alastair Buchan, Captain Goff, and Mrs. Killick. The seven former members of the household staff will also sail for the United Kingdom. The others who accompany the Lady Tweedsmuir to Saint John will not sail with her.

Lady Tweedsmuir proposes to go on board the train on the evening of Monday, March the 25th, after dinner. She would like her departure to be private and unofficial.

Redfern enquires whether we would be good enough to communicate with the Canadian High Commissioner in London, by cypher telegram, to let him know, and to inform the present Lord Tweedsmuir of the Lady Tweedsmuir's expected arrival in England. Mr. Massey will be able to find out the details of arrival in London, and Redfern asks that his good offices be requested in order to facilitate matters with the Customs and Port authorities.

I am assuring Redfern that we shall be glad to do this, and if the Prime Minister approves, I will prepare and despatch a suitable telegram to Mr. Massey.

A. D. P. H.

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C231402

file

P-702
1940

Ottawa, May 15th, 1940.

MEMORANDUM FOR THE PRIME MINISTER:

I spoke to Mrs. Pape again last evening and explained to her the Prime Minister's position with respect to the suggestion that the portrait of the late Lord Tweedsmuir be exhibited in the Hall of Fame. I understand that the ladies having to do with the matter may take it up later with the Speaker, when he is elected. On the other hand they may decide to have the showing only in the National Gallery, or elsewhere.

I had previously explained to Mrs. Pape that it was impossible, in view of the pressure of the next few days, for Mr. King to be sure that he could see her to say goodbye. If there should be an opportunity, Mr. King would have someone call Mrs. Pape.

-- Mrs. Pape's letter is returned herewith.

A. D. P. H.

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/ Lord Tweedsmuir

OFFICE OF THE PRIME MINISTER

MEMORANDUM

(231[illegible]) January 14
1941

FOR THE PRIME MINISTER:

The portrait of the late Lord Tweedsmuir, which is to be presented to Lady Tweedsmuir, is now at the Archives. Senator Cairine Wilson and Mrs. Coleman say it is very good.

Senator Wilson and Mrs. Coleman are wondering if the Prime Minister would wish to have it placed where it could be seen to better advantage than at the Archives. They have suggested that perhaps the Prime Minister might think well of the idea of putting it up in the House of Commons while the Dominion-Provincial Conference is on, so that all the provincial representatives could see it.

H.H.

H.R.L. HENRY.

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March 23, 1948

PRESS RELEASE

C231864

His Excellency the Governor General has, this afternoon, approved the appointment of Dr. J.M. Uhrich as Lieutenant Governor of the province of Saskatchewan to fill the vacancy created in that office by the sudden death, this morning, of the late Honourable R.J.M. Parker.

Dr. Uhrich would have preferred to have his acceptance of office deferred for some days out of respect for the memory of the late Lieutenant Governor. There is, unfortunately, no provision for an Administrator being appointed ~~xxxx~~ where the office of Lieutenant Governor becomes vacant as is ~~possible~~ in case where a leave of absence is granted to a Lieutenant Governor.

On representations from the Government of Saskatchewan that the business of the province demanded the immediate appointment, ~~if possible,~~ of a successor to the late Lieutenant Governor, Dr. Uhrich was strongly urged by the Federal Government to assume office forthwith. In the circumstances, Dr. Uhrich has agreed to assume the duties of Lieutenant Governor at once, and necessary steps are being taken to see that he is sworn to office at the earliest moment possible.

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MEMORANDUM

of

UKRAINIAN CANADIAN COMMITTEE

to

The Right Honourable W. L. Mackenzie King
Prime Minister and Minister for External Affairs
Canada

W.L.M. King Papers, Memoranda and Notes, 1940-1950,
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C231866

During his recent visit in Canada, General Wladislaw Sikorski, Premier of the Polish Government-in-exile, made a declaration to the effect that a proposed Polish-Czechoslovak federation will have a population of fifty million inhabitants. In connection with this declaration, the Ukrainian Canadian Committee respectfully beg to call the attention of His Majesty's Government to the following:

1. The combined population of Poles, Czechs and Slovaks does not exceed thirty-five million people; hence the above declaration made by General Sikorski as Premier of the Polish Government-in-exile by implication includes within the boundaries of the proposed post-war Polish-Czechoslovak federation a substantial part of Western Ukrainian territories adjoining the etnographical boundaries of the Polish and Czecho-Slovak peoples.

2. The incorporation of such Ukrainian territories within Poland or Czechoslovakia or the Polish-Czechoslovak federation, without the express will and collaboration of the Ukrainians, will be strongly opposed by the Ukrainians and will remain a source of constant troubles and painful misunderstandings dangerous to European peace.

3. The declaration above referred to, contemplating such incorporation of Ukrainian territories within the Polish-Czechoslovak federation, is contrary to the basic principles and efforts of His Majesty's Government directed against all forms of aggression.

4. The Ukrainian Canadians respectfully submit to His Majesty's Government that in the plans of the reconstruction of Europe, evolved by the democracies under the leadership of the British Commonwealth of Nations, the claims of the Ukrainian people to an independent free state in a free Europe should not be disregarded and that the Ukrainian question should be included in any just and permanent settlement of Europe

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C231867

5. Loyal to the great country of their adoption and conscious of the benefits of the democratic government and personal freedom enjoyed by all Canadians under the British flag, the Ukrainian Canadian Committee, composed of five Dominion-wide organizations which in their entirety represent all organized Ukrainian-Canadians, deem it their duty to express their unflinching belief that the present struggle against the aggressive violence of the totalitarian dictatorships is a struggle for the rights, freedom and equality of all men and nations including the Ukrainian nation of nearly fifty millions.

All of which is respectfully submitted,

UKRAINIAN CANADIAN COMMITTEE,

Dr. W. Kushnir

(Dr. W. Kushnir) President.

J. W. Arsenych

(J. W. Arsenych) Secretary.

To:
The Right Honourable W. L. Mackenzie King,
Prime Minister and Minister for External Affairs,
Ottawa, Canada.

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W.321-1
Compl

HW/AH

June 7th,1943.

C231[illegible]

Restoration of Property of Ukrainian Farmer Labour Temples.

It appears that the basic considerations which should determine Government policy in dealing with the petition that will shortly be presented by the Ukrainian Labour Farmer Temple Association are as follows:

(1) It is reasonably certain that the ban on this Association imposed by Section 39(c) of the Defence of Canada Regulations will have to be lifted sooner or later.

(2) If this is admitted prompt action will meet current domestic criticism over the sequestration of the property and will also remove a possible source of friction with the Soviet Government which, as the recent Pravda articles have shown, is taking a considerable interest in the Ukrainian groups in Canada.

(3) The dissolution of the Comintern provides a convenient opportunity for action now.

(4) Although before June 1941 the Left Wing Ukrainians were undoubtedly a drag on the Canadian war effort insofar as they followed the Communist party line, it is not unreasonable to expect that the Nationalist elements among the Right Wing Ukrainians will become a greater source of embarrassment to the Canadian Government insofar as their aspirations center in the creation of an independent Ukraine; we know that this irredentism among Canadian Ukrainians is being closely followed in Moscow and is resented.

(5) It must also be admitted that in present circumstances the creation of an independent Ukraine as a result of the war is entirely out of the question involving as it would the separation from Russia of a great area of Soviet territory.

(6) The removal of the ban on the Labour Farmer Temple Associatio will necessitate the restoration of the sequestrated property or in case of its sale by the Custodian the return of the proceeds; where the Temples have been taken over by Right Wing Ukrainian grou s there will undoubtedly be local difficulties but these are inevitable no matter what is done.

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(7) It seems desirable for the Canadian Government to adopt an identical attitude towards the various Ukrainian groups emphasizing the necessity for the absorption of all Ukrainian elements in the body of the Canadian people and discouraging as far as possible their aspirations and interests over the future of the Ukraine.

(8) If the ban on the Farmer Labour Temples is removed encouragement will be given to the agitation for the removal of the ban from the Communist party. It seems, therefore, that consideration should also be given to this question. It is likely that before very long the ban will have to be removed and the dissolution of the Comintern may provide the most suitable occasion for action.

(9) At the same time, it would be wise to examine the list of illegal organizations in Section 39(c) with a view to removing the ban from certain other bodies which were declared illegal because of their attitude towards the war before June 1941.

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24th June, 1943.
HW/MG

MEMORANDUM FOR MR. PICKERSGILL

C231870

With regard to the attached telegram, I think that it should be acknowledged since the Ukrainian Canadian Committee represents a large group of Canadian Ukrainians who have loyally supported the war effort from the first. I should be inclined to answer it by saying that the Prime Minister warmly appreciates the message of the Congress of Ukrainian Canadians called by the Canadian Ukrainian Committee in which confidence is expressed in the policies of the Government for the conduct of the war and post-war reconstruction. The note to avoid in the reply is any indication that this body speaks for all Canadian Ukrainians. As the text of the message may be given a considerable circulation it should be designed so as not to be usable by the Right Wing Ukrainians against the Left Wing groups.

HW.

(HUME WRONG)

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OFFICE OF THE PRIME MINISTER

MEMORANDUM C231871 WJT/IF 25/9/43

TO THE PRIME MINISTER

R-100-6 1943

Dr. Howden is most anxious to have you receive a delegation of about 25 Members who are concerned in the matter of the Ukrainian Temples. He suggests that you see them sometime on Tuesday, after Session matters have been disposed of, and while the interested Members are still here.

You have agreed to meet, later, the group headed by B.K. Sandwell. If any action is planned, you might prefer to let the Members delegation know this, before they learn it from another source.

W. J. T.

(W.J. TURNBULL)

See R-100 First — Mr King - Requests for Liberties - WW II - Civil Liberties

for Original

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W-338
1944
file

OFFICE OF THE PRIME MINISTER

MEMORANDUM

WW II - Civil Liberties
WW II - Subversive Activities

For Mr. Heeney.

C231872

The Prime Minister directed that the Ukrainian Labour Temple Association problem, referred to in Mr. McLarty's letter, should be considered by Council at the first opportunity when Mr. King is present.

J.W.P.

September 25, 1944.

JWP/CEB.

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SECRET

MEMORANDUM FOR THE PRIME MINISTER

C231873

RE: UKRAINIAN REFUGEES IN EUROPE

Representations have recently been made by the Ukrainian Canadian Committee requesting that the Canadian Government should intervene with a view to preventing the deportation to the Soviet Union of a number of persons of Ukrainian origin who are now said to be in the British and American zones of occupation in Europe. In particular the Committee are anxious that certain Ukrainian nationalist leaders, whose names they have given us, should not be handed over to the Soviet authorities. They claim that these persons are political refugees and the Committee have stated that they would be willing to extend to them financial assistance "in the country of their present or future residence."

To provide funds for this purpose a Ukrainian Canadian Relief Fund was set up in February and during the past three months has raised $14,000 out of an objective of $75,000.

The records of the persons whose names were submitted by the Committee as being of special concern to them have been carefully investigated. Among them are such prominent pro-German Ukrainians as Paul Skoropadsky, former Hetman of the Ukraine, who has been living in Berlin where he was, until recently, subsidized by the German authorities; Colonel Andrew Melnik, successor of Eugene Konovaletz, whose activities in the pre-war period were highly suspicious; and W. Kubiowich, editor of the Ukrainian language collaborationist newspaper which was published in Krakow during the German occupation. Several others were active in the Ukrainian Civil War of 1918-21 and in Ukrainian separatist circles in Europe.

It is certain that the Soviet authorities will consider any assistance to these persons as an attempt to shield them from punishment for their anti-Soviet activities. Indeed the Soviet Ambassador has already made representations to us regarding the activities of the Ukrainian Canadian Relief Fund.

Under the circumstances, it is proposed that no further action be taken in connection with the representations of the Ukrainian Canadian Committee. These representations have been acknowledged briefly and non-committally.

Ottawa, June 4, 1945.

J.L. Ilsley

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MEMORANDUM TO THE PRIME MINISTER C231874

During the past few months we have been receiving numerous representations from Ukrainian groups in Canada and other interested parties in regard to the forced repatriation of Ukrainian refugees in Europe. These representations are of two kinds, and contradict one another. About fifty have been received from Ukrainian nationalist organizations protesting on humanitarian grounds against the return of Ukrainian refugees to Soviet territory. Approximately a dozen have been received from pro-Soviet Ukrainian organizations claiming that the appeals we have been receiving are inspired by a desire to find refuge for pro-German Ukrainian nationalist leaders such as Skoropadsky.

One of the representations on behalf of Ukrainian refugees was in the form of a telegram addressed to you in London and signed by twenty-five members of Parliament including Mr. Hlynka, Mr. Zaplitny and Mr. Tucker.

We have made inquiries in both London and Washington and find that no Ukrainian is actually being repatriated against his will unless he was a citizen of the Soviet Union before 1939 or has a criminal record. The whole question of displaced persons is, however, one of great difficulty at the moment. I would suggest, therefore, that we make no reply to any of the representations we have received concerning Ukrainian refugees and that we follow this policy even in regard to the telegram from the twenty-five members of Parliament.

Ottawa, December 12, 1945.

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C231875

MEMORANDUM FOR THE PRIME MINISTER

Mr. Malania of the Department who is now attached to the Canadian Delegation to the Preparatory Commission of the United Nations, has recently had a long conversation with M. D. Z. Manuilsky, Commissar of Foreign Affairs in the Ukrainian Soviet Socialist Republic. M. Manuilsky raised the question of anti-Soviet Ukrainians in Canada. He suggested that the unwillingness of the Canadian authorities either to curb the activities of these groups or publicly to disapprove of them was the one discordant element in relations, otherwise harmonions and constructive, between Canada and the Soviet Union. Mr. Malania told him that we in Canada hoped that a minority, such as the Ukrainians, would become assimilated to one or other of the two main racial groups of the country. We therefore tended to ignore political quarrels inherited from the European background of such a group, confident that within a generation or two the issues would have been forgotten. Mr. Malania also remarked that attempts at repression might serve only to increase the agitation, and could quite easily provoke a widespread anti-Soviet campaign which would be made to appear as a defence of civil liberties. He went on to suggest that unbridled attacks on Canadian Ukrainians in the Soviet Press had the effect of fostering the agitation of these groups by magnifying their importance.

