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REPORT

of the

Department of External Affairs

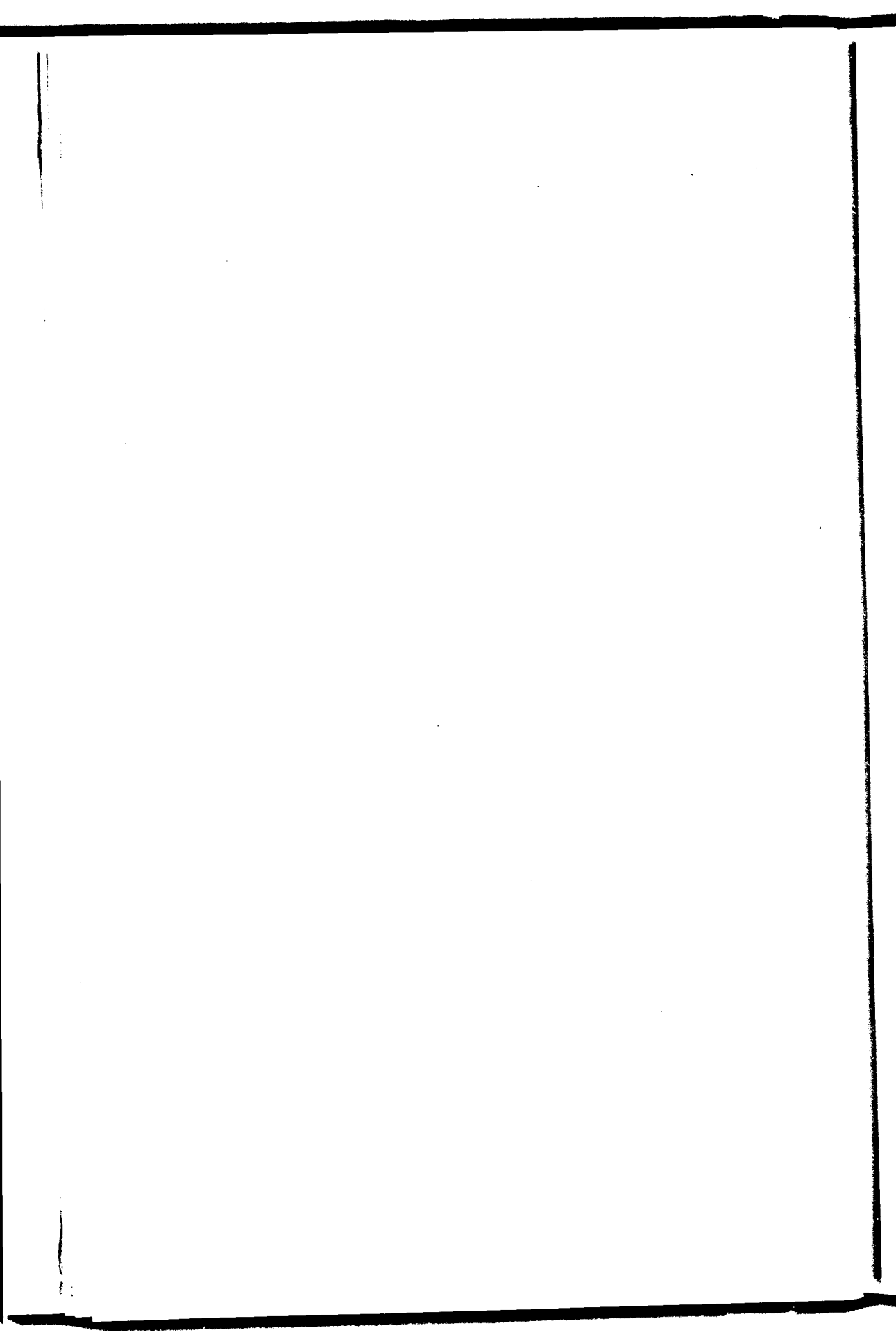
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REPORT
of the
DEPARTMENT OF
EXTERNAL AFFAIRS
1960

Submitted to Parliament under the Provisions of the
Department of External Affairs Act

ROGER DUHAMEL, F.R.S.C.
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FOREWORD

The Annual Report of 1960 differs from previous Annual Reports. Instead of methodically recounting events in various countries and organizations during the year, it concentrates on a few main themes in which Canada has a special interest or concern and expands the Canadian Government's position on them. By this change, it is hoped to make the Report of greater value to the general public and to students of Canadian foreign policy.

Most of the major events of recent years have perforce had to be viewed against the background of East-West relations, and it has become customary to assess the international climate in any given period in terms of the relative degree of harmony existing between the Communist and non-Communist worlds. By that test, 1960 presents a regular graph of mounting hopes and cordiality in the first five months followed by an abrupt and steady decline from May onwards. The collapse of the summit talks in that month, followed shortly by the disruption of disarmament negotiations, set the stage for an intensification of the cold war in a number of trouble spots—Congo, Cuba, Laos—and in the fifteenth session of the United Nations General Assembly. The year closed in an atmosphere of heightened tension, uncertainty and confusion which left little ground for optimism.

Yet the events of the year, judged in post-war perspective, fell short of a full-scale revival of the cold war. East-West contacts, though reduced, were not entirely abandoned. Cultural and scientific exchanges with Communist-bloc countries were maintained in spite of name-calling on both sides; trade went on more or less undisturbed; and, although the main disarmament talks foundered, the important nuclear test talks continued uninterrupted. Although the atmosphere was certainly not conducive to the solution of difficult international problems, there was throughout an apparently studied attempt to avoid forcing matters anywhere to the danger point. 1960 was perhaps a foretaste of the sort of international climate in which we shall have to learn to live in an era of competitive co-existence between two ideologies, each of which recognizes the futility of all-out conflict.

To me the real significance of 1960 lies in the fact that it was the year in which the continent of Africa "came of age". While world attention has been focussed on the difficulties experienced by one African state, the Congo, in its transition from colony to nation, 18 other former colonies, 17 of them in Africa, have attained independence in peace and tranquility; and of these African nations, all but one have taken their place as sovereign states in the United Nations. For the first time in history, 1960 heard the independent voice of the continent of Africa raised in the councils of the world. It will be the task of statesmanship in the future to ensure that these new African nations are protected from external pressures, helped by the international community to attain national fulfilment in peace and liberty, and encouraged to play a constructive role in the United Nations and other international organizations. The degree of success which attends the future political and economic development of the continent of Africa is bound to exert a profound influence on the course of world history.

Already the emergence of an independent Africa has had a considerable impact on the United Nations. The Congo crisis has thrust upon the world organization new responsibilities that offer the greatest challenge it has yet faced in the field of international peace-keeping. At the same time, the sudden influx of large numbers of new member states has imposed on the United Nations stresses and strains of which the Soviet bloc has attempted to take advantage, by means of a campaign of unwarranted attacks on the Secretariat, to bring about institutional changes that would undermine the United Nations as a source of independent, international authority. The resistance of the vast majority of members, old and new, to the Soviet assault offers reassuring proof that the world organization will not be allowed to fall under the dominant control of any one nation or group of nations. Changes there will doubtless have to be, to adjust to the greatly expanded membership, but this period of temporary dislocation will pass and the United Nations will emerge more representative of the diverse interests and forces in the world, and therefore stronger than before, but with its basic structure intact.

Of the many subjects dealt with in the ensuing report, none received more attention on the part of Canada during 1960 than disarmament. The record of achievement in this vital field was disappointing. Not only did the ten-nation talks collapse, but all subsequent attempts to bring about a resumption of negotiations proved in vain. Yet the considerations that led the major military powers to embark upon disarmament negotiations in 1960 will remain even more compelling in 1961 and after. Faced with the prospect of an ever-widening dissemination of weapons that threaten the survival of civilization as we know it, governments can and must seek the means to bring this growing menace under control. The time for a workable disarmament agreement is now, and Canada will continue to press towards that end.

I wish to extend to the Under-Secretary of State for External Affairs and to all members of the Department, whether serving in Ottawa or abroad, my appreciation of their devoted contribution during the year to the promotion and protection of Canadian interests abroad and to the peaceful settlement of international problems.

HOWARD GREEN,
Secretary of State for External Affairs.

March 8, 1961.

Hon. HOWARD C. GREEN, M.P.,

Secretary of State for External Affairs.

As required by the Department of External Affairs Act, I have the honour to submit to you for presentation to Parliament the fifty-first report of the Department, covering the calendar year 1960.

It gives me pleasure to express my appreciation of the manner in which the members of the staff, at home and abroad, have carried out their duties and also of the spirit of co-operation shown by other Government Departments which are concerned with various aspects of Canada's relations with other countries.

N. A. ROBERTSON,
*Under-Secretary of State
for External Affairs.*

Ottawa, February 20, 1961.

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I

EAST-WEST RELATIONS

During 1960 the most important external problems affecting Canada were those arising from the state of relations between East and West. Canada's involvement in these problems was a result of membership in NATO, direct participation in disarmament negotiations, and activity in the United Nations. Even events in which Canada was not directly involved, such as the abortive summit meeting, affected the country in an immediate way because of its international commitments and activities.

Failure of the Summit Conference

The failure of the summit conference in May set the pattern of relations between the Communist and Western worlds during 1960. Behind this failure, and behind all the history of East-West relations during the year, were major developments within the Soviet bloc, of which the most important was the Soviet-Chinese dispute. Most of the major international events of the past year have been affected to a greater or lesser extent by this dispute.

At the beginning of the year the Soviet Union was publicly committed to a policy of *détente*—a search for improved relations with the West and solutions to the most serious and dangerous international problems. This policy, although energetically taken up only in the summer of 1959, represented an intensification of the line that had characterized Soviet foreign policy since Mr. Khrushchov's approach to power in 1955. Underlying it may have been a realization of the sterility of Stalin's foreign policy, a growing confidence in the economic strength of the Soviet Union and bloc, and a conviction that a nuclear war would not serve the interests of Communism.

By the beginning of 1960 it was accepted by the great powers that a summit conference would be held during the spring of the year. In preparation for this, it was arranged that Mr. Khrushchov should visit France in April and have conversations with President de Gaulle. He had already met Prime Minister Macmillan in February 1959 and President Eisenhower in September. The visit to France took place in April 1960, by which time the date for the summit conference had been set for May 16.

During the weeks that preceded the conference, two important developments occurred. First, it became clear from public statements made by Soviet and United States leaders that, on the important issues, there was not much hope of agreement. Mr. Khrushchov left little doubt that he did not intend to give much ground, and the Western powers were equally determined not to yield their rights in Berlin or to agree to an inadequately-controlled disarmament programme. More serious, during April a very important Soviet-Chinese disagreement, which had existed privately for a year or more, broke into the open with strongly-worded

articles in the press of both sides. No names were named, but it was clear that when the Chinese denounced "revisionists" they had the Soviet Union in mind and that Soviet attacks on "left sectarians" were aimed directly at the Chinese. This very serious quarrel was concerned with the means by which the non-Communist world should be communized. The Chinese put the emphasis on struggle, including military struggle involving the risk of war, and they insisted that to compromise or improve relations with the capitalist world was a betrayal of Communism. The Russians, on the other hand, convinced that nuclear war would be a disaster and confident in the strength of their economy and in the appeal of their social example, put their emphasis on the possibility of bringing about the defeat of the West by means short of war.

Both factors mentioned above—the improbability of reaching agreement and the Soviet-Chinese quarrel—may have lessened the Soviet Government's enthusiasm for a summit meeting. This is not to say that these two circumstances of themselves were enough to cause them to break up the meeting. The convening of such a meeting had been a consistent aim of Soviet policy for at least two years, and they were almost certainly willing to go ahead with it despite the slim chances of getting their way and despite the disapprobation of the Chinese.

There then occurred events that led the Soviet Government abruptly to reverse its policy: the flight of the U-2 reconnaissance aircraft and the capture of its pilot, the Soviet decision to publicize these occurrences and the United States reaction to the publicity. It is not hard to understand why the Russians reacted sharply to the U-2 incident: they sought to end a system of gathering intelligence that had been of great value to the United States, to brand the United States an "aggressor", and to proclaim the effectiveness of their rocket defences. Official United States acknowledgment of responsibility for the flight and the Presidential justification of it may have finally decided Mr. Khrushchov to break up the summit conference by imposing unacceptable conditions for his attendance.

After the Summit Failure

The task for Soviet policy after the summit failure was to suspend consideration of the main international problems—the Berlin situation and disarmament—until the breach with the Chinese could be healed at least superficially and until there was a new United States Government. Mr. Khrushchov had, in short, committed himself not to deal with President Eisenhower. At the same time, it was important for the Soviet Union not to appear reluctant to negotiate solutions to these problems. Mr. Khrushchov briskly set about this complicated task. He went direct from Paris, after the summit failure, to East Berlin, where he greatly disappointed his East German hosts by deferring action on the Berlin question. Soon after, in June, he summoned a meeting of Communist parties in Bucharest, where a Congress of the Roumanian Communist Party provided an occasion, and tried to rally world Communist support for his side of the argument with the Chinese. The Chinese refused to budge and, presumably as a direct result of this failure, two days after the end of the Bucharest meeting Mr. Khrushchov withdrew the Soviet-bloc representatives from the ten-power disarmament negotiations in Geneva.

Significantly, he did not suspend the nuclear test talks concurrently proceeding there, thus indicating an intention to reduce to a minimum East-West negotiations without eliminating them entirely.

The U.S.S.R. next turned its attention to the related problems of avoiding blame for what it had done and of dealing with the Chinese. It launched a massive propaganda attack against the United States, culminating in a meeting of the United Nations Security Council (July 22-26), where its representatives tried to have the United States proclaimed an aggressor, and in the elaborate trial of Francis Powers, pilot of the U-2 aircraft (August 17). These measures were designed to fix on the United States the blame for the summit failure. Similarly, although it was evident to everyone that the Soviet-bloc delegates had brought the disarmament negotiation to an end just as it was beginning to promise some progress, Mr. Khrushchov went to the United Nations General Assembly in September (taking with him the leaders of all but one of the other East European Communist parties) for the avowed purpose of denouncing the Western powers for obstructing disarmament, and of making proposals for a spring meeting of the General Assembly, at heads-of-government level, to discuss disarmament.

Thus, by mid-summer the Soviet Union had brought to an end for the time being its efforts to improve general relations with the West and to solve dangerous problems—efforts of which its Chinese allies so strongly disapproved. Significantly, however, it had not brought to an end the day-to-day East-West arrangements that had been developing, such as exchanges of visits, conclusion of trade agreements, improvement of consular relations, and so forth. For example, a Canadian-Soviet trade agreement signed on April 18, 1960, has functioned satisfactorily since then, and the visits of official delegations, as well as private persons, have continued between the two countries. There was good reason to think that the changed Soviet behaviour that characterized the period after May 16 was not to be a permanent feature of Soviet policy but was at least in part conditioned by the Chinese attitude.

Conference of Communist Parties

In Moscow, during November and December, representatives of every Communist party in the world except the Yugoslav met and for several weeks argued in secrecy the pros and cons of the Soviet and Chinese positions on how the world should be communized. Finally the meeting published a long statement, in some ways the most remarkable document to appear in the Communist world since Stalin's rise to power ended frank discussion of problems among Communists. The document discusses in detail every subject about which the two sides had contended, and it finds a form of words on each of these to which both Russians and Chinese were willing to agree. Yet despite the appearance of unanimity, there is nothing whatever in the document that commits either side in the dispute to changing its present policies. On the one hand the U.S.S.R. has not agreed to give up seeking improved relations with the West, to discontinue its support for certain anti-Communist regimes in the underdeveloped world, or to spread Communism by more militant means. On the other, the Chinese can find in the document ample support for their policy of hostility towards the United States and for their insistence on

"struggle" in communizing the non-Communist world. The existence of the document is important because it gives the Communist alliance at least an appearance of cohesion and unity and, by providing for future consultation as the need arises, it may have the effect of preventing disputes from breaking out again in public. It is too early to say that the document will not affect the policies of either the Soviet Union or China, but both sides are deeply committed to their present courses, which are rooted in the history and revolutionary experience of each.

After the Moscow Conference

With the unity of the Soviet bloc restored at least superficially and the new United States Administration about to take office, Mr. Khrushchov's two conditions for a resumption of his pre-May course had been met by the end of the year, and there were signs at that time that he would resume his efforts to obtain, on his own terms, a settlement of the Berlin problem and a measure of disarmament. As early as October he had stated that the problem of Berlin and a German peace treaty must be solved by the end of 1961. In Berlin itself Communist harassing tactics were renewed in September (directed this time against the civilian population of West Berlin rather than against the occupying powers), presumably to remind the West of its difficult position in Berlin and of the need to negotiate. Late in December, in a major policy statement, the Soviet Foreign Minister declared that the Soviet Union was prepared to seek better relations with the United States, and he urged again Mr. Khrushchov's earlier proposals for a special high-level meeting of the United Nations General Assembly to discuss disarmament. A few days later, after lengthy negotiations, the Soviet Union renewed its trade agreement with West Germany. Whether or not, given the reluctance of his principal ally and the effect on Western opinion of his recent behaviour, Mr. Khrushchov would be able to return fully to his pre-May course was uncertain at the year's end. That he intended to try seemed probable.

The Soviet role in the Congo crisis can be attributed only in small part to the summit failure and the consequent events outlined above. The date of Congo independence and the unstable political situation in the Congo following independence were unrelated to the events of May. Since coming to power, Mr. Khrushchov has consistently sought by economic and ideological means to increase Soviet influence in the underdeveloped world and to diminish the influence of the West. The opportunity for political and economic activity presented by the Congo situation was therefore one the U.S.S.R. would not let pass. Even so, the effect of the Congo situation on East-West relations might not have been so serious if a stable central Congolese government had emerged after independence. When, however, the central government disintegrated, the Soviet Union was unable, because of the United Nations presence, to intervene in defense of the faction it considered represented its interests. Instead, its representative in the Congo was ignominiously expelled. The Soviet reaction to this rebuff was a violent attack on the Secretary-General by Mr. Khrushchov and a demand to limit his freedom of action by the substitution of a triumvirate for the office of the Secretary-General.

Canadian Attitude

The Canadian Government had for some time been convinced of the need for more active negotiation between East and West on dangerous problems, and had urged a flexible approach. Canada also attached importance to careful preparation for high-level negotiation, in order to identify and delimit the problems, to clarify the areas of agreement and disagreement, and to have some reasonable assurance of success. The Canadian Government favoured not one such meeting but a series.

It was recognized by the Government in May that the collapse of the summit meeting was not only a Soviet reaction to Western policies but was to be accounted for in large part by circumstances inside the Soviet bloc. For the same reason, it seemed likely, by the end of the year, that the Soviet Government would make overtures to negotiate major differences between East and West. The Canadian Government's position was that the West, while leaving no doubt that it would defend its vital interests, should at the same time take advantage of the situation by dealing realistically, yet imaginatively and flexibly, with whatever advances the Soviet Union might make.

II

CANADA AND THE UNITED NATIONS

At the beginning of 1960 the members of the United Nations could look forward to the coming year with a certain degree of optimism. The organization, reflecting the general state of international relations, had been buoyed up by the improvement in East-West relations particularly. The previous year had concluded with the fourteenth regular session of the General Assembly. This had been one of the most hopeful and constructive sessions in recent years. It had proceeded against the background of Mr. Khrushchov's first visit to the United States, and dealt successfully with a number of contentious issues, made easier by the so-called "spirit of Camp David".

For the time being it appeared that the methods of the "cold war" were at a discount. It was widely believed that, if general disarmament negotiations could be successfully renewed in the spring of 1960 and if this were followed by a successful summit meeting, the United Nations would be able to continue to make progress along the tentative lines laid down at the fourteenth session. Canada naturally shared in this general atmosphere of expectation but the deterioration of East-West relations, following the failure of the summit conference and the breakdown of the disarmament negotiations, provided a gloomy background for the opening of the fifteenth regular session of the General Assembly. Another factor of great significance was the continuing crisis in the Congo. These two developments interacted throughout the second half of the year. They largely determined the outcome of the summer deliberations of the Security Council, of the fourth emergency session of the General Assembly, held in September to deal with the Congo crisis, and of the fifteenth regular session of the General Assembly itself. Toward the end of the year, an additional factor was the effect of the Presidential elections in the United States and the impending change in the Administration.

The Congo

The pattern of United Nations efforts to deal with the crisis in the Congo, which developed early in July, was similar to that which had emerged in several recent international crises in which the United Nations had played a major part. The local threat to peace implicit in the Congo crisis was first brought to the attention of the Security Council. Attempts to deal with it there were hampered by the increased tension between the great powers. Nevertheless, the United Nations operations in the Congo were originally initiated through Security Council action that had the support of all the great powers. Subsequently, when the United Nations encountered difficulty in discharging its mandate in the face of an extremely complex local situation, disagreement developed among the great powers and this led to the immobilization of the Security Council. As had happened often in the past, the problem was turned over to the General Assembly. As a result of the decisions of the Security Council and

the General Assembly, however, the United Nations had, by the end of September, succeeded in authorizing the establishment of a United Nations Force for the Congo of almost 20,000 men, supplied largely by African states; the creation of a voluntary fund with a goal of \$100 million to provide emergency support for the civil administration of the Congo; and the provision of a generous measure of technical assistance by the United Nations and the Specialized Agencies.

Throughout the crisis in the Congo the Canadian attitude continued to be one of firm support for the United Nations and for the Secretary-General, who, as the operations developed, came under severe criticism from a number of quarters, but particularly from the Soviet Union. In addition to this political support, the Canadian Government's contribution to the United Nations operations had, by the end of 1960, involved supplying a group of highly qualified technical personnel from the Canadian Armed Services to the United Nations Force, particularly for communications purposes; pledging \$1 million to the special fund for the Congo, subject to Parliamentary approval; and indicating willingness to absorb Canada's share of the costs of the initial airlift for the UN Force, amounting to some \$600,000. With a view to giving further assistance to the United Nations in meeting the serious financial crisis brought on by its responsibilities in the Congo, the Canadian Government also indicated its readiness to make an advance payment of \$1.5 million against its assessment for membership in the organization in 1961.

Demand for Reorganized Secretariat

Against this background, the fifteenth session of the General Assembly, while one of the most dramatic since the United Nations was founded, was one of the most discouraging and unproductive. From the outset its proceedings were complicated by the need for elaborate security precautions because of the presence of so many heads of government and by the necessity of dealing, frequently in disorderly plenary sessions, with items of business that might have been better disposed of in committee or behind the scenes in the normal way. Furthermore, Soviet frustration over the turn of events in the Congo was instrumental in producing a series of angry attacks by Mr. Khrushchov on the Secretary-General and on the structure of the Secretariat. The Soviet Union expressed a desire to replace the Secretary-General by a committee of three, and it became clear that this idea—which, if put into practice, would result in paralyzing the United Nations—was to be extended to the Secretariat and the Specialized Agencies as well.

Mr. Khrushchov's demands were evidently considered unacceptable by the great majority of members. His arguments were rebutted by the Prime Minister of Canada among others in an important address to the General Assembly on September 26. Nevertheless, there were indications that the Soviet Union intended to persist in its campaign to make sure not only that the capacity of the United Nations for any further effective action in the Congo would be destroyed but, apparently, that the United Nations would from the outset be unable to act effectively to meet any future crisis.

In this atmosphere of deep division and frustration, the Assembly found itself unable to complete its business in the normal way and adjourned on December 20 after a decision to resume work on March 7, 1961. Although it had been expanded towards the close of 1960 by the

addition of 17 new members, mainly from Africa, the organization found itself unable to make progress in any important direction. At the end of the year, the effectiveness and the future of the United Nations operations in the Congo remained in doubt; the organization's working procedures and certain aspects of its basic structure were in need of thoughtful review, particularly in the light of increases in membership; its financial position continued to give cause for grave concern; it had proved unable to take positive action to bring about the resumption of East-West contacts either at the summit or in the field of disarmament; and it had been obliged to adopt the unusual expedient of deferring a good portion of the work of the General Assembly to a resumed session.

While the year ended with the organization facing the prospect of one of the most difficult periods of its history, it also saw a renewed conviction on the part of the vast majority of members that the United Nations is the best hope for peaceful progress. With this encouraging sign, there is reason to be hopeful that the United Nations will overcome its present difficulties.

III

DISARMAMENT

The unanimous support the prospective work of the Ten-Nation Committee had received from the United Nations General Assembly in late 1959, taken together with the general atmosphere of *détente* then prevailing in international relations, resulted in considerable confidence that the latest discussions would be more fruitful than their predecessors. At the opening meeting of the Committee on March 15, 1960, the hope was expressed by a number of delegations that the negotiations would proceed in a businesslike way and that concrete results would not be long delayed.

Ten-Nation Committee

The disarmament discussions begun in March in Geneva constituted the first detailed negotiations on this subject since the summer of 1957. On September 7, 1959, by agreement among the Governments of France, the Soviet Union, the United Kingdom and the United States, the Ten-Nation Committee on Disarmament was established for the purpose of pursuing these negotiations. In addition to those powers, the participants in the Committee included Bulgaria, Canada, Czechoslovakia, Italy, Poland and Roumania.

Negotiations in the Committee began with the consideration of two disarmament plans submitted at the opening meetings—the Soviet plan for general and complete disarmament, which had already been presented to the United Nations General Assembly by Mr. Khrushchov in September 1959, and a plan for comprehensive disarmament put forward by the five Western powers. The first six weeks of the conference were largely occupied with the discussion and clarification of provisions contained in the two plans, with each side setting forth the merits of its proposals and subjecting those of the other side to critical examination. Continued discussion along these lines produced a useful clarification of views and appeared to suggest that there had been some *rapprochement*, at least with respect to the basic aims of disarmament. However, there remained fundamental differences between the two sides, as a result of which it was not possible to reach agreement on a set of basic disarmament principles before the recess in the negotiations at the time of the conference of heads of government in Paris.

Negotiations in the Ten-Nation Committee were resumed after the failure of the summit conference, on June 7. On that date the Soviet representative introduced a new disarmament plan he described as taking into account the views expressed by Western delegations during the first round of the discussions. In commenting on the significance of the new Soviet proposals, the Canadian Representative, Lieutenant-General E.L.M. Burns, referred to the desirability of technical studies of certain aspects of disarmament, provision for which was now included in the Soviet plan. However, these suggestions and similar proposals from other members

of the Western side, which were designed to make a start in areas of disarmament where progress seemed possible, met with an entirely negative response from the Soviet representative. The Soviet position, as it developed during the Committee discussions, appeared to be that the Soviet plan must be accepted in principle if any further progress was to be made.

In an attempt to check the developing deadlock, the Canadian Government instructed its representative to propose a new approach to disarmament whereby segments of this question whose solution would be equally advantageous to both sides might be taken as a series of "balanced concessions" and agreed upon for early implementation. In describing the significance of this approach in the House of Commons on June 15, the Secretary of State for External Affairs spoke as follows:

It is my view that the time has come, perhaps through an examination of equivalent features of new Soviet proposals and the Western proposals, to begin a process of negotiation of balanced concessions. This was the sort of "package" approach to which I referred earlier in the House. . . I should like to emphasize, however, that by "package" I do not mean that the one side or the other should hold out for its present proposals on an all or nothing basis; the packages I have in mind, as I have tried to explain, are smaller and would contain immediately negotiable provisions of equivalent significance to both sides. The goal would remain general and complete disarmament under effective international control, but it would be accomplished by a stage by stage process, throughout which concessions would be balanced in such a way that neither side would obtain a temporary military superiority.

The initial Soviet reaction to this proposal was unfavourable. Their considered views were never made known, owing to the sudden withdrawal from the Committee of the East European delegations.

On June 27 the Eastern delegations, following the lead of the Soviet Union, announced their decision not to participate further in the work of the Ten-Nation Committee. This action was taken despite the fact that the United States representative had only just returned from Washington with new proposals that he had informed the Soviet representative would be submitted to the Committee within a very few days. In several respects the new United States proposals represented a significant advance toward the position of the Soviet Union. They also incorporated a number of suggestions put forward by members of the Western side and included proposals the Canadian Government saw as necessary to improve and develop the Western position. At the time of the Soviet withdrawal from the Committee, the Western delegations were engaged in consultations about the new United States plan with a view to tabling it in the name of the five Western powers. As a result of the Soviet walkout, they were submitted only by the United States but with the support of the other Western delegations.

With the sudden decision of the Soviet Union to discontinue its participation in the Ten-Nation Committee, the Western powers were faced with the likelihood of a lengthy interruption in disarmament negotiations and a sterile propaganda debate in the General Assembly. Under the circumstances, the Canadian Government considered it imperative to make immediate arrangements for the continued examination of the disarmament question and to provide the impetus needed for a return to detailed negotiations.

Disarmament Commission

The Canadian Government continued to press for an early meeting of the United Nations Disarmament Commission, a body comprising all members of the General Assembly, which was established for the consideration of disarmament questions. Despite opposition from the Soviet bloc, which argued in favour of a "comprehensive discussion" of disarmament by heads of government at the General Assembly, the majority of members were agreed on the desirability of such a meeting, and the Commission was therefore convened on August 16. Speakers from a large number of states, including all members of the Ten-Nation Committee, were heard during the course of the debate.

The Secretary of State for External Affairs, who headed the Canadian delegation, made it plain that the Ten-Nation Committee had been making some progress—though not with sufficient speed—toward a position that would have brought closer together the views of the two sides. For this reason, he argued, the work of the Committee should not have been interrupted. Emphasizing the importance of a return to negotiations at the earliest possible date, and the important role of the Disarmament Commission in bringing about this result, he spoke as follows at the opening meeting of the Commission:

...it is the firm view of the Canadian Government that in the broad and complex field of disarmament the world is facing a very grave situation. The quickening pace of arms development and establishing of the means of delivering nuclear weapons is producing risks and dangers which demand immediate attention if we are to prevent a catastrophe in the world...

No matter how difficult the task of achieving agreement may appear or how slow progress may seem, there can be no valid reason for not pursuing disarmament negotiations with perseverance and patience. Those countries which have been given and which have accepted responsibility for negotiations, and that of course includes Canada, are bound to continue their search for agreement. World opinion expects no less of them...

In large measure as a result of continued efforts on the part of the Canadian Delegation, a resolution was unanimously adopted by the Disarmament Commission that called for "continued efforts to be made for the earliest possible continuation of international negotiations" on disarmament. Despite this encouraging recommendation, disarmament negotiations remained suspended when the General Assembly convened in December.

UN General Assembly

Debate in the United Nations General Assembly was characterized from the outset by close attention by all delegations to the question of disarmament. Continuing to believe that an early return to negotiations represented the only chance of progress in disarmament, the Canadian Delegation submitted a draft resolution, together with Norway and Sweden, whose main purpose was to facilitate the realization of this aim. After consultation and discussion with a wide selection of delegations, a revised version of this proposal, co-sponsored by Canada, Chile, Malaya, Norway, Pakistan and Sweden, was introduced in the First (Political) Committee of the General Assembly on December 8.

The revised resolution was designed to incorporate the suggestions of delegations which had been consulted by Canada and its co-sponsors, while at the same time retaining the basic emphasis on the importance of continuity in international discussions of disarmament which had been present in the original draft. To this end the resolution made provision for the Disarmament Commission to play an active part in bringing about the resumption of negotiations, and specifically set forth the Commission's important role in giving guidance to the negotiators once disarmament talks were resumed. In addition, it provided for the establishment of a sub-committee or sub-committees under the Commission that would permit the examination of certain aspects of disarmament to take place in smaller groups, suited to the consideration of the complex problems involved. Support for the Canadian resolution increased during the later weeks of the First Committee discussion of disarmament and the number of states co-sponsoring the proposal was raised to 19 before the end of the debate.

In addition to the Canadian proposal, 12 draft resolutions were submitted by various groups of co-sponsors on a wide range of subjects including disarmament, nuclear tests and related questions. After considerable discussion in the Committee, a procedural decision was eventually taken to vote on only three of the resolutions submitted, two of which dealt with the problem of nuclear tests and the third with the prevention of the further spread of nuclear weapons. It was decided to defer further consideration of the remaining ten resolutions until later.

The Canadian Delegation expressed firm opposition to this procedure on the grounds that it would not contribute to the solution of the disarmament problem and would result only in a further delay in realizing the goal sought by all members of the United Nations. Accordingly, the Delegation proposed that, in addition to the three resolutions already mentioned, there should also be a vote taken on the resolution submitted by Canada and its co-sponsors. In support of this position, the Canadian Representative argued that the proposal was the only one to provide for the establishment of United Nations machinery to carry forward the work begun at the General Assembly.

The Canadian Delegation then submitted a procedural motion proposing that the Canadian resolution be put to a vote. This motion failed to achieve majority support in the Committee when an amendment submitted by the Indian Delegation, the purpose of which was to place the Canadian resolution among those to be deferred for later consideration, was adopted by a vote of 29 in favour and 17 against, with 26 abstentions.

Although this procedural decision did not constitute a rejection of the Canadian resolution itself, it reflected an unwillingness on the part of a number of countries to take further action on disarmament at a time when not all the great powers were prepared to resume discussions of this subject. In the Canadian view this reluctance could only result in further postponing necessary action on disarmament. In expressing his regret at the failure of the Committee to take positive steps to bridge the gap in disarmament discussions that would now be brought about by the General Assembly recess, the Secretary of State for External Affairs spoke as follows in the House of Commons on December 20:

The unfortunate feature is that for the next two and a half or perhaps three months nothing will be done about disarmament. The

nuclear weapons race will go on, and more destructive weapons will be invented. The whole disarmament issue will be dormant for that time, just as it has been dormant since June 27. I think perhaps some of the other nations do not feel the urgency about disarmament that we do. They hang back, therefore, waiting for the nuclear powers to make a move. In any event, it is difficult to get action in the United Nations. However, I would hope members of the House will not be impatient. As I have said, our resolutions will be up again in March...

Canada has been doing the best she can to get some action on this question of disarmament and I assure you... we shall continue to do that.

In the voting on the three resolutions mentioned above, the Canadian Delegation supported the proposal sponsored by Ireland and four other states that called for a permanent international agreement to prevent the further spread of nuclear weapons, and for "temporary and voluntary" measures directed towards this end pending the achievement of permanent agreement. This resolution was adopted at a plenary session of the General Assembly on December 20 by the vote of 68 in favour, none against, with 26 abstentions (five delegations were absent).

