

# REFERENCE PAPERS



CANADA

INFORMATION DIVISION  
DEPARTMENT OF EXTERNAL AFFAIRS  
OTTAWA - CANADA

No. 77  
(September 1962)

## CANADA AND NATO

Canada was one of the original 12 (now 15) nations signatory to the North Atlantic Treaty in April 1949, and played a leading role in the formation of the Alliance, the members of which are, in the words of the Treaty, "determined to safeguard the freedom, common heritage and civilization of their peoples ... (and) are resolved to unite their efforts for collective defence and for the preservation of peace and security". NATO continues to be an essential foundation of Canada's foreign and defence policies. Prime Minister John G. Diefenbaker has stated: "I believe that NATO is, and will remain, an association where Canada belongs. It not only meets the criterion of self-interest from the point of view of military defence. It is a group of nations, strong of purpose, sound and good in motive, respectful of free institutions, and representing collectively those heritages that are part of our civilization. It has proven to be an impregnable bulwark for freedom. Its function today is as imperative as ever."

NATO was the response of the free countries of the West to Communist expansion in Europe after the Second World War, and to the impasse that arose in the United Nations when, by the use of its veto in the Security Council, the Soviet Union obstructed Western efforts to make the organization an effective instrument for peace. Faced with the threat to their security and to the basis of their civilization, the Western powers resolved to group themselves in an Alliance that would indicate clearly their determination to resist aggression, from whatever quarter it might come, and to maintain peace.

As Article 51 of the United Nations Charter gives member nations the right of individual or collective self-defence, the proposal for an association of nations for this purpose accorded with the principles of the Charter. A preliminary step towards the Alliance was taken in March 1948 when the United Kingdom, France, Belgium, the Netherlands and Luxembourg signed the Brussels Treaty for their mutual defence; the strength and resources of North America, however, were needed to balance the strength of the Soviet Union. Negotiations for the North Atlantic Treaty began in July with Italy, Iceland, Denmark, Norway and Portugal joining the Brussels Treaty powers, the United States and Canada, and, on April 4, 1949, the Treaty was signed in Washington, D.C. Greece and Turkey joined the Alliance in 1951 and the Federal Republic of Germany in 1954.

### Terms of the Treaty

The articles of the Treaty deal in particular with its relation to the Charter of the United Nations, the responsibility of member countries to each other in non-military and military matters (including common defence), and with the duration of the Treaty and its implementation.

In the preamble and in Article 1, the parties emphasize their continuing support for the United Nations and undertake (in accordance with the United Nations Charter) to settle international disputes by peaceful means and to refrain from the threat of use of force in any manner inconsistent with the purpose of the United Nations. Canada is often considered to be the originator of Article 2, which states that "the parties will contribute toward the further development of peaceful and friendly international relations by strengthening their free institutions, by bringing about a better understanding of the principles upon which these institutions are founded, and by promoting conditions of stability and well-being". Under this article, member countries also agreed to eliminate conflict in their international economic policies and to encourage economic collaboration between member countries.

As regards common defence, Article 4 provides for consultation whenever "the territorial integrity, political independence or security of any of the parties is threatened", and, under Article 5, members agree that an armed attack "against one or more of them in Europe or North America shall be considered an attack against them all". Article 6 states that the armed attack described in Article 5 will include any attack on occupation forces in Europe. Hence an attack on the tripartite occupation forces in West Berlin would be regarded by the NATO allies as an attack on themselves. Canadian involvement in the Berlin problem has been more specifically acknowledged on a number of occasions. For example, Canada subscribed to the NATO Declaration of December 16, 1958, which declared that "the member states ... could not approve the solution of the Berlin question which jeopardized the right of the three Western powers to remain in Berlin as long as their responsibilities required and did not assure freedom of communication between that city and the free world".

Article 9 of the Treaty provides for a council of representatives of member countries, responsible for consultation on matters concerning the implementation of the Treaty and able to meet promptly to carry out its responsibilities. Provision was also made for this council to be assisted by "such subsidiary bodies as may be necessary". In practice, there have generally been two meetings at ministerial level each year, one in December consisting of the ministers of foreign affairs, defence and finance from each country, and a smaller meeting (usually each spring) consisting of the ministers of foreign affairs. Between these ministerial meetings, the day-to-day work of the North Atlantic Treaty Organization and its Secretariat is directed by a Council of Permanent Representatives, which is assisted by a series of committees and agencies covering a wide range of common interests.