Mr. Malania has the great advantage of speaking Russian fluently, and I understand that his conversation with M. Manuilsky was friendly and harmonious throughout. I think that he stated our position very well, and I hope he may have contributed to a better understanding in Soviet official circles of our situation.

Ottawa, December 12, 1945.

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MEMORANDUM
Office of the Prime Minister

C231877

Ottawa, December 31, 1945.

R.G. Riddell, Esq.,
External Affairs,

Referred from the Office of the Prime Minister for advice as to desirability of sending a message to these people.

(R. G. Robertson),
Secretary.

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C231876

R-28
1946

January 7, 1946.
RGRid:EW

NOTE FOR MR. R. G. ROBERTSON

With reference to the letter of December 28th from the Ukrainian Canadian Association (-Left wing or Labour Progressive) asking for a message from the Prime Minister for their second national meeting, I notice that a number of requests for messages are being received and we have already suggested that Mr. Ilsley should not not reply . I am not sure, however, that the requests of the Ukrainian Canadian Association, which is, after all, a legal organization, should be entirely ignored. I wonder if it would be in order for the letter to the Prime Minister to be referred to the Citizenship Branch of the Department of State with the suggestion that a message might be sent from the Director of that Branch stating that the letter had been referred to the Director, that he understood that other such requests were being received, that he was pleased to learn of the plans which were being made for the Conference and that he felt sure that the Government would watch with interest the efforts made by the Ukrainian Canadian Association in common with other Ukrainian organizations in Canada to contribute to the welfare of Canadian citizens of Ukrainian origin.

The draft letter attached for your signature if it is used, is perhaps a preferable alternative — especially in view of the shortness of the time between now & the opening that no reply should be sent. I think you should speak to him.

R.G.R.

(R. G. Riddell)
jc

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C231875

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Mr. Malania has the great advantage of speaking Russian fluently, and I understand that his conversation with M. Manuilsky was friendly and harmonious throughout. I think that he stated our position very well, and I hope he may have contributed to a better understanding in Soviet official circles of our situation.

Ottawa, December 12, 1945.

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R-28

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The draft letter attached for your signature if it is used, is perhaps a preferable alternative — especially in view of Mr Shoriaus & Mr Lunn Howard, M.P. was of the opinion that no reply should be sent, & I think I should speak to him.

R.G.R.

(R. G. Riddell)
JC

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MEMORANDUM
Office of the Prime Minister

C231877

Ottawa, December 31, 1945.

R.G. Riddell, Esq.,
External Affairs,

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(R. G. Robertson),
Secretary.

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UKRAINIAN
CANADIAN
ASSOCIATION

The Ukrainian Canadian Association is a people's cultural, non-political organization of Ukrainian Canadians with the following brief aims:

1. To mobilize Ukrainian Canadians for active participation in Canada's war effort.

* * *

2. To collect funds to aid the needy people of the Ukraine who are still suffering from the ravages of the Nazi aggression.

* * *

3. To cooperate with the Canadian Red Cross and other societies in humanitarian undertakings.

* * *

4. To educate Ukrainian Canadians in the spirit of goodwill and unity with the Canadian people.

* * *

5. To cultivate national cultural activities — music, drama, folk songs, dance — for the purpose of creating better understanding between Ukrainian Canadians and all Canadian people.

* * *

6. To uphold principles of civil liberty — freedom of speech, press, assembly and religious worship.

* * *

7. To work for the economic advancement and social security of the Ukrainian Canadian citizens in the cities and farming communities.

7

WAVERLEY 5827

C231878

Ukrainian Canadian Association

NATIONAL EXECUTIVE COMMITTEE
165 SPADINA AVENUE
ROOM 30
TORONTO, ONTARIO, CANADA

December 28, 1945

The Right Honourable William Lyon Mackenzie King,
Prime Minister,
Parliament Buildings,
OTTAWA, Ont.

Dear Sir:

It is with pleasure that we inform you that the Second National Convention of the Ukranian Canadian Association, will be held in the Ukranian Labour Temple, corner Pritchard Ave. and McGregor St., Winnipeg, Man., during the period January 11th to 15th, 1946.

Delegates from some 310 branches across Canada, representing our 13,000 members, will be in attendance at this National Convention.

The delegates, meeting in National Convention for the first time since the termination of the war, will undertake to summarize the contribution of Ukranian Canadians to the successful prosecution of Canada's war effort; in addition, we shall endeavour to further the advancement of traditional cultural heritage and educational facilities among the Ukranian citizens, as a contribution to the general culture and educational pursuits of the Canadian people.

The principles governing our educational activities are primarily based on the creation and furtherance of goodwill and unity among the Ukranian communities, thereby promoting the co-operation of other educational societies, particularly with regard to the problem of rehabilitation of our sons and daughters, but also with regard to many other questions seeking solution, which have arisen from the present war.

Many tens of thousands Ukranian citizens are eagerly looking to our National Convention for guidance. In view of the character and importance of this Convention, the National Executive Committee of the Ukranian Canadian Association, is communicating with you, as well as with several other prominent citizens, with the hope that greetings will be received by the delegates in Convention. Messages may be sent to our

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National office or to the address of the Convention herein stated.

Trusting that you may give your favorable attention to our invitation, we remain

Sincerely yours,

(Michael Dushnitzky)
NATIONAL SECRETARY

MD/LR

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January 7, 1941. C231880

MEMORANDUM FOR THE PRIME MINISTER:

Word has been received here that a small delegation from the Board of Governors of the University of Toronto called on Professor F. H. Underhill late last week and offered him a year's salary if he would resign voluntarily from the staff of the University. Failing his acceptance of this offer he would be discharged at once. He was given until Thursday of this week to decide.

It is understood that Underhill will refuse to resign.

If the Board carries out its announced intention a very nasty scandal will result as Underhill's friends and others who are interested in the principle involved, or in the chance to make trouble - headed, I understand, by J. M. Macdonnell, and supported by the Globe and Mail, the Star and even possibly George Drew! - will not allow this programme to be carried through without making a strenuous fight on his behalf.

The effect of such a scandal at this critical time, both on public opinion in Canada and in the United States, would be most unfortunate. Underhill is very well known in some circles in the United States and the liberal press there will not fail to publicize his case. This will be seized upon by the isolationists, the anti-British and pro-German elements, and Canada will be depicted as a centre of imperialistic reaction. Underhill is chiefly known for his advocacy of, or his prophecy of the necessity for, closer relations with the United States, and his

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dismissal will be linked with that fact. (You will remember that he was criticized for his comments along this line at Couchiching last summer.) The result of such publicity in the United States at this juncture would be deplorable.

The immediate cause of the action against Underhill is reputed to be the desire to appease Hepburn before the meeting of the Ontario House. Actually, Underhill has made no public statements since the Couchiching Conference. But whatever the justification or lack of justification for the action of the Board of Governors, there can be no two opinions as to the undesirability of having this happen just now when we need every atom of goodwill that our friends in the United States can concentrate in our favour.

(H.L. Keenleyside)
g.c.

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ODS/HMP.
January 7, 1941.

WW II - Civil Liberties
Hepburn, M. F.
Underhill, Frank

MEMORANDUM FOR THE PRIME MINISTER -

N-305-58-B
C231882
1941
E-212
1941

Attached is a note from Keenleyside re Frank Underhill. The delegation to whom he refers consists of: Bruce McDonald, Sir William Mulock and Leighton McCarthy. Not one apparently has the faintest appreciation of the meaning of the liberty about which they yap so loudly when it is a question of Europe and not of Canada. Underhill is, of course, a pretty irritating gadfly but I can imagine nothing more stupid or unnecessary than this action at the present time.

I do not know whether you as a University of Toronto graduate consider you could or should take any action.

O.D. SKELTON

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C231883 N-305-6-8(B) 1941

HLK/JG, January 16, 1941.

MEMORANDUM FOR THE PRIME MINISTER:

LATER DEVELOPMENTS IN THE UNDERHILL CASE

In the early stages of this controversy it was made clear by President Cody and certain members of the Board of Governors that they were under severe pressure from Mr. Hepburn who was threatening serious consequences for the University if Underhill was not fired.

The deadline for Underhill's acceptance or refusal of the one-year salary bribe was Thursday, the 9th of January. On Wednesday, in a reasonable statement to the Chairman of the Board of Governors, Underhill declined to resign.

On Friday morning the Chairman of the Board of Governors stated to the press that the Underhill case "was not dealt with at the meeting of the Board .....yesterday". Dr. Macdonald added that "if, as, and when the President and the Board of Governors see fit to deal with the question, they will not be influenced by outside interests". In spite of this denial it is now known that the Underhill problem was discussed - perhaps informally - during the Thursday meeting of the Board. Mr. Justice Rose is reported to have defended Underhill strongly.

On Friday Mr. Carlton McNaught published a long statement in the Star stating that Underhill was being pressed to resign and the source of the trouble was political. That afternoon Mr. Hepburn telephoned to McNaught and denied that the Ontario Government had anything to do with the matter. He added that he disapproved of any action. McNaught told Hepburn that the highest authorities (meaning Dr. Cody) had said that Hepburn was the starting point of the

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trouble. The latter said that he would look into this statement and reply later. On Saturday morning Mr. Nixon (as Acting Minister of Education) stated in the Globe that the Government had nothing to do with the case and that the University authorities could deal with it in any way they liked. He added that he had personally telephoned Dr. Cody to say that the Government disapproved of action at this time in view of the possible effect on the relations of Canada and the United States.

There is a great deal more of illustrative material that might be reported, but the foregoing seems to be the substance of recent developments. Apparently the matter is now going to be dropped for the time being.

It should perhaps be added that in a personal letter to me dated January 13th Dr. Cody stated that he had "received a message from Mr. Hepburn stating that high authority in your Department had asked us to delay any action in regard to Professor Underhill". What this may refer to I do not know, unless perhaps to a telephone call which I understand Mr. Power put through to Mr. Hepburn. So far as I am aware, no "high authority" in this Department communicated with Mr. Hepburn about this matter.

(H.L.K.)

(H. L. KEENLEYSIDE)

Note: I gather that Mr Power's conversation was before I saw you the memo on the subject

OD

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(H L K.)

(H. L. KEENLEYSIDE)

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Memo.

Prime Minister wishes
to be reminded to telephone
to Mr. Nixon further re
the Underhill case.

Telephoned
28-1-41
25.I.41

Saying no answer
from any source had been
given for flour enquiry.
MacC.

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Coll - Unemployment Insurance.

C231886

Reasons for introducing the Unemployment Insurance Bill during the War

1. Economic and Financial

One of the great effects of this war upon our national economy will surely be a very considerable rise in our national income. This was explained by the former Minister of Finance in his budget address on June 24th (Unrevised Hansard, page 1104):

> "These are days when no one can predict what the future will disclose. However, if there is no serious interruption in our export trade, the increasingly great numbers of men and amounts of materials being employed in war production will lead to a substantial increase in our national income, that is to say, the aggregate of the incomes of all the people of this country. The heightened tempo of business in the United States will also make an important contribution to the same end.
>
> "On the basis calculated by the royal commission on Dominion-provincial relations our national income for the calendar year 1939 was in the vicinity of $3,800 million. Using the same method of computation we consider that our national income for the fiscal year 1940-41 will not likely be less than $4,500 million."

The contributions which will be made to the Unemployment Insurance fund by employees, by employers and by the government will constitute a form of national savings. National savings designed to meet contingencies of the future are not dissimilar to those of individuals likewise concerned with ~~di~~ the stresses and demands of the

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days yet to come. No man who has had the responsibility of regularly putting aside a portion of his income to provide for himself and his dependents in the future can fail to see the elemental soundness of saving more when income is higher.

Objection may be taken, and indeed has been taken, that the allocation of a portion of our increased national income for "peacetime" purposes is not consistent with a policy of pressing the war effort to the maximum. Following his remarks which I have just quoted, the former Minister of Finance stated what is in effect the policy of this government:

> "We must see to it that by far the greater part of that increase is used for war purposes."

It must not be thought that the introduction of this Unemployment Insurance legislation is contrary to the spirit of that statement of policy. The proceeds of the Unemployment Insurance fund -- amounting to some $67,200,000 in the first year -- will not be immobilized. Apart from a small percentage which must be assigned to administrative costs, the contributions as they are made will be available for immediate investment in the financing of our war effort. The national saving which this fund will represent will serve to assure at one and the same time the security of the nation and the future security of the contributory workers.

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In the prosecution of the war, the whole emphasis of the national economy must be shifted from the production and distribution of consumer goods to a vastly increased production of the machines and implements of war. Satisfaction of the wants of individuals must be subordinated to the needs of national defence. This means that our people must spend less as individuals, and more as taxpayers of the government. While contributions under this scheme will not be a tax, they will, nevertheless, achieve this same purpose of diverting a proportion of the national income from present private expenditure to place it at the disposal of the government.

While thus creating a fund available for the financing of our war effort, this measure of virtual compulsory saving will have a second effect, in the long run equally as important and equally necessary to the well-being of the nation. We must not be deceived that the high levels of national income which will be reached in war-time will remain in peace-time. The financial contributions under this scheme will, as noted, divert a considerable portion of national income from expenditure upon purely private goods and satisfactions. A very considerable check will be imposed on the tendency of consumer industries to expand unduly in periods of prosperity

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and high national income. Complementary to this will be the effect of making available in the future, when in all likelihood we may expect a period of retrenchment and depression, á proportion of the increased spending power available ăt the present time. The whole effect will be that of smoothing out and facilitating the transition from a war-time to a peace-time economy.

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ANONYMOUS

Undated (1940?)

C231890

UNEMPLOYMENT INSURANCE.

HISTORICAL SURVEY

1919 - The Royal Commission appointed on April 4th, recommended immediate enquiry by expert Boards into state insurance against unemployment, sickness, invalidity and old age.