In explaining this vote in the First Committee, the Canadian Representative, Mr. Wallace Nesbitt, stated that Canada firmly supported efforts to reach agreement on a comprehensive system of disarmament that would deal effectively with the problem of nuclear weapons. The Canadian Delegation had therefore been happy to see the emphasis placed in this resolution on the necessity of achieving permanent agreement. The Delegation had also supported the temporary measures provided for in the resolution because, although they were less satisfactory, Canada wished to do everything possible to limit the spread of these weapons. Nonetheless, he concluded:

...if no steps are taken toward disarmament—if, indeed, we do not have even a beginning to serious negotiations on this subject—no country will be content to sit by in the hope that goodwill alone will prevent the widespread dissemination of the weapons. For our part, I must say quite clearly that Canada would not be able to accept this state of affairs for very long. We have worked and we will continue to work with every resource at our command to achieve an agreement on disarmament which would include provisions to deal with the frightening problem of nuclear weapons. If, however, there is no significant progress in this field in the immediate future, we will reconsider our position on the temporary measures which are proposed in this resolution.

In accordance with the Government's continuing support for an agreement on the cessation of nuclear tests and the prohibition of further testing while negotiations were in progress, the Canadian Delegation also voted in favour of both resolutions submitted on this subject. For purposes of voting at the plenary session of the General Assembly on December 20 the two proposals were brought together as parts A and B of one resolution. Part A, which was directed exclusively to the states conducting the negotiations in Geneva, was adopted by a vote of 89 in favour and none against, with 4 abstentions. Part B, which was somewhat wider in its application, was adopted by a vote of 83 in favour and none against, with 11 abstentions.

Conclusion

Negotiations in the Ten-Nation Committee, while falling far short of the achievements expected of them, were able to some extent to close the gap between the positions of the two sides, at least on certain questions of principle. Furthermore, although Canada and like-minded countries did not succeed in bringing about a resumption of disarmament discussions, they made plain the views of many states as to the overriding importance of patient, detailed negotiations on this subject. Finally, while it must now be expected that there will be a further delay before the detailed consideration of disarmament is resumed, the wide support accorded by members of the United Nations to the substance of the Canadian proposal provides some hope for the establishment of practical machinery within the United Nations that will improve the chances of further progress on this important question during 1961.

IV

UNITED NATIONS IN THE MIDDLE EAST

During most of 1960 the Middle East was relatively quiet. Unfortunately the comparative absence of major incidents was not accompanied by any substantial measure of progress toward resolving the basic problems of the area, which constitute a continuing menace to peace and stability. Both in Arab-Israeli affairs and in inter-Arab relations, there were disruptive outbursts to serve as reminders that the present degree of tranquillity rests on a very delicate balance, and could be shattered by untoward developments, accidental or deliberate. On those occasions during the past year when violence seemed nearest the surface, the restraining influence of United Nations agencies, as in previous years, played a significant role in promoting relaxation of tensions. It has been primarily in support of these United Nations efforts that the Canadian Government has sought to contribute to the present security of the region and, thereby, to the prospect of lasting solutions to its fundamental problems.

With the exception of a dangerous flare-up last February in a demilitarized zone on the frontier between Israel and Syria, the differences between Israel and its Arab neighbours produced little open violence during the year. The incident, which occurred at Tawafiq, involved casualties on both sides; but more disturbing were the tensions it created all along the borders between Israel and the United Arab Republic. In this incident, as in so many similar situations in the past, the presence of members of the United Nations Truce Supervision Organization in the troubled area unquestionably played a vital part in bringing the violence to an end and preventing the spread of hostilities. Nearly half the Organization's strength of some 100 officers is maintained along this recurrently disturbed frontier; and several of the officers Canada contributes to the truce supervision body participated in the efforts to halt the fighting at Tawafiq.

At the same time, the presence of the UN Emergency Force on the Egyptian side of Israel's border with the southern region of the United Arab Republic may be regarded as a substantial factor in limiting the spread of the tensions that derived from the incident on the northern sector. Canada contributes about 950 of the 5000 men who make up this force. It should perhaps be emphasized that the importance of having United Nations observers or forces in the tense border areas lies not only in their function as a sort of buffer between the parties but also in the element of reassurance which the United Nations presence on the scene provides for both sides, mitigating to some extent the mutual apprehensions and suspicions which have so often contributed to open hostilities.

While actual border conflict between Israel and the adjoining Arab States was limited during 1960, no apparent progress was made toward resolving the Palestine problem, around which Arab-Israeli differences

revolve. More than one million Palestinian refugees continue to look to the United Nations Relief and Works Agency for subsistence. Canada's interest in the welfare of these unfortunate people is demonstrated by its continuing support for the work of the Agency, not only through basic relief but also in the field of rehabilitation. A particularly encouraging development in this respect has been the formulation by the Director of UNRWA of an expanded educational and vocational training programme, which will involve the improvement of facilities for elementary and secondary education for refugee youth, and the opening during the next two years of six new vocational training centres. When these new institutions become fully operative, the UNRWA vocational training programme will turn out about 2500 graduates a year, compared to about 500 at present. In addition to providing opportunities for an increased number of young refugees to develop their latent talents, this programme will make an important contribution toward meeting the need for skilled personnel in a region where rapid technological progress is taking place. The Canadian Government, by a special contribution of \$1-million worth of flour to UNRWA, has made possible the release of an equal amount for the construction of two of the new vocational-training schools. (This special grant was in addition to Canada's annual cash contribution of \$500,000 to the UNRWA budget, and the gift of \$1.5-million worth of flour donated by this country each year since 1957.)

The pattern of tensions in the Middle East arising out of Arab-Israeli differences is further complicated by disputes among Arab states. A grave deterioration of relations between Jordan and the United Arab Republic followed the death on September 26 of the Jordanian Prime Minister, in a bomb explosion in Amman. The tension continued for several months after the incidents, and was reflected in violent propaganda exchanges. This series of events demonstrated again the usefulness of maintaining in Amman the United Nations office popularly known as the Spinelli Mission. It fulfilled an important function, as in previous periods of extreme tension, in keeping the Secretary-General of the United Nations fully informed about developments, and in counselling moderation to the parties concerned. A more encouraging event in the field of inter-Arab relations was the decision announced by Jordan at the beginning of October to recognize the present Government of Iraq, which has restored some measure of contact between these neighbouring states.

V

INTERNATIONAL SUPERVISORY COMMISSIONS IN INDOCHINA

In addition to its international commitments for the United Nations, Canada continued to serve on the International Commissions in Vietnam and Cambodia set up as a result of the Geneva Conference in 1954.

Vietnam and Cambodia

In Vietnam no progress was made towards the political settlement envisaged in the final declaration of the Geneva Conference. The country remained divided with no immediate hope of reunification. As a result, there is no prospect of an early termination of the Commission's activities in Vietnam.

The Commission in Cambodia continued its limited activities in 1960. Canada believed that the Commission had completed the tasks assigned to it. However, the Government of Cambodia considered that it still performed a useful purpose in guaranteeing Cambodia's independence and integrity and indicated it wished the Commission to remain.

Laos

The situation in Laos had given promise of returning to some measure of stability following the critical period in September 1959 when the Laotian Government had appealed to the Security Council, claiming aggression from North Vietnam. It became critical again in August 1960 when a *coup d'état* in Vientiane overthrew the Government and brought to power a moderate Government led by Prince Souvanna Phouma which pledged to end the civil war and reintegrate the Communist-dominated Pathet Lao into the national community.

Souvanna Phouma was not, however, able to extend his authority throughout the country. He was opposed in particular by a Revolutionary Committee established at Savannakhet in Southern Laos under the leadership of General Phoumi, a former Minister of Defence, and Prince Boun Oum. The Revolutionary Committee gradually extended its hold over the army as the Vientiane Government's negotiations with the Pathet Lao progressed, until in December it was able to challenge the Government by military means. Souvanna Phouma left Vientiane for Phnom Penh on December 9; Vientiane was taken by the Revolutionary Committee forces in the following days; and a new Government, headed by Boun Oum as Prime Minister, was established.

The new flare-up of civil war in Laos led to suggestions to recall the International Commission for Supervision and Control in Laos, composed of Indian, Polish and Canadian members. The Commission, which had originally been established in 1954 to supervise the implementation of the cease-fire agreement for Laos, was adjourned *sine die* in July 1958. A

political settlement had been arrived at between the Royal Laotian Government and the Pathet Lao, and supplementary elections had been held in which the political party formed to succeed the Pathet Lao had participated. On the ground that the Commission's tasks had been completed, the Laotian Government had requested its withdrawal. It was the view of Canada that since the Commission itself recognized that the task assigned to it by the Geneva Conference had been fulfilled, it should accede to this request.

Regarding suggestions for the possible return of the Commission to Laos made at the end of 1960, it was the Canadian view that the breakdown of the political settlement of 1957-58 and the outbreak of civil war had created a new situation. The task originally assigned to the Commission was to supervise and control the application of a cease-fire agreement negotiated at the Geneva Conference in 1954. There was no question of the Commission itself bringing about a cease fire. In the changed circumstances, and with terms of reference no longer wholly appropriate, the Commission would have great difficulty in performing any useful function under conditions that were substantially different from those existing when it was first established. While fully in sympathy with the desire to take action quickly in a critical situation, Canada sought to ensure that the means adopted would be those that would give the best promise of success in the new situation.

VI

NATO AND DEFENCE

Canada and NATO

Until the United Nations is capable of ensuring world peace and security, Canada regards its membership in the North Atlantic Treaty Organization as necessary and natural. The continued presence of Canadian air and land forces in Europe, coupled with active participation in the work of the North Atlantic Council, reflects Canada's firm support for NATO and its objectives. In addition, Canada's naval forces in the North Atlantic remain ready to assume responsibilities under the Supreme Allied Commander Atlantic should the need arise.

The regular spring meeting of the NATO foreign ministers was convened in Istanbul early in May. It was concerned primarily with the preparation of the position the three Western negotiating powers might adopt at the expected summit conference with the Soviet Union in Paris. The main subjects for consideration were disarmament, Germany and Berlin, and East-West relations.

Following a special meeting on May 1 of the foreign ministers of Canada and the other four Western members of the Ten-Nation Disarmament Committee, their reports were considered by the Council and general agreement was reached on the need to pursue the aim of general and complete disarmament by stages under effective international control.

On the problems of Germany and Berlin the NATO ministers endorsed the approach that the three negotiating powers planned to use at the summit. The Council also reaffirmed publicly its view that the solution of the problem of Germany could only be found in reunification on the basis of self-determination; it recalled its declaration of December 16, 1958, and once again expressed the determination of NATO members to protect the freedom of the people of West Berlin.

A broad range of subjects was covered under the heading of East-West relations. One important conclusion was that NATO members expressed their desire to obtain a true international *détente*; the alliance could not be satisfied with a formula of "peaceful coexistence" under cover of which attacks continued to be made on individual members. It was agreed that the efforts of Soviet propaganda to discredit the Federal Republic of Germany and the governments of certain other NATO countries were inimical to the alliance as a whole and inconsistent with a real improvement of international relations.

The 1960 annual ministerial meeting, which convened in Paris from December 16 to 18, covered many of the same questions in the light of the summit failure. Its central issues, however, were related to the NATO defence effort and long-term planning.

After reviewing the situation following the collapse of the summit meeting, the ministers reaffirmed their determination to work for an improvement in international relations, their conception of true peaceful coexistence and the principles guiding the Western position on Germany

and Berlin. Canada urged steady Western policies in the face of expected oscillations on the Communist side and the avoidance of too much rigidity in reacting to Soviet proposals. On disarmament, the ministers deplored the lack of progress caused by the Communist walkout from the Ten-Nation Committee before even examining the Western proposals. They underlined their support for the principles contained in those proposals and expressed hope for the early resumption of negotiations.

On defence, the ministers reviewed the present state of the collective defence effort and the problems involved in modernizing the NATO shield forces. There was general agreement that, in the face of growing Communist military strength, NATO members must be able to respond to any attack with whatever force might be appropriate. In particular, attention was drawn to the need to maintain a proper balance between the conventional and nuclear military strength of the alliance, in order to provide the required flexibility of response to any aggression.

Important suggestions concerning NATO nuclear policy were put forward for discussion by the United States. One of these constituted a guarantee by the United States Government to maintain in the NATO area nuclear weapons made available to NATO. This was welcomed by all the ministers as an expression of United States intentions not to withdraw nuclear weapons already in Europe in accordance with agreed NATO plans. The United States delegation also put forward the novel idea of a multilateral MRBM force involving joint participation and financing by NATO members. A related suggestion, also advanced for discussion as part of the conception, involved the movement to European waters of five submarines equipped with Polaris missiles. Following the presentation of these suggestions to the Council, the ministers immediately acknowledged that such a conception involved complex political, economic and financial considerations. Accordingly, they noted the suggestions with great interest and instructed the Permanent Council to study them and related matters in detail. On the political aspects of long-term planning there was general agreement that the object of consultation on problems directly related to the area covered by the North Atlantic Treaty is to obtain as wide a measure of agreement as possible and preferably a common position. Concerning consultation on other questions, most members, including Canada, supported the view that the purpose of such consultation should be to enable member countries to make one another aware of attitudes and preoccupations before firm national positions are taken. During the discussion, Canada took the lead in stressing the importance of presenting a good image of the alliance, especially in the eyes of newly-independent United Nations members, and the disadvantages of NATO members attempting to act as a bloc at the United Nations. The Canadian delegation urged the adoption by NATO members of a positive attitude towards the United Nations as the main world forum reflecting accurately the world we live in.

On the economic aspects of long-term planning, the ministers discussed NATO's role and the importance to be attached to the Organization for Economic Co-operation and Development as an association that would permit practical implementation of many of the principles of Atlantic economic co-operation set out in Article II of the North Atlantic Treaty. Canada endorsed the general view that NATO had a special role to play in respect of economic problems directly related to the common defence effort and in developing the political will necessary to counter those

Soviet economic initiatives that were essentially political in aim and motive. Canada emphasized, however, that the implementation of national policies must be effected through functional economic organizations specially designed for the task, e.g. the OECD. Ministers also stressed the importance of stimulating the sound economic growth of the less-favoured members of the alliance and the special responsibilities of NATO countries to provide through competent economic organizations aid to the under-developed countries of the free world.

Heads-of-Government Conference

For some time NATO members have been aware of the need to re-appraise NATO policies. On a number of occasions during the year the Prime Minister publicly advocated the holding of a conference at heads-of-government level as soon as possible. A suggestion to this effect was made by the Secretary of State for External Affairs at the December meeting in the hope that a conference at the highest level might be arranged in 1961. After Mr. Herter had explained that he could not commit the incoming Administration, it was agreed that this suggestion would be considered further in the Permanent Council in the light of developments in the new year. The ministers also agreed to accept the Norwegian Government's invitation to hold the annual spring meeting of NATO foreign ministers in Oslo in May 1961.

North American Defence

North America is part of the North Atlantic Treaty area and under NATO the Governments of Canada and the United States share responsibility for the defence of the region. The various co-operative measures which have been taken to improve the defences of the continent contribute to the greater strength of collective security within the broader framework of NATO.

During the past year, co-operation in this field with the United States has continued to be close and mutually beneficial. The consultative machinery built up over a period of years has continued to operate effectively.

The third meeting of the Canada-United States Committee on Joint Defence was held at Montebello, Quebec, on July 12 and 13. This Committee was established as a result of discussions in July 1958 between the Prime Minister and President Eisenhower to enable both governments to consult periodically at the ministerial level on matters affecting the joint defence effort and to review not only the military but also the political and economic aspects of joint defence problems. At Montebello, the Committee discussed a broad range of recent international developments of interest and concern to the two governments. It reviewed the position concerning the negotiations on immediate and complete general disarmament under an effective system of control and agreed that efforts for the resumption of meaningful negotiations must be continued. The members were further in accord that, pending agreement on a plan for general and controlled disarmament, there could be no relaxation of defence measures. Progress achieved on co-operative measures to improve the defences of North America was reviewed as was the progress of the defence-production sharing programme. This concept was reaffirmed as one in the best interests of each country and the Committee discussed further steps which might be taken to ensure a greater measure of co-operation.

Nuclear Weapons and Disarmament

The Government's position on the relation between nuclear-weapons policy on the one hand and disarmament on the other was defined in the following terms by the Prime Minister in a speech before the Canadian Club of Ottawa on November 24:

We have taken the stand that no decision will be required while progress towards disarmament continues. To do otherwise would be inconsistent. When and if such weapons are required, then we shall have to take the responsibility. The future of Canadians requires that we make that decision which, in the light of the best information we have, represents the maximum security for our country. We have made it equally clear that we shall not, in any event, consider nuclear weapons until, as a sovereign nation, we have equality in control—a joint control. In other words this problem is not one requiring immediate decision.

The course to be taken will be determined in the light of what happens in connection with disarmament and in the light of events as they transpire and develop in the months ahead.

VII

THE COMMONWEALTH

Whereas in NATO Canada is associated with a group of nations situated in a restricted geographical area and having similar Western orientations, in the Commonwealth Canada finds itself in a grouping that spans civilizations and cultures from every continent. Indeed, the main significance of the Commonwealth lies in its role as a link between nations of great diversity in origin, geographical location and interests. The Prime Minister of Malaya referred to this characteristic during his visit to Canada in October of 1960. "Though the peoples of Malaya and Canada are thousands of miles apart in distance, and completely different in race, religion and colour," he stated, "yet our countries share a mutual understanding of the ties which link our lands and our peoples in friendship as members of this association we cherish. I and my people have great faith in the fellowship of the Commonwealth as a unifying force in the world torn by conflict between opposing aims and ideas."

The value of the Commonwealth as an agency for the long-run as well as the short-run promotion of international understanding has received greater recognition as its membership has expanded. The United Nations, of course, fulfills this same function on a virtually universal basis, but the Commonwealth has special advantages for the establishment of good relations among a smaller and more intimately connected group of nations.

Many of the questions which will loom largest in the councils of the Commonwealth in the years ahead arise from the dramatic developments taking place in Africa. The United Kingdom's association with Africa has already resulted in the inclusion of two new sovereign member states in the Commonwealth and it can be expected that this process will continue.

The entry of Nigeria into membership in the Commonwealth on achieving independence on October 1 is a continuation of the process that began with the entry of Ghana into the Commonwealth on March 6, 1957. As Prime Minister Macmillan said in an address to the South African Parliament on February 3:

Today, the same thing is happening in Africa. The most striking of all the impressions I have formed since I left London a month ago is of the strength of this African national consciousness. In different cases it may take different forms but it is happening everywhere. The wind of change is blowing through the continent. Whether we like it or not, this growth of national consciousness is a political fact. We must all accept it as a fact. Our national policies must take account of it.

Commonwealth Membership

At the conclusion of the meetings of Commonwealth prime ministers which took place in May 1960, the Commonwealth leaders paid particular attention in their *communiqué* to the questions that were expected to arise in the future with respect to membership in the Commonwealth. They took the following decision: "The ministers reviewed the constitutional development of the Commonwealth, with particular reference

to the future of the smaller dependent territories. They agreed that a detailed study of this subject should be made for consideration by Commonwealth governments." Accordingly, a meeting of senior officials was held near London, beginning July 17. In response to a question concerning it, Prime Minister Diefenbaker made the following comments in the House of Commons on July 23, 1960:

The reason for this committee of experts on the problems of the Commonwealth being set up is to canvass all the possibilities and review the potentialities of the future, to the end that the Commonwealth may not find itself stifled by anything in the nature of rules or regulations; so there may be preserved that informality which is so necessary if we are to maintain the Commonwealth as we know it today. Without pacts, without agreements, without rules, we yet manage to bring about a general adherence to the maintenance of freedom everywhere in the world. To this end the committee now meeting near London has been set up. I do not think any of the nations represented there have made formal suggestions or recommendations. This whole field is being canvassed, and out of the general discussions of these officials representing various parts of the Commonwealth will come, we hope, something in the nature of particular suggestions which may form a basis for the determination of the future of the Commonwealth.

The transformation of the Commonwealth which will doubtless take place in the future as the trends established in 1960 and, of course, earlier, continue, will involve an extension of Commonwealth membership far beyond its present limits, opening corresponding possibilities for increased usefulness and value to the association. As the Governor-General of Nigeria, Dr. Nnamdi Azikiwe, stated at his inauguration on November 16, 1960, ". . . the Commonwealth has evolved from an association of colonial territories settled mainly by persons of European descent to a multi-racial and multi-national community, which has no ties, no commitments, no obligations, no trace of imperial control or subordinate colonial status."

During 1960 it became clear that the process of constitutional development within the individual members of the Commonwealth involved a variety of governmental methods. Mr. Diefenbaker, commenting on this development, made the following statement to the Second Commonwealth and Empire Law Conference on September 19: "As the Commonwealth, we will have to adapt our institutions and our relationships; we will all have to be tolerant of differences. We will have to face the fact that the varied individual circumstances of the member nations of the Commonwealth may well mean that they will be compelled to adopt a variety of policies to deal with those circumstances." Elsewhere in this same address Mr. Diefenbaker commented that "a representative democracy cannot be applied in the same manner and degree in all Commonwealth countries." However, he noted further that "an overriding ideology is patent within the Commonwealth. It is inconceivable that any member of the Commonwealth could be fully totalitarian in spirit. Traditional and accepted value are too strong."

Multi-Racial Commonwealth

There was considerable discussion in 1960 of the position of the Union of South Africa in the Commonwealth. At the meeting of the Commonwealth prime ministers in May, the matter took on a special

urgency, in part because of the race riots at Sharpeville and in part because of the consideration being given by the South African Government to a referendum on the question of becoming a republic.

The prime ministers, while acknowledging that "the choice between a monarchy and a republic was entirely the responsibility of the country concerned", considered the procedure whereby, if South Africa adopted a republican form of government, it might continue in the Commonwealth and stated in their *communiqué* of May 13:

In the event of South Africa deciding to become a republic and if the desire was subsequently expressed to remain a member of the Commonwealth, the meeting suggested that the South African Government should then ask for the consent of the other Commonwealth Governments either at a meeting of the Commonwealth prime ministers or, if this were not practicable, by correspondence.

In concluding the *communiqué*, the ministers "emphasized that the Commonwealth itself is a multi-racial association and expressed the need to ensure good relations between all member states and peoples of the Commonwealth." It had long been understood that all Commonwealth members were equal in status within the association. The *communiqué* could be interpreted to mean that the principle of equality of peoples within states was now recognized as an aspiration of the Commonwealth. As Mr. Diefenbaker stated on May 16 in the House of Commons, ". . . in Canada there is no sympathy for policies of racial discrimination, on whatever grounds they may be explained, and . . . such policies are basically incompatible with the multi-racial nature of the Commonwealth association."

The Parliament of Canada adopted on August 10, 1960, an Act for the Recognition and Protection of Human Rights and Fundamental Freedoms. Concerning the significance of this act for the Commonwealth, Mr. Diefenbaker made the following statement in his speech of September 19:

Under the Bill of Rights it is recognized and declared that, in Canada, basic rights and freedoms have existed and shall continue to exist without discrimination by reason of race, national origin, colour, religion or sex. The Rule of Law means equality of all without regard to race or colour under Law. Can the Commonwealth stand for less?

Practical Co-operation

During 1960 a number of important decisions were taken for the organization of new programmes of Commonwealth co-operation. As envisaged in the *communiqué* issued at the close of the Commonwealth prime ministers' meetings in May 1960, an economic aid programme for Africa has been initiated, to be called the Special Commonwealth African Assistance Programme. In addition, great progress has been made in implementing the recommendations of the Commonwealth Education Conference held at Oxford in July 1959. Programmes of teacher training, arrangements for scholarships and fellowships, the supply of teachers and assistance to technical education all have gone forward. At the end of the year, 101 citizens of Commonwealth countries were in Canada under this Commonwealth Scholarship and Fellowship Plan, and the total number in Canada will be more than doubled by the end of 1962. A second Commonwealth education conference is now scheduled for India in 1961. These programmes have arisen following the initiatives taken at the Montreal Trade and Economic Conference of September 1958.

There are, of course, a great many specific subjects on which Commonwealth co-operation has developed. For example, a Commonwealth Agricultural Bureaux Review Conference was held in London from August 24 to September 30, 1960, and the British Commonwealth Scientific Committee met in July. The Commonwealth Economic Council, whose existence dates from 1925, has been effective and useful as a research and information centre. Its functions were enlarged and its organization made more permanent during 1960. There are, besides, a Commonwealth Shipping Committee, a programme for Commonwealth biological control stations—indeed a very large number of other Commonwealth institutions. All those operating in the economic field were brought together under the Commonwealth Economic Consultative Council set up in 1958 by the Trade and Economic Conference held in Montreal. Commonwealth countries are planning a round-the-world Commonwealth cable, and important progress has been made towards Commonwealth co-operation in the fields of civil aviation and aeronautical research. Many Commonwealth governments act for others in consular matters and in other ways.

Commonwealth Consultation

Throughout the world Commonwealth consultation is continuously occurring. The series of consultations involves not only formal exchanges at such international meeting places as the United Nations and the annual meetings of the Consultative Committee of the Colombo Plan but also continuing informal exchanges among the representatives of Commonwealth countries on every conceivable subject. It is one of the great benefits of the Commonwealth association that the political leaders and the officials of Commonwealth countries are almost invariably able to establish close, friendly and useful relations with their Commonwealth colleagues wherever and whenever they meet.

It is, of course, at the meetings of Commonwealth prime ministers that this consultation is of the greatest value. Recently, when announcing in the House of Commons that a Commonwealth prime ministers' meeting would be held in London beginning March 8, 1961, Mr. Diefenbaker said: "In the past I have stressed the usefulness of frequent and if possible annual meetings with Commonwealth prime ministers. In view of the important international and Commonwealth subjects which will be discussed, I am sure the House will agree that a meeting in March will be timely and significant and, I trust, beneficial to all members of the Commonwealth."

Economic Aspects

The emergence of the European trading communities has created serious problems for the countries of the Commonwealth. In their *communiqué* of May 13 the Commonwealth prime ministers expressed the hope that the countries of Europe ". . . would follow trade policies in accordance with the principles of the General Agreement on Tariffs and Trade, and thus avoid damage to the economies of the primary producing countries and those that are also developing exports of manufactured goods. In addition, European countries have an important contribution to make in assisting the economic development of the less advanced countries. The ministers hoped that these problems could be speedily and satisfactorily resolved, with due regard to the interests of countries outside Europe."

VIII

LATIN AMERICA

In pursuance of the Government's announced policy of further improving the good relations which exist between Canada and the Latin American nations, the Prime Minister became in 1960 the first Canadian Head of Government to visit a Latin American country. Accompanied by Mrs. Diefenbaker, he paid a state visit to Mexico from April 21 to 24 as guest of President Lopez Mateos who six months earlier had been the first Mexican Head of State to visit Canada. During his visit to Mexico the Prime Minister was admitted to membership in the 200-year-old *Ilustre Y Nacional Colegio de Abogados*, the first non-Mexican ever granted this distinction.

Another official visit to Mexico took place in September, when Mr. Pierre Sévigny, Associate Minister of the Department of National Defence, represented Canada at the ceremonies marking the 150th anniversary of Mexican independence, September 12-17.

In May the Secretary of State for External Affairs was Canada's official representative at the celebrations in Buenos Aires commemorating Argentina's 150th anniversary. He afterwards spent a few days in Chile and Peru, with brief stopovers *en route* in Brazil and Mexico. As he later informed the House of Commons, in all these countries he found great friendliness and much interest in Canada. While in Buenos Aires, the Minister invited President Frondizi of Argentina to visit Canada.

Mr. Green arrived in Santiago shortly after the disastrous earthquakes which struck the southern part of Chile. He obtained from official Chilean sources an assessment of the damage, and, on the basis of this information, the Canadian Government forthwith took steps to aid the distressed country. A gift of 9,832 tons of flour and 1,000,000 pounds of canned meat was sent to Chile. In addition, approximately \$25,000 for medical and other supplies was donated from the International Relief Fund, which is administered by the Canadian Red Cross in consultation with the Department of External Affairs. Five RCAF "North Star" aircraft were quickly put into operation in carrying medical and food supplies, together with field-hospital equipment, and a total of 46,300 pounds of freight were transported to Chile in this way by June 3. Following their arrival in Chile, the RCAF planes operated a shuttle service to the stricken areas. President Allesandri of Chile afterwards wrote to the Prime Minister expressing the gratitude of the Chilean people for this assistance.

In October Canada became a member of the Pan-American Institute of Geography and History. Canada is already a member of the Inter-American Statistical Institute and the Inter-American Radio Office; Canadian observers have also attended meetings of a number of other Inter-American organizations. Furthermore, Mr. Green announced in Parliament in May that the Government planned to send an observer to the next Inter-American Conference to be held in Quito, Ecuador, in the spring of 1961.

On July 15 the Secretary of State for External Affairs indicated that it might be that the time had come for Canada to consider joining the Organization of American States. "I think it would be a step forward", he stated, "but it is of sufficient importance to warrant some time being given for consideration of the matter by the Canadian people".

Canada and Ecuador have agreed to establish diplomatic relations. The Canadian Ambassador in Bogota will be accredited to Quito, and a Chargé d'Affaires will be in charge of the Embassy in Quito during the absence of the Ambassador. Ecuador is appointing an Ambassador to Ottawa.

Cuba

The Canadian Government watched with growing concern the tense situation that developed in the Caribbean area largely as a result of rapid and fundamental changes in Cuban domestic and foreign policies. In a statement in the House of Commons on December 12 concerning trade relations with Cuba, the Prime Minister said that it was the Canadian Government's wish to maintain with Cuba, consistent with Canada's relations with other countries, the kind of relations usual with the recognized government of another country. No export permits were issued for the export to Cuba of arms, munitions and goods classified as strategic. To prevent what would have amounted to the bootlegging of goods of United States origin to Cuba as a result of the United States embargo against that country, no export permits were issued by the Canadian authorities for the re-export from Canada to Cuba of goods of United States origin which that country would not have allowed to be shipped directly. Within these limits, the Prime Minister stated that there could be no valid objection to trade with Cuba as with other countries and that individual businessmen concerned would have to make their own judgments on the prospects for trade possibilities. He also expressed the hope that, in so far as mutually beneficial relations were maintained or developed, conditions in Cuba might be eased and the general relations of Western countries with Cuba might be promoted.

IX

ECONOMIC AFFAIRS

As the year 1960 ran its course, the world industrial expansion that had started in 1958 began to slow down. Canadian exports rose in keeping with a general North American pattern, although there was still a large deficit on current account. Considerable attention was also focused on the outflow of gold from the United States. In Europe, where the boom started later, it has levelled off more slowly and during the past 18 months there has also been a massive increase in intra-OEEC trade.

New Economic Groupings

The development of new trade and economic groupings, which had begun in Europe with the signing of the Rome Treaties in 1957 and the Stockholm Convention in 1959, gathered a momentum that made the year one of the turning-points in the post-war economic history of Europe. In Latin America, too, there was an important further step toward regional integration when Argentina, Brazil, Chile, Mexico, Paraguay, Peru, and Uruguay, on February 18, 1960, signed a treaty establishing among themselves a Latin American Free Trade Association (LAFTA). The treaty has already been ratified by four of the signatories and will probably be implemented early in 1961.

The growth of regional economic groupings such as these, if they were based on inward-looking and restrictive trading policies, could create serious problems for countries like Canada. It has therefore been the policy of the Canadian Government to urge at all appropriate times that the participants, in their interests as well as our own, should not overlook the importance of pursuing policies consistent with the wider obligations of world multilateral trade.

In Europe, the seven members (Austria, Denmark, Norway, Portugal, Sweden, Switzerland and the United Kingdom) of the European Free Trade Area (EFTA) concluded the ratification of the Stockholm Convention early in 1960, established the EFTA Council in Geneva and took the first steps in the removal of internal trade barriers, notably a 20 per cent reduction in the internal tariffs of the area. By October, when the EFTA Council of Ministers held its third meeting in Berne, it was becoming clear that the EFTA, born of the 1958 failure of negotiations for a general European Free Trade Area and established with the goal of bringing its members and those of the European Economic Community (EEC) into a single trading arrangement, had a life of its own and was a going concern. Finland, which wished to be associated with the EFTA, met with objections from the Soviet Union that it was able to overcome only at the price of a trade agreement with the U.S.S.R. which raised important issues for its future EFTA partners and for their partners in the General Agreement on Tariffs and Trade (GATT).

The six members of the European Economic Community (EEC), which are Belgium, France, Germany, Italy, Luxembourg and the Netherlands, took the far-reaching decision at their ministerial meeting in May to accelerate the timetable laid down by the Treaty of Rome for the formation of their customs union. Internal tariff levels have been reduced during 1960 by 20 per cent instead of 10 per cent (bringing the total reductions thus far to 30 per cent) and proposals have been put forward to achieve a 50 per cent internal tariff cut by the end of 1961 instead of the 30 per cent provided for in the Treaty. The Six also agreed to take, before the end of the year, their first step toward a common external tariff, and they have embarked on the planning of a common agricultural policy. A start was also made on negotiations to associate Greece and Turkey with the EEC, those with Greece being close to a conclusion by the end of the year. Canada, a number of other countries and the EFTA accredited diplomatic representatives to the EEC, which was also represented at important international gatherings in its own right and thus developed a distinct international personality.

The acceleration of the EEC's timetable, and, in particular, the early move of The Six towards a common external tariff, added urgency to the problems of trade discrimination between the two European trading groups and, for countries outside as well as inside Europe, the problem of maintaining adequate access to the EEC market for their exports.

Concern about these issues led Canada and the United States to take a number of initiatives at a conference convened in Paris in January 1960, as a result of a decision taken by the Western Big Four in December 1959. It was agreed at this conference that all members of the Organization for European Economic Co-operation (OEEC), together with Canada and the United States, should form a special committee (the "Paris Committee") to examine the problems of the economic split in Europe. It was also agreed that the OEEC should be reorganized and a Development Assistance Group created for discussion of economic assistance problems among donor countries.

The work of the "Paris Committee" underlined the problem of trade discrimination between The Six and The Seven resulting from their separate tariff moves and also the problems created for the North American and other supplying countries. At the meetings, Canada emphasized the importance it attached to the adoption by the EEC of a common tariff that would provide outside suppliers with adequate access to the common market. Earlier the EEC had offered to reduce the proposed level of its common external tariff by 20 per cent subject to consolidation of the cut through the tariff negotiations due to begin among the contracting parties to the General Agreement on Tariffs and Trade (GATT) on September 1, 1960. Various discussions were now continued with a view to facilitating negotiations between The Six and The Seven in the GATT. As the result of a Canadian initiative, consultations were held in May 1960 between the EEC and representatives of the major agricultural exporting countries of the world, including Argentina, Australia and New Zealand, for the purpose of discussing the proposed common agricultural policy of the EEC. They provided an additional opportunity for Canada and the other agricultural exporters to emphasize to the members of the EEC that, in developing their agricultural common market, they must not disregard the legitimate interests of the traditional suppliers of agricultural products to Western Europe.