#### Canadian Military Participation in NATO

Canada has had a consistently good record for fulfilling its defence commitments in NATO. Canada's contribution to the defensive strength of the Alliance includes ships and maritime patrol aircraft earmarked for the Supreme Allied Commander Atlantic, an air division and an army brigade group stationed in Europe. There are, in addition, more than 300 Canadian service personnel serving in the various command headquarters and agencies of NATO. Canadian forces and facilities make a substantial contribution to the defence of the Canada - United States region of NATO through the Joint Air Defence Command for North America, (NORAD), naval forces on both coasts and army groups in Canada.

Following the decision by NATO member nations to establish integrated forces in Europe, Canada undertook a special recruiting programme in 1951 and, towards the end of that year, a Canadian Infantry Brigade Group took its place in Europe alongside the forces of the other allies. The Brigade Group is serving as part of the NATO Northern Army Group and is stationed in Soest, Hemer, Werl and Isecholz in Germany.

The Canadian Air Division is part of the 4th Allied Tactical Air Force. Four squadrons of CF-100 "Canuck" aircraft and eight squadrons of F-86 "Sabre" aircraft are stationed at Marville and Grostenquin in France and at Zweibrücken and Baden-Soellingen in Germany, with headquarters at Metz and a support base at Langar in the United Kingdom. The F-86 aircraft will soon be replaced by CF-104 aircraft.

Canadian naval forces earmarked for operational employment in the event of an emergency by the Supreme Allied Commander Atlantic (SACLANT) include one aircraft carrier, escort vessels and maritime patrol aircraft. One of SACLANT's most important tasks is to make provision for defence against hostile submarines in the NATO area; Canadian naval forces participate in SACLANT exercises several times a year.

In keeping with their regional responsibilities under NATO, Canada and the United States established NORAD in August 1957 for the defence of North America against air attack. Under the NORAD Commander, Canada and the United States (including Alaska) have been divided into eight air-defence regions with centralized control. The Distant Early Warning (DEW), Mid-Canada and Pinetree radar lines provide the warning, detection and control facilities within the continental air-defence system. Built and equipped by the United States, the DEW line stretches across the North from Alaska to Baffin Island. The sites in Canada are now under the operational control of the Royal Canadian Air Force and the vast majority of the personnel operating and maintaining the line are Canadian. The Mid-Canada line, somewhat farther south, was built and is operated by Canada. Under a 1961 agreement with the United States, Canada has assumed responsibility for the manning and operation of the major portion of the Pinetree line, which was built and operated jointly by the two countries. Canadian personnel have been integrated in the NORAD Command posts controlling both Canadian and United States airspace and man all NORAD Command posts located in Canada. Five RCAF squadrons of CF-101 aircraft will form part of the NORAD manned interceptor forces, and two squadrons of "Bomarc B" surface-to-air missiles are being introduced.

In addition to the air-defence measures, ships and aircraft of the Royal Canadian Navy and RCAF and a brigade group of the Canadian regular Army also provide for the defence of North America.

#### Canadian Mutual Aid

From the inception of Canada's Mutual Aid Programme in April 1950, Canada has provided military aid to member nations of NATO to the extent of \$1,768,700,000, including estimates for 1961-62. The main elements in the successive annual programmes have been:

- (a) Air-crew training in Canada for other NATO countries;
- (b) transfers of equipment from service stocks;
- (c) transfers of equipment from direct production;
- (d) contribution towards the NATO Common Infrastructure and Military Budgets.

While changing conditions and requirements have gradually altered the magnitude and content of Canada's Mutual Aid Programme, it continues to constitute an important contribution in the building up of NATO military strength. The annual dollar value of the programme has declined in recent years to an estimated \$40,800,000 in the fiscal year 1961-62. This is due mainly to the gradual depletion of Canadian surplus stocks of weapons and equipment and to the successful completion in July 1958 of the NATO Air Training Plan carried out at RCAF establishments in Canada, which graduated a total of over 5,800 pilots and navigators from ten member countries. A limited number of air crew from European countries are continuing their training in Canada under special agreements. The reduction of the Mutual Aid Programme has, of course, been paralleled by the development of European forces and their national sources of supply.

It is also relevant to note the potential mutual aid aspects of the "Swap Deal" concluded with the United States in June 1961, details of which were announced by the Prime Minister in the House of Commons at the time. Under this agreement, the United States will procure in Canada a number of F-104 aircraft, associated equipment and initial spares to a total value of \$200 million, of which the United States' share will be \$150 million and the Canadian share \$50 million. These planes will enable Canada and the United States to make a significant contribution to the collective strength of NATO under their respective mutual aid and defence assistance programmes.