1919 - The National Liberal Convention of August, recognizing the problem of constitutional jurisdiction, adopted a resolution favouring unemployment insurance, using the following words:-

> "In so far as may be practicable, having regard for Canada's financial position, an adequate system of insurance against unemployment, sickness, dependence in old age, and other disability should be instituted by the Federal Government in conjunction with the Governments of the several provinces."

1921 - Mr. Doherty, Minister of Justice, on May 28th, reported that the Department of Labour was studying Unemployment Insurance.

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The Liberal Government of 1921 placed Old Age Pensions as the first of the Social Insurance schemes to be proceeded with. Interprovincial conferences encountered difficulties in agreeing upon the formula.

1927 - The National Conservative Convention approved Social Insurance in the following extract from the platform adopted in Winnipeg:-

> " So far as is practicable, to support social legislation designed to conserve human life, health, and temperance, to relieve distress during periods of unemployment, sickness and old age".

1928 - Standing Committee of the House of Commons on industrial and international relations reported that Unemployment Insurance was desirable, recognized that one province could not act alone and recommended further study.

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1929 - The same Committee reported approving the principle, noting the opinion of the Department of Justice that jurisdiction was provincial, and a report from the Minister of Labour that the provinces had been consulted and that most of them were not disposed to act.

1930 - The Department of Labour supplied the provinces with the 1929 Committee's report and asked for their views.

Nova Scotia, Prince Edward Island and Ontario delayed replying.

New Brunswick suggested consideration at next provincial conference.

Quebec offered to appear before the House Committee.

Manitoba advocated Federal scheme and suggested Dominion Provincial Conference considered amending B.N.A. Act.

Saskatchewan advocated Dominion grants towards provincial schemes.

Alberta suggested Dominion Provincial Conference.

British Columbia promised to forward Provincial Government views to House Committee.

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1933 - Mr. Mackenzie King, Prime Minister, in announcing liberal policies to House of Commons, on February 27, said:

> " As permanent measures, the Liberal party is pledged to introduce policies which will serve to provide employment by reviving industry and trade, and to introduce a national system of unemployment insurance."

1933 - Quebec Social Insurance Commission recommended a Federal system.

1935 - Bennett's Government attempted to legislate but Liberals doubted legislative competence of Parliament.

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UNEMPLOYMENT INSURANCE ACT.

1. Amendment to B.N.A. Act.

This Parliament in 1935 enacted the Employment and Social Insurance Act.

The Supreme Court of Canada, June 17, 1936, held that this Act was ultra vires of the Parliament of Canada.

The precis of the majority decision by Justices Rinfret, Cannon, Crocket and Kerwin was as follows:

"The proposition that the Act could be supported in virtue of the power of the Dominion Parliament concerning statistics or criminal law need not retain our attention.

"The legislation is not based on the Treaty of Peace (1919) and, therefore, no reliance for its validity can be made on section 132 of the B.N.A. Act.

Nor can it be supported under 'the power to raise money by any mode or system of taxation' or 'the power to appropriate public money for any public purpose.' The statute, in its substance, is not an exercise of those powers. It clearly indicates that the Parliament of Canada intended primarily to legislate with regard to employment service, to unemployment insurance and to health matters. It is not concerned either with

....

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public debt and property or with the raising of money by taxation. Its provisions for levying contributions for the creation of the Unemployment Insurance Fund are nothing more than provisions to enable the carrying out of the true and only purpose of the legislation. These contributions (or taxes, if they are to be so called) are mere incidents of the attempted regulation of employment service and unemployment insurance.

"It being well understood, and in fact conceded, that the subject-matters of the Act fall within the legislative authority of the provinces, the Dominion Parliament may not, under pretext of the exercise of the power to deal with its property or to raise money by taxation, indirectly accomplish the ends sought for in this legislation.

"The effect of the Act under submission is 'to attach statutory terms to contracts of employment' (Lord Haldane in Workmen's Compensation Board v. Canadian Pacific Railway, (1920) A.C. 184); and its immediate result is to create civil rights as between employers and employees. The Dominion Parliament cannot use its power of taxation to compel the insertion of conditions of that character in ordinary employment contracts."

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The Privy Council on January 28th, 1937 upheld the majority decision of the Supreme Court of Canada.

The judgment delivered by Lord Atkin contained the following two pertinent passages:

(a) "There can be no doubt that prima facie provisions as to insurance of this kind, especially where they affect the contract of employment, fall within the class of property and civil rights in the Province, and would be within the exclusive competence of the Provincial Legislature. It was sought, however, to justify the validity of Dominion legislation on grounds which their Lordships on consideration feel compelled to reject."

(b) "Dominion legislation, even though it deals with Dominion property, may yet be so framed as to invade civil rights with the Province:

...

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or encroach upon the classes of subjects which are reserved to provincial competence. It is not necessary that it should be a colourable device, or a pretence. If on the true view of the legislation it is found that in reality in pith and substance the legislation invades civil rights within the Province or in respect of other classes of subjects otherwise encroaches upon the provincial field, the legislation will be invalid. To hold otherwise would afford the Dominion an easy passage into the provincial domain. In the present case their Lordships agree with the majority of the Supreme Court in holding that in pith and substance this Act is an insurance Act affecting the civil rights of employers and employed in each Province, and as such is invalid."

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It follows from these decisions that the power to enact unemployment insurance measures rests under our existing constitution with the Provinces. It is almost universally agreed that, if unemployment insurance is to be enacted, it must be on a national scale.

The National Employment Commission presided over by Mr. Arthur Purvis held as follows:

> "There are great, indeed decisive advantages in a national in contrast to a provincial system" of unemployment insurance.

The Royal Commission on Dominion-Provincial Relations specifically recommended (Book II, page 25):

1. That all doubt should be removed as to the power of the Dominion to pay and administer unemployment aid and to establish a national employment service: and
2. That the Dominion Parliament be given jurisdiction to establish unemployment insurance.

....

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The Royal Commission on Dominion-Provincial Relations (Book II, page 39) stated again:

"Even if our main recommendation that the care of employables who are unemployed should be a Dominion function, should not be implemented we recommend that the Dominion alone should have jurisdiction over unemployment insurance, for there are few provinces with sufficient diversification of industry to embark on such an enterprise with any confidence and it would be a great hindrance to the mobility of labour if men out of work were deterred from leaving a province in search of work because in so doing they would lose their insurance benefits."

On the same page, the Commission stated:

"In our public hearings representations from most provinces and from many public bodies supported the view that unemployment insurance should be within the jurisdiction of the Dominion Parliament. We have no hesitation in so recommending."

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Mr. D. Christie Tait, an expert on employment and unemployment problems from the International Labour Office at Geneva, was consulted by the Canadian Department of Labour . In his report to the former Minister of Labour, now the Minister of National Defence (Mr. Rogers), he discussed the importance of insuring that such a measure when enacted should cover the whole Dominion. The pertinent extract from his report follows: -

> "I am impressed by the fact that in Canada, where there is a small population scattered over a very wide territory, where there are provinces with comparatively intense industrial activity and others with very little, and where there is much movement of labour from province to province, a series of separate schemes in the different provinces would give rise to great difficulty. If some provinces enact unemployment insurance legislation and others do not, or if some provinces

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enact legislation appreciably more favourable to the workers than that in other provinces, this will inevitably interfere with the mobility of labour, for workers will not wish to migrate to a province in which conditions are less favourable than those prevailing in the place they come from. Moreover, employers might be unwilling to establish factories in a province in which they were obliged to contribute to such a scheme."

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In a further reference to United States experience, the Commission said: (page 38)

"American experience with social insurance is not conclusive evidence for Canada, but it cannot be safely ignored by Canada. Unemployment insurance on a state basis, even when in operation in all states has proven far from satisfactory. One competent authority after an exhaustive survey of the subject concludes: ' It may be predicted that complete reconstruction on a national basis will come, either by the evolutionary process or by drastic revision in time of stress.' "

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Summary of reasons for national scheme as distinguished from provincial schemes.

1. Impossible to insure that all nine Provinces will act simultaneously and will adopt equal measures.

2. Industry will prefer to establish in provinces where the burden of insurance costs is lowest.

3. Labour will be unwilling to move from provinces with unemployment insurance to provinces where there is no such protection.

4. Even if all provinces adopted unemployment insurance, labour will prefer those provinces where benefits are greatest.

5. Industrial development in the several provinces is unequal and some provinces probably could not successfully operate a provincial scheme.

6. The aggregate overhead of a series of provincial schemes would be greater than for one national scheme.

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7. On the insurance principle that good risks pay for bad, the widest possible coverage is desirable to make the scheme successful.

8. Mobility of labour is essential to the successful operation of unemployment insurance; unequal legislation would interfere with such mobility.

9. The weight of informed opinion as expressed through the National Employment Commission and the Royal Commission on Dominion-Provincial Relations is in favour of a national scheme.

10. The Liberal Party pledged itself to a national scheme of unemployment insurance in its platform of 1934, twice endorsed by the electors.

11. The Conservative Party by actually introducing legislation indicated its endorsement of the principle of national legislation in this field.

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The issue now before the House is that of obtaining the necessary constitutional power.

This can be done only by an amendment to the B.N.A. Act. The amendment sought is the simplest form of amendment which will accomplish the purpose. It is proposed to add to the list of powers conferred upon the Federal authority --

"Unemployment Insurance".

This is in conformity with the views of the Royal Commission on Dominion-Provincial Relations.

The Royal Commission held on page 43, Book II:

> "We have concluded that two types of social insurance -- unemployment insurance and contributory old age pensions -- are inherently of a national character, but health insurance and workmen's compensation are not."

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And,at page 39, Book II, the Commission held that -

> "The nature and extent of the federal power over unemployment insurance should be defined with care and accuracy to prevent its extension under the theory of ancillary powers."

By merely adding these two simple words -- "Unemployment Insurance " -- to the powers conferred upon the Dominion, the extension of jurisdiction is exactly and definitely limited. This fully meets the conclusions of the Royal Commission that the amendment should not be so loosely worded as to permit an interpretation by which other forms of social insurance may be construed to be included.

The question of amending the B.N.A. Act has involved controversy in the past because of the special sensitiveness of the provinces to any encroachment upon provincial rights.

It is felt that this simple amendment avoids any such risk.

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On the subject of national vs provincial schemes of unemployment insurance, the Royal Commission on Dominion-Provincial Relations drew upon experience in the United States for guidance.

In Book II, page 37, the Commission reported:

"The United States in the establishment of unemployment insurance faced the same difficulty as Canada in that the matter appeared to fall under the jurisdiction of the states rather than of the United States. Had the states been left to themselves, progress in adopting insurance would probably have been slow because of the reluctance of a state to handicap its own industries in competition with those of other states. Further, uniformity of state systems would have been extremely difficult to secure. Hence Congress, by an ingenious use of the taxing power, attempted to bring about comparative uniformity of state systems, and to assure the initiation of unemployment insurance over the whole nation at about the same time."

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The Commission continued that all states and certain territories took advantage of the situation, with the result that today there are 51 different schemes in operation, each separately administered.

Commenting on the difficulties, the Commission's Report (page 37) said:

"Certain grave difficulties quickly appeared. Several state schemes became bankrupt, or virtually so, before they got into effective operation,

because of lack of diversification of industry in the state which made it impossible to spread the risk sufficiently, or

because the state's industries were peculiarly vulnerable to depression factors, or

because the state scheme took in too many workers in very low income groups or provided for too short periods of employment before benefits were available, or

for other reasons."

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"Other serious difficulties have also appeared, among them:

the problem of the transient or migratory worker who moves across state boundaries;

the multiple tax returns required from firms operating in more than one state;

inequalities in the burdens on industry, and on labour, as between different states;

the multiplicity of administrative personnel, and hence relatively high administrative costs, owing to the large number of systems and partial duplication of federal with state officials."

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PROCEDURE.

There has been much public discussion about the appropriate procedure for amending the B.N.A.Act. It has been argued with some cogency that it is consistent with the national status conferred upon Canada by the Statute of Westminster that Canada should have the power to amend her own constitution.

No such precedent has, however, yet been established. The obstacles to it are not insuperable.

But, the method which has been adopted in the present case is the same method as has been followed in the majority of the instances in which the B.N.A. Act has been amended in the past.

That is, Parliament of Canada by address of both Houses is to ask the Imperial Parliament to make the desired amendment.

The B.N.A. Act has been amended on six former occasions and on each occasion the procedure has been by way of joint adress of both Houses of the Canadian Parliament.

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It has been contended that the provinces should be consulted. But, this was done on only one occasion and on that occasion one Province (British Columbia) dissented.

In the present instance, the Prime Minister has consulted the Provinces, specifically with respect to this amendment, and substantial agreement of the Provinces has been obtained.

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Summary of Correspondence with the Premiers of the Provinces re Unemployment Insurance, 1937-38.

On November 5, 1937, the Prime Minister wrote to the Premiers of all the Provinces to enquire whether the government would be agreeable to an amendment being made to the British North America Act empowering the Federal Parliament to enact unemployment insurance legislation.

The Premiers of British Columbia, Manitoba, Nova Scotia, Ontario, Prince Edward Island and Saskatchewan replied that the governments of their respective provinces were agreeable to such an amendment.

The Premier of Alberta at first took the view that the provincial government could not agree to an amendment without having specific details regarding the unemployment insurance scheme. Subsequently he agreed that the proposed amendment would be submitted to the Legislature.

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No official communication was ever received as to the result of the submission to the Legislature, although it was reported in the press that a resolution opposing any amendment to the British North America Act at the présent time had been adopted by the Legislature.

The Premier of New Brunswick at first stated that the proposal must be studied; subsequently he agreed to submit it to the Legislature for decision; and, finally, he transmitted a copy of a resolution adopted by the Legislature urging the Federal Government to defer the matter until the Report of the Royal Commission on Dominion-Provincial Relations was available.

The Premier of Quebec expressed willingness to co-operate in a sound and fair system of unemployment insurance, but, without mentioning any amendment, made references to our full autonomy and decided opposition to "legislative union".

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Subsequent correspondence with Premier Dysart of New Brunswick and with Premier Godbout, who came into power in the meantime, resulted in the consent of those two Provinces being obtained.