OEEC Reorganization

The decision taken at the January economic meetings in Paris to study the possibility of reshaping the OEEC to meet the challenges of the 1960's and permit United States and Canadian membership reflected a growing recognition in Europe and America that the OEEC had successfully completed the tasks for which it had been created in 1948. European economic recovery was attested by the conditions of unequalled prosperity everywhere visible, by the restoration of convertibility for the major European trading currencies, by the progress achieved in removing import restrictions and by the substantial and growing accumulation of gold and foreign exchange reserves in most European countries. Europe, it was thought, was now in a position to play its full part with the United States and Canada in promoting economic expansion on a world-wide basis and assisting the less-developed countries of the world. Moreover, with the development of a freer trading and currency system, Europe and North America had become more closely interdependent.

Negotiations for the establishment of a new organization moved steadily throughout the year and on December 14, 1960, in Paris, the ministers of 20 countries, including Canada and the United States, signed the Convention of the Organization for Economic Co-operation and Development (OECD). It is expected that the Convention will be ratified by the signatories and will come into force some time in 1961.

The aims of the OECD are to promote policies designed:

- (a) to achieve the highest sustainable economic growth and employment and a rising standard of living in member countries while maintaining financial stability and thus to contribute to the development of the world economy;
- (b) to contribute to sound economic expansion in member as well as non-member countries in the process of economic development; and
- (c) to contribute to the expansion of world trade on a multi-lateral, non-discriminatory basis in accordance with international obligations.

One of the major activities of the Organization will be to encourage the harmonizing of the economic policies of member countries. In the trade field its functions will be important but essentially consultative. The major aid givers among member countries, together with Japan, will continue to share their views and experience in a Development Assistance Committee, and the Organization will conduct a technical assistance programme on behalf of the less-developed member countries. Co-operation will also extend to many other fields, including agriculture, fisheries and other industries, the raising of productivity, scientific research, and the training of scientific personnel.

Latin America

In Latin America an important development was the signing of the Treaty already referred to establishing the regional group described as the LAFTA. Canadian exports to the area concerned totalled just under \$70 million in 1959, approximately half the country's exports to Latin

America and one quarter per cent of its total exports. These included a relatively high percentage of industrial raw materials and manufactured goods and chemicals.

Another important economic institution for Latin America is the United Nations Economic Commission for Latin America (ECLA), which is a centre of economic studies for the region. The Commission was specially concerned with the Chilean earthquakes and, at a special meeting in June, urged ECLA members to increase financial and technical resources for the Chilean reconstruction programme. Canada has maintained an interest in the activities of the Commission and has attended some of its meetings with observer status.

The Bogota conference of the Organization of American States (OAS) in September devoted considerable attention to the problems of the under-developed countries of South America, and was thus of notable interest to Canada. The conference agreed to establish an inter-American programme of social development based on proposals made by President Eisenhower. The United States also announced its plans for establishing the Inter-American Fund for Social Development, with a capital of \$500 million, to be administered by the newly-founded Inter-American Development Bank.

The facilities recently authorized by the Canadian Government that will permit the provision of long-term credits for the sale of capital goods abroad will open opportunities to Canadian firms for the export of capital equipment, and could be of benefit to a number of South American countries. Considerable interest in these facilities has already been shown by firms wishing to export to Latin America.

In October Canada renewed the *modus vivendi* governing commercial relations with Venezuela originally signed in 1950.

Canadian Commercial Relations

Economic relations with the United States, Canada's most important trading partner, continue to be fundamental to Canada's whole international economic position. Between two countries with so great a degree of economic interdependence there are inevitably many difficulties and problems, which there is an opportunity to review at the annual meeting of the Joint Canada-United States Committee on Trade and Economic Affairs. Among the points raised this year by Canadian ministers was the continuing concern in Canada about the quota restrictions imposed by the United States on imports of lead and zinc and on certain agricultural products. The ministers also discussed problems of surplus disposal of certain commodities and recent developments in the field of petroleum and natural gas.

Although there was very satisfactory progress during the year in dealing with the great variety of particular problems which inevitably arise on economic matters between the two countries, more fundamental aspects of Canada-United States economic relations continued during the year to cause some concern. Among these problems is the volume of United States investment in Canada and the continuing large deficit on current account in Canada's balance of payments with the United States.

Trade between Canada and the United Kingdom and Canada and other parts of the Commonwealth increased during 1960, partly because of the

increasing liberalization of world trade following the convertibility of sterling and other major currencies at the end of 1959. A new trade agreement with Australia, replacing that of 1931, came into force on June 30. There was, however, rising concern in the Commonwealth about economic developments in Europe, particularly in relation to agricultural products. In the spring Canada held consultations with other Commonwealth countries on this problem which were followed up by the agricultural mission to EEC member countries which has already been mentioned. In September, at the ministerial meeting of the Commonwealth Economic Consultative Council in London, Canada also voiced concern at the impact that any possible association of the United Kingdom with the EEC might have on traditional Canadian trade with the United Kingdom.

On April 18 the Canada—U.S.S.R. trade agreement of 1956 was renewed for a further three years and at the same time the Minister of Trade and Commerce, Mr. Gordon Churchill, and the Soviet Minister of Foreign Trade, Mr. N. S. Patolichev, signed an exchange of letters setting out the framework for Canadian-Soviet trade during the three-year period. The U.S.S.R. undertook to purchase Canadian goods up to a total value of \$25 million a year, including not less than 200,000 tons of Canadian wheat, provided the total annual value of Canadian purchases from the U.S.S.R. should be no less than \$12.5 million. Arrangements were made for annual consultations on the implementation of this undertaking.

Multilateral Trading Relations

Canada's multilateral trading relations continued to be carried on through the GATT. At their sixteenth and seventeenth sessions, the Contracting Parties examined the EFTA convention and the LAFTA treaty. Resolutions were adopted agreeing that countries signatories to these instruments were not prevented from proceeding with the application of them but reserving the rights of the Contracting Parties under the GATT and thus suspending judgment on the compatibility of the two instruments with the Agreement. Canada and several of the Contracting Parties expressed concern at some of the features of the EFTA, particularly the bilateral agreements on agricultural trade concluded between some of the members. The Contracting Parties also took the opportunity to discuss the establishment of the OECD.

The continuing work of the GATT showed substantial progress. During the year, a number of countries announced that they no longer regarded themselves as having balance-of-payments difficulties and would, therefore, no longer make use of the GATT provisions enabling them to retain import restrictions to protect such balances. There were also discussions of methods of dealing both with residual import restrictions retained by Contracting Parties for other than balance-of-payments reasons and with any new use of such restrictions. A declaration was drawn up, open for adherence by the Contracting Parties, the effect of which will be to prohibit the use of export subsidies on goods other than primary products. The organization continued its examination of agricultural protectionism and the trade problems of less-developed countries. A new committee was set up to seek constructive solutions, consistent with the principles of the GATT, for the problems created by situations of market disruption caused by low-cost imports.

An important decision was the establishment of a permanent Council whose main function would be to consider urgent matters arising between sessions, to supervise the work of committees and other subsidiary bodies and to prepare for regular GATT sessions. Canada is represented on this body which, it is believed, will materially strengthen the general administration of the organization and permit more effective handling of the growing responsibilities of the Contracting Parties.

The fifth major multilateral tariff conference to be held under the provisions of the GATT opened in Geneva on September 1, 1960, and is expected to continue until the latter half of 1961. It is an important conference, not only because of the tariff issues involved but also because it comes at a time when world economic developments, in particular the constitution of regional groupings and the deterioration in the United States balance of payments, have underlined the need for positive measures to reduce obstacles to trade on a world-wide, non-discriminatory basis. In its first stage, which is expected to last until February or March 1961, the conference involves negotiations with the European Economic Community on the level of its proposed common external tariff. The purpose of the negotiations is to determine what compensation may be required by individual countries for the impairment of tariffs bound under the GATT agreements, and also to assess whether the common external tariff of the EEC that will emerge meets the GATT requirement that it should not be higher or more restrictive than the general incidence of the national tariffs previously in force in the six countries. In its second phase the conference will involve a new round of negotiations among contracting parties for new tariff concessions. The results of these multilateral negotiations could have important effects in reducing the trade discrimination resulting from the creation of the regional European grouping and extend these benefits to other countries, including Canada.

Other Matters

Several other developments during the year in economic and related matters deserve mention.

At the fifteenth session of the United Nations General Assembly, Prime Minister John G. Diefenbaker of Canada proposed that a "food bank" be set up to provide surplus food to needy peoples. This suggestion was embodied in a resolution which was passed unanimously on October 27 by the General Assembly and transmitted to the Food and Agriculture Organization for study and recommendations to the next session of the Economic and Social Council, which will be held in Geneva next July.

No new bilateral agreements concerning the peaceful uses of atomic energy were concluded during the year. Canada continued, however, to participate very actively in the work of the International Atomic Energy Agency and was once more designated for a seat on the Board of Governors as one of the five nations most advanced in nuclear technology. The Board developed and provisionally approved proposals for an international system of controls, or "safeguards", intended to ensure that nuclear materials and equipment supplied for peaceful purposes would not be diverted to military use. These proposals were endorsed by the Agency's General Conference in October 1960 and will, it is hoped, very shortly be given final approval and implementation by the Board of Governors.

In 1958, at a conference of Commonwealth representatives in London, plans were drawn up for a new Commonwealth round-the-world cable network, based upon a tentative ten-year programme with costs to be shared by the partners. Canadian participation was announced at the Commonwealth Trade and Economic Conference held in Montreal in September 1958.

The trans-Atlantic cable opened in 1956 (TAT-I) and the new Canada-United Kingdom cable now under construction (CANTAT) will be initial links in the new system. Canada and the United Kingdom share ownership of these cables. During 1960 four of the Commonwealth countries concerned in the project—Australia, Canada, New Zealand and the United Kingdom—approved plans for the second stage, a trans-Pacific cable from Vancouver to New Zealand and Australia. Canada will own outright the section from Vancouver to a point just beyond Hawaii. Construction of the Pacific cable should be completed by 1964. Additional conferences will have to be held to discuss the routing, construction and cost allocation of the remaining sections of the round-the-world system.

In February an air agreement between Canada and Italy was signed in Rome, providing for direct air services between the two countries as well as to certain intermediate points and points beyond Montreal and Rome. The two designated carriers, Canadian Pacific Airlines and Alitalia, began direct air services between Rome and Montreal in March.

In February a Canadian delegation visited Turkey, and later Pakistan, to negotiate bilateral air agreements. These negotiations led to the conclusion of an air agreement with Turkey, which was signed in Ankara in May, and one with Pakistan, signed in Karachi in December. The agreements provide for the establishment of scheduled international air services between Canada and Turkey and between Canada and Pakistan by air lines of the three countries. Both agreements represent long-range planning and any routes to be operated by designated air lines will be agreed upon between Canada and each of the other two countries at some later date.

In September an exchange of notes took place in Ottawa amending the Canada-United Kingdom agreement of August 19, 1949. The amendment provided additional points to be serviced by the designated air lines of the two countries.

During the autumn, the United Kingdom Minister of Aviation, Mr. Peter Thorneycroft, visited Ottawa for discussions with members of the Canadian Cabinet, during which he outlined the views of the United Kingdom Government on the possibility of European and Commonwealth countries co-operating in a programme, based on the U.K. "Blue Streak" rocket, for the launching of satellites for scientific and other purposes, including communications.

Canadian ministers expressed a desire to learn more about the project as it developed. After his visit to Ottawa, Mr. Thorneycroft had discussions with a number of European governments, but, by the end of the year, no decisions concerning participation by European countries, on which the development of the United Kingdom programme depended, had been taken. Consequently the United Kingdom Government was not yet in a position to place firm proposals before the Canadian and other interested Commonwealth governments.

AID TO UNDER-DEVELOPED COUNTRIES

In the past year there has been increasing evidence of a growing recognition that a more rapid and a more evenly-balanced development of the world economy is one of the most urgent tasks facing the economically-advanced nations. This widespread concern with the problems of economic growth throughout the world was illustrated in several significant new developments that occurred in the field of aid to less-developed countries in 1960. Canada participated in these new developments and continued to play its part in assisting the under-developed countries. Recognizing that Canada's security and prosperity depend on world order and economic progress, the Government maintained Canadian contributions to existing programmes and entered into certain additional commitments.

In January 1960, as part of a new initiative in economic co-operation among the nations of the North Atlantic area, eight capital-exporting countries including Canada, with the Commission of the European Economic Community, formed an informal organization called the Development Assistance Group. Subsequently Japan also became a member. The objectives of the DAG are to encourage a greater flow of long-term development assistance from those countries in a position to provide aid and to discuss methods of improving the effectiveness of development assistance. The Group held three meetings in the course of 1960 and it appears to be performing a useful role in improving and increasing the amount of development assistance flowing to the under-developed countries. At a ministerial meeting in Paris in June 1960, it was decided in principle that the DAG should, in due course, become the Development Assistance Committee of the Organization for Economic Co-operation and Development (OECD), which will succeed the Organization for European Economic Co-operation (OEEC).

With the \$50 million appropriated by Parliament for Canada's contribution to the Colombo Plan in the fiscal year 1959-60 and a similar appropriation for 1960-61, Canadian aid to the countries of South and Southeast Asia continued to make a significant contribution to economic development in that part of the world. Several major Colombo Plan projects were completed with Canadian assistance in the course of 1960. They included the Warsak and Shadiwal hydro-electric projects in Pakistan and the Canada-India Atomic Reactor and the second stage of the Kundah hydro-electric project in India. The aerial survey of the Mekong River basin, which Canada undertook as part of the Mekong project, was also completed and the mapping, which is expected to be finished in 1961, is under way in Canada. At the annual meeting of the Consultative Committee of the Colombo Plan held in Tokyo in November 1960, most countries of South and Southeast Asia were able to report heartening progress in their economic development and encouraging increases in production. Nevertheless, many serious problems continue to exist in the area and the economic development effort is essentially a long-term one.

A new international agency for aid to under-developed countries came into being with the formation of the International Development Association in September 1960. The IDA is designed to make development loans on terms less rigorous than those which govern the lending operations of the International Bank for Reconstruction and Development and it is expected to make available a significant amount of new development finance. The authorized capital of the IDA is \$1 billion, of which the Canadian quota will be \$37.8 million, payable over a five-year period. Canada formally joined the IDA, following Parliamentary approval, in August.

With the achievement of independence by a number of African dependent territories in 1960, the eyes of the world were focused on the problems of assisting these new nations to achieve political stability and rapid economic progress. In recognition of the responsibility of members of the Commonwealth for assisting their Commonwealth partners in Africa, a decision was taken at a meeting of the Commonwealth Economic Consultative Committee in London in September 1960 to engage in a Special Commonwealth African Assistance Programme. The Canadian Government announced at this meeting its intention, subject to Parliamentary approval, to make available \$10.5 million over a three-year period, beginning with the fiscal year 1961-62, for Canadian aid to members of the Commonwealth in Africa.

The United Nations has a very important role to play in assistance to under-developed nations and, in view of the increasing demands that are being made upon United Nations programmes of assistance by the new African nations, the Canadian Government decided to increase Canada's voluntary contributions to these programmes. At a pledging conference held at United Nations Headquarters in October 1960, the Canadian Representative announced that, subject to Parliamentary approval, Canada would increase its contribution to the United Nations Special Fund from \$2 million in 1960 to \$2,350,000 in 1961 and its contribution to the United Nations Expanded Programme of Technical Assistance from \$2 million in 1960 to \$2,150,000 in 1961. In addition, the Canadian Government has continued to co-operate to the best of its ability with the United Nations in recruiting Canadians for technical assistance assignments in Africa under the United Nations programmes and in placing United Nations trainees from Africa in Canada.

In the light of the growing significance and complexity of programmes of economic and technical assistance, a major reorganization of the administration of Canadian aid programmes has been undertaken. An External Aid Office has been created with an experienced senior official as Director-General, responsible to the Secretary of State for External Affairs. The External Aid Office brings together a number of officials from several government departments in one organization, where they may deal more effectively and expeditiously with the operation of Canadian aid programmes.

XI

THE COLUMBIA RIVER BASIN

As the result of negotiations during the year, agreement was reached by Canada and the United States on the basis for a treaty for the co-operative development of the water resources of the Columbia River basin. At the year's end it was anticipated that a treaty would be available for consideration by Parliament and Congress early in 1961.

The proposed plan of development is designed to increase the production of hydro-electric power and improve flood control in the area. Its implementation will provide a further example of co-operation between Canada and the United States in the development of their respective natural resources for their mutual benefit and the results will be of tremendous economic significance to both countries.

From an international point of view the proposed agreement is novel. It will provide for the first development of such magnitude anywhere in the world, involving the construction and operation of upstream storage dams by one country, Canada, so as to create benefits in the downstream country, the United States, which are to be shared by both. By such co-operation both countries will secure greater benefits at less cost than either could secure by independent development of the water resources of the Columbia River basin. Each country will be responsible for all construction required within its own territory; only the benefits are to be divided. Thus, the proposed agreement will permit each country to retain full control of its resources and is consistent with the guiding principle in the relations between Canada and the United States: mutual respect for each other's individuality.

XII

LAW OF THE SEA

The notable achievements of the First United Nations Conference on the Law of the Sea held at Geneva in 1958 (the adoption of four conventions and one protocol, constituting in effect an almost complete codification of the international Law of the Sea) left unsettled two problems of critical importance—the question of the breadth of the territorial sea and the extent of fishing zones. Consequently, the General Assembly agreed, at its fourteenth session, to convene a Second Conference in early 1960.

The two questions left unsettled were not simple ones, owing to conflicts of interest between, on the one hand, nations wishing to retain for their own use the living resources along their coasts and, on the other, those engaged in fishing in distant waters. Similarly, some nations wished to extend their territorial seas (up to 200 miles in some cases) while others considered that the preservation of freedom of navigation to as great a degree as possible was desirable.

Shortly before the first conference, Canada had developed an idea totally new in international law, of a territorial sea with a contiguous fishing zone. During the conference it became apparent that a six-mile territorial sea was the narrowest one likely to be accepted, and the Canadian proposal then advanced was that states be given the right to fix the breadth of the territorial sea up to six miles and to exercise exclusive jurisdiction over fishing in a contiguous zone extending a further six miles. This became known as the "six-plus-six formula".

Developments between the two conferences confirmed Canada's conviction that a genuine compromise formula was essential if agreement were to be reached and that such a formula, in order to be successful, would have to recognize the principle of the freedom of the high seas while granting to coastal states the same degree of exclusive control over off-shore fisheries they would obtain under arrangement for a 12-mile territorial sea. The "six-plus-six" proposal offered this, and, some months before the opening of the second conference, Canada began a diplomatic campaign in support of it. Representations were made to every country in the world which appeared to have an interest in the Law of the Sea. In addition to this, Canada presented to all members of the United Nations the pamphlet entitled "Law of the Sea—a Canadian Proposal", written with a view to bringing about a wider understanding of the Canadian position.

The Second Conference opened on March 17, 1960; representatives of 88 states attended. Canada's delegation was again headed by Mr. George Drew, Canadian High Commissioner in London. For six weeks the delegations laboured to reach agreement on the rule of law to govern the breadth of the territorial sea and fishing zones. In the event, the conference failed by only a single vote to accept the proposal.

Early in the conference major proposals, each differing materially from the other, were put forth by the U.S.S.R., Mexico, the U.S.A., and Canada. The Mexican and U.S.S.R. proposals were similar in that both would have permitted states to set the breadth of their territorial seas at any distance from three to 12 miles. The United States proposal had one major difference from Canada's, in that it allowed for an indefinite continuation of fishing rights in the fishing zone of coastal states by those fishing states which had traditionally fished there. As the conference progressed, first Mexico and later the U.S.S.R. withdrew their proposals in favour of an Afro-Asian "18-power proposal". This proposal, like its antecedents, was based on the three-to-twelve mile formula. It became clear that some compromise between the Canadian and the United States positions was necessary if the conference was to succeed in reaching agreement.

Canada and the United States therefore decided to withdraw their proposals in favour of a new compromise proposal, which they then presented jointly. The new proposal was essentially the same as the original Canadian one, except that it gave to coastal states claiming traditional fishing rights the right to continue to fish for a period of ten years in the fishing zones contiguous to the territorial waters of other states. It was this feature of the proposal which constituted the element of compromise between those states wishing to continue to enjoy traditional fishing rights off the coasts of other countries and the coastal states desiring to protect their living resources of the sea. The provision was also intended to render unnecessary bilateral arrangements between states designed to lessen the impact on fishing states of the sudden loss of traditional fishing rights. The proposal was, in effect, a compromise which, involving as it did sacrifices on both sides, gave promise of ensuring success of the conference.

The 18-power and the joint Canada-United States proposals were voted on in committee (where a simple majority only was required) on April 13. The 18-power proposal was rejected by a vote of 36 in favour and 39 against, with 13 abstentions, while the joint Canada-United States proposal was adopted by a vote of 43 in favour and 33 against, with 12 abstentions. Since this proposal was the only one which had succeeded in committee, it was the only proposal referred by that body to the plenary session, where a two-thirds majority was necessary. On April 26 the proposal was put to a vote. The result was 54 votes in favour and 28 against (with 5 abstentions—Lebanon not being present). The proposal failed by only one vote. A motion to reconsider the proposal also failed to receive the necessary two-thirds support, and the conference ended.

APPENDIX A

1. ORGANIZATION OF THE DEPARTMENT IN OTTAWA

Secretary of State for External Affairs

Under-Secretary of State for External Affairs

Deputy Under-Secretary of State for External Affairs and Legal Adviser

Four Assistant Under-Secretaries of State for External Affairs

Twenty Divisions:

Administrative Services	Finance
African and Middle Eastern	Historical
Commonwealth	Information
Communications	Latin American
Consular	Legal
Defence Liaison (1)	Personnel
Defence Liaison (2)	Protocol
Economic	Supplies & Properties
European	United Nations
Far Eastern	U.S.A.

Other Units

Inspection Service

Liaison Services Section

2. DEPARTMENTAL STATISTICS

The following is a comparison of staff on strength at December 31, 1959, and December 31, 1960:

	1959	1960
Officer Staff		
Ottawa	177	192
Abroad	225	222
Administrative Staff		
Ottawa	536	586
Abroad	409	462
Total	<u>1,347</u>	<u>1,462</u>
Locally Engaged Staff		
Abroad	512	536
Foreign Service Officers Grade 1 recruited during year	16	20
Other appointments during year	155	226
Separations during year	151	131

APPENDIX B

PASSPORTS AND VISAS

The following tables show the increase in the volume of business done in the Passport Office of the Department during the six-year period from 1955 to 1960 inclusive:

<i>Year</i>	<i>Passports Issued</i>	<i>Passports Renewed</i>	<i>Certificates of Identity Issued</i>	<i>Certificates of Identity Renewed</i>	<i>Total Revenue</i>
1955	79,228	12,474	4,601	2,277	\$438,261.71
1956	88,795	14,236	2,794	1,583	\$482,356.98
1957	97,738	14,934	2,361	903	\$542,317.47
1958	100,594	15,446	3,276	801	\$549,069.16
1959	115,272	16,102	5,353	1,449	\$622,658.02
1960	134,637	18,411	6,004	2,184	\$730,605.31

APPENDIX C

CANADIAN DIPLOMATIC AND CONSULAR REPRESENTATION ABROAD¹

I. Diplomatic Missions²

<i>Country</i>	<i>City</i>	<i>Nature of Post</i>
Argentina	Buenos Aires	Embassy
Australia	Canberra	High Commissioner's Office
Austria	Vienna	Embassy
Belgium	Brussels	Embassy
Brazil	Rio de Janeiro	Embassy
Ceylon	Colombo	High Commissioner's Office
Chile	Santiago	Embassy
Colombia	Bogota	Embassy
Cuba	Havana	Embassy
Czechoslovakia	Prague	Legation
Denmark	Copenhagen	Embassy
Dominican Republic	Ciudad Trujillo	Embassy
Ecuador	Quito	Embassy
Finland	Helsinki	Embassy
France	Paris	Embassy
Germany	Bonn	Embassy ³
Ghana	Accra	High Commissioner's Office
Greece	Athens	Embassy
Haiti	Port-au-Prince	Embassy
India	New Delhi	High Commissioner's Office
Indonesia	Djakarta	Embassy
Iran	Tehran	Embassy
Ireland	Dublin	Embassy
Israel	Tel Aviv	Embassy
Italy	Rome	Embassy
Japan	Tokyo	Embassy
Lebanon	Beirut	Embassy
Malaya	Kuala Lumpur	High Commissioner's Office
Mexico	Mexico	Embassy
Netherlands	The Hague	Embassy
New Zealand	Wellington	High Commissioner's Office
Nigeria	Lagos	High Commissioner's Office
Norway	Oslo	Embassy
Pakistan	Karachi	High Commissioner's Office
Peru	Lima	Embassy
Poland	Warsaw	Embassy
Portugal	Lisbon	Embassy
Spain	Madrid	Embassy

¹ For further information, see the thrice-yearly publication of the Department entitled "Canadian Representatives Abroad and Representatives of Other Countries in Canada."

² No resident diplomatic missions are maintained in Burma, Iceland and Luxembourg, but the High Commissioner for Canada to Malaya is also accredited as Ambassador to Burma, the Ambassador to Norway as Ambassador to Iceland (where there is a Consulate General in the charge of an honorary officer) and the Ambassador to Belgium as Ambassador to Luxembourg. The Ambassador to Cuba is also accredited as Ambassador to Haiti. (There are missions under the direction of *Chargés d'Affaires a.i.* in the Dominican Republic, Ecuador and Haiti).

³ There is also a mission in Berlin.

<i>Country</i>	<i>City</i>	<i>Nature of Post</i>
Sweden	Stockholm	Embassy
Switzerland	Berne	Embassy ¹
Turkey	Ankara	Embassy
Union of South Africa	Pretoria	High Commissioner's Office
Union of Soviet Socialist Republics	Moscow	Embassy
United Arab Republic	Cairo	Embassy
United Kingdom of Great Britain and Northern Ireland	London	High Commissioner's Office
United States of America	Washington	Embassy
Uruguay	Montevideo	Embassy
Venezuela	Caracas	Embassy
The West Indies	Port-of-Spain	Commissioner's Office
Yugoslavia	Belgrade	Embassy

2. Permanent Missions to International Organizations

<i>Organization</i>	<i>City</i>
European Communities:	
European Economic Community	} Brussels
European Atomic Energy Community	
European Coal and Steel Community	
North Atlantic Council	} Paris
Organization for European Economic Co-operation	
United Nations	New York
United Nations (European Office)	Geneva
United Nations Educational, Scientific and Cultural Organization	Paris

3. Consular Offices

<i>Country</i>	<i>City</i>	<i>Nature of Post</i>
Brazil	Sao Paulo	Consulate
Congo	Leopoldville	Consulate General
Germany	Hamburg	Consulate
Iceland	Reykjavik	Consulate General ²
Philippines	Manila	Consulate General
United States of America	Boston	Consulate General
	Chicago	Consulate General
	Detroit	Consulate
	Los Angeles	Consulate General
	New Orleans	Consulate General
	New York	Consulate General
	Portland, Maine	Vice Consulate ²
	San Francisco	Consulate General
	Seattle	Consulate General

4. International Supervisory Commissions³

<i>Country</i>	<i>City</i>
Cambodia	Phnom Penh
Vietnam	Hanoi
	Saigon

¹The Canadian Ambassador to Switzerland is in charge of Canadian interests in Liechtenstein.

²In charge of honorary officer.

³Made up of Canada, India and Poland. The Canadian delegations consist of both External Affairs and National Defence personnel.

APPENDIX D

DIPLOMATIC AND CONSULAR REPRESENTATION OF OTHER COUNTRIES IN CANADA¹

1. Diplomatic Missions²

<i>Country³</i>	<i>Nature of Post</i>
*Argentina	Embassy
Australia	High Commissioner's Office
*Austria	Embassy
*Belgium	Embassy
*Brazil	Embassy
Burma	Embassy
Ceylon	High Commissioner's Office
*Chile	Embassy
*China	Embassy
*Colombia	Embassy
*Cuba	Embassy
*Czechoslovakia	Legation
*Denmark	Embassy
*Dominican Republic	Embassy
*Finland	Embassy
*France	Embassy
*Germany	Embassy
*Greece	Embassy
*Haiti	Embassy
*Iceland	Embassy
India	High Commissioner's Office
Indonesia	Embassy
Iran	Embassy
Ireland	Embassy
*Israel	Embassy
*Italy	Embassy
*Japan	Embassy
*Lebanon	Embassy
*Luxembourg	Embassy
*Mexico	Embassy
*Netherlands	Embassy
New Zealand	High Commissioner's Office
*Norway	Embassy
Pakistan	High Commissioner's Office
*Peru	Embassy
*Poland	Embassy
*Portugal	Embassy
*Spain	Embassy
*Sweden	Embassy

¹ For further particulars, see the publications of the Department entitled "Canadian Representatives Abroad and Representatives of Other Countries in Canada" (thrice yearly) and "Diplomatic Corps" (thrice yearly).

² The Ambassadors of Burma, Tunisia, Iceland and Luxembourg are also accredited to the United States of America, where they are ordinarily resident.

³ Those countries marked with an asterisk have consulates in Canada. The Embassy of Poland has charge of the interests of Hungary; the Embassy of Switzerland of those of Liechtenstein; and the Embassy of the United Arab Republic of those of Iraq.

Country³	Nature of Post
*Switzerland	Embassy
Tunisia	Embassy
Turkey	Embassy
Union of South Africa	High Commissioner's Office
Union of Soviet Socialist Republics	Embassy
*United Arab Republic	Embassy
United Kingdom	High Commissioner's Office
*United States of America	Embassy
*Uruguay	Embassy
*Venezuela	Embassy
*Yugoslavia	Embassy

2. Commissioner's Office

The West Indies	}	Montreal
British Guiana		
British Honduras		

3. Countries Having Consulates but No Diplomatic Missions

Bolivia	Monaco
Costa Rica	Nicaragua
Ecuador	Panama
Guatemala	Philippines
Honduras	El Salvador
Liberia	Thailand

³ Those countries marked with an asterisk have consulates in Canada. The Embassy of Poland has charge of the interests of Hungary; The Embassy of Switzerland of those of Liechtenstein; and the Embassy of the United Arab Republic of those of Iraq.

APPENDIX E

INTERNATIONAL ASSOCIATIONS AND ORGANIZATIONS OF WHICH CANADA IS A MEMBER¹

COMMONWEALTH

Commonwealth Advisory Aeronautical Research Council
Commonwealth Advisory Committee on Defence Science
Commonwealth Agricultural Bureaux Executive Council
Commonwealth Air Transport Council
Commonwealth Economic Committee
Commonwealth Education Liaison Committee
Commonwealth Forestry Conference
Commonwealth Liaison Committee
Commonwealth Scientific Conference
Commonwealth Shipping Committee
Commonwealth Telecommunications Board
Commonwealth War Graves Commission
South Pacific Air Transport Council

NORTH ATLANTIC TREATY ORGANIZATION

UNITED NATIONS

Functional Commissions of the Economic and Social Council:

Commission on International Commodity Trade
Commission on Narcotic Drugs
Commission on the Status of Women
Population Commission

Executive Committee of the Programme of the United Nations High
Commissioner for Refugees (formerly United Nations Refugee,
Fund)

Governing Council of the Special Fund

Specialized Agencies

Food and Agriculture Organization and Council of FAO
Inter-governmental Maritime Consultative Organization and Council of
IMCO
International Atomic Energy Agency and Board of Governors of IAEA²
International Bank for Reconstruction and Development
International Civil Aviation Organization and Council of ICAO
International Development Association³
International Finance Corporation³

¹ Inter-governmental bodies only are included.

² The International Atomic Energy Agency is not technically a Specialized Agency, but it is an autonomous inter-governmental agency under the aegis of the United Nations.

³ The International Development Association and the International Finance Corporation are affiliates of the International Bank for Reconstruction and Development. Canada was elected as one of the Executive Directors of the IFC by the Board of Governors to serve from November 1, 1960, for two years.

UNITED NATIONS—Concluded**Specialized Agencies—Concluded**

International Labour Organization and Governing Body of ILO
International Monetary Fund⁴
International Telecommunications Union and Administrative Council of
ITU
United Nations Educational, Scientific and Cultural Organization
Universal Postal Union and Permanent Executive and Liaison Commis-
sion of UPU
World Health Organization
World Meteorological Organization and Executive Committee of WMO

Other Continuing Bodies

Advisory Committee on the Congo
Advisory Committee for the United Nations Memorial Cemetery in
Korea
Advisory Committee of the United Nations Korean Reconstruction
Agency
Advisory Committee on the United Nations Emergency Force
Collective Measures Committee
Committee on Contributions
Disarmament Commission
Negotiating Committee for Extra Budgetary Funds
Panel for Inquiry and Conciliation
Scientific Advisory Committee (formerly Advisory Committee on the
Peaceful Uses of Atomic Energy)
Scientific Committee on the Effects of Atomic Radiation
Committee on the Peaceful Uses of Outer Space

UNITED STATES-CANADA

Canada-United States Ministerial Committee on Joint Defence
International Boundary Commission
International Joint Commission
Joint Cabinet Committee on Trade and Economic Affairs
Permanent Joint Board on Defence

INTER-AMERICAN

Pan-American Institute of Geography and History
Inter-American Statistical Institute
Inter-American Radio Office
Postal Union of the Americas and Spain

COLOMBO PLAN

Consultative Committee on Co-operative Economic Development in
South and Southeast Asia
Council for Technical Co-operation in South and Southeast Asia

CONSERVATIONAL

Great Lakes Fishery Commission
International North Pacific Fisheries Commission
International Northwest Atlantic Fisheries Commission
International Pacific Halibut Commission
International Pacific Salmon Fisheries Commission
International Whaling Commission
North Pacific Fur Seals Commission

⁴ Canada was elected as one of the Executive Directors of the IMF by the Board of Governors to serve from November 1, 1960, for two years.