#### Non-Military Work of NATO - Political Co-operation

As mentioned above, Article 2 of the Treaty provided the basis on which collaboration in non-military fields could be built. Steps have been taken to strengthen non-military co-operation in NATO, particularly through improved consultations between members. To this end, a Committee of Political Advisers, a Committee of Economic Advisers, and a Science Committee were established at NATO headquarters. These committees exchange views on common problems in their separate fields, and, where appropriate, make recommendations to the NATO Permanent Council.

With other member countries, Canada has emphasized the importance of political consultation within the Alliance. The Secretary of State for External Affairs, Mr. Howard Green, has said that "we are encouraged by the considerable progress which has been achieved." "It is now accepted practice", he added "that member states should not, without advance consultation, adopt firm policies or make major political pronouncements on matters which significantly affect the Alliance or any of its members. This is a necessary prerequisite to a sense of mutual confidence which true interdependence entails in a grouping of states of varying sizes and responsibilities. For the action of any one member can affect - even vitally - the security and welfare of all...".

In practice, political co-operation in NATO ranges from a general exchange of views and information to intensive consultations with a view to co-ordinating policies on matters of common concern, e.g. Berlin. A major item on which there has been political consultation during recent months is the Berlin question, and Canada has made known its views on the desirability of the West entering into negotiations with the U.S.S.R. on the Berlin problem as soon as possible. There have also been extensive discussions on developments in the Congo, and Canada has made it clear that it strongly supports the efforts of the UN to achieve a long-term settlement of this problem. Other important questions discussed

in the NATO Council this year, include, of course, disarmament and the suspension of nuclear tests. It is important to note, however, that Canada has taken the position that political consultation in NATO on problems that also arise at the UN should not be directed towards the formulation of what might be regarded as "NATO bloc" positions in the world body. In the Canadian view, NATO consultations on these questions should be designed mainly to enable NATO countries to understand the outlooks of their allies and to work together for the preservation of peace.

#### Economic Co-operation

It is generally agreed that, with the establishment of the Organization for Economic Co-operation and Development (OECD), the new organization should be the principal body for considering the policies of member governments in the economic field, and for translating into practical forms of action the principles of economic co-operation set forth in Article 2 of the North Atlantic Treaty. Consultations on economic problems continue in NATO. In particular, NATO can provide a useful forum for discussions on the economic implications of the defence efforts of member countries.

#### Scientific Co-operation

A NATO Science Committee was founded in 1958, when it was agreed that there was a need for greater scientific development and co-operation in NATO countries. The non-military aspects of the work of the Science Committee are still predominant; it has been essentially engaged in encouraging scientific research and co-operation of a general nature.

Particular projects established through the Science Committee include the Science Fellowship Programme, which has enabled students to pursue their studies in other NATO countries, the Advanced Study Institutes Programme, which has granted funds to scientific conferences, and the Research Grants Programme, which finances a number of desirable research projects. The NATO Council has also recently sponsored two important investigations of Western science. In 1960 a group of leading scientists of NATO countries was appointed to investigate ways of increasing the effectiveness of Western science, and their report was published later the same year. Following from this study, a further group was appointed under Dr. J.R. Killian to make recommendations on the possibility of establishing an International Institute of Science and Technology. This report has now been submitted and its recommendations are being examined by member countries. Canada has supported the work of the Science Committee and contributes to the costs involved.

In addition, Canada makes contributions through the Defence Research Board to the defence science activities of NATO. Formal arrangements have been made on a bilateral basis to facilitate the exchange of information with other members of NATO in areas of defence science which are of common interest and activity. Furthermore, the Defence Research Board makes available annually to scientists of NATO countries a number of defence science fellowships, tenable in the establishments of the DRB. Canada

also participates in the staffing of the SHAPE Air Defence Technical Centre in the Netherlands and the Anti-submarine Warfare Centre at La Spezia in Italy.

Canada and NATO

Canada has, therefore, carried out its commitments to NATO in both the military and non-military fields. At the same time, along with other member countries, it has emphasized that NATO must remain outward-looking, and in particular, as the North Atlantic Treaty itself says, that NATO must carry on its work in a manner consistent with the purposes and principles of the Charter of the United Nations.

RP/C