A further letter was also addressed to Premier Aberhart of Alberta.

Text of the recent correspondence with the three Provinces, whose Governments did not at first assent, is attached hereto.

(This correspondence is to be regarded as confidential until tabled in the House).

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Whatever our personal convictions may be as to the wisdom of Canada assuming the right to amend her own constitution, all members will agree that this is not the appropriate time to assert new constitutional precedents which are capable of being misunderstood abroad.

Canada is at war. Experience shows that war is inevitably followed by a difficult problem of economic re-adjustment. War industry stops abruptly with the cessation of hostilities. Peace time industry takes time to reorganize. The post-war depression of 1921 must not be repeated if the vision and enterprise of Canadian statesmanship and Canadian industry can successfully avoid it.

Provision must be made to enable workers to tide over the re-adjustment period.

Unemployment insurance is considered to be one of the most suitable methods to this end.

Admittedly, it will not cover all workers, but

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it will cover a very large number and every man who is thus protected constitutes a clear gain as compared with the situation that would exist if there were no unemployment insurance measure.

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There is little or no difference of opinion as to the desirability of having a national scheme of unemployment insurance.

The history of constitutional discussions in Canada indicates, however, that there may be differences of opinion as to the appropriate method of effecting constitutional amendments in this Country.

The Government considers that this is not an appropriate time to evoke controversy on that point if it can be avoided.

It has been decided to follow the procedure which has been used in the past, that is by way of address of the two Houses of the Canadian Parliament to the Imperial Parliament. The British North America Act is a statute of the Imperial Parliament.

The statute can be amended by the Parliament which enacted it.

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Some would prefer that a method of amending the Canadian constitution by purely Canadian machinery should be devised. There are others who would undoubtedly oppose this innovation.

That is a question which may arise at some future date and which will be settled by the usual democratic process.

It should be remembered, however, that, at this time, Canada is at war. We are at war in association with Great Britain and the other members of the British Commonwealth of Nations.

It is of the highest importance that the unity of the British peoples be preserved. We, as Canadians, know that, whatever might be the outcome of a debate on a point of constitutional procedure, our loyalty to the common cause would not be in question.

In the present war, however, we have Allies, we have enemies and there are many neutral powers watching every development that may take place suggesting any lack of unity.

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It is greatly to be feared that, if some new procedure were to be insisted upon as consistent with Canadian nationhood, our attitude would be misinterpreted.

It might dishearten Allies.

It would unquestionably be seized upon by enemies as an instrument for propaganda.

It might profoundly influence the judgment of neutrals in their appreciation of allied strength and unity.

It is agreed that a national scheme of unemployment insurance is necessary.

It has been established that we cannot have such a scheme without a constitutional amendment.

Public opinion in Canada is ready for the substance of the amendment.

Let us, therefore, obtain that amendment by the time honoured procedure and reserve for more placid times any differences of opinion we may have as to the desirability or otherwise of changing the procedure.

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All Canadians -- regardless of party -- regardless of constitutional theories -- will realize that this is no time -

(a) for arousing public feeling on a question of constitutional procedure, or

(b) for taking any action susceptible of interpretation abroad as indicative of lack of unity in the British Commonwealth of Nations.

Let us, therefore, unitedly support this great economic reform -- this pledge to our people that the progressive improvement of our way of living, the protection of the weak and the helpless -- those suffering economic hardship -- remain - despite the stresses of war - the ultimate and supreme purpose of the Canadian people.

Let us show the world that we are fighting this war to preserve our institutions of freedom and to raise the social and living standards of our people

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No nobler gesture could be made in the face of tyranny and oppression than that in the midst of war Canada is pressing forward the cause of social and economic reform.

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Letter from Honourable A. A. Dysart

THE PREMIER
Fredericton

The Government
of the Province of
New Brunswick.

January 25th, 1940.

My dear Prime Minister:

With your letter of January 16th before me, making reference to your former letter under date of November 5th, 1937, in which you desired to ascertain the views of this Government respecting an amendment being made to the British North America Act, empowering the Federal Parliament to enact Unemployment Insurance Legislation, may I say that your communication reached this office while I was in Ottawa which, in the main, occasioned the delay in acknowledging this important communication.

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As I pointed out to you by 'phone under date of January 10th, this Government is agreeable to this step being taken, realizing that the present and succeeding years might be utilized by individual workmen to build for future security against the depression which must come.

Assuming that the contemplated Legislation may exclude from its scope all part-time employees, it is clear that the Legislation will benefit a relatively small proportion of our population as compared with the more highly industrialized Provinces of say Ontario and Quebec on a per capita basis, yet having regard to the benefits which must accrue to workmen in general, I desire to inform you that this Government is agreeable to the suggested step being taken.

Sincerely yours,

(Sgd) A. A. Dysart

PREMIER

Rt.Hon. W. L. Mackenzie King
Prime Minister of Canada
Ottawa, Canada.

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Letter from Honourable Adelard Godbout

Office of the Prime Minister
Province of Quebec

Quebec, May 13th, 1940.

Right Honourable W. L. Mackenzie King, K.C., P.C.,
Prime Minister of Canada,
Ottawa, Ont.

My dear Mr. King,

My colleagues and I have given our best consideration to your letter of April 10th, in which you informed me that you felt it would not be feasible to attempt to establish a national system of unemployment insurance until the legislative competence of the Federal Parliament to enact the legislation was established beyond question.

We fully share the view that a national system of unemployment insurance established at the present time is necessary to enable our country to meet effectively some of the social problems which are presently facing it, and some even more serious problems which must be expected to arise at the end of the present conflict.

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We are also convinced that some stable system must be devised to replace, in the largest possible measure, the makeshift provisions for direct relief which had to be resorted to in order to alleviate the last unemployment crisis and have unfortunately proved to be a very serious burden on municipal, as well as federal and provincial administrations.

With all this in mind, we do not think we could rightly withhold our assent to the suggested amendment to the British North America Act and we feel that in giving it, we are doing nothing but our plain duty towards our province and our country as well.

May your Government obtain throughout our country, and from every citizen and authority, the full and entire cooperation which ought to be expected to overcome every difficulty in this great national endeavour.

Yours sincerely,

"Adelard Godbout".

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Prime Minister's letter to
Honourable W. Aberhart.

Ottawa, January 16, 1940.

Honourable William Aberhart,
Premier of Alberta,
Edmonton, Alberta.

My dear Premier:

You will recall that, on November the 5th, 1937, I wrote to the Premiers of the several Provinces to enquire whether their governments would be agreeable to an amendment being made to the British North America Act, empowering the Federal Parliament to enact unemployment insurance legislation.

I pointed out, at that time, that my colleagues and I were convinced that a national system of unemployment insurance would contribute materially to individual security and industrial stability, and that it would assist in mitigating the distress incident to any recurrence of widespread unemployment.

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The Government takes the view that the need for unemployment insurance has been greatly enhanced by war-time conditions. We may reasonably anticipate a period of increasing employment during the actual progress of the conflict; indeed actual employment in Canada at the present time has reached an all-time high. At the same time we cannot fail to realize that much of our labour and productive capacity is necessarily engaged in the production of arms and other war supplies, and that employment of this character will increase as the struggle progresses, with the result that, at the close of hostilities, we shall inevitably be faced with the problem of adjusting our economy to production for peace-time needs. This readjustment will necessarily be accompanied by changes in employment for many of our citizens, and can scarcely fail to involve temporary unemployment in many instances.

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My colleagues and I feel that it is our clear duty to take very possible step to be prepared to meet these conditions when they arise.

We consider that a system of national unemployment insurance, if established now, will go far to prevent much of the insecurity and industrial dislocation which might otherwise be the aftermath of war. Authorities in the field of unemployment insurance are generally agreed that the most favourable time for its establishment is a period of rising employment, during which a fund can be built up out of which benefits can subsequently be paid. We may look forward to such a period in the immediate future.

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The Federal government is convinced that you and your colleagues share fully our concern for the welfare of our people in the difficult days ahead. We have decided, therefore, to request you to give further consideration, in the light of the changed conditions of war-time, to the enquiry as to whether your government would be agreeable to an amendment being made to the British North America Act, which would give the Federal Parliament the necessary authority to enact legislation to establish unemployment insurance.

In appealing to you at this time, I do so in the knowledge that the government of Alberta is anxious to be most co-operative in meeting the many difficult problems which face our country in these trying days of war.

Yours sincerely,

(Sged) W. L. Mackenzie King.

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Coll - Unemployment Insurance

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The Opposition to Unemployment Insurance

The Canadian Manufacturers Association is the principal organization opposed to the immediate establishment of a system of unemployment insurance.

The opposition of the Canadian Manufacturers Association is based on a long-standing principle, reaffirmed repeatedly during the past 12 years, but at present the Association is pursuing the policy expressed in a resolution passed at its recent annual convention in Winnipeg, i.e., of opposing the introduction of the Bill during this session on the grounds that unemployment insurance requires further study.

The Alternatives to Unemployment Insurance suggested by The Canadian Manufacturers Association

The Canadian Manufacturers Association is supporting a scheme proposed by Mr. H. H. Wolfenden of the Canadian Life Insurance Officers Association. He recommends (1) the creation of an "insurance fund" contributed to equally by employers and employees to take care of short periods of unemployment, (2) The creation of a second "savings fund" contributed to equally by the employees and the state to cover further periods of unemployment, (3) the creation of a relief fund sustained entirely by the state to pay relief for periods of unemployment longer than those covered

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by the two previously described funds.

The intention of this plan is obvious: to minimize the contribution of the employer as much as possible.

Mr. Meighen's Opposition

Speaking in the Senate on July 11th, 1940, Right Honourable Arthur Meighen declared his opposition in the following terms: (Unrevised Debates of the Senate, p. 308)

"I do not think this is a time for unemployment insurance legislation, and I will say why. We are in the black, crucial period of a fearful peril, of a war of unparalleled and unprecedented intensity, in which the last ounce of energy of everyone, on our side at least, is necessary if we are to have a chance of success. The weight of destiny that depends on the few months or, maybe, few weeks ahead, can scarcely be comprehended by the human mind. What is going to be required in the way of human and material contributions is terrific. The end we cannot see, but we do know that the immediate demand passes all the efforts of the imagination. In these conditions is this country to be advertised as launching upon new and very expensive social reforms? Ordinarily I am in favour of unemployment insurance. I took that position six years ago, and in similar circumstances, or anything like them, I would take it again. But surely circumstances are not similar. Is it going to be of value

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for us to be known as launching upon this great programme of reform, entailing scores of millions per annum, at this truly desperate stage of our war effort?"

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The Government is not embarking upon a project which will cost the country "scores of millions per annum". On the contrary, the government is introducing the Unemployment Insurance Act as a war measure for the purpose, among many others, of strengthening the financial and economic position of the nation.

It is anticipated that the income of the fund during the first year of operation will be $67,200,000, of which employers and employees will pay $56,000,000, and the government $11,200,000. There will be no call upon the fund for benefits during the first 30 weeks of its existence, and there will be very few calls during the course of the war because of the demand for labour in our war effort. It is, therefore, clear that there will be approximately $67,000,000 available for investment in government securities and industry. Against this there will be an administrative cost of $5,250,000, part of which will be spent on the creation of a nation-wide employment service for the purpose of better mobilizing our labour resources.

Far from involving vast spending, the present Bill before the House will have the effect of saving over $60,000,000 per year of the national income for the purpose of strengthening our economy, and providing for the post-war.

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re-adjustment of industry. In ordinary circumstances, a good proportion of this $60,000,000 would be spent by the workers and employers on consumers goods. Under the present Bill, this money will be mobilized for investment.

The Unemployment Insurance Act is a bill to intensify saving not spending.

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Press Opposition

The Toronto Saturday Night (January 6th, 1940) and the Winnipeg Tribune (January 19th, 1940) have opposed the establishment of an unemployment insurance system because of the expense during wartime.

The Montreal Gazette (January 18th, 1940) opposed the government's proposals because unemployment is declining.

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H725
v.1

MEMORANDUM FOR MR. PICKERSGILL:

Re : Unemployment Insurance

Statute to 6.1.40

I enclose a copy of a communication I have sent this morning to the Honourable Mr. McLarty, Minister of Labour. It speaks for itself.

I should be obliged if you would get in touch with Mr. McLarty immediately and follow up the matter with him.

As I am doing my utmost to clear up outstanding matters to have everything in readiness for the session before getting away for a few days for a much needed rest, I shall be grateful if this can be carried on with the minimum of reference to myself from now on.

W. L. M. K.

January 5, 1940

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J.W. Pickersgill to W.M. McLarty

To: W.M. McLarty

Original handed to Mr McLarty

C231337

J.W.P.

Summary of Correspondence with the Premiers of the Provinces re Unemployment Insurance, 1937-38.

January 8/40

On November 5, 1937, the Prime Minister wrote to the Premiers of all the Provinces to enquire whether the government would be agreeable to an amendment being made to the British North America Act empowering the Federal Parliament to enact unemployment insurance legislation.

The Premiers of British Columbia, Manitoba, Nova Scotia, Ontario, Prince Edward Island and Saskatchewan replied that the governments of their respective provinces were agreeable to such an amendment.

The Premier of Alberta at first took the view that the provincial government could not agree to an amendment without having specific details regarding the unemployment insurance scheme. Subsequently he agreed that the proposed amendment would be submitted to the Legislature. No official communication was ever received as to the result of the submission to the Legislature, although it was reported in the press that a resolution opposing any amendment to the British North America Act at the present time had been adopted by the Legislature.

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The Premier of New Brunswick at first stated that the proposal must be studied; subsequently he agreed to submit it to the Legislature for decision; and, finally, he transmitted a copy of a resolution adopted by the Legislature urging the Federal Government to defer the matter until the Report of the Royal Commission on Dominion-Provincial Relations was available.