ECONOMIC⁵

Contracting Parties to the General Agreement on Tariffs and Trade
Customs Co-operation Council
European Productivity Agency (as associate member)
Inter-governmental Committee for European Migration and Executive
Committee of ICEM
International Bureau for the Publication of Customs Tariffs
International Convention for the Protection of Literary and Artistic
Property
International Coffee Study Group
International Cotton Advisory Committee
International Lead and Zinc Study Group
International Rubber Study Group
International Sugar Agreement
International Tin Agreement
International Union for the Protection of Industrial Property
International Wheat Agreement
International Wool Study Group
Organization for European Economic Co-operation (as associate member)
Canada-United Kingdom Continuing Committee on Trade and Economic
Affairs

SCIENTIFIC

International Bureau of Weights and Measures
International Hydrographic Bureau
International Institute of Refrigeration

DISARMAMENT

Ten-Nation Committee on Disarmament

⁵ See also under previous headings.

APPENDIX F

INTERNATIONAL CONFERENCES HELD IN 1960 AT WHICH CANADA WAS OFFICIALLY REPRESENTED

(Partial list)

United Nations Conferences

- Economic and Social Council: 29th session, New York, April 5.
Commission on International Commodity Trade: 8th session, New York, May 2.
Commission on Narcotic Drugs: 15th session, Geneva, April 25.
Commission on the Status of Women: 14th session, Buenos Aires, March.
Food and Agriculture Organization: 34th session of Council, Rome, October 17.
General Assembly: 4th emergency special session (Congo), New York, September 17; 15th session, New York, September 20.
Inter-governmental Maritime Consultative Organization: 3rd session of the Council, London, March 1.
International Atomic Energy Agency: 4th General Conference, Vienna, September 20. Board of Governors, Vienna, January 12, March 29, June 14, September 13.
International Bank for Reconstruction and Development: Washington, September.
International Civil Aviation Organization: Conference on North Atlantic Ocean Surface Vessels, the Hague, March 16.
International Committee for World Refugee Year: Sigtuna, Sweden, April 27.
International Finance Corporation: Washington, September.
International Labour Organization: Inter-American Conference on Labour Management Relations, Montevideo, November 3; 44th session, Geneva, June 1.
International Monetary Fund: 15th annual meeting, Washington, September.
International Telecommunications Union: 15th session of Administrative Council, Geneva, May 28.
Scientific Committee on the Effects of Atomic Radiation: seminar, Geneva, September 5.
United Nations Commission on Human Rights, Geneva, February 29.
United Nations Conference on Law of the Sea: Second Conference, Geneva, March 17.
United Nations Congress on the Prevention of Crime and the Treatment of Offenders, London, August.
United Nations Disarmament Commission, New York, August 16.
United Nations Educational, Scientific and Cultural Organization: General Conference, 11th session, Paris, November.
United Nations High Commissioner for Refugees: Executive Committee, 4th session, Geneva, October 5.
United Nations International Children's Emergency Fund: Executive Board, New York, March.

United Nations Special Fund: Governing Council, New York, May 24 and December 19.

United Nations Tin Conference, New York, May 23.

United Nations Trusteeship Council: 25th session, New York, January.

Universal Postal Union: Meeting of Executive and Liaison Committee and Sub-Committee, Berne, May 2.

World Health Organization: 13th session of Assembly, Geneva, May 3.

World Meteorological Organization: 3rd session on Climatology, London, June 1; 12th session of Executive Committee, July 2.

Other Conferences

Canada-United Kingdom Continuing Committee on Trade and Economic Affairs, Ottawa, July 2.

Colombo Plan: 2nd Conference of Information Officers, Bangkok, September 5; Colombo Plan Consultative Committee for South and Southeast Asia, Tokyo, November 5.

Commonwealth Agricultural Review Conference, London, August 24.

Commonwealth and Empire Law Conference, Second Conference, Ottawa, September 14.

Commonwealth Economic Consultative Council, London, September 21.

Commonwealth Prime Ministers' Conference, London, May 3.

Fourth International Archives Congress, Stockholm, August 17.

General Agreement on Tariffs and Trade: 16th session of the Contracting Parties, Geneva, May 16; Tariff Conference, Geneva, September 1; Council, 1st session, Geneva, September 17; 17th session of the Contracting Parties, Geneva, October 31.

Inter-governmental Committee for European Migration; 12th session of Council, Naples, May 16; session of Executive Committee, Geneva, November 21; 13th session of Council, Geneva, December 1.

International Conference on the Safety of Life at Sea, London, May 17.

International Congress on Geology, Copenhagen, August 5.

Joint Canada-United States Committee on Trade and Economic Affairs, Washington, February 16.

Meeting of a Group of Commonwealth Officials to study the Constitutional Development of the Commonwealth, "Chequers", June 17.

Meetings on Economic Co-operation, Paris, January 12.

Organization for Economic Co-operation and Development: Ministerial Meeting on the establishment of the OECD, Paris, December 13.

Organization for European Economic Co-operation: Economic Policy Committee, Paris, March 31; Meeting of the 18 OEEC countries, Canada and the United States on the reorganization of the OEEC, Paris, May 24; Economic Policy Committee, Paris, July 25.

Postal Union of the Americas and Spain: 8th Congress, Argentina, September.

Senior Commonwealth Economic Officials Meeting, London, April 25.

Ten-Nation Disarmament Committee, Geneva, March 15.

APPENDIX G

INTERNATIONAL AGREEMENTS TO WHICH CANADA IS A PARTY: DEVELOPMENTS DURING 1960

1. Bilateral Agreements

Australia

Trade Agreement between the Government of Canada and the Government of Australia. Signed at Canberra February 12, 1960. Ratified at Ottawa June 30, 1960. Entered into force June 30, 1960.

Denmark

Exchange of Notes between the Government of Canada and the Government of Denmark renewing for a period of four years the Aircrew Training Agreement between the two countries. Copenhagen March 25, 1960. Entered into force March 25, 1960.

Italy

Agreement between the Government of Canada and the Government of Italy for Air Services between and beyond their respective territories. Signed at Rome February 2, 1960.

Japan

Exchange of Notes between the Government of Canada and the Government of Japan renewing the agreement for entry to Canada of Japanese Agriculture Trainees. Ottawa February 23 and March 7, 1960.

Agreement and Exchange of Notes between the Government of Canada and the Government of Japan for co-operation in the peaceful uses of atomic energy. Signed at Ottawa July 2, 1959, and July 27, 1960. Entered into force July 27, 1960.

Netherlands

Supplementary Convention between the Government of Canada and the Government of the Kingdom of the Netherlands modifying the Convention between the Government of Canada and the Government of the Kingdom of the Netherlands for the avoidance of double taxation and the prevention of fiscal evasion in respect of taxes on income, signed at Ottawa April 2, 1957. Signed at Ottawa October 28, 1959. Ratified at The Hague July 7, 1960. Entered into force July 7, 1960.

Norway

Exchange of Notes between the Government of Canada and the Government of Norway renewing for a period of four years the Aircrew Training Agreement between the two countries. Oslo April 6, 1960. Entered into force April 6, 1960.

Exchange of Notes between the Government of Canada and the Government of Norway concerning the supply of Canadian wheat flour for wartime emergency stockpiling in Norway. Ottawa April 25, 1960. Entered into force April 25, 1960.

Exchange of Notes between the Government of Canada and the Government of Norway concerning the organization of the Canada-Norway Defence Science Information Exchange Project. Oslo May 24, 1960. Entered into force May 24, 1960.

Convention between the Government of Canada and the Government of the Kingdom of Norway for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income. Signed at Ottawa July 29, 1960.

Pakistan

Agreement between the Government of Canada and the Government of Pakistan for co-operation in the peaceful uses of atomic energy. Signed at Ottawa May 14, 1959. Ratified at Ottawa July 18, 1960. Entered into force July 18, 1960.

Agreement between the Government of Canada and the Government of Pakistan for Air Services between and beyond their respective territories. Signed at Karachi December 21, 1960. Entered into force December 21, 1960.

Spain

Exchange of Notes between the Government of Canada and the Government of Spain concerning visa requirements for non-immigrant travellers of the two countries. Madrid December 18, 1959. Entered into force January 25, 1960.

Turkey

Air Agreement between the Government of Canada and the Government of the Republic of Turkey. Signed at Ankara, May 21, 1960.

Union of Soviet Socialist Republics

Protocol to renew the Trade Agreement between the Government of Canada and the Government of the Union of Soviet Socialist Republics. Signed at Ottawa February 29, 1956. Signed at Moscow April 18, 1960. Entered into force provisionally April 18, 1960. Ratified September 16, 1960. Entered into force September 16, 1960.

United Kingdom

Exchange of Notes between the Government of Canada and the Government of the United Kingdom concerning the supply of Canadian wheat flour for wartime emergency stockpiling in the United Kingdom. Ottawa August 5, 1960. Entered into force August 5, 1960.

Exchange of Notes between the Government of Canada and the Government of the United Kingdom amending the Agreement for Air Services between and beyond the two countries, signed at Ottawa August 19, 1949. Ottawa September 6, 1960. Entered into force September 6, 1960.

United States of America

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning the final disposition of the CANOL facilities. Washington March 31, 1960. Entered into force March 31, 1960.

Agreement between the Government of Canada and the Government of the United States of America to amend the Agreement between the Government of Canada and the Government of the United States of America for co-operation in the civil uses of atomic energy. Signed at Washington June 15, 1955, as amended June 26, 1956, and modified May 22, 1959. Signed at Washington June 11, 1960. Entered into force July 14, 1960.

Exchange of Notes between the Government of Canada and the Government of the United States of America (with Annex) concerning the continued utilization of the existing upper atmosphere research facilities at Fort Churchill, Manitoba. Ottawa June 14, 1960. Entered into force June 14, 1960.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning the loan to Canada, for a five-year period, of the Submarine BURRFISH. Washington July 20, August 23 and 31, 1960. Entered into force August 31, 1960.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning the establishment of a satellite tracking station near St. John's, Newfoundland (with Annex). Ottawa August 24, 1960. Entered into force August 24, 1960.

Venezuela

Exchange of Notes between the Government of Canada and the Government of Venezuela renewing for one year the Commercial *Modus Vivendi* of October 11, 1950. Caracas, October 10, 1960. Entered into force October 11, 1960.

2. Multilateral

Declaration on the provisional accession of the Swiss Confederation to the General Agreement on Tariffs and Trade. Done at Geneva November 22, 1958. Signed by Canada May 4, 1959. Entered into force January 1, 1960.

Convention on the Nationality of Married Women adopted by the General Assembly of the United Nations at its eleventh session. Done at New York February 20, 1957. Signed by Canada February 20, 1957. Canada's Instrument of Ratification deposited October 21, 1959. Entered into force for Canada January 19, 1960.

Telegraphic regulations (Geneva revision, 1958) annexed to the International Telecommunications Convention (Buenos Aires, 1952). Signed by Canada November 29, 1958. Entered into force January 1, 1960.

North American Regional Broadcasting Agreement. Signed at Washington November 15, 1950. Canada's Instrument of Ratification deposited April 9, 1957. Entered into force April 19, 1960.

Declaration on the provisional accession of Tunisia to the General Agreement on Tariffs and Trade. Done at Tokyo November 12, 1959. Signed by Canada May 24, 1960. Entered into force for Canada June 23, 1960.

Declaration on relations between Contracting Parties to the General Agreement on Tariffs and Trade and the Government of the Polish People's Republic. Done at Tokyo November 9, 1959. Signed by Canada May 24, 1960. Entered into force for Canada November 16, 1960.

Articles of Agreement of the International Development Association. Done at Washington January 29, 1960. Signed by Canada August 9, 1960.

Convention on the Safety of Life at Sea 1960. Done at London, May 17, 1960. Signed by Canada May 17, 1960.

International Labour Convention (105) concerning the abolition of forced labour, adopted by the Conference at its fortieth session, Geneva, June 25, 1957. Ratified by Canada July 14, 1959. Entered into force for Canada July 14, 1960.

International Convention for the Prevention of the Pollution of the Sea by Oil, 1954—Declaration to all contracting governments in accordance with Para. 3 of Annex A of the Convention. Signed by Canada August 25, 1960.

Indus Basin Development Fund Agreement. Signed by Canada September 19, 1960.

Second International Tin Agreement. Signed by Canada December 2, 1960.

Convention of the Postal Union of the Americas and Spain. Signed by Canada October 14, 1960.

Agreement relative to Parcel Post of the Postal Union of the Americas and Spain. Signed by Canada October 14, 1960.

Convention on the Organization for Economic Co-operation and Development. Signed by Canada December 14, 1960.

Supplementary Protocol No. 1 to the Convention on the Organization for Economic Co-operation and Development. Signed by Canada December 14, 1960.

Supplementary Protocol No. 2 to the Convention on the Organization for Economic Co-operation and Development. Signed by Canada December 14, 1960.

APPENDIX H

Publications of the Department

The publications of the Department of External Affairs may be classified broadly as follows:

- (1) Those printed by the Department of Public Printing and Stationery and distributed free of charge outside Canada through Canadian diplomatic missions. Most of these publications are sold in Canada by the Department of Public Printing and Stationery.
- (2) Those produced within the Department for free distribution outside Canada and, when they relate to aspects of Canada's external relations, inside Canada as well.

Canadians may obtain detailed information about current External Affairs Publications produced by the Department of Public Printing and Stationery in the Catalogue of Canadian Government publications sold by the Department of Public Printing and Stationery at a price of \$1.00 (\$1.25 outside Canada). The Department of External Affairs has for distribution catalogues listing those of its publications available both to Canadians and residents of other countries, and those distributed abroad only.

Departmental publications include the following:

Report of the Department of External Affairs: Report to Parliament covering the work of the Department during each calendar year. Price: Canada and the United States, 25 cents; other countries, 30 cents.

Canada Treaty Series: Texts of individual treaties, conventions, and other agreements concluded between Canada and other countries. Price: Canada and the United States, 25 cents each; other countries, 30 cents each.

Canada and the United Nations: An annual report on Canadian participation in the work of the United Nations and its Specialized Agencies. Price: Canada and the United States, 50 cents; other countries, 60 cents.

London and Paris Agreements: A selection of documents resulting from meetings held in London and Paris concerning the accession of the Federal Republic of Germany to the North Atlantic Treaty Organization. Price: Canada and the United States, 50 cents; other countries, 60 cents.

Canadian Representatives Abroad and Representatives of Other Countries in Canada: Issued three times a year. A directory of Canadian diplomatic, consular, and trade offices abroad and of diplomatic, consular and trade offices of other countries in Canada. Price: annual subscription, Canada and the United States, \$1.00; other countries, \$1.25. Single copies, Canada and the United States, 35 cents; other countries, 40 cents.

Diplomatic Corps: A directory of diplomatic missions in Ottawa. Published quarterly. Price: annual subscription, Canada and the United States, \$1.00; other countries, \$1.25. Single copies, Canada and the United States, 25 cents; other countries, 30 cents.

External Affairs: A monthly bulletin containing articles on subjects of current international interest and official statements of Canadian foreign policy. Price: annual subscription, Canada and the United States, \$1.00; students in Canada, 50 cents; other countries, \$2.00.

The Crisis in the Middle East: October-December 1956. Price: Canada and the United States, 50 cents; other countries, 60 cents.

The Crisis in the Middle East: January-March 1957. Price: Canada and the United States, 50 cents; other countries, 60 cents.

Report on Disarmament Discussions 1957: Price: Canada and the United States, 25 cents; other countries, 30 cents.

Canada from Sea to Sea: An illustrated booklet for distribution abroad dealing in popular style with various aspects of Canada—its history and geography, economic and trading position, status as a world power, people, culture, institutions, government and traditions. Published in English, French, Spanish, German and Portuguese. Other language versions were in progress at the end of the year. Price: Canada and the United States, 50 cents; other countries, 60 cents.

Canada Pictorial: This publication, a small illustrated folder solely for distribution abroad, was produced during the year in Spanish and Portuguese. It is now distributed overseas also in English, French, Japanese, Italian, Swedish, Dutch and German. As the year ended, this folder was being translated into other languages.

Fact Sheets: Information on Canada's history, government, international relations, resources, climate, transportation, industry and labour and on the provinces of Canada, as well as a series of illustrative maps, is contained in this publication, which is sold in Canada in English and French by the Department of Public Printing and Stationery for 25 cents a copy, and is distributed free of charge in other countries in these and several other languages.

Canadian Weekly Bulletin: A summary of important developments and announcements.

Reference Papers: Background information on various aspects of Canadian affairs.

Reprints: Articles on Canada and Canadian affairs reprinted from a variety of sources, chiefly from Canadian periodicals.

Statements and Speeches: Full texts of important official speeches on external or domestic affairs.

Supplementary Papers: Full texts of statements and reports, mainly on specialized subjects, supplementing the statements and speeches series.

Press Releases: Issued in English and French on appointments, distinguished visitors, presentation of letter of credence, conclusion of international agreements, and delegations to international conferences.

The Department also distributes to Members of Parliament, public libraries, universities and newspapers information material produced by the NATO Information Services and by the Colombo Plan Information Unit.



1961

REPORT

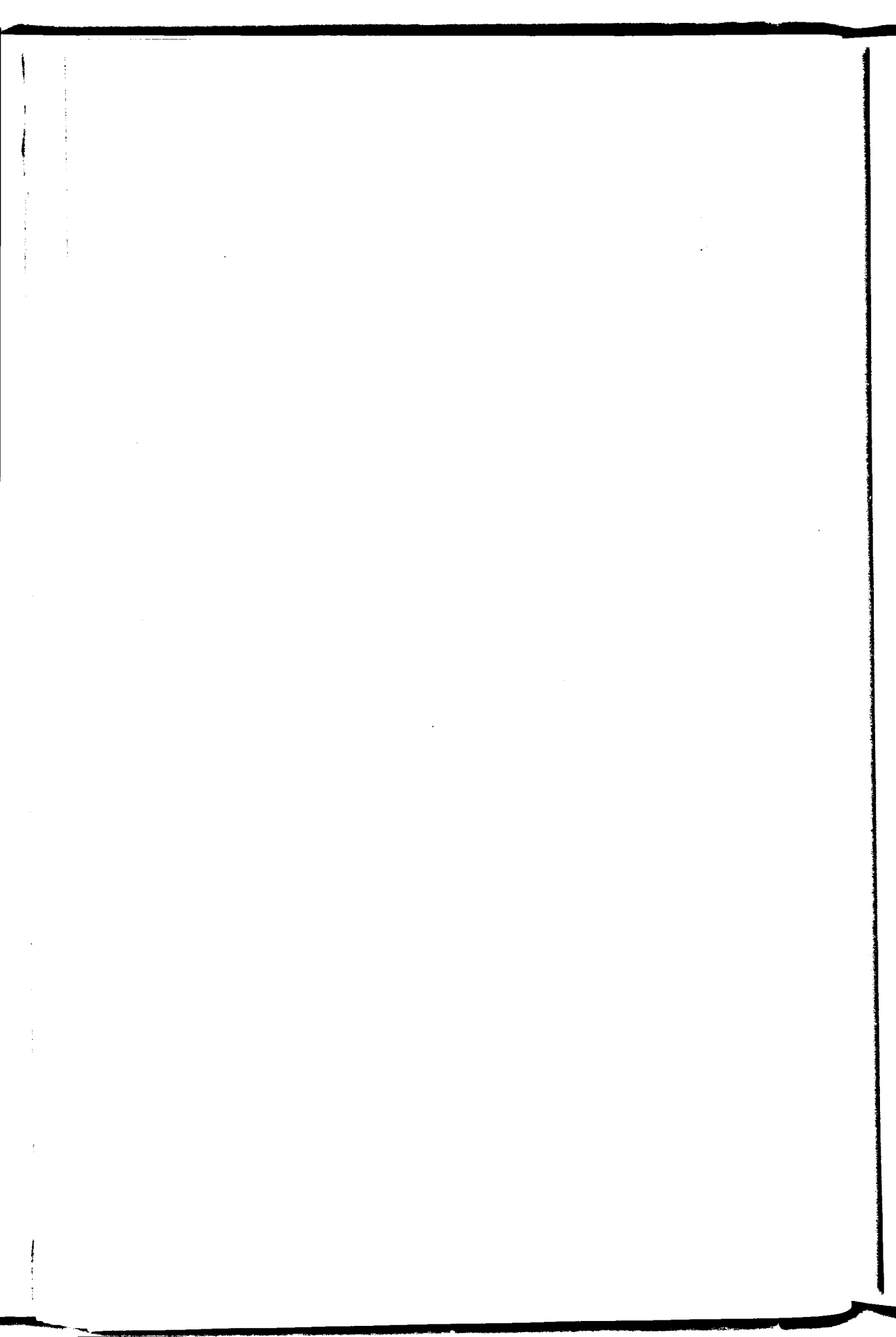
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DEPARTMENT OF
EXTERNAL AFFAIRS



REPORT
of the
DEPARTMENT OF
EXTERNAL AFFAIRS
1961

**Submitted to Parliament under the Provisions of the
Department of External Affairs Act**

ROGER DUHAMEL, F.R.S.C.
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FOREWORD

Continuing the practice begun last year, the Annual Report dwells on those events and affairs of special interest to Canada. Although the Report does not, therefore, purport to be a complete chronology of the year's events, a fairly complete description of the main international developments of the year under review emerges from the pages which follow.

From the point of view of East-West relations, 1961 produced its share of setbacks, disappointments and periods of dangerous tension. In Berlin, in the Congo and in Southeast Asia, there were developments which at times seemed to be leading towards a major outbreak of hostilities. The world passed through one particularly critical period in August when the Soviet Union's harsh decision to seal off East Berlin, followed closely by its resumption of nuclear testing on a massive scale, intensified the fear that war might occur between the great powers.

Meanwhile, the United Nations, to which the middle and smaller powers naturally turn for a solution to international problems, was itself beset by an internal crisis which for a time seemed to threaten its continued existence, particularly when death in the line of duty overtook its devoted servant Dag Hammarskjöld.

Yet responsible leaders would be doing a disservice to mankind if they were to dwell exclusively on the difficulties which characterized 1961. In almost every sphere there were compensating achievements.

In Berlin, for example, once the language of ultimatum was abandoned, diplomatic contacts were resumed, bringing with them improved prospects for a negotiated settlement. In Laos, a dangerous trend of events at the beginning of the year was checked by the convening in Geneva in May of a 14-nation conference to search for a formula to guarantee the independence and permanent neutrality of that unhappy state. A substantial measure of progress rewarded the patient efforts of the negotiators, and by the year's end the groundwork for a treaty had been laid which could bring peace to Laos and could offer a useful precedent for dealing with other areas which are a source of East-West friction.

In the Congo, the UN force continued to demonstrate its ability to respond to the varied demands made upon it. The serious difficulties encountered from time to time are to be expected in such a novel experiment in peace-keeping responsibilities; but, without the United Nations presence, the Congo would fall prey to either tribal strife or great power conflict.

Finally, the United Nations organization settled the constitutional crisis thrust upon it by the untimely death of the Secretary-General and the ensuing attempts to alter the authority and impartiality of his office. It is a source of both satisfaction and potential future strength for the United Nations that its membership rallied to a solution which sacrificed neither the principles of the Charter nor the integrity of the Secretariat.

There were, moreover, developments during the year which make me question the validity of an assessment made solely within the narrow context of East-West relations. Although the state of those relations hold the key to war or peace, the world today must be viewed in much wider

perspective. We have witnessed during the year the beginning of the destruction of the popular image of monolithic unity within the Sino-Soviet bloc, and even the Western side has not been entirely free of rifts—a development which is perhaps less remarkable since the right to diverge is of the essence of the democratic way. In any event, the conception of a world drawn neatly into two competing camps is largely illusory.

Even more improbable is the image of a world divided into three, with the third element of the “troika”, as the Soviet Union sees it, the uncommitted nations of the world. Like their older counterparts in the family of nations, the new and non-aligned nations began in 1961 to speak more clearly with a variety of voices, inside the United Nations and out. The positions they have taken on great international issues belie the neat categorization some would see in the modern world.

The non-aligned nations are truly united on only one issue—their deep abhorrence of the prospect of a global war which would engulf them and of the military preparations which, through the numerous resources committed to unproductive ends, deprive them of the help they so urgently need to enter fully into the heritage of the mid-twentieth century. In this there is hope, for the greatest champions of a lessening of world tension are those who have never known the full measure of national fulfilment—and they are numerous and growing.

There is hope, too, in a new awareness on the part of the major powers of the rough military equilibrium which exists between them, rendering war a self-defeating instrument of national policy. But the balance of terror is not a durable basis on which to rest the peace of the world. Military science is not static and there is no ultimate security in the spiralling arms race. Hence the never-ending search for a means of reversing the present trend by some agreed formula which would maintain the balance while lessening the terror. It is axiomatic that military preparedness and balanced disarmament are not contradictory—are, in fact, alternative means to the same end, national security.

It is for this reason that Canada has devoted so much attention—in the United Nations and out—to the search for an end to the mounting competition in armaments—a competition of a type and on a scale which has gone beyond our national resources. From the time the 10-Nation Disarmament Committee negotiations were broken off in June 1960, Canada has pressed to have disarmament talks restarted. Intensive discussions behind the scenes at the sixteenth session of the United Nations General Assembly led to agreement on a statement of principles to guide future negotiations and on a new forum in which to resume the discussions. The enlarged Committee of 18, more representative than its predecessor by virtue of the addition of eight non-aligned countries drawn from the main geographical areas of the world, should bring fresh perspectives to bear on the problem and should give greater assurance that the talks will be continued without interruption until a workable scheme for verified measures of disarmament is devised.

No one expects the task to be easy or the progress rapid. The most sustained and intensive military build-up in the history of mankind cannot be halted at a stroke, or the vast military superstructure dismantled overnight, but the formidable nature of the undertaking must not be allowed to divert us from the attempt.

Both sides recognize that there is no real security to be found in a continuation of the arms race; both acknowledge the suicidal nature of recourse to arms in the nuclear age; both have pressing demands for the more constructive use of the skills and resources now devoted to arms. Both, in short, have a common interest in seeking a more sensible basis for a truly peaceful co-existence. It is of the utmost importance to keep the lines of communication open and the dialogue going at many levels.

I believe patience and persistence will ultimately bring their reward. The unacceptable alternative is an arms race on an unprecedented scale.

To those in the Department both at home and abroad who have contributed so unselfishly to the pursuit of these aims, I offer my sincere thanks.



Secretary of State for External Affairs.

April 18, 1962.

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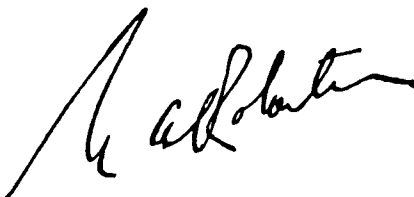
But I have not seen
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Hon. HOWARD C. GREEN,

Secretary of State for External Affairs.

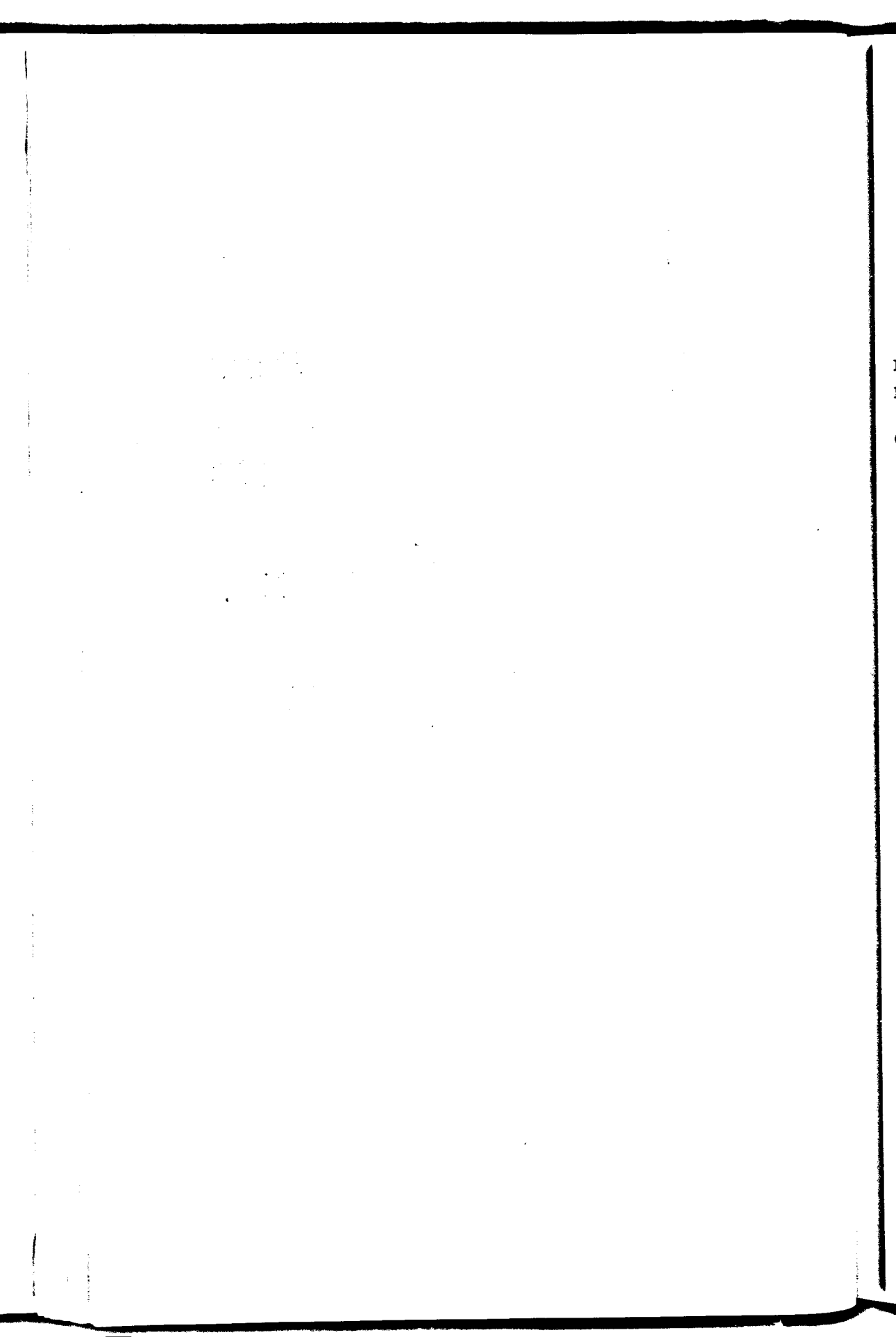
As required by the Department of External Affairs Act, I have the honour to submit to you for presentation to Parliament the fifty-second report of the Department, covering the calendar year 1961.

It gives me pleasure to express my appreciation of the manner in which the members of the staff, at home and abroad, have carried out their duties and also of the spirit of co-operation shown by other Government Departments which are concerned with various aspects of Canada's relations with other countries.



*Under-Secretary of State
for External Affairs.*

Ottawa, April 3, 1962.



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I

EAST-WEST RELATIONS

Throughout the year Canada has had reason to follow closely, and on occasion to influence, the development of East-West relations. Canadian commitments under the North Atlantic Alliance made the developing crisis in Berlin of immediate concern to us. Participation in the United Nations brought direct Canadian involvement in peace-keeping activities and in preparations for resumed disarmament negotiations. Because of Canadian membership on the International Supervisory Commission for Laos, Canada participated in the Geneva Conference on Laos.

Developments Throughout the Year

The year 1961 opened with signs that East-West relations, which had been very bad since the collapse of the summit meeting in May 1960, might improve to some extent. Mr. Khrushchov sent a relatively cordial message to President Kennedy upon his inauguration in January. The surviving crew-members of the RB-47 United States aircraft shot down by the Soviet Union in July were released from Soviet custody. At the resumed session of the General Assembly, the most controversial Soviet items were dropped, and there was agreement between the United States and the Soviet Union on a disarmament resolution. Mr. Khrushchov did not, apparently, intend to return to "the spirit of Camp David" (the phrase he used to characterize the ten-month period which preceded the summit collapse), but the gestures he made seemed to be aimed at improving relations at least to the point where negotiations about Germany and Berlin might become possible.

This quietly auspicious opening to 1961 did not survive the early months of the year. The Soviet leaders apparently underestimated the difficulties of improving relations with the West in one part of the world while openly challenging the Western position in other parts. When the confrontation in Laos of Western and Soviet interests developed, early in the year, into a full-scale crisis, there was an understandable reluctance on the part of the Western powers to accept the Soviet Union's insistence that it was sincere in its desire to negotiate settlements in other critical areas. In the same way, the Soviet Union's response to the attempted invasion of Cuba in April made improved relations even more remote.

Tension over Berlin

The Soviet purpose in taking a somewhat less intransigent attitude on some questions may have been to create conditions which would permit negotiations on the Berlin and German problems and would result in a settlement favourable to Soviet policy in Eastern Europe. This purpose was frustrated not only by events in other parts of the world, as outlined above, but by the Berlin situation itself when the Soviet Union began to draw

attention to it again. This occurred in April, when the Russians indicated that, if some progress were not made by the end of 1961 toward a solution of the problem, they would negotiate and sign a peace treaty with the East German regime, thereby (in their view) ending Western rights in West Berlin and on the access routes to the city. The Soviet position on the Berlin and German questions was once again set forth, and the new deadline explicitly stated, in a memorandum which Mr. Khrushchov handed to President Kennedy during their meeting in Vienna on June 4.

This meeting marked the beginning of a period of several months during which tension mounted sharply and there was danger of a serious crisis. The Soviet aim continued to be a high-level negotiation, from which the Soviet leaders were apparently convinced they could extract advantages for themselves. But their threats of the dire consequences which would follow Western refusal to negotiate, or a failure of the negotiations, caused the West to ask itself whether any negotiations were possible under the shadow of an ultimatum which apparently committed the Soviet Union to unilateral, and perhaps forceful, action against Western interests if negotiations failed or did not take place. Both sides took measures to improve their military readiness, and by early August a serious and potentially dangerous situation existed.

The Berlin Wall

The peak of the tension was reached on August 13, when the East German authorities, doubtless after obtaining the agreement of the Soviet Union, undertook the physical separation of East and West Berlin by building a wall across the city. This act was dangerous in that it aroused the anger of the people of all Berlin, and highly provocative in that it appeared to challenge the right of the Western occupation authorities to move freely in all parts of the city. The Soviet Union probably decided to permit the wall to be built, despite the risks, because it recognized that the flow of refugees leaving East Germany through Berlin constituted a serious drain on the East German economy and testified eloquently to the failure of the East German regime to obtain the support of the people it ruled.

The building of the wall in Berlin, once it was done, gave the Russians part—perhaps the least important part—of what they had sought when they issued their first ultimatum about Berlin in November 1958. The wall's construction all but eliminated the usefulness of West Berlin as an "escape hatch" for discontented East Germans and a "show window" for the West behind the Iron Curtain. In removing these two important sources of immediate concern to the Soviet Union and East Germany, the building of the wall actually opened the way for a reduction of Soviet pressure in connection with Berlin. This soon followed, but not before there had been further arbitrary actions by the East German authorities, resulting in a period of high tension within the city itself.

Twenty-Second CPSU Congress

The Twenty-Second Congress of the Communist Party of the Soviet Union took place in Moscow during the second half of October. In addition to adopting a new Party programme setting out ambitious plans for economic, social and political development over the next 20 years, and dealing with important ideological questions, the Congress marked

the beginning of a moderate relaxation of Soviet pressure on the West concerning Berlin. In his report to the Congress, Mr. Khrushchov revealed that he no longer regarded the year's end as an irrevocable deadline before which a peace treaty with Germany must be signed. Both he and Mr. Gromyko, in their speeches to the Congress, seemed less intractable on the subject of Berlin than they had in earlier statements. They attributed their changed attitude to "greater reasonableness" on the Western side. However, although the West had made clear its willingness to negotiate, its basic attitude had not changed greatly since the height of the crisis in August, and another explanation must be sought.

Part of it, at least, may be found in the deepening divisions within the Soviet bloc which were revealed at the Congress. Long before the Congress, it was, of course, well known that many Communists, most notably the Chinese leaders, were strongly critical of much of Mr. Khrushchov's foreign policy. The proceedings of the Congress suggested not only that this foreign opposition was continuing and developing but that it found support within the Soviet Union. Evidently, an opposition as extensive as this must have made its mark on Soviet policy. It seems very likely that at least some of the vagaries of Soviet behaviour in connection with Berlin, the alternating periods of heavy pressure and relative tranquility, should be seen not only as reactions to Western policies, or as manoeuvres designed to throw the West off balance, but also as reflections of the profound differences which now divide the Communist world, and even the Soviet Communist Party.

Prospects

Whatever the reason, by the end of the year Soviet pressure on the Western position in Berlin had been somewhat reduced. There was no sign, however, that the Soviet Union had abandoned any substantial part of its plan for the city, nor that pressure would not be renewed if negotiations failed to begin soon after the New Year. At the year's end there was still no certainty that the Western powers would be able to agree among themselves on the advisability of formal negotiations. At the meeting in December of foreign ministers of NATO countries, it had been agreed that the informal soundings of the Soviet position which had been made earlier in the year would be continued. Nevertheless, there were signs that if formal negotiations did not soon begin the possibility of a renewed crisis in connection with Berlin would be greatly increased.

In a sense, the history of East-West relations during the early part of 1961 was beginning to repeat itself at the end of the year. Once again the Soviet Government seemed to be attempting a measure of relaxation in East-West relations as preparation for negotiations about Berlin. The publication in the Soviet Union of an interview with President Kennedy was an important concession, and a surprising departure from usual Soviet practice, especially since the President's statements gave Soviet readers a balanced view of the U.S. position on many international problems. Similarly, the Soviet decision to reverse an earlier stand and participate in renewed nuclear test negotiations could be represented as an effort to improve the atmosphere, even though there were more obvious propaganda motives. U.S.-Soviet agreement on the composition of a disarmament negotiating group was reminiscent of the resolution on disarmament which the two countries had been able to sponsor jointly in the General Assembly at the beginning of the year.

However, at the end of the year, as at the beginning, Soviet efforts to improve relations were being in part frustrated by other Soviet actions. The most serious of these was the Soviet resumption of nuclear tests, which shocked world opinion and made it difficult for Western governments to take any steps in the direction of initiating negotiations on any subject. Doubts about Soviet sincerity were also raised when, at the end of October, the Soviet Union took action with respect to Finland which was widely interpreted as a threat to Finland's neutrality and possibly to its independence. Thus the prospects for 1962, were, at best, uncertain. A somewhat less tense atmosphere than had existed during the summer was balanced by Western doubts as to the wisdom of opening formal negotiations (as opposed to "probing" Soviet intentions) and by a series of Soviet actions which could only tend to confirm those doubts.

Canadian View

Although Canada is not one of the four occupying powers in Berlin, it is nevertheless directly involved in the Berlin situation because of its commitments under the North Atlantic Treaty. The Berlin situation was, therefore, at the centre of Canadian thinking about the year's events. The view of the Canadian Government was that the essentials of the Western position in Berlin must be preserved so that the freedoms of the people of West Berlin could be maintained. Those essentials, as Canada saw it, were the continuation of a Western presence in West Berlin, continued free access to West Berlin, and continued economic viability of West Berlin. It seemed, however, that there was a serious danger that these Western rights would be gradually eroded unless some agreement were reached with the Soviet Union to preserve them. The Canadian Government thought that the powers mainly responsible for the Western position in Berlin should undertake negotiations about the status of the city as soon as possible. In the North Atlantic Alliance, Canada advocated the opening of negotiations on the Berlin question and, at the ministerial meeting of the Alliance in December, Canada was in agreement with the decision to resume "probing" conversations with the Soviet Union.

Since April 1959 Canada has urged that consideration be given to the possibility of the United Nations playing a role in Berlin. In this connection, the Prime Minister pointed out in the House of Commons on September 11, 1961, that, while "the four powers must have primary responsibility in Berlin", if direct negotiations among them succeeded, there might be "a possibility for providing a role for the United Nations, perhaps as guarantor of the agreement reached".

II

CANADA AND THE UNITED NATIONS

After a year of almost unrelieved divisive pressure from a number of quarters, the United Nations nonetheless found itself at the end of 1961 able to face the New Year with renewed confidence in its resilience and new pride in its accomplishments. True, the eagerness of some segments of the constantly growing membership to press their views on the organization, and the efforts of the Soviet bloc to turn this understandable impatience to its own ends, have resulted in some loss of faith in the United Nations as an agency for peace. Use of force in Goa and the threat of its use in other areas have also caused grave concern for the future of the organization. In general, however, most nations continue to believe that the United Nations represents the best hope for peace and constructive international co-operation. On balance, 1961 was a year of achievement for the United Nations, as it was a year of opportunity for a significant Canadian contribution in a number of fields.

In the early months the resumed fifteenth session was marked by agreement among the powers concerned to seek once again to set up an effective disarmament negotiation. A more detailed account of this subject and of the three-power conference on the cessation of nuclear weapons tests appears elsewhere in this report. It should be noted here that the disarmament negotiations did not resume in 1961, while the nuclear weapons test talks came to an abrupt halt in the late summer when the U.S.S.R. suddenly began a new and lengthy series of atmospheric tests.

Other inauspicious developments also threatened the success of the sixteenth session of the General Assembly. The Congo problem, with its constant drain on the overstrained finances of the organization, had not only eluded solution but had also set the stage for the tragic death of the Secretary-General. Throughout the year there was little or no abatement either of the Soviet demand for a change of the "troika" type in the structure of the organization or of the Soviet attacks on the Secretariat, including Mr. Hammarskjöld himself. The position of South Africa had become increasingly at variance with the strong views of most other member states and promised to add bitterness to the discussion of the numerous colonial questions facing the Assembly. The Algerian problem remained of grave concern, while the eruption of French-Tunisian difficulties in regard to Bizerte had made it necessary to hold a special session of the General Assembly. These disturbing elements of immediate United Nations concern, as well as the deepening Berlin crisis and the ominously belligerent attitude of the Chinese Communist regime, provided a sombre backdrop for the sixteenth session. Despite forebodings occasioned by grave matters such as these, the General Assembly made heartening progress in a number of directions before the session was interrupted for the Christmas interval.

Appointment of Acting Secretary-General

The sudden death of the Secretary-General came as a profound shock to the United Nations at an especially critical juncture. Until a successor to Dag Hammarskjöld could be found (and few believed that he could be replaced), there was a serious risk of paralysis in activities, notably in the Congo. A sense of urgency, therefore, encouraged the intensive diplomatic activity in New York and elsewhere that resulted in unanimous approval for the appointment of the Permanent Representative of Burma, U Thant, as Acting Secretary-General for the unexpired portion of Mr. Hammarskjöld's term of office. This appointment did much to bring new vigour into the session, since the new chief administrator was able to assume office without sacrificing any of the authority required for the fulfilment of his heavy tasks. Soviet insistence on the "troika" proposal, though not withdrawn, was at least muted for the time being.

Effects of Atomic Radiation

On the initiative of Canada, the General Assembly directed its attention at an early stage to the problem of radiation hazards, which had once again alarmed world opinion as a result of the sharp increases in radioactive fallout levels following Soviet tests in the atmosphere. On October 27 the Assembly overwhelmingly supported a proposal put forward by Canada and 24 other member states with a view to focusing world attention on this issue. In addition to accelerating research on the effects of radiation, the Canadian proposal envisaged a new global system for measuring the incidence of radioactivity in the atmosphere. The World Meteorological Organization was invited to extend its own meteorological reporting system to include measurements for this purpose. A study of the technical feasibility of this far-reaching scheme is already being carried out by the WMO in consultation with the United Nations Scientific Committee on the Effects of Atomic Radiation and the International Atomic Energy Agency.

Peaceful Uses of Outer Space

The General Assembly also gave unanimous approval to a resolution outlining a programme for international co-operation in the use of outer space for peaceful purposes. This comprehensive proposal, which Canada helped to formulate, embodied the following points: the United Nations would be made a clearing-house for all information on outer space activities, including the launching of satellites and co-operation for the peaceful uses of outer space; special emphasis would be given to study of the basic physical forces affecting climate and the possibility of large-scale weather modification; steps would be taken through the International Telecommunications Union and related organizations for the establishment of effective operational satellites communications. To these ends the United Nations' 24-member Committee on the Peaceful Uses of Outer Space has been expanded and given new life and new responsibilities. Canada is a member of this body.

Particularly gratifying is the fact that the Assembly specifically endorsed a view emphasized by Canada that outer space should be freely available for exploration and use by all nations in conformity with accepted principles of international law, including a prohibition on the appropriation of outer space and celestial bodies by any state.

United Nations Financing

One of the most important questions on the agenda of the sixteenth regular session was that relating to the financing of its peace-keeping operations. As of August 1, 1961, the United Nations had received \$41,709,123 of an approved budget for the United Nations operation in the Congo of \$100 million for the ten months ending October 31, 1961, and only \$4,302,312 of the almost \$19 million authorized for the United Nations Emergency Force for the year 1961. In addition, \$21,199,009 was still owing for ONUC in 1960 and \$21,078,614 from 43 countries for UNEF expenses between 1957 and 1960. The Assembly, therefore, had to decide whether the United Nations could, under the circumstances, continue to play a significant role in the field of peace and security and provide emergency aid in critical situations.

After prolonged discussions, the General Assembly finally took the extraordinary step of authorizing the Secretary-General to issue bonds in the amount of \$200 million, to be repaid from the regular budget of the United Nations over a period of 25 years. The proceeds from the bond issue would be used to meet the growing cash deficit of the organization. It also decided to seek an advisory opinion from the International Court of Justice on the question of the legal obligation of members under Article 17 (2) of the Charter to contribute to the costs of the United Nations operations in the Middle East and the Congo. Canada played an active role in having these measures taken and co-sponsored the resolutions embodying both these proposals.

Chinese Representation

For the first time since 1950 the question of the representation of China in the United Nations was debated substantively. With the abandonment of the moratorium that had prevailed from 1951 to 1960, the Assembly decided, with Canadian support, that any proposal to change the representation of China would be regarded as an "important" question under the United Nations Charter and would therefore require a two-thirds majority vote. A Soviet resolution calling for the immediate removal of the Formosan representatives and their replacement by a delegation representing the authorities in Peking, to which Canada was opposed, was defeated. Canada was willing to consider carefully any solution that would embody the general judgment of the Assembly and serve the cause of justice and peace. Canada believed, however, that such a solution could not include the extinction of the political identity of Formosa. Moreover, the past record of the Peking regime gave rise to grave doubts that it could accept the Charter principle that member states should be peace-loving and refrain from threats or use of force.

UN Activities in the Middle East

In addition to the peace-keeping activities in the Congo, the United Nations continued field operations in Kashmir and the Middle East. Besides serving on the Secretary-General's Congo Advisory Committee, Canada provided personnel for service in all of these areas. The Canadian contingent of more than 900 men remained the second largest national group in the United Nations Emergency Force in the Middle East, which,

with the United Nations Truce Supervision Organization, to which Canada also contributes military personnel, exerts a significant stabilizing influence on relations between Israel and the neighbouring Arab states. Canadian support for the relief and rehabilitation programmes of the United Nations Relief and Works Agency for Palestine Refugees was directed toward the same objective of promoting stability in the region.

Admission of New Members

With other Commonwealth members, Canada co-sponsored the resolutions admitting Sierre Leone and Tanganyika to membership in the United Nations. With the further addition to its numbers of Mauritania and Outer Mongolia and the resumption by Syria of the seat it had occupied before joining with Egypt in the United Arab Republic, the organization counted 104 members as the sixteenth session adjourned on December 20.

Canadian Elected to International Law Commission

Mr. Marcel Cadieux, Deputy Under-Secretary of State for External Affairs, was elected to the International Law Commission. Canada regards this honour as a recognition of its unique experience with the two major legal systems of the Western world.

Other Matters

The Canadian initiative in favour of a World Food Programme is covered elsewhere in this report, as is the Assembly's handling of the complex of colonial questions which occupied so much of the attention of the United Nations during 1961.

III

DISARMAMENT AND NUCLEAR TESTING

Throughout the year the great importance which the Canadian Government attached to disarmament, as a basic means of increasing international security and of strengthening the prospects for a peaceful world, was reflected in the continuing efforts of Canadian representatives, both at the United Nations and elsewhere, to facilitate the solution of outstanding problems in this field. Although hopes for an early agreement on the cessation of nuclear weapons tests under a reliable system of international control suffered a serious setback at the end of August, when the Soviet Union renounced the voluntary moratorium and undertook an extensive series of tests, this retrograde step was counter-balanced at the end of the year by the agreement between the United States and the Soviet Union to renew multilateral negotiations on disarmament. For the sake of clarity, it is convenient to trace developments with respect to nuclear tests and disarmament during 1961 under separate headings, although the two topics are, of course, closely interrelated.

Disarmament

At the resumed session of the fifteenth United Nations General Assembly in the spring of 1961, the Assembly unanimously decided to defer action on all pending resolutions on disarmament until its sixteenth session. A major factor behind this decision was the agreement announced by the United States and the Soviet Union that they would continue to explore bilaterally the question of the resumption of negotiations, including such matters as the composition of the negotiating body and the principles which should govern renewed negotiations. It was agreed by the two powers that the outcome of these talks would be reported to the sixteenth session. Canada welcomed this agreement and expressed the hope that the talks would lead to the early resumption of multilateral disarmament negotiations, which had been broken off in June 1960. Bilateral talks between the U.S.A. and the U.S.S.R. were held in Washington and Moscow during the summer and in New York during the two weeks preceding the opening of the sixteenth session of the General Assembly. Canada kept closely in touch with the course of these negotiations and through consultation made its views known on the matters under discussion. On September 20, the representatives of the two governments submitted their report, which noted that, while they had been unable to reach agreement on the composition of a negotiating body, they had been successful in formulating a joint statement of principles to guide resumed disarmament negotiations. The principles agreed on are fully in harmony with Canadian disarmament policy; on all important aspects they also conform to the disarmament statement issued by the Commonwealth prime ministers in March 1961.

On September 25 President Kennedy submitted to the General Assembly a new disarmament programme. This programme had been prepared by the United States in close collaboration with Canada and

others of its Western allies. While the programme was in preparation, the Canadian Government had specific proposals to make for its improvement and, in its final form, the plan embodies Canadian suggestions at a number of significant points. On several counts the new proposals, to which the Canadian Government has given its full support, are an advance over previous Western disarmament plans. Important measures for reductions in all the main areas of military capability, including those related to manpower levels, conventional armaments and nuclear weapons, are contained in the first stage of the programme. The control procedures applicable to these measures are specified in considerable detail, and more prominence than hitherto is given to the need to develop progressively reliable peace-keeping machinery as disarmament proceeds. In harmony with the joint statement of principles, the plan explicitly accepts the commitment to continue without interruption the effort to achieve agreement on a programme of general and complete disarmament, while, at the same time, it emphasizes the need to reach early agreement on the implementation of as many individual measures of disarmament as possible.

Expressing Canadian support for the new programme in the House of Commons on September 26, the Prime Minister said:

The new plan does not stop at pious deference to the ultimate goal of general disarmament. It provides an opportunity for undertaking immediate measures to put a stop to the arms race, to reduce the danger of surprise attack and reverse the frightening spiral of threats to peace which now confronts the world. It is clear proof of the fact that the Western nations are not out to promote empty slogans but are sincerely desirous of seeking active, concrete disarmament as soon as possible.

At the sixteenth session of the General Assembly, it was recognized that, in the light of U.S.-Soviet agreement on the principles which should guide future disarmament negotiations, the next step should be to set up an appropriate negotiating body as soon as possible. Through its representatives, Canada, both in public and behind the scenes, constantly emphasized the urgency of overcoming the remaining obstacles to an early resumption of detailed negotiations in an agreed forum, and was active in suggesting various practical steps to this end. In the major Canadian intervention during the disarmament debate, the Secretary of State for External Affairs outlined on November 24 the Canadian position on disarmament and advanced suggestions with respect to the composition and procedures for a new negotiating body. In particular, he emphasized the advantages to be derived from broadening the representation of the committee to include states from all the main geographical regions of the world. He also stressed the importance of recognizing the responsibility for disarmament which was vested in the United Nations as a whole and the value of making provision for regular reports from the negotiating body to the Disarmament Commission, composed of the entire United Nations membership. Both the need for a more representative composition for the negotiating body and the importance of providing all members of the United Nations with regular reports on the negotiations were given full recognition in the agreement finally reached. He also expressed confidence that, despite the serious difficulties which disarmament entailed, progress could be made through detailed substantive negotiation:

I have no desire to gloss over differences. Indeed, on the important matter of the verification methods, we must admit frankly that the two sides are still a long way apart. I believe such difficulties can be resolved

in the course of detailed negotiations. The results which the U.S.A. and the U.S.S.R. were able to achieve last summer were proof that conflicting viewpoints can be brought together through careful and painstaking efforts.

In response to the prevailing view that an acceptable solution to the composition of the disarmament negotiating body and related questions could best be achieved through direct negotiation between the United States and the Soviet Union, the General Assembly unanimously adopted a resolution submitted by India that called on the two powers to discuss these matters bilaterally and to submit a report on the results of their negotiations before the end of the session.

While these bilateral talks were in progress, the Assembly took action on two proposals dealing with the problem of limiting the wider dissemination of nuclear weapons. The first of these, submitted by Sweden, was directed toward the possible creation of what is commonly referred to as a "non-nuclear club". It requested, *inter alia*, the Secretary-General of the United Nations to conduct a survey "as to the conditions under which the countries not possessing nuclear weapons might be willing to enter into specific undertakings to refrain from manufacturing or otherwise acquiring such weapons and to refuse to receive in the future nuclear weapons on their territories on behalf of any other country". The Assembly adopted this proposal by a vote of 58 in favour, 10 opposed and 23 abstentions. Canada voted for the resolution, since it was considered that the suggested survey could serve a useful purpose in clarifying national viewpoints on this important question. On the substance of this question the Canadian Representative made clear that the Canadian reply to the Secretary-General's enquiry would reflect the continuing policy of the Government that the only effective means to prohibit the wider spread of nuclear weapons was through the adoption of a broad international agreement binding on all states alike.

The Assembly also adopted unanimously a resolution submitted by Ireland concerning the prevention of the wider spread of nuclear weapons. This resolution called on states to use their best endeavours to secure an international agreement containing provisions under which (a) the nuclear powers would undertake to refrain from relinquishing control of nuclear weapons or the information necessary for their manufacture to states not possessing such weapons, and (b) the non-nuclear powers would undertake parallel obligations not to manufacture or otherwise acquire control of nuclear weapons. Canada gave its full support to this resolution, which expressed cogently the need to conclude satisfactory international agreements on this important matter.

Meanwhile the bilateral talks between the United States and Soviet Delegations resulted in an agreement which was embodied in a resolution submitted jointly by the two powers shortly before the Christmas recess of the sixteenth session. This resolution, which the Assembly adopted unanimously, endorsed the agreement to resume disarmament negotiations "as a matter of urgency", on the basis of the joint statement of principles in a new committee composed of the ten states which had been members of the previous negotiating body (Britain, Bulgaria, Canada, Czechoslovakia, France, Italy, Poland, Roumania, the U.S.A. and the U.S.S.R.) and eight other states chosen on the basis of geographical representation and not associated with either the Western powers or the Soviet bloc (Brazil, Burma, Ethiopia, India, Mexico, Nigeria, Sweden and the United Arab

Republic). This agreement embodied the Canadian view that future disarmament negotiations would be facilitated by the participation of states from geographical areas not previously represented, and met the Canadian concern that the United Nations should be kept fully informed of the work of the Conference, since it required the new Disarmament Committee to report to the General Assembly on the outcome of the negotiations, and to make a progress report to the Disarmament Commission not later than June 1, 1962. At the close of the year it was anticipated that the resumed negotiations would get under way early in the spring of 1962.

Nuclear Weapons Tests

In an effort to break the deadlock prevailing at the Geneva test ban talks, the U.S.A. and Britain submitted to the Soviet Union early in 1961 a series of revised proposals representing significant concessions on a number of key issues. In April, the two Western powers also tabled a complete draft treaty embodying their revised proposals as a basis for an international agreement to ban nuclear weapons tests under effective international control. Not only did the new Western proposals encounter a completely negative response from the Soviet Union, but the latter reversed its previous position on several crucial questions. Specifically, the Soviet Union demanded that the previously accepted single administrator for the control organization should be replaced by a tripartite administrative council which would, in effect, introduce a Soviet veto over every aspect of the practical functioning of the control system. In addition to this retrograde step, the Soviet Union continued to maintain an unacceptable position with regard to the quota of annual "on-site" inspections which would be permitted under the treaty, and refused to co-operate in framing satisfactory arrangements with respect to the problem of small-scale underground tests for which no effective inspection system had been devised. As a result of Soviet intransigence on these questions, the negotiations again reached a stalemate. It was at this stage that the Soviet Union took the position that the only solution was to merge the test ban talks with negotiations on general and complete disarmament.

The Soviet announcement on August 30 of the intention to resume tests created widespread anxiety and focused attention on the nuclear testing problem as an issue of paramount importance at the sixteenth session of the General Assembly. Five resolutions were adopted under the two agenda items concerned with this problem. In response to Premier Khrushchov's announcement that the Soviet Union intended to conclude its testing programme with the explosion of a 50-megaton nuclear device, Canada played a leading part in securing the adoption of a resolution appealing to the Soviet Union not to carry out this project. The Canadian Government also made a direct protest to the Soviet Union regarding its announced intention. Although the resolution, which, in addition to Canada, was sponsored by other countries particularly vulnerable to the fallout which would result from the test, was carried by an overwhelming majority in the Assembly, the Soviet Union disregarded the appeal and conducted the most powerful nuclear explosion ever recorded.

In line with Canada's firm opposition to tests of nuclear weapons, the Canadian Delegation also gave its full support to two resolutions designed to meet the situation created by the breakdown of the voluntary moratorium. The first of these, submitted by India and sponsored by a number of other countries, urged the nuclear powers to refrain from further test

explosions "pending the conclusion of necessary internationally binding agreements in regard to tests". This resolution was adopted by a vote of 71 in favour (including Canada), 20 opposed and 9 abstentions. The Western nuclear powers voted against the resolution on the ground that it did not require that the cessation of tests be made dependent on the conclusion of an agreement providing for adequate international verification and control. The Soviet bloc also opposed the resolution on the ground that it put too much emphasis on the need for a separate international agreement regarding the cessation of tests. The other resolution on this subject, jointly sponsored by the U.S.A. and Britain, urged the states negotiating at the Conference for the Discontinuance of Nuclear Tests in Geneva "at once to renew their efforts to conclude at the earliest possible time a treaty on the cessation of nuclear weapons tests". This resolution spelled out in some detail the principles on which the international control provisions of a nuclear test ban treaty should be based. Although it was adopted by a substantial majority, the resolution was vigorously opposed by the Soviet bloc, which claimed that the Western powers were seeking "to impose" negotiations on the U.S.S.R.

The last phase of the debate on these items concentrated on two resolutions, sponsored, in the main, by African delegations, which in their scope went beyond the field of nuclear testing. The first called upon all states to refrain from carrying out nuclear tests in Africa, to refrain from using African territory for "testing, storing or transporting nuclear weapons", and to respect the African continent as a denuclearized zone. The second resolution sought to declare that the use of nuclear weapons under any circumstances was contrary to the Charter of the United Nations and international law. While it had every sympathy with the motives of the sponsors of these two resolutions, Canada was unable to support the specific measures they proposed. The first of these resolutions was adopted by the Assembly by a vote of 55 in favour, none opposed, with 44 abstentions (including Canada); the second was adopted by a vote of 53 in favour, 19 against (including Canada), with 29 abstentions.

At the end of the debate on nuclear tests in the United Nations, the United States and Britain proposed that the test-ban negotiations at the Geneva Conference, which had been in recess since early September, be resumed on November 28. The Soviet Union agreed to resume the talks, but submitted, as a basis for further negotiations, a "draft treaty" which ignored the requirement that the cessation of tests should be subject to a system of international control. After a few meetings, it became apparent that the Soviet Union was rejecting the basis on which the negotiations had proceeded during the past three years and was seeking, in a somewhat different form, an uncontrolled moratorium on tests which the two Western powers have consistently found unacceptable.

IV

AFRICA

In his foreword to the last report of the Department, the Secretary of State for External Affairs said that the real significance of 1960 lay in the fact that it was the year in which the continent of Africa "came of age". Sixteen new African states had become members of the United Nations and, for the first time in history, the independent voice of Africa was raised in the councils of the world. He concluded by saying that "the degree of success which attends the future political and economic development of the continent of Africa is bound to exert a profound influence on the course of world history".

The events of 1961 have confirmed the expectation that African affairs would occupy the attention of the world. At the United Nations. African problems, including the Congo, Angola, and debates on colonialism and on race conflict in South Africa, have been among the major items on the agenda. Three more African countries joined the United Nations. Sierra Leone, Mauritania and Tanganyika, making a total of 29 African members out of a total membership of 104. Consequently, African questions have received the most serious and detailed consideration at the meetings of UN bodies. At the same time the new African members have taken a serious and responsible interest in all issues coming before the General Assembly.

The growing importance of Africa in the world has been reflected by a strengthening of Canadian diplomatic relations with African countries and by increased contacts between Canada and Africa. In December, the Government announced that it intended to open a High Commissioner's Office in Dar-es-Salaam, Tanganyika, and an Embassy in Yaoundé, Cameroun. The Ambassador in Cameroun will also be accredited to neighbouring French-speaking African states.

Under the special Commonwealth African Assistance Programme, Canada has undertaken a \$1-million Aerial Survey Programme for Nigeria and other programmes for technical and educational assistance are under way. A special \$300,000 programme for educational assistance to French-speaking countries of Africa has also been set up with the assistance and advice of French-language education authorities. A military mission of 30 Canadian army officers was sent to Ghana toward the end of the year to assist in the training and organization of the Ghanaian armed force. Numerous visitors have come to Canada from Africa during the year, increasing Canada's knowledge of the African peoples. These have included students, technicians, teachers and journalists, as well as government officials. A Nigerian trade mission, headed by the Nigerian Minister of Trade and Industry, visited Canada in September. The Nigerian Minister of Defence and the Prime Minister of the Western Region of Nigeria also visited Canada in October.

African Independence

As a country which has itself only achieved full independence comparatively recently, Canada has the greatest appreciation for the tremendous achievement of the African peoples in gaining self-determination and independence, for the most part by peaceful means, in the past few years.

This peaceful evolution has been most notable in the French and British territories, because of the policy of the French and British in developing institutions of self-government and the establishment of a cadre of trained government officials who were prepared to take over responsibility for their country's affairs. At the same time, the achievement of independence and responsibility has unleashed a great store of human energy which is seeking economic and social progress in each new country. In their external relations, the new countries of Africa have generally followed a policy of non-alignment, seeking neutrality between East and West.

The Congo

An exception to the rule of peaceful and orderly evolution of independence has, unfortunately, been the Congo. Throughout 1961 this country, which was not politically prepared for independence despite its relatively high level of economic and social development, continued to be torn by violence. United Nations forces endeavoured to maintain an uneasy truce between hostile factions, while senior UN administrators worked to promote the unity of the country and the establishment of an effective government organization. The Secretary-General of the United Nations, Mr. Dag Hammarskjöld, lost his life in a personal effort to bring about a peaceful solution.

The greatest single problem was the position of the province of Katanga, which refused to recognize the authority of the central government. Fighting between the United Nations forces and the local *gendarmerie* of Katanga broke out in September and again in December as a result of United Nations determination to expel the foreign mercenaries employed by the Katangan Government. Hostilities were terminated when President Tshombe of Katanga met with the Prime Minister of the central government, Mr. Adoula, on December 20 and agreed to recognize the unity of the Congo and to send representatives to the central Parliament in Leopoldville.

Throughout the series of crises in the Congo, the Canadian Government has supported the efforts of the United Nations to bring about peace and unification and has recognized the necessity for the United Nations to provide military, technical and financial assistance until this potentially rich country is capable of managing its own resources. Canada has served as a member of the Secretary-General's Advisory Committee on the Congo and has provided transport aircraft, administration and maintenance personnel and communication units to the United Nations forces.

Angola

Until the beginning of 1961, the outside world had heard very little about the Portuguese territories in Africa. It appeared that the strong tide of African nationalism had scarcely touched the principal Portuguese

possessions Angola and Mozambique. The Portuguese Government has always maintained that its territories in Africa are overseas provinces, an integral part of Portugal itself, and it has denied the validity of United Nations requests that it should supply information about them, as non-self-governing territories, to the United Nations, as required by Chapter 11 of the Charter.

In March 1961 the calm of Portuguese Africa was shattered by a violent outbreak of terrorism in the northern part of Angola. Rebel forces took control of a large area on the northern border, and in the bitter fighting which followed as the Portuguese armed forces regained control, many thousands of persons were killed and over 100,000 refugees fled across the border to the Congo. By the end of the year, the Portuguese reported that order had been restored and that a large number of the refugees were returning to their homes in Northern Angola.

On April 20, 1961, the United Nations General Assembly passed a resolution on Angola which recognized the conflict as a threat to international peace and security and asked the Portuguese Government to implement a series of reforms in Angola which would enable its people to proceed towards independence as envisaged in the Colonial Declaration, Resolution 1514 (XV), and set up a special committee to examine the situation.

In November 1961, the general problem of the transmission of information to the United Nations on Portuguese overseas territories was again considered. A resolution was passed condemning Portugal for its failure to comply with earlier resolutions and setting up a seven-member committee to examine information available on Portuguese territories. The Canadian Representative, in explaining that Canada would support this resolution, emphasized the hope that the inhabitants of territories administered by Portugal would be enabled and assisted to move progressively towards a full measure of self-government as envisaged by the Charter of the United Nations. At the end of 1961, the sub-committee report on the situation in Angola was published. It urged measures by Portugal which would correct the grievances of the population and recommended negotiations with the nationalists. In this way, it suggested, conflict could be ended and the positive elements of Portuguese policies and achievements could be preserved. The report was to be examined by the General Assembly at its resumed session in early 1962.

South Africa

A third important African issue which concerned the United Nations throughout 1961 and for which a solution has not yet been found is the question of race conflict in South Africa. Shortly after the announcement in March of South Africa's intention to withdraw from the Commonwealth, reported in a later chapter, two resolutions concerning South Africa's *apartheid* policies were introduced at the resumed session of the fifteenth General Assembly. One, sponsored by the African members and calling for economic and political sanctions against South Africa, failed to attain a two-thirds majority and was withdrawn; the other, sponsored by Asian delegations, condemned South Africa's racial policies in equally strong terms but did not call for general sanctions, suggesting rather that each member take such action as was open to it, in conformity with the

Charter, to bring about the abandonment of racial discrimination in South Africa. This resolution was adopted by 95 votes in favour, including Canada, with one against.

At the sixteenth regular session of the General Assembly two resolutions dealing with South Africa's *apartheid* policies were again placed before the General Assembly. One, sponsored by the African members, condemned in the strongest terms South Africa's continuing practice of *apartheid* policies and called for the expulsion of South Africa from the United Nations and for diplomatic and economic sanctions to be imposed by all members of the United Nations. An alternative resolution, sponsored by Asian countries, condemned South Africa's racial policies in equally strong terms, urged all states to take individual action to bring about an abandonment of these policies and again called upon South Africa to change its policies. Amendments to the Asian resolution were proposed which would have had the effect of calling for South Africa's expulsion from the United Nations, an arms embargo and oil sanctions.

It was the Canadian Government's view that the maximum international pressure should be brought upon the South African Government to change its racial policies, which were abhorrent to the whole world community, but that this could not be achieved by expelling South Africa from the United Nations or by isolating it from the rest of the world.

Canada therefore voted in committee against clauses in the African resolution which called for South Africa's expulsion from the United Nations and abstained on the clauses calling for economic sanctions and on the resolution as a whole. Because these clauses failed to obtain a two-thirds majority, the resolution was withdrawn before a final plenary vote. The Asian resolution, after the defeat of the amendments to which more than a third of the delegations, including the Canadian, were opposed, was adopted by 97 votes in favour, including Canada, with only Portugal and South Africa voting against it.

V

INDOCHINA

In fulfilment of an international commitment not under the United Nations, Canada has continued to serve on the International Commissions for Vietnam and Cambodia set up as a result of the Geneva Conference of 1954. It has resumed service on the International Commission for Laos, which was established in 1954 and was adjourned *sine die* in July 1958 following a request by the Laotian Government for its withdrawal. Altogether the year was one of the most active the Commissions have known for some time.

Vietnam and Cambodia

Early in 1961, both the Vietnam and Cambodia Commissions, at the request of the Co-chairmen of the Geneva Conference (the United Kingdom and the Soviet Union), reduced the number of personnel serving with the Commissions. The fixed team in Cambodia and four fixed teams in Vietnam were withdrawn and their duties divided among those remaining.