The Premier of Quebec expressed willingness to co-operate in a sound and fair system of unemployment insurance, but, without mentioning any amendment, made references to our full autonomy and decided opposition to "legislative union". In reply the Prime Minister thanked him for his willingness to co-operate, but developed the argument for a national scheme of unemployment insurance. In a second letter, the Premier of Quebec returned to the suggestion of concurrent legislation and stated that the Province of Quebec considered it was "much safer to preserve the stability of the Constitution". He did not acknowledge the draft amendment which was submitted to all the provincial governments by the Prime Minister on January 20, 1938.

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As the same governments are in power in all six provinces which concurred in the proposal to amend the British North America Act it may be assumed that their concurrence still stands.

The resolution of the Alberta Legislature merely opposed amendment "at the present time". It is conceivable that an appeal based on the changed circumstances of war-time might meet with a more favourable response.

The resolution of the New Brunswick Legislature suggested deferring the matter until the report of the Sirois Commission was being considered. It might be argued that the war would certainly delay the consideration of the report, and that the need of preparing for post-war conditions was urgent.

The political situation in Quebec has changed completely. Certain utterances by Mr. Godbout during the recent election campaign would suggest that a different response might now be forthcoming from that province.

It would, presumably, not be possible to enact legislation, under war-time authority, which would

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be considered constitutional in time of peace. If this assumption is correct it will still be necessary to seek an amendment to the British North America Act, before unemployment insurance legislation can be enacted.

It is suggested that no formal approach be made to any of the three provinces unless it has

(a) either been learned privately that all three will agree

(b) or Council has decided to proceed with an address for an amendment even if one, at least, of the provinces should fail to concur.

Obviously a formal approach to the provinces would not remain confidential. The failure of a second attempt by the government to establish unemployment insurance would have an unfortunate political effect.

J. W. P.

JWP/G

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- Unemployment Insurance H725 V.1
- Pensions - Old Age Pensions
- Provincial Governments - Alberta

SECRET

Ottawa, January 10, 1940.

C231941

MEMORANDUM FOR THE PRIME MINISTER: (1)

Re: Unemployment Insurance

1. Interview with Mr. Ralston. At the Prime Minister's direction, I saw Mr. Ralston last night and explained to him that the Prime Minister was sorry he had not been able to be in Council, yesterday, when this matter was discussed, in order to put his views before his colleagues. I went on to point out that unemployment insurance had figured prominently in the Liberal programme in 1935; that a continuous effort had been made to effect this reform during the course of the present Parliament, and that the Prime Minister considered it imperative to accomplish it in advance of any further appeal to the country.

We next discussed the financial aspects of the question, which were uppermost in Mr. Ralston's mind. I pointed out that for the first two years unemployment insurance would actually involve no disbursements beyond administrative costs, and would bring in a very considerable sum of money which would be available to the Treasury, since it is to be paid into the Consolidated Fund. I think these observations made an impression on Mr. Ralston. He telephoned me, this morning to say that he had discussed the matter with Mr. Clark, and that he now thought the financial objections were less considerable than he had originally anticipated, yesterday. He said, however, that he would much prefer to have * the formal approach to the Provinces deferred until later in the week, as he would like to give an hour or two, which he could not find in the next two days, when he will be absent from Ottawa, to an intensive examination of the problem. He asked me to tell the Prime

Mr. Clark's views are signed but - can be/will be changed later on.

* By all means. I have signed the letters, they ought to be Council, to be sent off, if Council approves, if not - held till Mr. Ralston has had further time to consider (see also top 3) or till he returns to Ottawa. Must hasten if possible but should be tomorrow - so that by

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Minister, however, that while he would much prefer these few days of grace, that if the Prime Minister considered the approach must be made, at once, it was, of course, for him to decide and Mr. Ralston would naturally accept his decision.

2. Letters to the Provinces. I have had some further discussion with Mr. McLarty about the formal approach to be made to the Provinces, while preparing the draft letters to the Premiers of the three Provinces concerned. Mr. Power was also consulted, and it appears that his conversation with Mr. Godbout was confined to a very general discussion on his attitude to unemployment insurance, and that the question of amending the Constitution to make this possible, was not broached. In the circumstances, there would seem to be a strong case for a further informal approach to Quebec before any formal letter is sent. While it is conceivable that the Federal government might be prepared to go to Westminster for an amendment, without the concurrence of Alberta or even New Brunswick, this course would not seem to be politically possible if Quebec dissented. It will almost certainly be impossible to keep the formal approach to the Provinces, confidential, as the Premiers will have to consult their colleagues, and, especially if there is any disposition not to agree, the news will almost certainly leak out (particularly in Edmonton). If a formal request is not acceded to by Quebec, and in consequence the measure is not proceeded with, the government cannot fail to lose credit in other parts of the country, and the relations with the Quebec government itself, will, as a result, be less cordial. This point has been discussed with Mr. McLarty who agrees that the government should be completely satisfied as to the favourable attitude of Quebec before a letter is sent to Mr. Godbout, by the Prime Minister.

The attached draft letters to the three Premiers are not entirely identical. In the cases of Alberta and New Brunswick, an attempt has been made to meet the point raised in each case in the earlier correspondence and to save the faces of those governments as far as possible. In the case of Quebec

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no allusion has been made to the attitude taken by the preceding administration. It was thought that it would be very difficult to refer to this in any way which would not embarrass the government. There is also attached a ring binder containing the earlier correspondence with all the Provinces and a summary of the principal points involved.

Mr. McLarty has left with me, to be shown to the Prime Minister, a copy, which is attached, of a letter which Mr. MacKinnon received today from the Deputy Attorney-General of Alberta, which indicates that the attitude there is not so promising as he had gathered from the earlier telephone message. I have, at the Prime Minister's direction, spoken to Mr. MacKinnon about the advisability of sending a personal and private letter to Mr. Aberhart in advance of any formal approach. Mr. MacKinnon's view is that this would be very helpful. Such a letter could be sent by air mail, and delay avoided in that way.

J.W.P

J. W. P.

Might it not be well to add paragraph re unemployment relief, and allusion re letter to Todd bank, a letter being sent Aberhart to

---

Dept. as Drafted, please send me from New Brunswick today in connection with Prime Minister's letter.

Please have typed letter of further message - making more of comment of Imperial Oil measure - which relieves Duties of exhibition - does not add to the Obligations in any way

Typed

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C231945

H125
V.1

Ottawa, January 10th, 1940.

Transciption of Prime Minister's observations re formal approach being deferred until later in the week.

"By all means. I have signed the letters. They might go to Council to be sent off, if Council approves, if not, held until Colonel Ralston has had further time to consider, or until my return next week. I think, however, if possible they should go tomorrow, so that we may have replies in time to make mention of matter in Speech from the Throne." "K."

"These three letters are signed but can be held and dated changed later on".

"Might it not be well to add paragraph re Unemployment Relief which appears in letter to Godbout, to letter being sent to Aberhart."

"Dysart, as I reported, phoned me from New Brunswick today to say his government would give their consent."

"Please have Power take up further with Godbout, making sure of consent of his government to this one Measure which relieves Quebec of expenditure and does not add to its obligations in any way."

"I have dictated letter to Mr. Aberhart."

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C.B. 946

Ottawa, January 11th, 1940.

MEMORANDUM FOR MR. MCLARTY:

Re: Unemployment Insurance

The Prime Minister wishes Council to consider the letters to the three Provincial Premiers, which were drafted yesterday and which he has signed but not yet despatched (copies of these letters are attached). Mr. King said that they might be sent out, if Council approved, but, if not, held until Colonel Ralston has had further time to consider the question, or until the Prime Minister's return next week. He added that he thought they should go today, so that we might have replies in time to mention the matter in the Speech from the Throne. Mr. King also indicated that he had had a firm assurance from Mr. Dysart that New Brunswick would give its consent. He also directed me to ask Mr. Power to make a further informal approach to Mr. Godbout, in order to be sure that his government were agreeable to an Amendment to the British North America Act, which is the essential preliminary. I have spoken to Mr. Power, who will endeavour to get in touch with Mr. Godbout, today. The Prime Minister has also written a personal and private letter to Mr. Aberhart, which is to be sent with the formal letter. Mr. MacKinnon has been consulted about this procedure, and thinks it will be helpful.

Will you be good enough to get the views of Council regarding the formal approach to the Provinces? As I understand that Mr. Ralston will not be present, I assume Council should be informed, as I have already informed the Prime Minister, that he would prefer to have the formal approach deferred until he has had an opportunity to give intensive examination to the financial aspects of the question. The Prime Minister, on the other hand, seems to be very anxious not to delay, once a definite assurance has been secured, informally, from Quebec.

JWP/M

J. W. Pickersgill

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V.1

C231947

OFFICE OF THE PRIME MINISTER
CANADA

Ottawa, January 11th, 1940.

MEMORANDUM FOR MR. POWER:

Re: Unemployment Insurance

Attached is a copy of the letter which the Prime Minister has signed, but not yet sent, to the Premier of Quebec. There is also attached a volume of correspondence with the Provinces in 1937-38. The Prime Minister's letters of November the 5th, 1937, and January the 20th, 1938, together with a copy of the proposed Amendment, are in the front. Mr. Duplessis' reply, and later correspondence, will be found under the tab "Quebec".

What the Prime Minister is anxious to find out, before making any formal approach, is whether the government of Quebec is agreeable to a request to have the British North America Act amended for the specific and limited purpose of enabling the Parliament of Canada to enact Unemployment Insurance.

Would you be good enough to return the papers, at your convenience.

J.L.P.

J. W. Pickersgill.

Jan 11th phoned Hon Mr Godbout asking for definite assurance as to whether or not he would agree to an amendment to B.N.A. Godbout replied that he would let me know Friday Jan 12th. J.L.P.

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OFFICE OF THE PRIME MINISTER

MEMORANDUM

C231948
JWP/LAM
January 18, 1940

For the Prime Minister:

Re Unemployment Insurance

At the Prime Minister's direction, Mr. McLarty was informed that there would be no objection to letting Mr. Maynard have a precis of the proposed Unemployment Insurance Bill. Mr. McLarty has, subsequently, sent a copy of his letter to Mr. Maynard, together with a copy of the summary of the Bill for the Prime Minister's information. They are attached.

Mr. McLarty was also informed, after I spoke to the Prime Minister yesterday, that Mr. King felt it would be inadvisable to approach Mr. Maynard further with a view to getting a decision before his return to Edmonton on Monday.

J.W.P.

J.W. Pickersgill

file with papers on subject - 24-1-40

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OFFICE OF THE PRIME MINISTER C231949

MEMORANDUM

February 6th, 1940.

For the Prime Minister:

Re: Unemployment Insurance

Attached is a letter from the Premier of New Brunswick, expressing agreement to an amendment to the B.N.A. Act regarding Unemployment Insurance.

Attached also is a draft acknowledgment, for signature or revision.

Mr. McLarty has been provided with a copy of Mr. Dysart's letter.

A. D. P. H.

Please speak to
Mr. Gerard about
Dysart letter from
Fredericton - He may
be well to have
him - consult Dr Heffer re-
Dr Montreal clinic
& confer
with
me

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Elections - Gen Elec 1940 Campaign ✓

POSTMASTER GENERAL
CANADA

C231950

Ottawa 5th March 1940

Dear Mr. Heaney,

re: Prime Minister's meeting at Hamilton

Arrangements were originally made for Colonel Ralston to hold a meeting in Hamilton on March 8th., It was found necessary to cancel it and to fix the date as of March 11th., This has now been widely adertised in Hamilton papers and over the radio.

It is represented to us by local authorities that should the meeting by Colonel Ralston be cancelled it would have a very bad effect, and moreover, it is felt that no good purpose would be served by having two major addresses, one by Colonel Ralston, and one by the Prime Minister delivered in Hamilton within four days of one another.

I therefore suggest very strongly that the Prime Minister speak in London or Windsor on or about the date which he had in mind for the Hamilton meeting.

Yours very sincerely,

Charles G. Power

C. G. POWER

Mr. A.D.P. Heeney,
Principal Private Secretary
to the Prime Minister,
Ottawa, Ont.

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C231951

Urgent

Ottawa, March 5th, 1940.

MEMORANDUM FOR THE PRIME MINISTER:

Mr. Power has just sent me the enclosed memorandum which he had marked "Urgent" on the envelope.

I thought Mr. King might wish to consider Mr. Power's suggestion, immediately, and give direction as to his wishes.

A. D. P. H.

Sen Lambert informed me that Power had told him that he would not be com. to Hamilton

Mar 5 Dft

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(COPY)

7th March 1940.

MEMORANDUM FOR THE MINISTER OF JUSTICE.

C231952

J.R. 4877/40
Re: Unemployment Insurance.

The position of Quebec (under Mr. Duplessis) was that an amendment to the B.N.A. Act was deemed unnecessary on the ground that a scheme of unemployment insurance could be established by concurrent or enabling legislation. A great variety of co-operative legislative schemes exist in Canada for the purpose of avoiding the difficulties created by the division of legislative jurisdiction and, of course, we do not know what mode of procedure was to be utilized to solve the constitutional problem; nor do we know what kind of an unemployment insurance scheme the Quebec Government had in mind. Presumably, however, it would be a national scheme of uniform application throughout the nine provinces (there would be one Insurance fund, not nine) and would be administered by one central Board or Commission set up by the Dominion and Parliament would be expected to provide the funds for administrative expenses; the funds to provide insurance benefits, on the other hand, would be furnished by a levy on employers and employees. This levy must be imposed by or as a result of some kind of action by the provinces since under the B.N.A. Act as it stands Parliament lacks the power.

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The method of co-operation in the legislative field which first suggests itself is for the provinces to delegate their powers in relation to unemployment insurance to Parliament. There are, however, several objections: First, it is extremely doubtful if such delegation would be legally effective, not perhaps because the provincial legislature cannot delegate its legislative functions but because Parliament cannot acquire jurisdiction by such action. Lord Watson is reported to have observed during the argument of C.P.R. v. Notre-Dame de Bon Secours (1899) A.C. 367, "I "think we must get rid of the idea that either one or other "(Parliament or the Provincial Legislature) can enlarge the "jurisdiction of the other or surrender jurisdiction." In the case of the Live Stock and Live Stock Products Acts, this method of delegation was resorted to and the courts have held the co-operative scheme to be unconstitutional. The provincial legislature may delegate its legislative powers as has recently been held by the Privy Council in the case of Shannon v. Lower Mainland Dairy and, conceivably, some central body, say the Dominion Commission, could be vested with legislative power by each of the nine provinces, but one would think that the provinces would strongly object to delegate such power to a body not responsible to the provinces. Secondly, there is the objection that any one province could, at any time, withdraw the power delegated.

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A third objection is that the sum total of provincial powers is probably insufficient, constitutionally, to establish a national system. E.G. can Quebec raise money by a levy which is subject to be used to pay benefits outside of Quebec? If Quebec cannot do so then its delegate cannot merely by reason or the fact that it is the delegate also of eight other provinces.

Other recognized methods of co-operation are known as "legislation by reference", "conjoint legislation" and "conditional legislation".

Legislation by reference and conjoint legislation are much the same thing. The first is a method whereby Parliament enacts a statute which is then adopted by the provinces by reference. By the second mode of procedure both legislatures act at once and in the same terms. These two methods have been resorted to where doubt exists as to which legislature, the central or the local, has authority; if both central and local legislatures act concurrently and in identical terms, one or the other statute must be valid. The fallacy of this reasoning lies in the possibility that both statutes may be invalid because each exceeds the power of the enacting legislature. The example given above of Quebec taxing its residents to raise a fund to be used throughout Canada suggests itself. Such a taxing provision would be unconstitutional just as a Dominion Act to impose

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taxation on Quebec residents to be used in Quebec would be bad. Another objection is that in enforcement a difficulty arises since proceedings can only be taken under one of the two statutes at a time and the unconstitutional one may be selected. Then, again, in the case of legislation by reference the provincial act would be bad if the Dominion Act was bad since the latter is a nullity and the provincial act based on it could be no better.

Conditional legislation is a mode of procedure whereby legislation of one or other legislature operates, upon the fulfilment of a condition. For example, all the Provinces might pass unemployment insurance acts in identical terms which would become operative as the result of some Dominion action, i.e., by Parliament or by the Governor in Council; the "condition" would be such Dominion action. The insurance conditions and the levy would be provided for by the provincial legislatures while the Dominion, in addition to bringing the nine provincial statutes into force on a given date, would establish a Central Commission to administer the scheme and would provide funds for administrative expenses. It may be doubted whether Parliament or the Governor in Council could be vested with power to bring into force provincial statutes. They are institutions established under the B.N.A. Act and new powers cannot be conferred on them by the provincial legislatures. However, some other single body, perhaps the

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Dominion Commission to be established, could be vested with the necessary power to bring the nine provincial statutes thus brought into force would not be sufficient in themselves for the reasons stated above that the sum total of the powers of the nine provinces is not sufficient to impose taxation to provide funds to be utilized throughout Canada.

Finally, these several methods being insufficient for reasons given, could a method be worked out whereby the nine provinces legislate conditionally and the Dominion also legislates to make good deficiencies? This method might be called the method of complementary legislation. If one knew exactly the deficiency - from a constitutional point - of the sum total of the nine provincial acts, I suppose the deficiency could be made good by Parliament. Unfortunately we have only opinion to guide us in that respect and it is to be borne in mind that one cannot make good deficiencies in general terms. The Dominion Act must be strictly limited to Dominion subjects.

It would not be out of place to state some of the practical - as distinguished from legal - objections to our attempting to proceed without an amendment to the B.N.A. Act:

1. You must get the concurrence of nine legislatures each of which will, quite properly, have its own ideas influenced by local requirements as to the proper contents of an Unemployment Insurance Act.

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2. You must hold this concurrence through the difficult first years of the application of the Act. Amendments will be required from time to time and to make the scheme work each legislature would have to accept and adopt amendments without question.

3. You must persuade nine provinces to submit to administration by a body not responsible to them.

4. The necessary levy to provide insurance benefits must be imposed upon the clear understanding that the funds raised thereby and turned over to the Commission are to be utilized to pay benefits throughout Canada. The result might be, for example, that Quebec contributions would, in certain circumstances, be utilized to pay benefits outside Quebec:

5. No guarantee could be given which would effectively prevent a province from withdrawing from the scheme.

F. P. V.

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Collateral - Unemployment Insurance

The Unemployment Insurance Bill

C231958

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Principles upon which the Unemployment Insurance Act is based.

1. First is the fact that insurance benefit is a right established by contributions previously made, and not a form of relief. The benefits will be in proportion to the contributions made, at the same time entitling the low-paid worker to a relatively high percentage of his wages.

2. Weekly insurance benefit should not be as great or greater than normal weekly earnings.

3. The normal standard of living of the wage-earner should be protected.

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Insured Classes and exceptions under the Act

The benefits of the scheme will apply to all persons who are employed under a contract of service or apprenticeship, with certain exceptions. The exceptions include workers in agriculture and forestry, fishing, lumbering and logging, transportation by air or water, stevedoring, private domestic service and workers earning more than $2,000 per annum. Young persons under 16 years of age cannot draw benefits but may accumulate benefit rights at no cost to themselves; the same holds for those who earn less than 90¢ in a normal full day.

It is estimated that the scheme would cover 2,100,000 wage-earners by 1941. Adding to this figure an estimate of 940,000 adult and 1,620,000 child dependents, the cloak of insurance benefits would be spread over 4,660,000 people. The Bill provides for extending the scope of the Act on the recommendation of a National Advisory Committee to be set up under the Act.

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General Principles upon which Contributions and Benefits are based under the Act

It is the intention of the Present Act to establish contributions and benefits upon the principle of grading rather than upon that of flat rates.

Under the Act now before the House, contributions and benefits are graded according to income categories. Thus contributions and benefits are geared directly to the standard of living of the worker.

Under a system of "flat-rating", which was the distinctive feature of the Employment and Social Insurance Act, 1935, the contributions and benefits must necessarily be geared to the lowest wage levels in order to avoid benefits greater than wages for low income workers. Such benefits are not adequate for high income workers.

For this reason "flat-rating" is not suitable in Canada where standards of living and wage levels vary greatly from section to section.

The administrative simplicity, which is claimed as the merit of flat-rating, is more apparent than real. Under the Employment and Social Insurance Act, 1935, a variety of categories determined by sex and age were established, whereas under the present act simple categories determined by wage levels are established.

In order to overcome the administrative difficulties

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involved in gearing contributions and benefits to actual wages earned, which may fluctuate, to general wage categories with standard contributions and benefits for each category have been established. Thus, the present Act strikes a balance between administrative simplicity and social justice and utility.

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C231963

Contributions under the Act

An Unemployment Insurance Fund, with the Bank of Canada as fiscal agent, is to be created. Exmployers and workmen contribute amounts which would bring approximately equal totals over the country. Parliament adds a grant of one-fifth of the aggregate contributions made by employed persons and employers, and, also assumes the whole cost of administration, which will be provided through annual votes of Parliament.

It is estimated that the income of the Fund in 1941 would be about $67,200,000 - being approximately $28,000,000 each from employers and workers, and about $11,200,000 from the government.

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Contribution Rates

Ref. No. for class	Class of Employed Persons	Weekly Rate Employer	Weekly Rate Employed Person
0	While earning less than 90 ¢ a day (Sec. 19(3)) or While under 16 years of age (Sec. 19(4))	18¢	9¢ paid on his behalf by the employer.
1	Earning $5.40 but less than $7.50 in a week	21	12
2	Earning $7.50 but less than $9.60 in a week	25	15
3	Earning $9.60 but less than $12,00 in a week	25	18
4	Earning $12.00 but less than $15.00 in a week	25	21
5	Earning $15.00 but less than $20,00 in a week	27	24
6	Earning $20.00 but less than $26.00 in a week	27	30
7	Earning $26.00 but less than $38.50 in a week or $2,000 a year (First Schedule (m))	27	36

Daily Rate: in respect of each class, the daily rate of contribution shall be one-sixth of the weekly rate (Section 17(4)).

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Benefits under the Act

Insurance benefit is paid as of right on fulfilment of four statutory conditions:-

1. The payment of not less than 30 weekly - or 180 daily - contributions within two years, while in insured employment.
2. Proper presentation of the claim, and proof of unemployment .
3. That the contributor is capable of and available for work.
4. That he has not refused to attend a course of instruction if required.

Disqualifications for benefit include: loss of work due to misconduct or a labour dispute in which he is involved; unwillingness to accept suitable employment; receipt of an old age pension; being an inmate of a public institution, or earning less than ninety cents a day while in employment.

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The weekly benefit rates are shown below:

Class No.	Description of Class	Single Persons	Persons Maintaining Dependents.
0	Under 16 years of age, or earning less than 90¢ a day)	--	--
1	Earning $5.40 and less than $7.50 in a week	4.08	4.80
2	" 7.50 " " " 9.60 " " "	5.10	6.00
3	" 9.60 " " " 12.00 " " "	6.12	7.20
4	" 12.00 " " " 15.00 " " "	7.14	8.40
5	" 15.00 " " " 20.00 " " "	8.16	9.60
6	" 20.00 " " " 26,00 " " "	10.20	12.00
7	(" 26,00 " " " 38.50 " " ")		
	(and certain other cases)	12.24	14.40

Daily rates are one-sixth the weekly rate. The amount of daily or weekly benefit is 34 times the average daily or weekly workman's contribution for insured persons without dependents, and 40 times the average contribution for married persons mainly or wholly maintaining one or more dependents. It will be seen that the benefits are adjusted with regard for the normal wage, i.e., the normal standard of living of the employed person.

The Benefit Formula

No benefit is payable during the first nine days of unemployment in a benefit year. After that a worker may draw one payment for every five contributions made in the previous five years, less one payment for every three benefit payments received in the previous three years. For example: if a man has paid 30 contributions into the Fund, he will be entitled to 6 weeks benefit. If he contributes for 260 consecutive weeks, or five years, he will be entitled to 52 weeks benefit. This a maximum since five years is the longest period of

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contributions upon which the title to benefit is based. When a man draws benefits, this automatically reduces his future claim to benefits. For example, if in the course of five years a man makes 200 weekly contributions and draws 30 benefits in the last three of these five years, he will be entitled not to 40 benefits but to 40 less one-third of the number of benefits he has drawn, i.e., 30 benefits in all.

Under the Bill the whole of the benefit is related to the employment history of the insured individual. Insofar as a man's future benefits are reduced by his past claims, he might be likely to proceed more cautiously in applying for benefit. Moreover, he is made aware that the more he works, the greater his benefits in any period of unemployment, through regular contributions.

The system of contributions and benefits to be established by this Act is designed to maintain the standard of life of the unemployed worker at the lowest possible cost to the parties concerned under the Act.

It is recognized that the low-paid worker has less reserve with which to pay contributions, and less opportunity of privately accumulating the means of sustaining himself during periods of unemployment. It is for this reason that the low-paid worker is asked, under the Act, to contribute a smaller weekly amount than the highly paid worker. To take examples at the extremes of the scale: A worker supporting dependents on a wage of $5.40 per week will pay 2.2% of his weekly wage in

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C231968

contributions but will receive in benefits 88.8% of his weekly wage. On the other hand, a worker with dependents earning $38.50 per week will pay .95% of his weekly wage in contributions and will receive 37.3% of his weekly wage in benefits.

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Umpires and Courts of Referees Under the Act

The Commission is to set up regional divisions under insurance officers, and create a court of referees, representative of the interested parties, to handle claims. Umpires and deputy Umpires appointed by the Governor in Council from among the judges of the Exchequer Court and the Superior Courts of the provinces, are to be the final adjudicators of claims through procedure clearly outlined.

Provision is made for the appointment of inspectors with power to make examinations concerning compliance.

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Administration

The Bill provides for administration by three Commissioners, one of whom shall be appointed after consultation with organizations representative of workers and the other after consultation with organizations representative of employers. The Chief Commissioner is to hold office for ten years and each of the other Commissioners for five years.

Details concerning the Commission - terms of re-appointment, salary, place of residence, powers, etc. - are outlined in section 4-12 of the Bill.

In addition to the Commission, an Advisory Committee appointed by the Governor-in-Council will be appointed. The duties of this Committee will be to report on the condition of the fund, and to examine the possibilities of enlarging the scope of the system or of improving its working.

The Committee will be representative of workers and employers and will consist of a chairman and from 4 to 6 members.

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C231971

Administrative Cost

In addition to contributing 20% of the fund, Parliament will assume the whole cost of administration, which will be provided by annual votes.

The anticipated cost of administration will be $5,250,000. This is based on a per capita cost of $2.50 for 2.1 million insured persons. This cost is higher than that in either the United Kingdom or the U.S.A. The per capita cost in Great Britain is $1.50; in the U.S.A., $2.10.

It must, however, be remembered that this administrative cost will include the cost of operating a nation-wide employment service together with a scheme to provide loans to workers travelling from one job to another.

It is expected that any enlargement of the scope of the system will cut per capita cost considerably.

Any system of unemployment insurance which is effective can be administered most inexpensively by a national organization. The net drain upon the national income would be greatest under a system administered by the provinces separately or by individual firms.

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The Dominion Employment Bureau
to be established under the Act. C231972

In any consideration of the administrative cost of unemployment insurance, it must be remembered that the estimated annual cost of $5,250,000 includes the operation of a dominion-wide employment service.

At the present time, the Dominion Government contributes $150,000 towards the $556,263 which the Provinces spend on the maintenance of employment exchanges. In addition it spends $45,000 on the salaries of Federal officials employed in this connection, and contributes $12,000 worth of stationery. In addition, it cares for the employment of disabled veterans. In all, the employment services maintained by the Provinces require more than $600,000 of the national income, of which the Federal Government contributes more than $200,000.

Under the existing arrangements, the $600,000 spent by the people of Canada on employment exchanges has not produced an employment service capable of mobilizing labour on a dominion-wide basis. For the most part, the existing agencies make known the opportunities existing in single provinces, and to that extent do not give to labour the highest mobility possible. In addition, they have resulted in an unnecessary duplication of personnel.