In Vietnam no progress was made towards the political settlement envisaged in the final declaration of the Geneva Conference of 1954. (This settlement was to have been "on the basis of respect for the principles of independence, unity and territorial integrity".) During the year the situation became increasingly troubled, with a mounting number of complaints received from both parties. The Republic of Vietnam, in particular, sent to the Commission a large number of complaints concerning acts of subversion, sabotage and espionage alleged to have been fomented by the Democratic Republic of Vietnam. In June the Commission decided that it had the competence and duty to entertain and investigate these complaints under the Geneva Agreement. They are now being considered by the Commission.

The Commission in Cambodia continued its activities on a limited scale in 1961.

Laos

The critical situation in Laos which had developed following the *coup d'état* of August 1960 continued throughout 1961, despite a provisional cease-fire in May and the prolonged negotiations at Geneva of an International Conference for the Settlement of the Laotian Problem.

At the beginning of the year the position was that Prince Souvanna Phouma had sought refuge in Cambodia and been voted out of office by a majority of the members of the National Assembly; a government headed by Prince Boun Oum had been established by royal decree; General Phoumi had captured Vientiane, and Captain Kong Lae (who supported Prince Souvanna Phouma) had withdrawn his forces and established a working basis of co-operation with the Pathet Lao. With the

Kong Lae and Pathet Lao forces being supplied by Soviet airlift and by North Vietnam, and with the army of the Royal Laotian Government dependent on aid from the United States, the danger of the conflict spreading beyond Laos was causing grave international concern.

Suggestions were made that the International Commission, which had adjourned *sine die* in July 1958, should be reconvened. As the Secretary of State for External Affairs explained to the House of Commons on January 16, Canada was fully in sympathy with the desire to act quickly in a critical situation but had some doubts whether the terms of reference given to the Commission in 1954 were wholly appropriate to the changed circumstances. Nevertheless he indicated Canada's willingness, if the United Kingdom and the Soviet Union, as Co-chairmen of the Geneva Conference, so requested, and subject to the agreement of the King of Laos, to appoint a Canadian representative to a reconvened Commission.

On April 24 the British and Soviet Foreign Ministers, in their capacity as Co-chairmen, appealed to the Laotian parties to agree on a cease-fire, requested the Government of India to reconvene the International Commission for Laos, and invited the Governments of Burma, Cambodia, Canada, the Chinese People's Republic, the Democratic Republic of Vietnam, France, India, Laos, the Polish People's Republic, the Republic of Vietnam, Thailand, the U.S.S.R., the United Kingdom and the United States to participate in an international conference for the settlement of the Laotian problem.

In response to the Co-chairmen's request, the International Commission met in New Delhi on April 28 and moved to Laos on May 8. Meanwhile, on May 3, the parties to the hostilities in Laos ordered a cease-fire, and the International Commission was able to report, soon after its arrival in Laos, that a *de facto* cease-fire was in effect.

The International Conference to work out a new agreement for Laos met in Geneva on May 16. By the end of the year the Conference had nearly completed its work. A main concern of the Canadian delegation at the Conference was to ensure that adequate terms of reference were provided to the International Commission so that it could effectively carry out the tasks which the Conference would entrust to it.

In Laos itself an uneasy truce prevailed during the last eight months of 1961. No Laotian government enjoyed general international recognition, and although meetings of delegations representing the three political "tendencies" were held over a period of several months and the leaders met on three occasions very little progress was made towards securing an agreement on a government of national unity as envisaged by the Conference at Geneva. By the end of the year, however, there were hopeful signs that such an agreement might not be too far away, and tentative agreement had been reached that Souvanna Phouma would serve as Prime Minister of the coalition government.

VI

NATO AND DEFENCE

Canada and NATO

In addition to support for the United Nations, support for the North Atlantic Treaty Organization continued to be one of the cornerstones of Canada's foreign policy. As the Secretary of State for External Affairs said: "The Alliance continues to provide not only the best possible insurance against aggression but also the most effective political instrument we have yet devised for consultation with like-minded Western nations in respect of the highly important issues which divide the world."

During the year, a Canadian army brigade and air division were maintained in Europe and, with the deterioration in the international situation and the increase in tension resulting from Soviet pressures over Berlin, steps were taken to strengthen both the brigade and the air division by an increase in personnel. Naval forces assigned to NATO under the Supreme Allied Commander Atlantic were also strengthened by bringing the ships' complements up to the numbers needed for a prolonged emergency. In addition, to improve the general military effectiveness of the forces in Canada, and particularly those earmarked for the strategic reserve, plans were made to increase the strength of army formations by 8,950 and air force units by approximately 1,000. These measures provided further evidence of Canada's continuing support for the Alliance and of its intention to stand solidly with its NATO partners.

The regular spring meeting of the NATO foreign ministers was held in Oslo from May 8 to 10 under the chairmanship of its new Secretary-General, Mr. D. U. Stikker, who succeeded M. Paul-Henri Spaak. While re-affirming that the Alliance would never be used for aggression and that it threatened no one, the members noted that the Soviet threat which drew them together "is now not only military but also has world-wide political, economic, scientific and psychological aspects". In the review of the international situation, the Soviet threat to Berlin and the progress of disarmament and nuclear tests negotiations were considered. The ministers expressed again their determination to maintain the freedom of West Berlin and its people. The meeting also reaffirmed the statement in the 1958 Declaration that "the denunciation by the Soviet Union of the inter-allied agreements on Berlin can in no way deprive the other parties of their rights or relieve the Soviet Union of its obligations".

On disarmament and the suspension of nuclear tests, the Council maintained that disarmament by stages under effective international control continued to be one of the principal objectives of the member governments and expressed the hope that negotiations would soon be resumed. It was agreed that the position of the allied negotiating members would be developed in close consultation with the Council. The ministers

regretted the negative attitude taken by the Soviet Union on the draft treaty on the suspension of nuclear tests submitted by the Governments of the United States and United Kingdom but hoped that the Soviet Union would join in an effective treaty as a first and significant step towards disarmament.

Other questions on which there were consultations included the Congo, colonialism and the United Nations. Canada took the occasion to point out the value to NATO of its participation in the United Nations Congo operation and in Laos. These peace-keeping activities, in the Canadian view, were important to the objective of maintaining peace. Canada also urged that NATO members should play their full part in the United Nations.

Serious consideration was also given at the Oslo meeting to political consultation among members in the Council. Canada emphasized the principle of equality of membership and the need for a greater measure of political co-operation and unity in NATO but underlined the disadvantages of attempting to formulate bloc policies, especially with respect to issues arising at the United Nations. The frank discussions on the international situation at the meeting were considered as indicative of the progress that had been made in the development of the process of political consultation, and Canada welcomed the emphasis given by the meeting to the importance of close and constant consultation.

The annual ministerial meeting convened in Paris, December 13-15, 1961, with the Secretary of State for External Affairs, the Minister of Finance, and the Minister of National Defence leading the Canadian delegation. The international situation, particularly with regard to the Soviet-provoked crisis in Berlin, was thoroughly reviewed. Canada made it clear that, in its opinion, a basis for settlement of the Berlin problem must be sought, and that the freedom of West Berlin and the right of the West to uphold that freedom were not negotiable. At the same time, the Canadian delegation emphasized the desirability of the West's entering into negotiations with the U.S.S.R. on the Berlin problem as soon as possible and of determining whether it might not be possible for the United Nations or its agencies to play a useful role in facilitating a durable agreement between the main powers concerned.

The Canadian position was made known to the Council, which heard the views of all the members of the Alliance, particularly the three powers having special responsibilities for Berlin. As announced in the final *communiqué* of the meeting, "the Council heard statements on Berlin by the foreign ministers of the countries most directly concerned, and was informed of the intention to resume diplomatic contacts with the Soviet Union, in accordance with the aims which the West is pursuing for the maintenance of world peace and in the hope that these contacts might serve to determine whether a basis for negotiation could be found. Their colleagues approved the resumption of diplomatic contacts and expressed the hope that a negotiated settlement could be achieved." The ministers agreed that rights and obligations confirmed by international agreements could not be written off unilaterally by the Soviet Union concluding a "peace treaty" with a regime of its own creation, and they re-affirmed the responsibilities which each member state had assumed for the security and welfare of Berlin. They agreed that the Alliance must adhere to its firm course, combining strength with a willingness to seek solutions by peaceful means.

North American Defence

The continuing close and effective co-operation between Canada and the United States in the defence of the North American area of NATO was reflected in an agreement concluded on June 12 whereby Canada agreed to assume responsibilities, hitherto resting on the United States, for the manning, operation, maintenance and financing of 16 radar stations of the Pine Tree Line; the United States agreed to furnish 66 F 101-B interceptors and appropriate support equipment for RCAF squadrons assigned to NORAD; and both governments agreed to contribute to the procurement in Canada of F 104G aircraft to the extent of \$200 million (the United States share being \$150 million and Canada's share \$50 million), thus permitting them to make a significant contribution to NATO under their respective Defence Assistance and Mutual Aid Programmes.

In announcing this agreement in the House of Commons on June 12, the Prime Minister said that it reflected:

... a genuine effort to find a way for each to co-operate with the other, to the benefit not only of both but of mutual allies as well... The agreement is... more than just a bilateral agreement. It expresses the desire to make common use of those resources which each possesses and which can be made available for the benefit of each other and our partners in NATO in the pursuit of peace, and makes possible a more substantial contribution toward the security of the West than could be made by either government acting alone.

VII

THE COMMONWEALTH

Speaking in the House of Commons during the External Affairs debate in September 1961, the Prime Minister said in part:

Canada's foreign policy can be summed up in three short paragraphs. First, continuing support for a strong and effective United Nations without which peace cannot be achieved...Second, the need of a strong and effective North Atlantic Treaty Organization...Finally...we believe in the extension and development of a strong Commonwealth of Nations, believing that no other association throughout the world has a greater influence for good.

The Commonwealth continued significantly to develop its unique association in 1961. Faced with the grave and divisive problems which beset the world during the year and with fundamental problems of principle, membership and cohesion within the institution itself, the members of the Commonwealth succeeded in strengthening their association through that readiness to understand one another's difficulties which has become characteristic of it.

Membership

The number of sovereign member countries of the Commonwealth increased to 13 in 1961. Three newly independent states chose to apply for membership, and South Africa withdrew its request to remain in the Commonwealth as a republic.

Commonwealth Prime Ministers' Meeting

The prime ministers of the Commonwealth met in London in March 1961 for the tenth time since the close of the Second World War. Seldom has a prime ministers' meeting been watched with greater interest throughout the world. The racial (*apartheid*) policies of the South African Government had been denounced by many of the Commonwealth leaders assembled in London. South Africa had chosen to become a republic and was obliged to apply for continued membership. The Commonwealth leaders sought to persuade the South African Prime Minister that his Government's policy of *apartheid* could not be considered a domestic matter but must be regarded as a policy inconsistent with the basic principles which were recognized as prerequisites for membership in the modern multi-racial Commonwealth. The prime ministers hoped to find their South African colleague willing to consider alteration of this policy but had also to consider the consequences of South Africa's refusal to accept the general will. It was made clear to the Prime Minister of South Africa that there was no room in the Commonwealth for a nation whose leaders refused to make even the smallest concession on the doctrine of *apartheid*. After three days of intensive discussion, the Prime Minister

of South Africa announced that he had withdrawn his country's application to remain in the Commonwealth after becoming a republic on May 31. The official *communiqué* issued on March 15, 1961, stated:

At their meeting this week, the Commonwealth prime ministers have discussed questions affecting South Africa.

On March 13 the Prime Minister of South Africa informed the meeting that, following the plebiscite in October 1960, the appropriate constitutional steps were now being taken to introduce a republican form of constitution in the Union, and that it was the desire of the Union Government that South Africa should remain within the Commonwealth as a republic.

In connection with this application the meeting also discussed, with the consent of the Prime Minister of South Africa, the racial policy followed by the Union Government. The Prime Minister of South Africa informed the other prime ministers this evening that, in the light of the views expressed and the indications of their future intentions regarding the racial policy of the Union Government, he had decided to withdraw his application for South Africa's continuing membership in the Commonwealth as a republic.

In reporting to the House of Commons on his return from the meeting, Mr. Diefenbaker stated that he thought the result was unavoidable. He added:

Over the years I have contended that in a multi-racial association it had to become clear beyond doubt that, if the Commonwealth is to be a force for good, as it should be, there must be a measure of general agreement that discrimination in respect of race and colour shall not take place. I do not think we can compromise that principle if we believe that the Commonwealth has a mission for all mankind. It would lose its power to meet challenges and opportunities in the future. I am more convinced than ever as to the power of this institution touching every part of the world.

The prime ministers' meeting also considered an application for membership submitted by Cyprus, which was accepted. The President of the Republic, Archbishop Makarios, was invited to join the meetings. In addition, the prime ministers considered the application of Sierra Leone and stated in their *communiqué* that they looked forward to welcoming that country as a member of the Commonwealth on the conclusion of the necessary pre-independence constitutional processes. Sierra Leone became independent within the Commonwealth on April 27, a month after the prime ministers' meeting.

Later in the year, on December 9, 1961, Tanganyika, the first of the three East African territories, became independent, and chose independence within the Commonwealth. The Prime Minister, Mr. Julius Nyerere, stated his faith in the Commonwealth association in the following words:

Past associations are now behind us; but for the future we are linked with you in the light but enduring bonds which have made the Commonwealth of Nations so potent a force for goodwill and common sense in a world that sorely feels the want of both. I am indeed glad that this should be so.

Disarmament

At the Commonwealth prime ministers' meeting, the Commonwealth leaders discussed in particular the problem of disarmament. At the conclusion of their meeting, they issued a statement on the subject as part of their *communiqué*, in which it was recognized that disarmament was the most important question facing the world and that the aim should be to achieve general and complete disarmament, subject to effective inspection

and control. The prime ministers agreed that every effort should be made to implement the resolution on general and complete disarmament which was unanimously adopted at the fourteenth session of the General Assembly. They also expressed their hope that negotiations on the cessation of nuclear weapons tests could be successfully concluded. The statement on disarmament was subsequently sent to the Secretary-General to be distributed to all United Nations members.

The United Nations

The prime ministers considered various proposals for the strengthening of the United Nations through reorganization of its Councils and the Secretariat and a recasting of the role of the Secretary-General. At the conclusion of their talks on this subject "they agreed that, whatever adjustments might be made, it remained vitally important to uphold the purposes and principles of the United Nations Charter and to preserve the international and independent character of the Secretariat. They further agreed that members of the Commonwealth shared with all nations a fundamental common interest in maintaining the integrity of the United Nations as a force for orderly political, economic and social progress throughout the world".

The influence of the prime ministers' statements on disarmament, nuclear testing and the United Nations as an institution cannot be measured easily, but the variety of backgrounds and points of view represented and the moral force of the Commonwealth in the world give peculiar significance to these statements.

Economic Assistance

During the year Canadian economic assistance to under-developed countries continued to be directed in the main to the member countries of the Commonwealth. Canadian aid was channelled through the Colombo Plan, the Canada-West Indies Aid Programme and the Special Commonwealth African Aid Plan (SCAAP). Canada's total contribution under the Colombo Plan since its inception in 1950 now exceeds \$330 million, while aid to the West Indies has been pledged to a total of \$10 million over a five-year period which began in 1958. More than 70 per cent of this assistance has already been given to the West Indies. In addition, Canada has promised aid to Commonwealth countries of Africa through SCAAP to a total of \$10.5 million for the three-year period 1960-63.

Canada continued during the year to give other forms of aid to Commonwealth countries. For example, in response to a request from President Nkrumah of Ghana, the Canadian Government agreed to provide up to 30 Canadian officers and non-commissioned officers to assist in the training of the officer corps and technicians of the Ghanaian armed forces. The first members of the team arrived in Ghana late in August. They have been attached to the Ghanaian Military Academy, the Armed Forces Training Centre, the Medical Service and the Ghanaian Air Force.

Emergency Relief for British Honduras

In November, British Honduras, a small British dependency in Central America, was devastated by a violent hurricane, which killed more than 300 people, flattened large stands of valuable timber and virtually

destroyed the capital city of Belize. In the face of the emergency situation caused by this disaster, the Canadian Government provided more than \$60,000-worth of relief supplies for the stricken colony. In this undertaking the Government has worked very closely with the Canadian Red Cross Association.

Commonwealth Scholarship and Fellowship Plan

Canada has been an active participant in the Commonwealth Scholarship and Fellowship Plan. Details for this plan were worked out at the Commonwealth Education Conference at Oxford during July 1959. The Oxford Conference set out certain fundamental considerations on the wider significance of education in its report, which referred to the Commonwealth as an experiment in human relations, with the welfare of all Commonwealth citizens as its objective. The Conference noted that the free association of the Commonwealth offered special opportunity for pooling resources and implied an obligation on those with more highly developed educational facilities to help their fellow members. It also recognized the opportunity which co-operation in education afforded for better and closer understanding among all.

Since the Commonwealth Scholarship and Fellowship Plan came into effective operation with the beginning of the academic year in September 1960, it has achieved substantial progress towards its goal of having 1,000 scholars studying under the Plan in various parts of the Commonwealth at one time. During the first year Canada received 101 scholars from 25 countries or dependent areas of the Commonwealth. At present, about 200 are studying in Canada, mostly at the post-graduate level. These scholars are nominated by special committees in their own countries and selected by a Canadian committee to pursue their studies at universities in all parts of Canada. Other important aspects of Commonwealth educational co-operation in which Canada has played a significant part have been the training and supplying of teachers for service in other Commonwealth countries and the laying of plans for co-operation in technical education.

A Commonwealth Education Liaison Committee established under the authority of the Oxford Conference enables governments to develop the proposals for educational co-operation agreed upon at the Conference. Each Commonwealth government is represented on the Committee, as are the dependent areas of the Commonwealth. The executive body which co-ordinates the activities of the Commonwealth Education Liaison Committee is the Commonwealth Education Liaison Unit, which, like the Committee, has its headquarters in London. The executive unit is financed by contributions from member countries.

To sustain the momentum generated by the Oxford Conference, to take stock of the progress made in the intervening period and to make further plans for the future, a Second Commonwealth Education Conference is to be convened in New Delhi from January 11 to 25, 1962. About 200 delegates from 13 member countries of the Commonwealth and from colonial territories are expected to attend.

In addition to the Commonwealth Education Programme, the Association of Universities of the British Commonwealth makes a significant contribution to Commonwealth educational co-operation. This Association, which includes almost all universities and university colleges in the

Commonwealth, stimulates a liaison service between the faculties and administrators of its member universities. The Association of Universities of the British Commonwealth, like the Canadian Universities Foundation in Canada and similar non-governmental organizations in other Commonwealth countries, plays a useful part in assisting the Commonwealth Education Liaison Committee in the administration of the Commonwealth Education Programme.

The West Indies and British Guiana

The Federation of the West Indies, a ten-island grouping which includes Jamaica, Trinidad, Barbados, St. Lucia, Grenada, St. Vincent, Dominica, St. Christopher-Nevis-Anguilla, Antigua and Montserrat, was scheduled to become independent on May 31, 1962. However, a plebiscite held in Jamaica in September 1961 expressed that island's wish to withdraw from the Federation and seek its independence separately within the Commonwealth. The date of Jamaica's independence will be decided at a conference to be held in London in February 1962. At the end of 1961 there was uncertainty whether the other nine islands of the Federation would seek their future in an Eastern Caribbean Federation or whether some of them would wish to follow Jamaica's example and withdraw from the original ten-island grouping.

In December 1961 the Premier of British Guiana presented to the British Government a resolution passed by both Houses of the British Guiana Legislature requesting independence for that colony early in 1962.

Africa

In addition to the achievement of independence by Sierra Leone and Tanganyika, other British territories in Africa have moved forward during the year toward the goal of independence. At the conclusion of a constitutional conference in London, it was announced that Uganda would become independent in October 1962. Kenya achieved internal self-government under a new constitution, but differences between the principal political parties have delayed the holding of a further conference, now expected to take place early in 1962, to discuss the final steps toward independence. When Tanganyika became independent, a Common Services Organization was formed to take over the functions of the former East African High Commission in providing common services in economic, commercial and communications matters. There is hope that this may provide the basis for an East African Federation when all three countries become independent.

In the Federation of Rhodesia and Nyasaland, the expected review of the federal constitution has been delayed because of constitutional struggles within the three constituent territories and concern has been expressed as to whether the Federation itself will survive. The Malawi Congress Party, under the leadership of Dr. Hastings Banda, won the elections in Nyasaland with the avowed intention of taking Nyasaland out of the Federation. In Northern Rhodesia, agreement has not been reached on the voting arrangements proposed in a new constitution which would give control to the African majority. In Southern Rhodesia a new constitution granting 15 seats to African members in a legislature of 65 and broadening the African franchise was approved by two to one in a

referendum submitted to the white electorate but has not been accepted by the African nationalists. In West Africa, Gambia will achieve internal self-government in May 1962.

Southeast Asia

In Southeast Asia steps have been taken towards the formation of a Federation of Greater Malaysia, which will consist of the present Federation of Malaya, Singapore and the three Borneo territories of Brunei, Sarawak and North Borneo. Already the Legislature of Singapore has voted in favour of a merger with the neighbouring Federation. A commission is now being appointed to examine the position of the Borneo territories. When it has reported (perhaps in mid-1962), a constitutional conference will be held to plan for the final stages of the formation of the new Malaysian Federation.

Other Commonwealth Activities

Various meetings were held during the year by the institutions and associations that have grown up within the Commonwealth. The Commonwealth Press Union met in Karachi and New Delhi in late October and early November. At this meeting experienced newspaper executives and officials were able to exchange views on many topics of mutual interest. In September the Commonwealth Parliamentary Association met in London. The meeting marked the fiftieth anniversary of the organization, which was originally formed as the Empire Parliamentary Association. It has developed from six branches in 1911 to 64 in 1961. This Parliamentary Association is the only institution providing the means for a regular exchange of ideas and information among members of the Parliaments of the Commonwealth. It is in no way a formalized institution but provides through its regular meetings in various Commonwealth capitals an opportunity for Commonwealth legislators to exchange impressions and become acquainted with each other's problems. During the London Conference, a variety of subjects was discussed, including the place and functions of the Commonwealth in the world, economic co-operation in the Commonwealth, constitutional and parliamentary practice in the Commonwealth, economic and social development of the under-developed countries of the Commonwealth, international affairs and defence.

In opening the Conference, the Queen described the basis on which the Commonwealth rested when she said:

This gathering shows the diversity of peoples, creeds and cultures within the Commonwealth, each having an equal place in our organization of nations. In the wide association which is the Commonwealth, we must all try to cultivate the virtues of tolerance and understanding, to recognize each other's qualities and to respect each other's feelings. In this modern age, the strength and unity of the Commonwealth family does not lie in bonds forged by formal instruments nor in common ancestry, nor in pursuing the same political line. It springs from the knowledge that we all share a lively concern for individual freedom and all the machinery which makes this possible.

VIII

LATIN AMERICA

Canada's ties with Latin America were strengthened and expanded during the year. Canada was represented by an observer group, headed by the Associate Minister of Defence, Mr. Pierre Sévigny, at the Punta del Este Conference, at which all the American republics except Cuba signed the Declaration and Charter of the Alliance for Progress, agreeing to co-operate in a ten-year programme for economic development. The Latin American governments emphasized that foreign capital was essential to this aim; the United States Government considered that \$20 billion could be expected to flow into Latin America over the next ten years. Equally important, the Conference recognized the need for difficult large-scale economic and social reforms in Latin America, as well as the effective mobilization of domestic financial resources. An autonomous expert committee on development plans was established to examine the various national plans.

Following the Conference, Mr. Sévigny visited Buenos Aires, Montevideo, Rio de Janeiro and Brasilia and called on President Frondizi of Argentina, the President of the Uruguayan National Council of Government and President Quadros of Brazil.

Diplomatic Representation

By the end of the year Canada had established diplomatic relations with the 20 republics of Latin America. A Canadian ambassador was appointed to Costa Rica in June, and was also accredited to Honduras, Nicaragua, Panama and El Salvador. The Ambassador to Colombia was accredited as Ambassador to Ecuador in March, and a mission was established in Quito under a chargé d'affaires a.i. The Ambassador to Peru was accredited as Ambassador to Bolivia in May. The Ambassador to Mexico was accredited as Ambassador to Guatemala in October, and a chargé d'affaires a.i. was placed in charge of the Canadian Embassy in Guatemala City during the absence of the Ambassador. Canada and Paraguay also agreed to exchange ambassadors. The Canadian Ambassador to Argentina will represent Canada in Paraguay, but for the present there will be no Canadian representative resident in Asunción.

ECLA

On October 6, Canada became a full member of the United Nations Economic Commission for Latin America (ECLA) and on November 29 Dr. Raúl Prebisch, ECLA's Executive Secretary, visited Ottawa to discuss the work of his organization with Canadian government officials. The membership now includes all the countries of North and South America, together with France, the United Kingdom and the Netherlands. The

West Indies, British Guiana and British Honduras are associate members. ECLA's function is to help promote Latin America's economic development, and it has provided a useful meeting place and forum for its members. It has also formed with the Organization of American States (OAS) and the Inter-American Development Bank an *ad hoc* co-ordinating committee, which first met in March 1961. Thus, ECLA membership provides Canada with a further opportunity to follow developments in Latin America generally.

Trade Relations

The Canadian Government has also followed closely the development of the Latin American Free Trade Area (LAFTA). Nine countries (Argentina, Brazil, Chile, Colombia, Ecuador, Mexico, Paraguay, Peru and Uruguay) are now signatories of the LAFTA treaty, which came into force on January 2, 1961. They have agreed to eliminate over a 12-year period trade barriers against products which they now trade with each other. Since over 90 per cent of their foreign commerce is with countries outside the area (mainly the United States and Western Europe), they have taken only the first of the many difficult steps needed to create a unified market. They have nevertheless established the necessary mechanism to enable them to reduce trade barriers generally.

Canada's trade with these countries has been large and is growing. In 1960 exports totalled \$115.7 million and imports \$78.8 million. In the first seven months of 1961, Canadian exports totalled \$79.8 million (compared to \$52.6 million during the same period in 1960) and imports totalled \$46 million (compared to \$44.8 million for the same period in 1960). This increase has been encouraged by the long-term credits which the Canadian Government has extended to Canadian firms for the sale of capital goods to Latin America. Such credits have provided for the erection of a newsprint mill in Chile, the sale of 70 diesel-electric locomotives to the Argentine State Railways, and the sale of rails to Mexico.

Plaza Canada, Buenos Aires

Following Mr. Green's visit to Argentina in 1960, the Argentine-Canadian Cultural Institute initiated the project of naming a square in the centre of Buenos Aires after Canada. The City Council took up this project and Plaza Canada was formally dedicated on July 27, 1961. Maple trees have been provided by the Canadian Government for transplantation in Plaza Canada.

IX

ECONOMIC AFFAIRS

During 1961 world trade and industrial activity reached new record levels, well above the high but relatively stable levels attained in 1960, when a lower level of activity in North America tended to counter-balance rapid expansion in most other industrial countries. The growth of industrial output in 1961 was particularly marked in the spring and early summer, as rapid recovery in North America coincided with further growth elsewhere; thereafter, the expansion slackened as the European boom tapered off and balance-of-payments difficulties in the United Kingdom and Japan necessitated measures which restricted the rate of growth. Although there was a sharp improvement in the balance-of-payments position of the United States in 1961 by comparison with 1960, generally speaking the world payments situation was marked by uncertainty and large movements of short-term capital which gave rise to increasingly close consultation and co-operation between the financial authorities of the major industrial countries. Canadian exports rose strongly in the latter part of the year, and while imports responded to the domestic expansion, there was some improvement over the year in the current account deficit.

Developments in European Integration

The year 1961, the fourth since the creation of the European Economic Community (EEC), was an important year in its development. The six members of the Community continued to enjoy a high level of economic activity and initial steps were taken toward the establishment of common transport and commercial policies, the free movement of labour and capital and the formulation of a new regime of association with the former associated overseas territories. The negotiations for the association of Greece with the EEC were concluded and a new set of negotiations was initiated for the association of Turkey. Two important issues remained to be solved: the implementation of a common agricultural policy and the passage from the first to the second stage of the Common Market transitional period. The Council of Ministers was still debating these issues at the end of the year.*

The Canadian Government continued to make it clear to The Six that a restrictive agricultural policy or a high protective tariff on commodities of special interest to Canada (such as aluminum and wood pulp) would be sources of grave concern. Negotiations with The Six for reductions in the common external tariff were continued during the year at the GATT Tariff Conference in Geneva.

The outstanding development in 1961 was Britain's decision in July to apply for membership in the EEC. Preliminary discussions with The Six in the first part of the year had delineated three main areas of difficulty: Britain's economic ties with the Commonwealth; its membership

* In the early days of 1962, however, an agreement was reached on these issues which was made retroactive to January 1, 1962.

in EFTA; and British agriculture. The British Government considered, nevertheless, that, for broad political and economic reasons, Britain could not remain outside the Common Market unless the cost of entry, particularly to the Commonwealth, was found to be prohibitive. The United States Government welcomed this move towards the EEC and Britain's partners in the EFTA also indicated support for the new British policy, provided that satisfactory arrangements were achieved between each of them and The Six before Britain finally joined. During June and July, British ministers visited Commonwealth capitals to explain the new policy and to seek the views of the Commonwealth governments. The reactions of the Commonwealth countries, including Canada, reflected concern over the possible effects on their trade with Britain and on the Commonwealth as a whole. These reactions were voiced again at the meeting of Commonwealth trade and finance ministers held in Accra in September.

When, therefore, the British Government decided at the end of July to apply for membership in the EEC, it made clear that Britain would not join until the precise terms of entry had been clarified and adequate safeguards had been secured for the interests of the Commonwealth and the members of EFTA and for British agriculture. Shortly afterwards, Denmark and Ireland applied for membership in the EEC and formal requests for association were submitted by Sweden, Switzerland and Austria.

Negotiations opened on October 10 in Paris, when Mr. Heath, the British Lord Privy Seal, indicated that, though Britain was prepared to accept the Treaty of Rome as it stood, the above considerations would have to be taken into account—perhaps, so far as the Commonwealth was concerned, by means of special protocols to protect its vital interests. The Six, in their reply of November 9 and 10, stressed the need to preserve the integrity of the Treaty of Rome. Negotiations are now proceeding in Brussels.

The Canadian Government has made it clear that the decision to join the Common Market is for the British Government to make. It has indicated to the British Government Canadian trade interests in this development over the entire range of Canadian exports and has given its assessment of the effects of Britain's move on the Commonwealth and international prospects generally. Canada has welcomed the assurance given by Britain that Commonwealth countries will be kept in close consultation and that vital interests will be safeguarded.

Organization for Economic Co-operation and Development

During 1960 it had been decided that the Organization for European Economic Co-operation (OEEC), which had contributed substantially to post-war economic reconstruction in Europe and had aided in the establishment of the external convertibility of most European currencies, should be replaced by a new organization called the Organization for Economic Co-operation and Development (OECD), in which Canada and the United States would be full members. The move to freer trade and payments and the emergence of many developing nations had emphasized the interdependence of the economies of individual countries with the resulting need for intensified international co-operation and for further consultation among industrialized countries in their efforts to help the less-developed nations.

The new organization was to include an Economic Policy Committee, a Trade Committee and also a Development Assistance Committee, of which Japan was to be an additional member. Other committees with specialized functions were set up, including the Committee for Agriculture, which was to meet at the ministerial level from time to time.

Canada was the first member country to ratify the OECD Convention, which came into force on September 30, 1961. At one of the Organization's first meetings the Canadian Minister of Finance, Mr. Donald Fleming, was elected Chairman of the Council of Ministers. In October, the Canadian Minister of Agriculture, Mr. Alvin Hamilton, was elected Vice-Chairman of the Ministerial Committee for Agriculture. The Secretary-General of the OECD, Mr. Thorkil Kristensen, visited Ottawa twice during the course of the year.

The OECD Council of Ministers met for the first time on November 16 and 17 under Mr. Fleming's chairmanship. The ministers agreed to set for the OECD a collective target, to be achieved in 1970, of 50 per cent growth in the gross national product of the member countries taken together. In setting this target, the ministers noted that:

Under conditions of price stability and the necessary provision for investment, rapid growth facilitates the harmonious development of world economy, helps to promote a liberal world-trading system, provides a necessary foundation for rising living standards and ensures a high level of employment. It will enable industrialized member countries to contribute more effectively to the development of less advanced countries, both through the provision of financial and technical assistance and through a widening of their export markets and the increase of their export revenues.

In striving for these objectives, the Council of Ministers stressed the importance of a proper equilibrium in the external payments of member countries; of price stability, in order to assure the full benefits of economic growth; of promoting growth in less-developed member countries; of recognizing the economic interdependence of member countries and making increasing use of scientific training and research; of rising agricultural production; of increased production leading to significant increases in aid to less-developed countries; and of reducing barriers to the exchange of goods and services.

Before September 30, the proposed aid functions of the OECD had been carried on by the Development Assistance Group (DAG). With the establishment of the OECD, the DAG became the Development Assistance Committee (DAC), the members of which are Belgium, Canada, France, Germany, Italy, Japan, the Netherlands, Portugal, Britain, the United States and the Commission of the European Economic Community. During the early part of the year, the DAG had held two meetings to study the terms and conditions of the flow of financial assistance, possible incentives to private investment in the developing countries, and ways in which the common aid effort might be better co-ordinated. A recommendation was made, and accepted by member governments, that the common objective should be an increase in the aggregate volume and an improvement in the effectiveness of the resources made available to the developing countries. The importance of an adequate technical assistance effort to complement the provision of capital assistance was also recognized. A working group was established to prepare recommendations regarding the institution by DAC of reviews of the amount and nature of the aid extended by each DAC member to the developing countries.

Canadian participation in the OECD involves close and continuous liaison with all the Canadian departments and agencies that are interested in the wide range of OECD economic, trade and aid activities.

Canadian Commercial Relations

The Department of External Affairs shares with other departments responsibility with respect to Canada's commercial relations with other countries, and also plays an important role in the co-ordination of inter-departmental activities and the direction of the activities of Canadian representatives abroad in this field. Canada's external commercial policy is pursued not only in the context of bilateral relations with other countries but also through Canadian participation in a variety of international organizations concerned with trade and economic matters, notably the General Agreement on Tariffs and Trade (GATT), the Organization for Economic Co-operation and Development (OECD), and various United Nations bodies, including the Food and Agriculture Organization (FAO).