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Under the Unemployment Insurance Act, the present unsatisfactory state of affairs will be brought to an end, and an efficient nation-wide employment service will be established with a saving of the $600,000 now being spent by the provinces and federal government. In addition, a system of loans to workers moving across the country to take employment is being established, and in this way the finding of the right man for the right job will be simplified and made more effective.

It is intended that the Dominion Employment Bureau will serve other purposes of national importance such as, for example, keeping up to date the National Registration, and supervising any relief work that may be from time to time necessary. The efficiency of the National Registration undertaken in Great Britain at the outbreak of the war was due largely to the existence of many employment exchanges staffed by competent and experienced civil servants in close contact with the mass of the people, and it is intended that the Dominion Employment Bureau be ready to do not only its day to day work but to stand by for any national emergency of this character.

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Comparison of the Present Act with the Employment and Social Insurance Act, 1935.

C231974

1. The present Act has a sound constitutional basis which the nation is united in supporting. This was not true of the Employment and Social Insurance Act, 1935.

2. The present Act is based upon the principle of graded contributions and benefits. The Employment and Social Insurance Act, 1935, was based upon the principle of flat rate contributions and benefits. It took no account of disparities between wage levels, and, being geared to the lowest wage levels, was of little benefit to the more highly paid worker, while exacting an onerous contribution from the low paid worker.

   In order to provide against payment of benefits greater than wages, the Act of 1935 limited payments to 80% of a workers wages. Under the present Act, a low paid worker with dependents can receive benefits as high as 89% of his normal weekly wages.

3. Under the Act now before the House, the qualifying number of contributions is reduced from 40 weeks in the two years preceding a claim for benefit, which was the provision in the Act of 1935, to 30 weeks or 180 days. Thus, the number of persons qualifying for benefits will be greatly increased in comparison with the number who would have qualified under the Act of 1935.

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4. Under the present Act, contributions and benefits are paid on a daily basis, thus eliminating the complications which would have arisen under the weekly rules with its qualifications, established by the Act of 1935.

5. A new benefit formula, - the "ratio rule", - is introduced. The 1935 Act allowed a period of 13 weeks' benefit to all persons who had paid forty weekly contributions during the two years preceding a claim for benefit; and "additional days" were allowed in accordance with a ratio rule, up to a maximum of fifty-two weeks. The new Bill dispenses with the "flat duration plus additional days", and substitutes therefor a period of benefit directly related to the employment record of the insured person. He is permitted to draw one payment (either daily or weekly) for every five contributions made in the previous five years, less one payment for every three benefit payments received in the previous three years.

The ratio rule is simple and automatic; it protects the fund against bad risks; it prevents anomalies from persistent claims from casual, intermittent and seasonal workers; and it gives a workman the incentive to draw on his own resources for short periods of unemployment, thus keeping his rights intact for more serious times.

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6. The Governor-in-Council is enabled to establish reciprocal arrangements on Unemployment Insurance with another country. This provision would apply in particular to a worker living in Canada and working in the United States, or vice versa.

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JWP/LAM
May 1, 1940

MEMORANDUM FOR THE PRIME MINISTER:

Re Unemployment Insurance

As no reply has yet been received to the Prime Minister's letter of April 10th to the Premier of Quebec, it was thought that the Prime Minister might wish to write a personal letter to Mr. Godbout with the object of speeding up his reply.

With this end in view, a draft has been prepared for the Prime Minister's consideration. A copy of the letter of April 10th is also attached for reference.

A. D. P. H.

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C231[illegible]3

OFFICE OF THE PRIME MINISTER
CANADA

Personal and
Private

Ottawa, May 1, 1940

Honourable Adelard Godbout, M.L.A.
Premier of Quebec,
Quebec, Que.

My dear Mr. Godbout:

I am writing to you privately to enquire whether you think it will be possible for the government of Quebec to give consideration to my letter of April the 10th, regarding unemployment insurance, at a sufficiently early date to enable the Federal government to make a reference in the Speech from the Throne, on May the 16th, to our intention to proceed with the project of establishing a national system of unemployment insurance.

I may say confidentially that my colleagues and I are very anxious to be in a position to make such an announcement at the opening of the Session. It is our desire that a measure which has long been a part of the Liberal programme should be realized as early as possible. I am confident that its realization will reflect credit on the provincial administration of Quebec as well as on the Federal government. I earnestly hope that it may be possible for you to extend the concurrence of the province of Quebec to the proposal so that early action may be taken to increase our national industrial security and the well being of Canadian Labour.

With kind regards,

Believe me,

Yours very sincerely,

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C231979

COPY

Ottawa, April 10, 1940.

Honourable Adelard Godbout, M.L.A.,
Premier of Quebec,
Quebec, Que.

My dear Premier:

I wish to acknowledge your letter of February the 24th in reply to my letter of January the 16th, enquiring whether the government of Quebec would be agreeable to an amendment being made to the British North America Act, which would empower the Federal Parliament to enact unemployment insurance legislation on a national scale.

You enquire as to whether the Federal government adheres to the view that it would be impracticable to establish a national system of unemployment insurance by means of concurrent legislation. May I say in reply that the question has been considered carefully by the government's legal advisers. I have pleasure in enclosing, for your information, a copy of their opinion. You will observe that our legal advisers are of opinion that, even if it were possible by concurrent action to establish a national system of unemployment insurance, the validity of the legislation would be open to question, and the system itself unstable.

My colleagues and I adhere to the view that on both constitutional and practical grounds, until the legislative competence of the Federal Parliament to enact the legislation is established beyond question, it would not be feasible to attempt to establish a national system of unemployment insurance.

May I say that my colleagues and I warmly appreciate your offer to give early consideration to the matter, and the willingness expressed in your letter to co-operate to the fullest extent towards the establishment of a working scheme, the effect

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of which, amongst other advantages, would be to reduce the burden of unemployment relief now resting on the provinces.

As it is our desire to be in a position to take the necessary steps to proceed with unemployment insurance legislation at the forthcoming Session of Parliament, may I express the hope that, in the circumstances, the government of Quebec will be agreeable to the necessary amendment to the British North America Act being sought forthwith.

It is our belief that a national system of unemployment insurance, established at the present time, in necessary to enable Canada to meet effectively some of the industrial problems which will face our country at or before the close of hostilities. We earnestly hope we may have the co-operation of the government of Quebec to that important national end.

Yours sincerely,

W. L. Mackenzie King

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(IAN MACKENZIE)

COPY/MS

May 7, 1940.

MEMORANDUM

C231981

1. The draft Bill follows very closely Mr. Bennett's Bill of 1935. The chief variations are -

(a) Larger benefits for women and minors.

(b) The right to insist upon a training course.

(c) Elimination of any reference to Health Insurance.

Benefits are to follow the English plan of a flat sum per week or per day, no matter where the insured workman resides and no matter what his earnings may have been. In the United States where Unemployment Compensation (as it is called) has been adopted in almost every State, the principle of graduating the benefits in proportion to the earnings of the applicant has been followed very generally. There is evidently a pronounced feeling among the Labour Department Staff that the advantages of a graduated scale of benefits should be seriously considered before the Government commits itself to the scheme embodied in the present draft Bill. The following are some superficial arguments pro and con.

(a) The present Bill is the work of an actuarial expert. It may be questioned whether time remains to adopt a scale of graduated benefits which would be equally sound from an actuarial or financial standpoint.

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(b) Flat rate benefits are the basis of the British Act. They are, therefore, supported by much greater experience than the graduated benefits which have met with approval in the United States.

(c) Standards of living vary greatly in the different Provinces of Canada. A scale of benefits which might be generousin Nova Scotia might be less than subsistence in Alberta and British Columbia.

(d) Wages and relief scales are certainly higher in the West than in the East and a flat benefit rate does not represent true equality as between East and West.

(e) If circumstances compel an insured man to subsist on benefits for several months, the man of high income (within the scope of the Act) will suffer greater hardship than the man of low income because he will have higher obligations in the way of rent and other fixed expenses. If you add the geographical difference to the differences which will exist in any one area, the spread between the small wage earner in the United States and the skilled workman in British Columbia may be very great.

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C231383

(f) Our Canadian workmen are more familiar with conditions in the United States than in Great Britain, and conditions in Canada are more like those in the United States than those in Great Britain. Hence, there is apt to be a strong demand among working people for the American graduated scale of benefits rather than for the flat rate as in Great Britain.

2. I have advocated Unemployment Insurance recently as a means of helping out the Rehabilitation problem. The question arises - can the members of the armed forces be brought within the benefits of the Act? In Great Britain regulations were adopted on December 20th, 1939, providing that all members of the armed forces, except officers, should receive credit of contributions on discharge, irrespective of the length of service. Even in 1935, members of the services had some benefits. These regulations in Great Britain applied to the peacetime forces. The Sub-Committee on Demobilization and Re-Establishment might wish to recommend that, as one of the measures of enabling discharged soldiers, sailors and air men to bridge the gap until employment is obtained, they should be entitled to benefits under the Unemployment Insurance Act for a period. If this cannot be incorporated in the Act at the present time, it might be advisable to give assurances that the Act will be made to apply to the men on service in some way.

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C231884

3. The draft Bill excepts the following employments from the benefits of the Act.

(a) Employment in agriculture, horticulture and forestry.

(b) Employment in fishing.

(c) Employment in lumbering and logging, exclusive of such saw mills, planing mills and shingle mills as are reasonably continuous in their operations.

(d) Employment in hunting and trapping.

(e) Employment in transportation by water or by air and stevedoring.

(f) Employment in domestic service, except where the employed person is employed in a club or in any trade or business carried on for the purpose of gain.

(g) Employment as a professional nurse or as a probationer undergoing training for employment as such nurse.

(h) Employment as a teacher, including teachers of music and dancing, whether employed in schools, colleges, universities or institutes or in a private capacity.

(i) Employment in the Permanent Armed Forces.

(j) Employment by Dominion, Provincial or Municipal Police forces. Etc.

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C231985

The first five of these classes of employment embrace a majority of the working people of British Columbia.

The difficulties in the way of insuring most of these classes of workers are administrative. There is, however, some experience to draw on in both Great Britain and the United States, where some of the above mentioned excepted classes have been brought under insurance. It is a matter for consideration whether Canada should include some of these classes at once, or proceed to gather experience in the administration of the more routine types of employment before branching out into the difficult and complicated classes. There will undoubtedly be some protest in British Columbia against the exclusion of so many of its basic industries.

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Unemployed Benefits Provided by the Draft Bill

The attached memorandum submitted by the Honourable Ian Mackenzie deals with three aspects of the Draft Bill:

1. The arguments for and against a scale of fixed benefits proposed in the Draft Bill.

2. The possibility of applying the Act to members of the Armed Forces for the purpose of easing the burden of civil re-establishment.

3. A list of the types of employment excluded from the benefits of the Act. The memorandum calls attention to the fact that this list includes practically all the principal categories of employment in British Columbia.

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P-652-2
1940

P-652-1
1940

Ottawa, May 14th, 1940.

MEMORANDUM FOR THE PRIME MINISTER:

Re: Unemployment Insurance

The Minister of Labour will be prepared to discuss in Council, today, the draft Bill to provide unemployment insurance.

He will also raise the question of the necessary Resolution with regard to the amendment of the British North America Act, concerning which I understand he has had discussions with the Department of Justice.

Mr. Power will be prepared to report upon his conversations with the Premier of Quebec.

A. D. P. H.

AH/R
N.B. Important - As mention of the proposed Unemployment Insurance Bill occurs in the draft Speech from the Throne, word from Mr. Godbout should be obtained by tomorrow, at the latest.

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C231988

PM

FOR THE PRIME MINISTER

FOR COUNCIL: May 14th, 1940.

SUBJECT: Unemployment Insurance.

REMARKS: Mr. Heeney's note attached.

CONSIDERED BY COUNCIL:

ACTION TAKEN: Dealt with.

A.D.P.H.

DISPOSED OF:

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H-125
V.1

FOR THE PRIME MINISTER

C231989

FOR COUNCIL: May 22nd, 1940.

SUBJECT: Unemployment Insurance.

REMARKS: Draft Motion re Amendment to B.N.A. Act has been prepared by the Department of Justice, at Mr. Lapointe's direction, and is submitted for approval by Council. Copy of Mr. Aberhart's letter of May 14th, attached, also Mr. x Mackenzie's letter of May 8th and attached memorandum.

CONSIDERED BY COUNCIL:

ACTION TAKEN: Suspended for present.

x - sent to fyle Prime Minister's Office.

DISPOSED OF:

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Mr. Lapointe moves, seconded by Mr....., that

WHEREAS the Employment and Social Insurance Act, 1935, a statute of the Parliament of Canada which, in substance, provided for a system of compulsory unemployment insurance throughout Canada, has been held by the Judicial Committee of the Privy Council to be ultra vires of the Parliament of Canada;

AND WHEREAS, if a uniform and effective system of compulsory unemployment insurance is to be adopted throughout Canada, it will be necessary to amend the British North America Act, 1867, to enable the Parliament of Canada to enact the necessary legislation;

A humble Address be presented to His Majesty the King, in the following words:-

To the King's Most Excellent Majesty:

Most Gracious Sovereign:

We, Your Majesty's most dutiful and loyal subjects, the Commons of Canada, in Parliament assembled, humbly approach Your Majesty praying that You may graciously be pleased to cause a measure to be laid before the Parliament of the United Kingdom to amend the British North America Act, 1867, and that such measure be expressed as follows:-

An Act to amend the British North America Act, 1867, relating to unemployment insurance.

WHEREAS the Senate and Commons of Canada in Parliament assembled have submitted an Address to His Majesty praying that His Majesty may graciously be pleased to cause a measure to be laid before the Parliament of the United Kingdom for the enactment of the provisions hereinafter set forth:-

Be it therefore enacted by the King's most Excellent Majesty by and with the advice and consent of the Lords Spiritual and Temporal, and Commons, in this present Parliament assembled, and by the authority of the same, as follows:-

1.- Section ninety-one of the British North America Act, 1867, is amended by adding thereto as Class 2A the following:-

"2A. Unemployment Insurance."

and inserting such Class in the enumeration of the Classes of Subjects set forth in section ninety-one aforesaid, immediately after Class two.

2.- This Act may be cited as the British North America Act, 1940, and the British North America Acts, 1867 to 1930, the British North America Act, 1907, and this Act may be cited together as the British North America Acts, 1867 to 1940.

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1940

JWP/LAM
June 23, 1940

MEMORANDUM FOR THE PRIME MINISTER: C231391

Re Unemployment Insurance

Some notes are being prepared for the Prime Minister for use, if required, when the resolution is introduced for the Joint Address for the amendment to the B.N.A. Act.

Would the Prime Minister wish at that time to table the recent correspondence with Alberta, Quebec and New Brunswick. It is being prepared in French and English for tabling if that is desired. All the previous correspondence has been tabled in earlier sessions.

J. W. P.

please return enclosed
The debate is on - where is the ?

for copy see
P-659
1940

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OFFICE OF THE PRIME MINISTER

MEMORANDUM Copy for Mr. Turnbull

JWP/LAM
24.vi.40

C231932

For the Prime Minister:

Re UNEMPLOYMENT INSURANCE

1. Attached are a few brief notes for the Prime Minister's use in case he should wish to intervene in the Debate.

2. Copies of the correspondence in 1940 with the Premiers of Alberta, New Brunswick and Quebec, have been assembled for tabling. Mr. Turnbull will have them ready for the Prime Minister in Room 212, at 3 o'clock, to-day.

3. Copies of the correspondence of 1937 and 1938 have also been spplied to Mr. Turnbull to be available in Room 212, to be supplied to the Clerk of the House for inclusion in the Votes and Proceedings, in accordance with the Prime Minister's request. This correspondence has all been tabled in previous sessions.

J. W. P.

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OFFICE OF THE PRIME MINISTER

MEMORANDUM Copy for Mr. Turnbull

JWP/LAM
24.vi.40

C231992

For the Prime Minister:

Re UNEMPLOYMENT INSURANCE

1. Attached are a few brief notes for the Prime Minister's use in case he should wish to intervene in the Debate.

2. Copies of the correspondence in 1940 with the Premiers of Alberta, New Brunswick and Quebec, have been assembled for tabling. Mr. Turnbull will have them ready for the Prime Minister in Room 212, at 3 o'clock, to-day.

3. Copies of the correspondence of 1937 and 1938 have also been supplied to Mr. Turnbull to be available in Room 212, to be supplied to the Clerk of the House for inclusion in the Votes and Proceedings, in accordance with the Prime Minister's request. This correspondence has all been tabled in previous sessions.

J. W. P.

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Coll - Unemployment Insurance
HSF/MDS
12.7.40

C231933

Negotiations with the Provinces

A chronological survey

On November the 5th, 1937, the Prime Minister addressed a circular letter to the Premiers of all the provinces "to enquire whether their governments would be agreeable to an amendment being made in the British North America Act empowering the Federal Parliament to enact unemployment insurance legislation."

Replies from the Provincial Premiers

Letters expressing unconditional support for the amendment were received from the Premiers of six of the provinces as follows:

November 10, 1937, from the Premier of Manitoba;
November 10, 1937, from the Premier of Saskatchewan;
November 11, 1937, from the Premier of British Columbia;
November 13, 1937, from the Premier of Prince Edward Island;
November 24, 1937, from the Premier of Nova Scotia;
November 25, 1937, from the Premier of Ontario.

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C231994

The remaining three provinces replied as follows:

New Brunswick

On November the 13th the Premier of New Brunswick promised to give the proposal of the Federal government careful consideration.

Quebec

In a letter dated November the 22nd, 1937, the Premier of Quebec stated that his province was "in favour of collaboration and co-operation but is firmly and decidedly against legislative union". On November the 26th, in a second letter to Premier Duplessis, the Prime Minister more fully explained the policy of the government on unemployment insurance and the amendment of the British North America Act in this connection. In a letter dated December the 30th, 1937, the Premier of Quebec stated that the province of Quebec would agree only to enactment by concurrent legislation.

Alberta

In a telegram of November the 18th, 1937, the Premier of Alberta suggested support for the proposal, but requested information on several points.

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C231995

The Prime Minister's second circular letter

On January the 20th, 1938, the Prime Minister addressed a second circular letter to the Premiers of the provinces enclosing the text of the Address to His Majesty, which it was proposed to submit to both Houses of Parliament.

Reference in Speech from Throne, 1938

"The co-operation of the provinces has been sought with a view to an amendment of the British North America Act, which would empower the Parliament of Canada to enact forthwith a national scheme of unemployment insurance."

Further correspondence with the Premiers of New Brunswick and Alberta

During the course of the 1938 session of Parliament, the Prime Minister received letters from the Premiers of New Brunswick and Alberta.

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C231996

In a letter of April the 23rd, the Premier of New Brunswick informed the Prime Minister that the New Brunswick Legislature in a resolution of April the 14th requested the Federal government to defer a consideration of unemployment insurance legislation until after the submission of the report of the Royal Commission on Dominion-Provincial Relations.

In a letter of February the 3rd, 1938, the Premier of Alberta promised to place the proposals of the Federal government before the Alberta Legislature, but no further official intelligence was received from Alberta respecting this.

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C231937

References in Parliament, 1938

On June 6th, 1938, the Prime Minister was asked in the House of Commons whether it was the intention of the government to proceed with the legislation on unemployment insurance which was contemplated in the Speech from the Throne. The Prime Minister replied:

> ....."it is not the intention of this government to seek to coerce the provinces with respect to any legislative measure which is in the nature of a social service measure. Our aim rather is to be helpful and to further if we can mutual interest. We do not want to appear, let alone in reality, to seek in any way to coerce any province of the Dominion. It would look at the moment as though it will not be possible to get that co-operation with respect to unemployment insurance before the present session comes to a close, but if it should be obtained the measure will be introduced."

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C231998

References in Parliament in 1939

In reply to a question in Parliament asked by Mr. T. L. Church (Broadview), the late Honourable Norman McL. Rogers, then Minister of Labour, said:

> "It was stated at the opening of this session that the government were prepared to introduce legislation providing for a national scheme of unemployment when it was possible to proceed with the constitutional amendment. Three provinces have declined as yet to give consent to proceed with the constitutional amendment. When that consent has been obtained and we can proceed with the constitutional amendment, the legislation will be introduced."

Correspondence with the provincial Premiers, 1940

Because the character of the provincial governments, which in 1937 agreed to support a constitutional amendment making possible a system of national unemployment insurance, had not changed, the Prime Minister assumed that their assurance on this subject stood, and he accordingly addressed letters of enquiry to the Premiers of New Brunswick, Quebec and Alberta.

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In reply to the Prime Minister's letter of January the 15th, the Premier of New Brunswick promised the full co-operation of his province.

On February the 24th, the Premier of Quebec wrote asking the Prime Minister for further information on the necessity of amending the British North America Act. On April the 10th, Premier Godbout was sent a carefully considered opinion on this question, and on May the 13th, he wrote expressing the desire of the Province of Quebec to support the government's proposals.

In response to the Prime Minister's letter of January the 15th, the Premier of Alberta wrote on May the 22nd, expressing his approval of the proposed constitutional amendment.

References in the general election

At Winnipeg on February the 28th, the Prime Minister stated that the government intended to introduce legislation for a national scheme of unemployment insurance at the first session of the new Parliament. At that time he expressed the view that the proposed constitutional amendment would probably be approved by all the provinces. This anticipation was, of course, realized as the foregoing account of the response from Quebec and Alberta indicates.

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C232000

Reference in the Speech from the Throne, 1940

"As a contribution to industrial stability in time of war, and to social security and justice in time of peace, resolutions will be introduced for an amendment to the British North America Act which would empower the Parliament of Canada to enact at the present session legislation to establish unemployment insurance on a national scale."

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C232000

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J.W. PICKERSGILL TO WLMIC JULY 12, 1940

OFFICE OF THE PRIME MINISTER

12.VII.40
mail pr

MEMORANDUM

Prime Minister C232001

Re. Unemployment Insurance
unemployment insurance

Attached are: Bill & Act. Amendments

1.) A Historical Survey of Unemployment Insurance (1919-37)

2.) A similar survey from Nov. 5th - 1937 when the approaches was made to the Provinces

3.) Some notes on the Negotiations with the Provinces

Further material is being prepared on:

1. The Bill itself.
2. Unemployt Insurance as a war measure
3. The C.M.A. objections and the attitude of Mr Meighen

Just.

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JWP/MDS
12.7.40

C232000

UNEMPLOYMENT INSURANCE

THE NEGOTIATIONS WITH THE PROVINCES *

Reasons for consulting the provinces

The decision of the Privy Council that legislative jurisdiction in the matter of unemployment insurance was a provincial function made it necessary for the Federal government either:

(1) to leave the matter to the provinces; or

(2) to seek to proceed by concurrent legislation; or

(3) to seek an amendment to the British North America Act to give the necessary legislative competence to Parliament.

* See also Historical Survey from November 5, 1937.

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C232003

Unemployment Insurance not feasible on a provincial basis

The first course would have involved the abandonment of a national scheme to which the government was pledged. Further, all authorities were agreed that unemployment insurance on a provincial basis would not operate fairly or satisfactorily.

Concurrent legislation not practical

Full consideration was given to the second course by the legal advisers of the government. They reached the conclusion that no arrangement for concurrent action by the Federal and Provincial authorities would ensure the uniformity, stability, and flexibility necessary to the successful operation of unemployment insurance.

Amendment to British North America Act first step

The government accordingly reached the view that it was not possible to establish a national system of unemployment insurance on a sound basis until the Parliament of Canada obtained the legislative competence to enact the necessary legislation. This authority could only be secured through an amendment to the British North America Act.

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Difference from previous amendments

The British North America Act has been amended in the past, on several occasions, in response to a joint address from both Houses of the Canadian Parliament without reference of any kind to the provinces.

It may, therefore, be asked why any reference was made to the provinces on this occasion. Why did the government not proceed to introduce an address in each House.

The answer is to be found in the fact that previous amendments did not touch the legislative powers or jurisdiction of the provinces. The amendment required in this case involved a transfer of legislative competence from the provincial to the federal field.

Present case not intended as a precedent

It was considered by the government desirable in this instance to consult the provinces and, if possible, to secure their agreement to the making of the necessary amendment.

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The government was careful in all its correspondence with the provinces not to suggest that the consent of the provinces was essential. We were anxious not to create a precedent which would bind the Federal authorities in seeking future amendments.

At the same time it was thought desirable to avoid, if possible, the development of a Dominion-Provincial controversy, particularly at a time when the whole field of Dominion-Provincial Relations was being reviewed by a Royal Commission.

The first approach to the provinces

The government therefore decided to enquire whether the provincial governments would be agreeable to an amendment being made to the British North America Act empowering the Federal Parliament to enact unemployment insurance legislation. Accordingly, I addressed letters, in this sense, to the Premiers of all the provinces on November 5th, 1937.

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The response of the provinces

Six of the provinces, Manitoba, Saskatchewan, British Columbia, Prince Edward Island, Nova Scotia and Ontario, gave immediate approval to the proposal that the British North America Act should be amended in the sense indicated.

None of the provinces declined absolutely to approve, but in the cases of Alberta and Quebec, additional information was sought as to the government's intentions. The Premier of Quebec (Mr. Duplessis) also raised the question of concurrent action. In the case of New Brunswick, the Premier (Mr. Dysart) stated that he considered it desirable to submit the proposal to the provincial legislature, which was not then in session.

Proposed amendment submitted to provinces

On January the 20th the text of the proposed joint address of both Houses of Parliament was submitted to the provincial governments for their information. It was hoped at that time that the limited and specific character of the amendment would commend it to the remaining provinces and that, in consequence, they would give their approval to

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the proposal of the Federal government. It was with this expectation that a reference to the proposed amendment was included in the Speech from the Throne at the Opening of the Session of Parliament in 1938.

Three provinces continued to withhold approval

The Premier of Quebec had already been informed of the objections to an attempt to establish unemployment insurance by concurrent action. In his reply he raised the question of Provincial autonomy but did not definitely close the door to further action. However, he failed to acknowledge my further letter transmitting a copy of the proposed amendment.

The Premier of Alberta undertook to submit the proposed amendment to the legislature for its consideration. No official information was, however, received from him as to the nature of the consideration which was given to the proposal by the legislature of Alberta.

The Premier of New Brunswick transmitted to the Federal government on April the 23rd, 1938, a copy of the resolution adopted by the legislature of New Brunswick on April the 14th, 1938, in which the legislature urged

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upon the Federal government the advisability of deferring further consideration of the proposal until the report of the Royal Commission on Dominion-Provincial Relations had been submitted.

Decision not to proceed in 1938

In view of the attitude of these three provinces the government decided not to attempt to proceed at that time with the proposed amendment. While we made it perfectly clear to the House of Commons on more than one occasion that we had not abandoned the policy of establishing unemployment insurance on a national scale, we were not prepared at that time, particularly in view of the state of international relations and the desirability of avoiding domestic dissension, to proceed with a course which might have been interpreted as an attempt to coerce the provinces.

Reasons for revival of proposal in 1940

The government decided that the proposal to amend the British North America Act should be revived because, as I explained in my letters to the Premiers of the

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three provinces which had not yet given their assent, the government took the view that the need for unemployment insurance had been greatly enhanced by wartime conditions. The government considered that a system of national unemployment insurance, if established now, would go far to prevent much of the insecurity and industrial dislocation which might otherwise be the aftermath of war.

We were also encouraged to hope that the manifestation, since the outbreak of war, of a greatly enhanced sense of national unity would make it possible for the remaining provinces to co-operate in the realization of a measure which, we believe, will contribute so materially to the national security of Canada in the broad sense of the term.

Response of provinces in 1940

The ready response which the renewed overtures of the Federal government met in the three provinces of New Brunswick, Quebec and Alberta, not only justified our hopes but justified as well, I believe, I may fairly say, the whole course pursued by the government in its endeavour to accomplish this great advance in social security. It

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