Commercial relations with the United States are of importance to Canada because of the large volume of trade and the extent and complexity of the economic relations between the two countries. A bilateral trade agreement signed in 1938 was suspended when the two countries became members in 1947 of the newly-formed GATT; since that time GATT has provided a framework for Canada-United States trade relations. A great many problems and difficulties relating to trade policy are dealt with as they arise by means of contacts between the two governments through their embassies in Washington and Ottawa. Opportunities for discussions by ministers of the two governments of more important bilateral trade problems, as well as for a review of world trade and economic matters, are offered by meetings of the Joint Canada-United States Committee on Trade and Economic Affairs, which is composed of a group of ministers of the two countries who have responsibilities in this field. This Joint Committee generally meets each year. At a meeting in Washington in March 1961, Canadian ministers discussed with their United States colleagues matters of common concern such as the developing European Economic Community and the GATT Tariff Conference in Geneva, as well as bilateral problems relating to trade in agricultural products and United States import policies relating to lead, zinc and oil. Apart from this meeting of the Joint Committee, ministers of the two countries visited each other's capitals on various occasions during the year to discuss particular trade and economic questions; the Canadian Ministers of Finance and Trade and Commerce visited Washington in January 1961, and the United States Secretaries of the Interior and Agriculture paid a visit to Ottawa in May 1961.

Canada and GATT

During 1961 Canada participated in both the eighteenth and nineteenth sessions of the Contracting Parties to the General Agreement on Tariffs and Trade (GATT), which were as usual concerned with the examination of progress made in the removal of trade restrictions maintained under waivers or for balance-of-payments reasons. Austria and Norway announced that they no longer needed to maintain restrictions for balance-of-payments reasons, thus underlining the substantial progress made, especially since 1959, in eliminating such trade restrictions.

During the year, Sierra Leone and Tanganyika were admitted as members and the Contracting Parties agreed to the eventual accession of Israel and Portugal. Cambodia and Spain are likely to accede fully to the Agreement in 1962.

Trade ministers met during the nineteenth session and discussed problems related to the reduction of customs-tariff barriers, trade in agricultural products and obstacles to the trade of less-developed countries. It was agreed that the reduction of tariff barriers on a most-favoured-nation basis should be continued, but that since the traditional GATT techniques for tariff negotiation on a commodity-by-commodity and country-by-country basis no longer seemed adequate to meet the changing conditions of world trade, the Contracting Parties should establish machinery to examine new techniques, in particular some form of linear tariff reduction. The ministers also requested the Contracting Parties to explore the possibility of negotiating practical measures to create acceptable conditions of access to world markets for agricultural commodities, and adopted a Declaration on the Promotion of the Trade of Less-developed Countries. Briefly, the Declaration urged governments to carry out their commercial policies with the aim of permitting expansion in the trade of less-developed countries.

The GATT multilateral tariff conference begun in September 1960 continued throughout 1961. The negotiations were aimed at achieving a further reduction of tariffs in GATT countries. During the Conference, negotiations were also undertaken involving the level of the proposed common tariff of the European Economic Community. This arose from the need to renegotiate tariff concessions originally contracted under the GATT by individual members of the Common Market. Negotiations were not entirely completed at year's end but it is expected that they will be concluded early in 1962.

In July 1961, under the auspices of GATT, special arrangements concerning international trade in cotton textile products were drawn up for one year by countries substantially interested in this trade. The arrangements are intended to deal with problems of disruption of markets caused by sudden inflows of large quantities of merchandise at unusually low prices from so-called low-cost countries. At their nineteenth session, the Contracting Parties confirmed the establishment of a Cotton Textile Committee to consider longer-term arrangements regarding problems in this field.

Other Matters

There were several other developments during the year in economic and related matters which deserve mention.

The proposal made by the Prime Minister at the fifteenth General Assembly session that the United Nations should establish a Food Bank to provide surplus food to needy peoples, together with related proposals made by other delegations, led to the following important developments during the past year.

In February a group of experts examined the problem and their report formed the basis of a study entitled "Development Through Food", which the Director-General of the FAO submitted in April to an Inter-governmental Advisory Committee of 13 countries (including Canada). At their meeting in Rome, Canada proposed that a modest start should be made with the Food Bank, the activities of which should initially be

directed chiefly toward meeting food needs arising out of emergencies, such as natural disasters and crop failures. The United States suggested that such a plan might aim at \$100 million over three years, and offered to contribute \$40 million in commodities.

Both these proposals and the Director-General's scheme for economic development through surplus food were considered by the FAO Council in May and by the ECOSOC in July, with the result that the Secretary-General of the United Nations and the Director-General of the FAO were requested to submit joint proposals on concrete measures for implementing a \$100-million Food Bank. Their suggestions were considered first by the eleventh session of the FAO Conference in Rome in November and by the sixteenth session of the General Assembly in New York in December. During the FAO Conference, Canada offered to contribute up to \$5 million to a \$100-million Food Bank.

The FAO and the United Nations agreed to undertake a joint World Food Programme, and to this end passed complementary resolutions setting up an Intergovernmental Committee of 20 to draft a charter for the programme early in 1962 and to provide policy guidance and supervision after operations began. Canada was one of the first ten countries elected by the FAO to serve on the Intergovernmental Committee; the remaining ten were elected at the resumed thirty-second session in New York on December 22.

When the Intergovernmental Committee has completed its preliminary work, and when the ECOSOC and the FAO Council have approved the detailed procedures and arrangements for the World Food Programme, the pledging conference will be held, following which the World Food Programme should begin its operations.

Canada was again designated for a seat on the Board of Governors of the International Atomic Energy Agency (IAEA), as one of the five nations in the world most advanced in nuclear technology, including the production of source materials. During the course of the year, the proposals for an international system of controls, or "safeguards", intended to ensure that nuclear materials and equipment supplied for peaceful purposes would not be diverted to military use, were finally approved and implemented by the Board of Governors. Canada and the United States are taking steps, in accordance with declarations made by them at the IAEA General Conference in 1960, to transfer to the Agency the administration of the safeguards called for by their respective bilateral agreements with Japan. The fifth General Conference of the Agency, held at headquarters in Vienna September-October 1961, approved an amendment to Article VI.A.3 of the Statute, which would add two elected members to the Board of Governors and provide that at all times the membership of the Board must include in the category of elected members three representatives each of the regions Latin America and Africa and the Middle East. Canada supported and has already ratified this amendment, which was intended to give equitable representation to the many newly independent nations of the region of Africa and the Middle East.

In December, a revised air agreement between Canada and Mexico was signed in Mexico City, replacing an earlier one dating from 1953. The new agreement again provides for the designated air lines of each country to fly between both the West Coast of Canada and Mexico and Eastern Canada and Mexico and to specified points beyond. It also provides for more traffic centres (now including Montreal, Toronto, Windsor, Calgary

and Vancouver in Canada and Mexico City and Guadalajara in Mexico), to be served on the routes between the two countries. The signing of the agreement marked the inauguration of pure jet services between the two countries.

In June, there were preliminary talks with officials of the United States concerning the future operation of bilateral air services. The Canadian delegation submitted proposals concerning principles and criteria, based on the needs of the travelling public, for the establishment and allocation of routes between the two countries, one of the objectives of which would be to permit carriers of both countries to service (not necessarily on an exclusive basis) the major centres generating traffic between the two countries. These proposals are still under consideration by the United States Government, which is also undertaking a complete review of its civil aviation policy. When the review has been completed, probably by June 1962, it is expected that the bilateral air negotiations between the two countries will be continued.

In December 1961, the first link in the new Commonwealth round-the-world modern cable (CANTAT) was inaugurated by the Queen and Prime Minister Diefenbaker, who engaged in a trans-Atlantic telephone conversation over the new cable. During the year plans for the second section of the cable from Canada across the Pacific to New Zealand and Australia (COMPAC) went forward and at a conference of Commonwealth countries held in Kuala Lumpur preliminary examination was given to the construction of the third section from Australia to South-east Asia. Agreement on the construction of SEACOM, as the third link will be called, will pave the way for meetings at which the fourth stage, which will be of particular interest to India, Pakistan and Ceylon, will be discussed. Construction of the Pacific cable should be completed by 1964.

During the year the Canadian Government followed closely developments taking place in the United States and elsewhere dealing with the establishment, during the present decade, of an international communications system based on space satellites.

Since 1945 the Government has made available to Canadian exporters, under the Export Credits Insurance Act, insurance against credit and other risks involved in medium-term (i.e., up to five years) export transactions. During 1961, two new measures of assistance to Canadian exporters were initiated. One of them was the formation, by Canadian Chartered Banks, of a new company to provide, in co-operation with the Government, financing for export transactions, on credit terms extending up to five years. The other was the provision by the Government, under Section 21A of the Export Credits Insurance Act, of facilities for financing export transactions involving credit terms over five years. These long-term credit facilities are mainly intended to promote continuing export trade opportunities for Canadian exporters of capital goods, in order to meet competition in markets abroad from exporters in countries that enjoy comparable measures of governmental financial assistance. Early in the year, the Government announced that up to \$200 million would be available as guarantees to cover these longer-term export transactions. By the end of the year over half this amount had been committed for orders obtained by Canadian exporters or for prospective sales.

X

THE EXTERNAL AID OFFICE

Development assistance has become, and is likely to remain for some time, a major element in Canada's relations with the large number of countries throughout the world which are described as "under-developed". It was in recognition of the growing extent and complexity of aid activities that late in 1960, the External Aid Office was created as a separate agency of the Canadian Government with responsibility, under the direction of the Secretary of State for External Affairs, for the operation of Canadian bilateral programmes of assistance to under-developed countries. In its first year the new office has been preoccupied with organizational matters, with reviewing and revising the procedures for administering Canadian aid programmes and with recruiting an adequate staff to carry out both existing Canadian programmes and certain new ones which came into operation during 1961. It has become apparent that the concentration of responsibility for external aid operations in one government office has considerable advantages in ensuring the effectiveness of these activities.

The programmes operated and administered by the External Aid Office include the Colombo Plan, the Canada-West Indies Aid Programme, the Commonwealth Technical Assistance Programme, the Commonwealth Scholarships and Fellowship Scheme, the Special Commonwealth Africa Aid Programme and the Programme of Canadian Aid to French-speaking Countries in Africa. The latter two came into being in the course of 1961 as part of Canada's response to the urgent problem of assisting the newly-emerging African states to achieve political stability and satisfactory economic progress. The Commonwealth Scholarship and Fellowship Programme is also relatively new, having come into operation during the academic year 1960-61. While this scheme is not an aid programme but rather an exchange of scholarships and fellowships among Commonwealth countries, the Canadian Commonwealth Scholarships have been included in the responsibilities of the External Aid Office because of their close relation to other activities carried on by the Office. The total appropriated by Parliament for Canadian contributions to economic and special aid programmes for the fiscal year 1961-62 was approximately \$63 million.

In addition to operating Canada's bilateral aid programmes, the External Aid Office co-operates with the United Nations, its Specialized Agencies and other international organizations in placing in Canada personnel from the under-developed countries sponsored by these Agencies for training courses and recruiting Canadians for service abroad under multilateral economic and technical assistance programmes. The Office is also concerned with Canadian emergency and disaster relief to other countries in consultation with the Department of External Affairs and in co-operation with the Canadian Red Cross Society

For many years Canada has been a substantial contributor to programmes of economic and technical assistance to the under-developed areas, and, in 1961, continued to participate in international efforts to meet the new and greater challenges which have arisen at the beginning of the new decade. While the recent emergence into independent nationhood of so many new states in Africa has lent greater urgency to the world-wide problem of economic development, it was in 1951, when the Colombo Plan for Co-operative Economic Development in South and Southeast Asia came into operation, that Canada first became engaged in a large way in the process of assisting economic development in less-developed countries. The year 1961, therefore, marked the completion of ten years of achievement through this unique venture in economic partnership between developed and less-developed countries.

The tenth annual report of the Consultative Committee of the Colombo Plan, published at the end of 1961, recorded a significant expansion of output in South and Southeast Asia over the past decade and great improvements in education, health and other social services. However, these achievements, in which the Colombo Plan has played a vital part, have to be measured against the continuing serious economic problems of the area and also against the rate of population growth. Since 1950, the population of South and Southeast Asia has apparently risen from roughly 600 million to more than 750 million, but *per capita* incomes have not risen proportionately to the growth in production. Much remains to be done, therefore, before all the members of the Colombo Plan can achieve a satisfactory rate of economic growth, which can be sustained without large-scale external assistance.

In the course of 1961, several major Colombo Plan projects to which Canada has contributed were completed and some important new ones started. The Warsak hydro-electric project, the Shadiwal hydro-electric project and the Goalpara thermal-power plant in Pakistan, and the Canada-India Reactor and the first two stages of the Kundah hydro-electric project in India, were inaugurated early in the year. In Burma, Canada began work on the Thaketa Bridge at Rangoon. On the East Coast of Malaya, Canadian equipment was delivered for a fisheries project. The Sukkur power station in Pakistan and the third stage of the Kundah project in India got under way in 1961, and work continued on electrification projects in Ceylon and the mapping of the Mekong River basin. A high proportion of Canadian Colombo Plan aid in 1961 again took the form of foodstuffs and industrial commodities. In this way Canada helped the recipient countries maintain essential imports in the face of acute shortages of foreign exchange. Throughout the area, Canadian technical assistance continued to make an important contribution to the Colombo Plan Technical Co-operation Scheme by the provision of Canadian advisers and the award of training courses in Canada.

One of the significant features of Canadian aid programmes in the past year has been the increasing emphasis on educational assistance, in response to increasing requests from abroad for help in this field. It is clear that, in the African countries in particular but also in some of the less-developed Asian countries, rapid development of local educational facilities is a matter of very high priority. At the same time, the requirement for a rapid increase in the number of trained personnel in these countries is so urgent that many must be sent abroad until such time as local training facilities are more nearly adequate to meet the demand. A

special effort has been made in Canadian aid programmes during the past year to respond to these critical needs. In September 1961, for example, a group of 35 Canadian teachers was sent abroad for assignments under Canadian aid programmes, chiefly in Africa. In Malaya, through the Colombo Plan, Canada is assisting in the development of a School of Business Administration and Accounting at the University of Malaya. In India, \$10 million in counterpart funds from Canadian commodity aid is being used to construct seven engineering colleges. In Ceylon, the Canadian Government, in co-operation with the government of Manitoba, has supplied additional instructors for a technical-training institute. In Trinidad, Canada is building a students' residence for the University College of the West Indies. In a number of other countries a variety of equipment is being provided to schools and other educational institutions. The number of students brought to Canada for training has increased very substantially in the course of the past year. In the academic year 1960-61, about 650 students, mainly from Asia, Africa and the West Indies, entirely supported under Canadian aid programmes, will be studying at Canadian institutions of higher learning, compared with 432 in the previous year, and other trainees are undergoing training in industry, administration and other non-academic fields.

The Canadian Government announced in April 1961 its intention of embarking on a programme of assistance to French-speaking countries in Africa, chiefly in the educational field, and of asking Parliament for an appropriation of \$300,000 for this purpose in the fiscal year 1961-62. This decision was taken in the light of Canada's particular capability for giving assistance to the African countries which use the French language, as well as to those Commonwealth countries in Africa which employ English. By the end of the year, some 14 French-speaking Canadian teachers had been recruited for service in Africa under this programme with the co-operation of the government of the Province of Quebec and a project for the Republic of Cameroun was under way.

Canadian participation in the Special Commonwealth Africa Aid Programme, which commenced in 1961, has so far chiefly taken the form of technical and educational assistance and this emphasis is likely to continue. However, one larger project, an aerial survey and mapping project in Nigeria, has also been undertaken.

The highlight in 1961 of the continuing programme of Canadian assistance to the West Indies was the completion of two ships for inter-island traffic and their turn-over to the West Indies Government. The two Canadian-built ships, which are now plying the Caribbean and helping to link the scattered islands of the West Indies, were received with great pride and expressions of gratitude to Canada on the part of the people and Government of the West Indies.

Through the International Relief Fund administered by the Canadian Red Cross Society, emergency relief was extended by Canada during 1961 to refugees from the fighting in Laos and to victims of natural disasters in Burma, Greece, South Vietnam and British Honduras. In addition, the Canadian Government made a direct contribution of \$60,000-worth of foodstuffs and building materials to British Honduras following the severe hurricane which struck that country in October 1961.

APPENDIX A

1. ORGANIZATION OF THE DEPARTMENT IN OTTAWA

Secretary of State for External Affairs

Under-Secretary of State for External Affairs

Deputy Under-Secretary of State for External Affairs and Legal Adviser

Four Assistant Under-Secretaries of State for External Affairs

Twenty-one Divisions:

Administrative Services	Finance
African and Middle Eastern	Historical
Commonwealth	Information
Communications	Latin American
Consular	Legal
Defence Liaison (1)	Personnel
Defence Liaison (2)	Protocol
Disarmament	Supplies & Properties
Economic	United Nations
European	U.S.A.
Far Eastern	

Other Units:

Inspection Service
Liaison Services Section

2. PERSONNEL STATISTICS

The following is a comparison of staff on December 31, 1960, and December 31, 1961:

Officers	1960	1961
Ottawa	192	187
Abroad	222	246
Administrative Staff		
Ottawa	586	599
Abroad	462	496
Total	1,462	1,528
Local Staff Abroad	536	567
Foreign Service Officers recruited during the year	20	17
Other appointments during the year	226	197
Separations during the year	131	148

APPENDIX B

PASSPORTS AND VISAS

The following tables show the increase in the volume of business done in the Passport Office of the Department at Ottawa during the seven-year period from 1955 to 1961 inclusive:

Year	Passports Issued	Passports Renewed	Certificates of Identity Issued	Certificates of Identity Renewed	Total Revenue
1955	79,228	12,474	4,601	2,277	\$438,261.71
1956	88,795	14,236	2,794	1,583	482,356.98
1957	97,738	14,934	2,361	903	542,317.47
1958	100,594	15,446	3,276	801	549,069.16
1959	115,272	16,102	5,353	1,449	622,658.02
1960	134,637	18,411	6,004	2,184	730,605.31
1961	139,218	19,987	4,237	3,209	746,795.76

APPENDIX C

I. CANADIAN DIPLOMATIC REPRESENTATION ABROAD†

1. Embassies

<i>Country</i>	<i>City</i>
Argentina	Buenos Aires
Austria	Vienna
Belgium	Brussels
*Bolivia (Peru)	
Brazil	Rio de Janeiro
*Burma (Malaya)	
Chile	Santiago
Colombia	Bogota
Costa Rica	San Jose
Cuba	Havana
Denmark	Copenhagen
Dominican Republic	Santo Domingo
Ecuador	Quito
Finland	Helsinki
France	Paris
Germany	Bonn
Greece	Athens
Guatemala	Guatemala City
Haiti	Port-au-Prince
*Honduras (Costa Rica)	
*Iceland (Norway)	
Indonesia	Djakarta
Iran	Tehran
*Iraq (Lebanon)	
Ireland	Dublin
Israel	Tel Aviv
Italy	Rome
Japan	Tokyo
Lebanon	Beirut
*Luxembourg (Belgium)	
Mexico	Mexico
Netherlands	The Hague
*Nicaragua (Costa Rica)	
Norway	Oslo
*Panama (Costa Rica)	
*Paraguay (Argentina)	
Peru	Lima
Poland	Warsaw
Portugal	Lisbon
South Africa	Pretoria

† For further information, see the thrice-yearly publication of the Department entitled "Canadian Representatives Abroad and Representatives of Other Countries in Canada."

* No resident diplomatic missions are maintained in countries marked with an asterisk. The country named in brackets after these names is the country in which resides the Canadian representative accredited to the country listed.

<i>Country</i>	<i>City</i>
Spain	Madrid
*Sudan (United Arab Republic)	
Sweden	Stockholm
Switzerland	Berne
*Tunisia (Switzerland)	
Turkey	Ankara
Union of Soviet Socialist Republics	Moscow
United Arab Republic	Cairo
United States of America	Washington
Uruguay	Montevideo
Venezuela	Caracas
Yugoslavia	Belgrade

2. Offices of High Commissioner

<i>Country</i>	<i>City</i>
Australia	Canberra
Britain	London
Ceylon	Colombo
*Cyprus (Israel)	
Ghana	Accra
India	New Delhi
Malaya	Kuala Lumpur
New Zealand	Wellington
Nigeria	Lagos
Pakistan	Karachi
*Sierra Leone (Nigeria)	

3. Legation

<i>Country</i>	<i>City</i>
Czechoslovakia	Prague

4. Office of Commissioner

<i>Country</i>	<i>City</i>
The West Indies	Port-of-Spain

5. Permanent Missions to International Organizations

<i>Organization</i>	<i>City</i>
North Atlantic Council	Paris
Organization for European Co-Operation and Development	Paris
United Nations	New York
United Nations (European Office)	Geneva
European Economic Community	Brussels
European Atomic Energy Community	Brussels
European Coal and Steel Community	Brussels
United Nations Educational Scientific and Cultural Organization	Paris

* No resident diplomatic missions are maintained in countries marked with an asterisk. The country named in brackets after these names is the country in which resides the Canadian representative accredited to the country listed.

II. CONSULAR OFFICES

1. Consulates General

<i>Country</i>	<i>City</i>
Congo	Leopoldville
Germany	Hamburg
Philippines	Manila
United States of America	Boston
	Chicago
	Los Angeles
	New Orleans
	New York
	San Francisco
	Seattle

2. Consulates

<i>Country</i>	<i>City</i>
Brazil	Sao Paulo
Germany	Duesseldorf
Iceland	*Reykjavik
United States of America	Detroit
	Philadelphia
	*Portland, Maine

III. MILITARY MISSION

Berlin

IV. INTERNATIONAL SUPERVISORY COMMISSIONS

<i>Country</i>	<i>City</i>
Cambodia	Phnom Penh
Laos	Vientiane
Vietnam	Saigon

* In charge of honorary officer.

APPENDIX D

DIPLOMATIC AND CONSULAR REPRESENTATION OF OTHER COUNTRIES IN CANADA¹

I. Diplomatic Missions²

<i>Country</i> ³	<i>Nature of Post</i>
*Argentina	Embassy
Australia	High Commissioner's Office
*Austria	Embassy
*Belgium	Embassy
*Brazil	Embassy
Britain	High Commissioner's Office
Burma	Embassy
Ceylon	High Commissioner's Office
*Chile	Embassy
*China	Embassy
*Colombia	Embassy
*Cuba	Embassy
*Czechoslovakia	Legation
*Denmark	Embassy
*Dominican Republic	Embassy
*Ecuador	Embassy
*Finland	Embassy
*France	Embassy
*Germany	Embassy
Ghana	High Commissioner's Office
*Greece	Embassy
*Guatemala	Embassy
*Haiti	Embassy
*Iceland	Embassy
India	High Commissioner's Office
Indonesia	Embassy
Iran	Embassy
Iraq	Embassy
Ireland	Embassy
*Israel	Embassy
*Italy	Embassy
*Japan	Embassy
*Lebanon	Embassy
*Luxembourg	Embassy
*Mexico	Embassy
*Netherlands	Embassy
New Zealand	High Commissioner's Office
*Norway	Embassy

¹ For further particulars, see the publications of the Department entitled "Canadian Representatives Abroad and Representatives of Other Countries in Canada" (thrice yearly) and "Diplomatic Corps" (thrice yearly).

² The Ambassadors of Burma, Guatemala, Iceland, Iraq, Luxembourg and Tunisia are also accredited to the United States of America, where they are ordinarily resident.

³ Those countries marked with an asterisk have consulates in Canada. The Embassy of Poland has charge of the interests of Hungary; the Embassy of Switzerland of those of Liechtenstein.

Country ^s	Nature of Post
Pakistan	High Commissioner's Office
*Peru	Embassy
*Poland	Embassy
*Portugal	Embassy
South Africa	Embassy
*Spain	Embassy
*Sweden	Embassy
*Switzerland	Embassy
Tunisia	Embassy
Turkey	Embassy
Union of Soviet Socialist Republics	Embassy
*United Arab Republic	Embassy
*United States of America	Embassy
*Uruguay	Embassy
*Venezuela	Embassy
*Yugoslavia	Embassy

2. Commissioner's Office

The West Indies	} Montreal
British Guiana	
British Honduras	

3. Countries Having Consulates but No Diplomatic Missions

Bolivia	Monaco
Costa Rica	Nicaragua
El Salvador	Panama
Honduras	Philippines
Liberia	Thailand

* Those countries marked with an asterisk have consulates in Canada. The Embassy of Poland has charge of the interests of Hungary; the Embassy of Switzerland, of those of Liechtenstein.

APPENDIX E

INTERNATIONAL ASSOCIATIONS AND ORGANIZATIONS OF WHICH CANADA IS A MEMBER¹

COMMONWEALTH

Canada—United Kingdom Continuing Committee on Trade
Commonwealth Advisory Aeronautical Research Council
Commonwealth Advisory Committee on Defence Science
Commonwealth Agricultural Bureau Executive Council
Commonwealth Air Transport Council
Commonwealth Area Communications Scheme for Merchant and Naval
Shipping
Commonwealth Economic Consultative Council
Commonwealth Economic Committee
Commonwealth Education Liaison Committee
Commonwealth Forestry Conference
Commonwealth Liaison Committee
Commonwealth Scientific Conference
Commonwealth Shipping Committee
Commonwealth Telecommunications Board
Commonwealth War Graves Commission
South Pacific Air Transport Council

NORTH ATLANTIC TREATY ORGANIZATION

UNITED NATIONS

United Nations Standing Committees

Committee on Contributions

United Nations Subsidiary and Ad Hoc Bodies

Advisory Committee on the Congo
Advisory Committee on the United Nations Emergency Force
Advisory Committee for the United Nations Memorial Cemetery in
Korea
Committee on Applications for Review of Administrative Tribunal
Judgments
Committee on Arrangements for Conference for the purpose of Re-
viewing the Charter
Committee on the Peaceful Uses of Outer Space
Disarmament Commission
Executive Committee of the United Nations High Commissioner for
Refugees
Negotiating Committee for Extra Budgetary Funds
Scientific Advisory Committee
United Nations Scientific Committee on the Effects of Atomic Radiation

¹ Inter-governmental bodies only are included.

² The International Atomic Energy Agency is not technically a Specialized Agency, but it is an autonomous inter-governmental agency under the aegis of the United Nations.

* Indicates that Canada was represented on the Executive Body of the Organization during 1961.

Specialized Agencies

Food and Agriculture Organization*
 Inter-governmental Maritime Consultative Organization*
 International Atomic Energy Agency*²
 International Bank for Reconstruction and Development*
 International Civil Aviation Organization*
 International Development Association*
 International Finance Corporation*
 International Labour Organization*
 International Monetary Fund*
 International Telecommunications Union*
 United Nations Educational, Scientific and Cultural Organization
 Universal Postal Union*
 World Health Organization
 World Meteorological Organization*

Functional Commissions of the Economic and Social Council

Commission on International Commodity Trade
 Commission on Narcotic Drugs
 Social Commission

Special Bodies of the Economic and Social Council

Governing Council of the Special Fund

Regional Economic Commissions of the Economic and Social Council

Economic Commission for Latin America

UNITED STATES-CANADA

Canada-United States Committee on Joint Defence (Ministerial)
 Canada-United States Joint Committee on Trade and Economic Affairs
 (Ministerial)
 Great Lakes Fishery Commission
 International Boundary Commission
 International Joint Commission
 International Pacific Halibut Commission
 International Pacific Salmon Fisheries Commission
 Permanent Joint Board on Defence

INTER-AMERICAN

Inter-American Radio Office
 Inter-American Statistical Institute
 Pan-American Institute of Geography and History
 Postal Union of the Americas and Spain

COLOMBO PLAN

Consultative Committee on Co-operative Economic Development in
 South and Southeast Asia
 Council for Technical Co-operation in South and Southeast Asia

CONSERVATIONAL

International Commission for the Northwest Atlantic Fisheries
 International North Pacific Fisheries Commission
 International Whaling Commission
 North Pacific Fur Seal Commission

ECONOMIC*

Contracting Parties to the General Agreement on Tariffs and Trade
International Bureau for the Publication of Customs Tariffs
International Coffee Study Group
International Cotton Advisory Committee
International Rubber Study Group
International Sugar Agreement
International Tin Agreement
International Wheat Agreement
International Wool Study Group
Organization for Economic Co-operation and Development.

SCIENTIFIC

International Bureau of Weights and Measures
International Hydrographic Bureau

CANADA-JAPAN

Canada-Japan Ministerial Committee

* See also under previous headings.

APPENDIX F

INTERNATIONAL CONFERENCES HELD IN 1961 AT WHICH CANADA WAS OFFICIALLY REPRESENTED

(Partial list)

United Nations Conferences

- Commission on International Commodity Trade: 9th session, New York, May 1.
- Commission on Narcotic Drugs: 16th session, Geneva, April 24.
- Conference of African States on Development of Education in Africa, Addis Ababa, May 15.
- Economic Commission for Africa: 3rd session, Addis Ababa, February 6.
- Economic Commission for Europe: 16th session, Geneva, April 11.
- Economic Commission for Latin America, 9th session, Santiago, May 4.
- Food and Agriculture Organization: Advisory Committee on United Nations Food Bank, Rome, April 5; Committee on Commodity Problems, Rome, May 30; 35th session of Council, Rome, October 30.
- Inter-governmental Maritime Consultative Organization: 4th session of the Council, London, January 16.
- International Atomic Energy Agency: 5th General Conference, Vienna, September 26. Board of Governors, Vienna, January 29, April 5, June 19, September 22.
- International Bank for Reconstruction and Development: 4th meeting of Consortium in aid of India, Washington, April 25, May 31; 2nd meeting of Consortium in aid of Pakistan, Washington, June 5; annual meeting, Vienna, September 18.
- International Civil Aviation Organization: Extraordinary session of the Assembly, London, June 19; 4th North Atlantic Air Navigation Meeting, Paris, September 14; 3rd session of the Commission for Aerology, Rome, September 18.
- International Labour Organization: 45th session, Geneva, June 7.
- International Monetary Fund: 16th annual meeting, Vienna, September 18.
- International Telecommunications Union: 16th session of Administrative Council, Geneva, April 22.
- Social Commission: 13th session, New York, April 17.
- United Nations Committee on Contributions, New York, May 9.
- United Nations Committee on a United Nations Capital Development Fund, New York, May 15.
- United Nations Committee on Peaceful Uses of Outer Space, New York, November 27.
- United Nations Conference on Diplomatic Intercourse and Immunities: Vienna, March 2 and April 14.
- United Nations Conference on Elimination or Reduction of Statelessness, New York, August 15.
- United Nations Economic and Social Council: 31st session, New York, April 19; 32nd session, Geneva, July 4; resumed 32nd session, New York, December 21.

- United Nations General Assembly: 16th session, New York, September 19.
- United Nations Children's Fund: Executive Board, New York, January 12 and June 8.
- United Nations Lead and Zinc Study Group: 4th session, Geneva, October 12.
- United Nations Pledging Conference for the 1962 Programme of the United Nations High Commissioner for Refugees, New York, December 6.
- United Nations Pledging Conference for the 1962 Programme of the United Nations Relief and Works Agency for Palestine Refugees in the Near East, New York, December 6.
- United Nations Pledging Conference on the Expanded Programme of Technical Assistance and the Special Fund, New York, October 17.
- United Nations Seminar on Human Rights, Mexico, August 15.
- United Nations Special Fund: 6th Session of the Governing Council, New York, May 23 and June 1.
- United Nations Working Group on the Examination of the Budgetary Procedures of the United Nations, New York, June 22 and September 5.
- World Health Organization: 14th session of Assembly, New Delhi, February 7.
- World Meteorological Organization: 13th session of Executive Committee, Geneva, May 11.

Other Conferences

- Canada-United States Joint Committee on Trade and Economic Affairs, Ottawa, March 13.
- Colombo Plan for Co-operative Development in South and Southeast Asia: 10th annual meeting of Consultative Committee, Kuala Lumpur, October 30.
- Commonwealth Congress on Mining and Metallurgy: 7th session, Johannesburg and Salisbury, April 8.
- Commonwealth Economic Consultative Council, London, September 12.
- Commonwealth Economic Meeting, Accra, September.
- Commonwealth Meeting of Senior Economic Officials, London, May 23.
- Conference for the Settlement of the Laotian Problem, Geneva, May 17.
- Development Assistance Group: 4th meeting, London, March 24; 5th meeting, Tokyo, July 11.
- Diplomatic Conference on Maritime Law, Brussels, April 17.
- Food for Peace Utilization Committee: 4th meeting, Washington, May 24.
- General Agreement on Tariffs and Trade: Council, Geneva, February 22; 18th session of the Contracting Parties, Geneva, May 15; 19th session, November 13.
- International Conference of Agricultural Economists, 11th session, Cuernavaca, August 19.
- International Conference on Private Air Law, Guadalajara, August 29.
- International Standards Organization Conference, Helsinki, June 5.
- International Sugar Agreement Review Conference, Geneva, September 12.
- International Sugar Council: 9th session, London, February 22; 10th session, London, May 30; 11th session, Geneva, October 17.
- International Tin Council: 26th session, London, March 8; 27th session, London, May 24; 28th session, London, June 28; 1st session (Second Agreement), London, July 3 and August 22; 2nd session, London, October 9.
- International Trade in Cotton Textiles Conference, Geneva, July 7.
- International Union of Official Travel Organizations: 64th meeting of Executive Committee, Geneva, May 29.

International Wheat Agreement: annual review, London, September 11.

International Wheat Council: 32nd session, London, June 19; 33rd session, London, November 20.

Latin American Economic and Social Council: Special Ministerial Meeting, Punta del Este, August 5.

North Atlantic Treaty Organization: Ministerial Meeting, Paris, December 13.

Organization for Economic Co-operation and Development: Council of Ministers, Paris, November 16.

Pan-American Institute of Geography and History: General Asembly, Buenos Aires, August 1.

Permanent International Association of Navigation Congresses: 20th Congress, Baltimore, September 11.

Southeast Asia Cable Conference, Kuala Lumpur, June 28.

South Pacific Air Transport Council: 15th session, Fiji, October 30.

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APPENDIX G

INTERNATIONAL AGREEMENTS TO WHICH CANADA IS A PARTY:

DEVELOPMENTS DURING 1961

1. Bilateral Agreements

Federal Republic of Germany

Air transport agreement between the Government of Canada and the Government of the Federal Republic of Germany. Signed at Ottawa September 4, 1959. Instruments of ratification exchanged at Bonn, June 19, 1961. Entered into force July 19, 1961.

Exchange of Notes between the Government of Canada and the Government of the Federal Republic of Germany concerning the training of student pilots of the German Air Force by an advisory group of the Royal Canadian Air Force in the Federal Republic of Germany. Bonn April 18 and 20, 1961. Entered into force April 20, 1961.

Iran

Exchange of Notes between the Government of Canada and the Government of Iran concerning non-immigrant visa arrangements between the two countries. Ottawa March 10, 1961. Entered into force April 10, 1961.

Italy

Agreement between the Government of Canada and the Government of the Republic of Italy concerning the sale in Italy of waste material and scrap belonging to the command of the RCAF in Italy. Signed at Rome December 18, 1961. Entered into force December 18, 1961.

Japan

Arrangement between the Government of Canada and the Government of Japan regarding settlement of certain Canadian claims. Signed at Tokyo September 5, 1961. Entered into force September 5, 1961.

Mexico

Air services agreement between the Government of Canada and the Government of the United Mexican States. Signed at Mexico December 21, 1961. Provisionally in force December 21, 1961.

Switzerland

Exchange of Notes between the Government of Canada and the Government of Switzerland bringing into force the agreement concerning air services between Canada and Switzerland signed at Berne January 10, 1958. Ottawa November 9, 1961. Entered into force November 9, 1961.

United States of America

Treaty between the Government of Canada and the Government of the United States of America relating to co-operative development of the water resources of the Columbia River basin. Signed at Washington January 17, 1961.

Convention between the Government of Canada and the Government of the United States of America for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on the estates of deceased persons. Signed at Washington February 17, 1961.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning co-ordination of pilotage services in the waters of the Great Lakes basin. (With a memorandum of arrangements). Washington May 5, 1961. Entered into force May 5, 1961.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning improvement of the air defence of the Canada-U.S.A. region of NATO, the defence-production sharing programme of the two governments and the provision of assistance to certain other NATO governments. Ottawa June 12, 1961. Entered into force June 12, 1961.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning the disposal of excess United States property in Canada. Ottawa August 28 and September 1, 1961. Entered into force September 1, 1961.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning the addition of Cape Dyer to the annex to the agreement of May 1, 1959, relating to short-range tactical air navigation facilities in Canada. Ottawa September 19 and 23, 1961. Entered into force September 23, 1961.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning cost-sharing and related arrangements with respect to planned improvements in the continental air defence system (with annex). Ottawa September 27, 1961. Entered into force September 27, 1961.

Exchange of Notes between the Government of Canada and the Government of the United States of America to amend the Notes of November 12, 1953, concerning the establishment of a joint Canada-United States Committee on Trade and Economic Affairs. Washington October 2, 1961. Entered into force October 2, 1961.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning dredging in the Wolfe Island Cut to improve an existing shipping channel. Ottawa October 17, 1961. Entered into force October 17, 1961.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning dredging in Pelee Passage at the western end of Lake Erie. Ottawa October 17, 1961. Entered into force October 17, 1961.

Venezuela

Exchange of Notes between the Government of Canada and the Government of Venezuela extending for a period of one year from October 11, 1961, the commercial *modus vivendi* between the two countries signed at Caracas October 11, 1950. Signed at Caracas October 10, 1961. Entered into force October 10, 1961.

Exchange of Notes between the Government of Canada and the Government of Venezuela constituting an agreement permitting amateur radio stations

of Canada and Venezuela to exchange messages or other communications from or to third parties. Caracas November 22, 1961. Entered into force November 22, 1961.

2. Multilateral

Indus Basin Development Fund Agreement. Done at Karachi September 19, 1960. Signed by Canada September 19, 1960. Entered into force January 12, 1961.

Convention of the Postal Union of the Americas and Spain. Done at Buenos Aires October 14, 1960. Signed by Canada October 14, 1960. Entered into force March 1, 1961.

Agreement relative to Parcel Post of the Postal Union of the Americas and Spain. Done at Buenos Aires October 14, 1960. Signed by Canada October 14, 1960. Entered into force March 1, 1961.

Protocol relating to an amendment to the Convention on International Civil Aviation (Article 93 bis). Done at Montreal May 27, 1947. Canada's Instrument of Ratification deposited August 22, 1947. Entered into force March 20, 1961.

Declaration on the provisional accession of Argentina to the General Agreement on Tariffs and Trade. Done at Geneva November 18, 1960. Canada's Instrument of Acceptance deposited April 14, 1961.

Declaration giving effect to the provisions of Article XVI:4 of the General Agreement on Tariffs and Trade. Done at Geneva November 19, 1960. Canada's Instrument of Acceptance deposited April 14, 1961.

Declaration on the extension of standstill provisions of Article XVI:4 of the General Agreement on Tariffs and Trade. Done at Geneva November 19, 1960. Canada's Instrument of Acceptance deposited April 14, 1961.

Second International Tin Agreement. Done at London September 1, 1960. Signed by Canada December 2, 1960. Canada's Instrument of Ratification deposited March 22, 1961. Entered into force provisionally July 1, 1961.

Declaration of Understanding regarding the International Convention for the Northwest Atlantic Fisheries. Done at Washington April 24, 1961. Canada's Instrument of Acceptance deposited September 15, 1961.

Arrangements regarding international trade in cotton textiles. Done at Geneva July 21, 1961. Accepted by Canada September 22, 1961. Entered into force October 1, 1961.

Convention on the Organization for Economic Co-operation and Development with two supplementary protocols. Done at Paris December 14, 1960. Signed by Canada December 14, 1960. Canada's Instrument of Ratification deposited April 10, 1961. Entered into force for Canada September 30, 1961.

Single Convention on Narcotic Drugs. Done at the United Nations, New York, March 30, 1961. Signed by Canada March 30, 1961. Canada's Instrument of Ratification deposited October 11, 1961.

Protocol relating to an amendment to the Convention on International Civil Aviation (Article 50 (a)). Done at Montreal June 21, 1961. Canada's Instrument of Ratification deposited October 17, 1961.

Agreement to supplement the agreement between the parties to the North Atlantic Treaty regarding the status of their forces with respect to foreign forces stationed in the Federal Republic of Germany with a protocol of signature. Done in Bonn, August 3, 1959. Signed by Canada August 3, 1959. Canada's Instrument of Ratification deposited December 11, 1961.

Agreement to implement Paragraph 5 of Article 45 of the agreement to supplement the agreement between the parties to the North Atlantic Treaty regarding the status of their forces with respect to foreign forces stationed in the Federal Republic of Germany. Done in Bonn August 3, 1959. Signed by Canada August 3, 1959. Canada's Instrument of Ratification deposited December 11, 1961.

APPENDIX H

Publications of the Department

The publications of the Department of External Affairs may be classified broadly as follows:

- (1) Those printed by the Department of Public Printing and Stationery and distributed free of charge outside Canada through Canadian diplomatic missions. Most of these publications are sold in Canada by the Department of Public Printing and Stationery.
- (2) Those produced within the Department for free distribution outside Canada and, when they relate to aspects of Canada's external relations, inside Canada as well.

Detailed information about current External Affairs publications produced by the Department of Public Printing and Stationery may be obtained from the Catalogue of Canadian Government Publications sold by that department at a price of \$1.00 in Canada and \$1.25 abroad. The Department of External Affairs issues catalogues of those of its publications available both to residents of Canada and to residents of other countries, and those distributed abroad only. Residents of Canada can obtain the domestic list by applying to the Department of External Affairs, Ottawa; the list of publications available outside Canada can be obtained from Canadian posts abroad.

Publications Available in Canada and Abroad

Report of the Department of External Affairs: Report to Parliament covering the work of the Department during each calendar year. Price: Canada, the United States and Mexico, 25 cents; other countries, 30 cents.

Canada and the United Nations: An annual report on Canadian participation in the work of the United Nations and its Specialized Agencies. Price: Canada, the United States and Mexico, 50 cents; other countries, 60 cents.

Canadian Representatives Abroad and Representatives of Other Countries in Canada: Issued three times a year. A directory of Canadian diplomatic, consular, and trade offices abroad and of diplomatic, consular and trade offices of other countries in Canada. Price: annual subscription, Canada, the United States and Mexico, \$1.00; other countries, \$1.25. Single copies, Canada, the United States and Mexico, 35 cents; other countries, 45 cents.

Diplomatic Corps: A directory of diplomatic missions in Ottawa. Published three times a year. Price: annual subscription, Canada, the United States and Mexico, \$1.00; other countries, \$1.25. Single copies, Canada, the United States and Mexico, 35 cents; other countries, 45 cents.

External Affairs: A monthly bulletin containing articles on subjects of current international interest and official statements of Canadian foreign policy. Price: annual subscription, Canada, the United States and Mexico, \$1.00; students in Canada, 50 cents; other countries, \$2.00.

Canada Treaty Series: Texts of individual treaties, conventions, and other agreements concluded between Canada and other countries. Price: Canada, the United States and Mexico, 25 cents each; other countries, 30 cents each.

London and Paris Agreements September-October 1954: A selection of documents resulting from meetings held in London and Paris concerning the accession of the Federal Republic of Germany to the North Atlantic Treaty Organization. Price: Canada, the United States and Mexico, 50 cents; other countries, 60 cents.

Canada and the Korean Crisis (1960): Price: Canada, the United States and Mexico, 15 cents; other countries, 20 cents.

Documents on the Korean Crisis (1961): Price: Canada, the United States and Mexico, 15 cents; other countries, 20 cents.

The Crisis in the Middle East: October-December 1956. Price: Canada, the United States and Mexico, 50 cents; other countries, 60 cents.

The Crisis in the Middle East: January-March 1957. Price: Canada, the United States and Mexico, 50 cents; other countries, 60 cents.

Report on Disarmament Discussions 1957: Price: Canada, the United States and Mexico, 25 cents; other countries, 30 cents.

The Law of the Sea: A Canadian Proposal, 1959.

The St. Lawrence Seaway, 1960.

Canada and the Colombo Plan, 1961.

Statements and Speeches: Texts of important official speeches on external or domestic affairs.

Press Releases: Issued in English and French on appointments, distinguished visitors, presentation of letters of credence, conclusion of international agreements, and delegations to international conferences.

Canada from Sea to Sea: An illustrated booklet for distribution abroad, dealing in popular style with various aspects of Canada—its history and geography, economic and trading position, status as a world power, people, culture, institutions, government and traditions. Published in English, French, Dutch, German, Italian, Polish, Portuguese and Spanish. Price: Canada, the United States and Mexico, 50 cents; other countries, 60 cents.

Fact Sheets: Information on Canada's history, government, international relations, resources, climate, transportation, industry and labour, and on the provinces of Canada, with a series of illustrated maps. This publication, which is sold in Canada in English and French by the Department of Public Printing and Stationery for 25 cents a copy, is distributed free of charge in other countries in these nine and other languages.

Publications Distributed only Abroad

Catalogues containing order-forms for the following publications of the Department can be obtained from Canadian posts abroad:

Canada Pictorial: This publication, a small illustrated folder, is distributed overseas in English, French, Dutch, German, Italian, Japanese, Portuguese, Spanish and Swedish.

Canadian Weekly Bulletin: A summary of important developments and announcements.

Reference Papers: Background information on various aspects of Canadian affairs.

Reprints: Articles on Canada and Canadian affairs reprinted from a variety of sources, chiefly Canadian periodicals.

Note: The Department also distributes information material produced by a number of international organizations of which Canada is a member, such as NATO, OECD, and the Colombo Plan, but excluding the United Nations. This material is distributed on request, and also to Members of Parliament, public libraries, universities, newspapers and interested voluntary organizations. The United Nations distributes its information material through its own information offices and through other authorized outlets, which in Canada include the Department of Public Printing and Stationery and the United Nations Association.



CANADA

Report of the Department of

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CANADA

Report of the Department of

EXTERNAL

AFFAIRS

1962

SUBMITTED TO PARLIAMENT UNDER THE PROVISIONS OF THE
DEPARTMENT OF EXTERNAL AFFAIRS ACT

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
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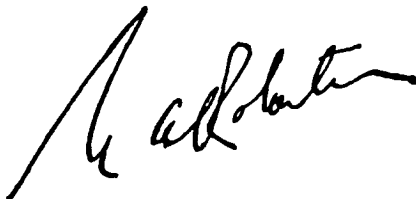
Price 50 cents Cat. No. E1-1962

Hon. PAUL MARTIN,

Secretary of State for External Affairs.

As required by the Department of External Affairs Act, I have the honour to submit to you for presentation to Parliament the fifty-third report of the Department, covering the calendar year 1962.

It gives me pleasure to express my appreciation of the manner in which the members of the staff, at home and abroad, have carried out their duties and also of the spirit of co-operation shown by other Government Departments which are concerned with various aspects of Canada's relations with other countries.



*Under-Secretary of State
for External Affairs.*

Ottawa, June 11, 1963.

SECRETARY OF THE ARMY

WASHINGTON, D. C.

Very respectfully,
Yours truly,
[Signature]

[Faint, illegible text]

Very truly yours,

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I

EAST-WEST RELATIONS

The crisis in East-West relations which arose in October as a result of the discovery and public announcement of the Soviet establishment of medium-range and intermediate-range ballistic missiles in Cuba was one of the most serious since the end of the war. Critical situations had arisen previously over the Berlin blockade in 1948-49, the outbreak of the Korean war in 1950, the last stages of the Indochina war in 1954 and the Berlin crisis of mid-1961; but Cuba raised the spectre of a direct military confrontation of the two major nuclear powers, the U.S.A. and the U.S.S.R. And yet, with the exception of the Cuba crisis, the past year has been characterized by relative quiescence in East-West relations.

We shall probably never be able to fathom precisely what Soviet motives were in establishing MRBM and IRBM missiles in Cuba. It is likely that the decision was the result of both strategic and political considerations: some hope of exploiting a possible shift in the balance of power in various disputes, principally Berlin; a means of countering any possibility of an American invasion of Cuba; a proof that the Soviet Union was sufficiently dynamic and resolute to establish with impunity a Soviet base in the Western Hemisphere, with all this would have meant in loss of American prestige with its allies and with the non-aligned countries.

Whatever the motives, it appears that the Soviet Union miscalculated the nature of the American reaction and the degree of support which the U.S.A. would obtain from its allies and the Latin American countries for the speed, vigour and the calculated restraint of its response. The Prime Minister of Canada, speaking in the House of Commons on October 25, said:

We intend to support the United States and our other allies in this situation . . . I need not refer to the record of Canada in two world wars, in the NATO alliance and in Korea as demonstrating the fact that Canadians stand by their allies and their undertakings, and we intend in the present crisis to do the same. On the other hand, we shall not fail to do everything possible to seek solutions to these problems without war. We shall seek to avoid provocative action. Our purpose will be to do everything to reduce tension.

The reference of the issue to the United Nations and the imposition of a naval quarantine were made simultaneously with the demand that the offensive weapons be withdrawn. In the face of the U.S. ultimatum, the Soviet Union preferred to avoid the possibility of direct American attack against the Cuban bases and the concomitant risk of escalation into nuclear war. It therefore agreed to dismantle the bases under international inspection and to withdraw the Soviet offensive capacity in return for an American guarantee that Cuba would not be invaded. By the end of the year, all the offensive Soviet weapons appeared to have been withdrawn

from Cuba. The American guarantee of non-invasion remained conditional as a consequence of the Cuban failure to permit ground inspection of the withdrawal.

East-West relations were severely strained over Cuba. With the settlement of the crisis they returned to their pre-crisis state, but with some prospect of further exploration of ways of improving them raised in the Kennedy-Khrushchov correspondence in October. Progress on disarmament seemed to have been made contingent by the Soviet Union on a Berlin settlement. The Soviet leaders, in part because of their concern with intra-bloc problems of which the Sino-Soviet dispute is the most serious, have given the impression that they are in the process of a re-assessment of foreign-policy tactics, if not objectives.

In the bilateral discussions between the U.S.A. and the U.S.S.R. on the Germany-Berlin problem which continued almost to the outbreak of the Cuba crisis, the Soviet leaders were careful to avoid the threats of unilateral and perhaps forceful action against Western interests which, before and after the erection of the Berlin wall, had been heard in the summer and autumn of 1961. While avoiding any new time limit, they insisted that the signature of a peace treaty and the settlement of the Berlin problem could not be delayed indefinitely. On the substance of the question, the U.S.S.R. maintained that Western troops in Berlin must be removed (unless, perhaps, they remained for a limited period under a United Nations "umbrella") and that the West must accept the existence, sovereignty and present frontiers of the so-called German Democratic Republic. The U.S.A., for its part, insisted that the presence of Western troops and their right of free access to Berlin were not negotiable. It was generally considered that, as a result of the vigour and determination of the Western response over Cuba, the Soviet Union had become increasingly aware of the determination to resist firmly any Soviet attempt to force the Western powers out of Berlin or to effect unilaterally a change in the city's status. This view seemed to be supported by the Soviet failure to refer to Berlin during the crisis and the relative restraint of its references to Berlin since then.

In the field of general disarmament (which is treated at greater length elsewhere in this report), there was little substantive progress during the year, though negotiations in the Eighteen-Nation Disarmament Committee resulted in some narrowing of differences and a clarification of points still at issue between the two sides. Lack of mutual trust as to the intentions of the other side continued to hamper the discussions in Geneva. The Soviet Government made certain modifications in its general disarmament proposals, notably on the question of strategic missiles, but up to the end of the year their representatives in Geneva had not given sufficient explanation of their position to permit further progress in the negotiations. It had also not proved possible to reach agreement on a treaty to end nuclear-weapons tests, though an exchange of correspondence between President Kennedy and Premier Khrushchov, initiated in late December, held out some hope for progress in the future.

The conference on Laos which was set in motion by the meeting between President Kennedy and Premier Khrushchov in Vienna in June 1961 finally culminated in a compromise solution which brought an end to the fighting in that country and an agreement on a neutral Laos, to which the government of the three contending forces subscribed. Soviet leaders said that the Laos solution should serve as an example for the settlement of other East-West points of conflict, but the Western view is

that the Laos agreement has yet to demonstrate either its efficacy or applicability in other situations.

Throughout the lull which preceded the Cuba crisis, there was speculation that the Russians were contemplating a major initiative in one of the obvious areas of potential conflict, such as Berlin or South Vietnam. It was widely believed that a number of setbacks on the international as well as on the domestic and bloc scenes might either impel the Russians toward some new adventure or cause them to reappraise both their foreign and domestic policies.

Undoubtedly one of the factors bearing on Soviet policies and actions was the growing rift in relations between the Soviet Union and Communist China. A steadily-mounting crescendo of criticism of each others' policies and methods, with the pretense growing progressively thinner that Albania and Yugoslavia were the real objects of attack, marked the latter half of the year. Sino-Soviet differences were intensified by the growing *rapprochement* between the Soviet Union and Yugoslavia, the major heretic as far as China is concerned, by the Soviet handling of the Cuba crisis, and by the Chinese attack on India, a leading member of the non-aligned group of countries, whose goodwill the Soviet Union has been trying so assiduously to cultivate. Attempts by Moscow to line up support for its policies among Communist parties both within and without the Sino-Soviet bloc against the challenge from Peking have clearly been a major preoccupation of the Soviet leaders and contributed to the lull in East-West relations following the Cuba crisis. At year's end, the rift between Moscow and Peking seemed wider than ever, though most Western observers did not think that a definitive break was likely as it would not seem to serve the interests of either disputant.

Continuing preoccupation with domestic problems, including the stagnation in agriculture, insufficient investment funds and inadequate progress in some key sectors of industry, may also have kept the attention of the leaders of the U.S.S.R. and their European allies diverted from East-West problems. Their concern, on both political and economic grounds, with the growing economic and political integration of Western Europe became strongly articulate for the first time in 1962 and was a contributory factor in their attempts to accelerate the integration of their own economies through the Council for Mutual Economic Assistance.

Within the group of non-aligned countries and within the United Nations, two important forums for the competition between East and West, Soviet views and influence have made little headway this past year and have suffered some reverses. A marked decline in new Soviet loans to under-developed countries may be the result of a Soviet reappraisal of the political value of such assistance, of Soviet difficulties in supplying aid and of the recipients in utilizing existing credits, or of the growing reluctance of recipients to tie themselves too closely to the Soviet bloc. Within the United Nations, the Soviet bloc paid only lip service to its earlier bid for the "troika", or three-headed Secretary-Generalship, concentrated instead on increasing its representation in the Secretariat, and joined in the general support for the appointment of U Thant for a full term as Secretary-General.

The year 1962 saw little improvement in Soviet domestic affairs, a decline in Soviet international prestige, a major set-back over the Cuba adventure and a growing rivalry within the Sino-Soviet bloc. The more realistic Communist leaders seem to have acquired a livelier appreciation of the limitations on Communist activity in promoting their objectives

given the hard facts of the thermonuclear age. The Cuba crisis, for example, did bring both sides to the dispute to a clearer realization of the perils of a local dispute escalating into thermonuclear war. It would be premature, however, to assume that this realization is likely to lead in 1963 to a genuine accommodation based on mutual concession and compromise as long as the Communist leaders continue to express their confidence in the eventual world-wide triumph of Communism.

II

CANADA AND THE UNITED NATIONS

The year 1962 had its share of international crises, and they found reflection in the United Nations, either in debates on actual issues or in the political atmosphere surrounding those debates. The organization, frequently acting through its Secretary-General, on several important occasions was instrumental in arranging the negotiations which served to head off by a narrow margin any serious resort to military force. At the seventeenth session, therefore, the Secretary of State for External Affairs, referring particularly to the negotiated solutions in Laos and West New Guinea, emphasized that members should take encouragement from such progress as had been made toward peace, however gradual, and should maintain a steady United Nations course in that direction, confident that the organization could control the undercurrents of danger in the world.

At the resumed sixteenth session, meeting first in January and later in June, satisfactory arrangements were made for terminating the trusteeship agreement for the territory of Ruanda-Urundi. The United Nations was able to assist the inhabitants and the administering power, Belgium, in paving the way for the emergence of two new states, Burundi and Rwanda, which subsequently became members of the organization. The negotiated settlement for Algeria, a notable achievement by France and the Algerian leaders, removed another source of sharp friction within the United Nations and led to the admission of Algeria. Other new states which attained independence and which were admitted during 1963 were Jamaica, Trinidad and Tobago, and Uganda. Canada warmly welcomed the admission of these new Commonwealth members.

To these achievements was added the modest progress made in the Eighteen-Nation Disarmament Committee in Geneva on narrowing the differences between the Western and Communist positions. The continued testing of nuclear weapons served to concentrate attention, both in that Committee and in the General Assembly, on the need for an international agreement banning all nuclear-weapons test explosions.

Before the end of the session, United Nations members were rudely shocked by the Chinese attack on India's northern frontiers. This outbreak of fighting was particularly disturbing to non-aligned states who had come to regard Chinese-Indian relations as a practical demonstration of the Bandung doctrine of peaceful co-existence. Perhaps as a consequence, there was noticeably less interest than in earlier years at the General Assembly in changing the representation of China and a resolution to that effect again failed of adoption.

During the seventeenth session, the Security Council of the United Nations was from the outset seized of the Cuban crisis, in which the United States and the Soviet Union were in sharp confrontation. For the period during which tension was at a peak, the regular work of the Assembly was disrupted, though not suspended. In the end, the speed with which agreement was reached on the removal of Soviet offensive weapons from Cuba

and the consequent resumption of intensive discussions between the two great powers had a beneficial effect on the Assembly atmosphere. The part played by the Acting Secretary-General in stimulating and assisting the negotiations on which the settlement was finally based enhanced the prestige of the United Nations and encouraged the appointment of U Thant for a five-year term, dated from November 3, 1961. Under his steady hand, the organization can be expected to maintain the stability needed to face the complications of current international developments.

It was encouraging in this regard that, for the first time in recent years, the Assembly was able to complete its lengthy agenda without resorting to a resumed session. The questions before the session were no less important than those encountered at earlier sessions, but most delegations approached them in a realistic and constructive spirit. The Canadian Delegation, frequently working with a broadly representative group of delegations, maintained steady and active pressure throughout the session to bring about moderate and practicable solutions.

United Nations Financing

During 1962, and especially at the General Assembly, the problems of financing peace-keeping operations continued to be acute. While the proceeds from the United Nations bond issue, amounting to about \$121 million, had provided temporary alleviation, the prolonged and heavy financial burden in the Congo seriously undermined the organization's material resources and its capacity to act effectively in the field of peace-keeping and in other areas of activity. As in recent years, Canada pressed vigorously for a comprehensive consideration of these grave problems of financing. The aim continued to be to protect the principle of collective responsibility while safeguarding the special position of the developing countries with low capacity to pay. It was hoped, as well, to exert pressure on the wealthier countries, notably the Soviet Union and France, which had not paid their assessed share of the peace-keeping costs.

To some extent, efforts in the past have been frustrated not only by deliberate obstruction on the part of members opposed to the United Nations peace-keeping operations but also by questions raised about the legal validity of the financial assessments apportioned by the General Assembly. To deal with the legal arguments, Canada and like-minded members had pressed in 1961 for an advisory opinion from the International Court of Justice, and, at its sixteenth session, the Assembly requested the Court's opinion on whether the peace-keeping costs for UNEF and ONUC should be treated as legal expenses of the organization within the meaning of Article 17 of the Charter. Canada participated in legal proceedings before the International Court, whose majority opinion of July 20, 1962, confirmed the affirmative view. Accordingly, at the seventeenth session, Canada and 19 co-sponsors successfully introduced a resolution whereby the Assembly accepted the opinion of the Court. A complementary resolution called for the re-establishment of a Working Group, augmented to 21 members, to resume the examination begun in 1961 to find an acceptable method for financing peace-keeping operations. Canada continues to serve on the Working Group (which began its meetings on January 29, 1963). It is intended to prepare the ground for a special session of the General Assembly scheduled to meet prior to June 30, 1963, for the purpose of considering the financial situation of the United Nations. By that time, at the present rate of expenditure, the organization's funds will be virtually exhausted, a fact which underlines the importance of the current proceed-

ings on financial questions. In accepting his new appointment, U Thant emphasized that seriousness of these budgetary matters and appealed to all members to assist in reaching a solution.

Peace-keeping Operations

During 1962, Canada continued its participation in various peace-keeping operations of the United Nations. For more than a dozen years, Canadian military observers have served in Kashmir and the Middle East. In the latter region, Canada provides 17 of the 100 officers of the United Nations Truce Supervision Organization, which serves on Israel's borders with the surrounding Arab states. Late in 1962, Canada also provided, on a temporary basis, a small military survey team, to establish the location of a section of the armistice demarcation line between Syria and Israel. In the Gaza Strip and in Sinai, military personnel numbering about 900 form the Canadian contingent with UNEF, while 300 more are serving in the Congo with the United Nations military force. The Canadian contingent continues to be the second largest in UNEF; Canadians in the Congo are largely responsible for communications in the United Nations Force. A Royal Canadian Air Force component also operates an airlift between Pisa and Leopoldville on behalf of the United Nations. In New York, Canada serves on the Secretary-General's Advisory Committees, one for UNEF and the other for the Congo.

As part of the agreement on West New Guinea, the United Nations established a Temporary Executive Authority to administer the territory during the period from October 1, 1962, to May 1, 1963. In response to a request from the Acting Secretary-General, Canada agreed to provide from the RCAF one senior air adviser and two amphibious "Otter" aircraft with air and maintenance crews.

Palestine Refugees

Closely linked with peace-keeping activities in the Middle East are the operations of the United Nations Relief and Works Agency for Palestine Refugees (UNRWA). At the seventeenth session Canada supported the resolution providing for a two-year extension of the mandate of UNRWA, and for continuation of the efforts of the Palestine Conciliation Commission to find a way to progress towards solution of the refugee problem. At the UNRWA pledging conference, Canada undertook, subject to Parliamentary approval, to make the same contribution as for 1962 to the Agency's 1963 budget—\$500,000 in cash and an equal amount in wheat flour. During the year, UNRWA brought into use two vocational-training schools, located at Sibliin in Lebanon and at Homs in Syria, which were built with the proceeds from a special donation of \$1-million worth of flour made by the Canadian Government in 1960 in recognition of World Refugee Year, supplemented by contributions from Canadian voluntary organizations.

Effects of Atomic Radiation

At the seventeenth session, the Assembly considered the second comprehensive report by the United Nations Scientific Committee on the Effects of Atomic Radiation, and a progress report prepared by the World Meteorological Organization on the action taken to implement the Assembly's request for a report on the feasibility of establishing a world-

wide scheme of monitoring and reporting on levels of radioactivity in the atmosphere. Canada has been a member of UNSCEAR since 1955 and, at the sixteenth session, took the lead in promoting the resolution calling for the WMO study. At the recent Assembly session, the Canadian Delegation continued efforts to stimulate international attention on the hazards to health resulting from increased radioactivity. A Canadian resolution, co-sponsored by 42 other members, was successfully introduced in the Assembly and adopted by an overwhelming majority. In effect, this resolution recommends that WMO complete its consultations about the reporting scheme with a view to implementing it at the earliest possible date. At the same time, UNSCEAR, which met early in January 1963, was urged to intensify its studies of the effects of radiation. These international efforts at the United Nations reflect the widespread concern in all parts of the world about this problem.

Peaceful Uses of Outer Space

The General Assembly sought to consolidate the modest progress achieved during 1962 by the United Nations Committee on the Peaceful Uses of Outer Space. The United States and the Soviet Union reached agreement on a resolution, co-sponsored by Canada, which the Assembly adopted unanimously on December 14. Noting with regret that the Outer Space Committee had not yet made recommendations on legal questions, the Assembly called on member states to co-operate in the further development of law for outer space. Stressing the urgency of the need to continue the legal work, the Assembly referred to the Outer Space Committee all proposals which had been submitted by member states and which dealt with such matters as basic principles governing the activities of states in the exploration and use of outer space, a draft international agreement on the rescue of astronauts and spaceships making emergency landings, a draft proposal on assistance to and return of space vehicles and personnel, a draft proposal on liability for space-vehicle accidents, and a draft code for international co-operation in the peaceful uses of outer space.

On the technical side, the Assembly endorsed the recommendations by the Outer Space Committee concerning the exchange of information and urged all member states and appropriate Specialized Agencies to give wholehearted and effective support to the international programmes mentioned in the Committee's report. The resolution also endorsed the basic principles suggested by the Committee for the operation under United Nations sponsorship of sounding-rocket facilities on the geomagnetic equator. In separate sections, the resolution dealt with outer-space programmes of the World Meteorological Organization and the International Telecommunication Union, which are co-operating with the Committee on the Peaceful Uses of Outer Space. The Committee is expected to resume its sessions by the middle of 1963.

Colonialism

In view of the enlarged membership of the United Nations, colonial issues are a matter of major interest to a large majority of members. A most important debate in this regard related to the report of the Special Committee of Seventeen, established at the sixteenth session to watch over the implementation of the Declaration on Colonialism, which the Assembly adopted in 1960. The Special Committee's attention has been concentrated

on territories in Africa which have yet to attain independence. An important and contentious issue in 1962 was a proposal to establish a fixed date for the final independence of the remaining non-self-governing territories. This arbitrary and unrealistic approach to the delicate problems of evolving viable independence was not generally accepted in the Assembly, with the result that the appropriate clause of the resolution failed to be adopted for want of two-thirds support. In giving Canadian views on the work of the Special Committee, the Canadian representative urged in the General Assembly that the colonial declaration, as well as similar provisions in the Charter and in the Declaration of Human Rights, should be universal in their application. He pointedly drew attention to the existence of Soviet imperialism and to the need to apply the appropriate United Nations principles to subject peoples under Soviet domination. Before and during the seventeenth session, Canada canvassed the views of a broadly representative group of governments to determine their attitude toward Soviet imperialism. This survey revealed that, though many members recognized the hypocrisy of the Soviet Union's criticism of Western powers, there was insufficient support for the adoption of formal proposals specifically relating to the unsatisfactory conditions within the Soviet Union. Nevertheless, in concord with Canadian efforts, a number of important statements were made in the Assembly rejecting false Soviet claims and criticisms, and calling on the U.S.S.R. to extend those rights it claimed for others to people under its control.

Human Rights and Social Questions

To demonstrate its active interest in questions of human rights, Canada with 12 other countries co-sponsored an Assembly resolution asking the Commission on Human Rights to prepare plans for commemorating in 1963 the fifteenth anniversary of the Universal Declaration of Human Rights. Canada is now a member of the Commission on Human Rights for a three-year term beginning January 1, 1963, and was appointed to serve on the special committee on arrangements for commemorating the fifteenth anniversary of the Universal Declaration.

Consistent with its past support for programmes of refugee assistance, Canada engaged in 1962 in intensive consultations leading to a proposal to extend the mandate of the United Nations High Commissioner for Refugees for a further period of five years. This Canadian initiative was well received by the General Assembly and the resolution was adopted unanimously. The Canadian hope is that, fortified by this renewed expression of confidence, the High Commissioner will continue his energetic pursuit of practical solutions of the continuing refugee problems in many parts of the world.

Development of International Law

At the seventeenth session, the Sixth (Legal) Committee of the Assembly dealt with the principles of international law concerning friendly relations and co-operation among states. Well in advance of the session, Canada took steps in consultation with several other governments to develop proposals for enabling the United Nations to make a greater contribution to the progressive development of international law. During the appropriate debate, Canada introduced a resolution calling for an affirmation of the rule of law and of the United Nations Charter, as the

fundamental statement of principles underlying friendly relations. It also called for a study of two areas of law which require clarification and development: the principle of respect for the territorial integrity and political independence of states, and the obligation to settle disputes by peaceful means. Other resolutions were introduced calling for a declaration of principles that should govern friendly relations and, after protracted negotiation, a compromise resolution was adopted unanimously, offering hope that the Assembly would be able to play a more constructive and active role in the future development and codification of international law.

International Co-operation Year

One of the last acts of the Assembly at the seventeenth session was to adopt unanimously a resolution co-sponsored by India, Canada and 18 other states establishing a Preparatory Committee of up to 12 members to study the desirability of declaring 1965, the twentieth anniversary of the United Nations, a Year of International Co-operation. The Committee will also consider various possibilities for a programme of international co-operation involving member states, the Specialized Agencies and non-governmental organizations.

By the end of the seventeenth session, the United Nations had firmly reasserted its claim to be the only existing instrument with the capacity for international co-operation and conciliation on a world-wide scale. Even in the face of long-standing limitations and difficulties of a temporary but formidable nature, the organization once more proved its worth as a means of assisting member states to find the path toward peaceful solution. On the whole, members showed a preference for restraint, patience and the pursuit of constructive ends. As the year 1962 drew to a close, the United Nations found itself in a position of enhanced prestige and authority increasing the confidence of member states about the future of the organization.

A detailed account appears elsewhere in this report of United Nations action in the field of disarmament and nuclear testing, of the organization's interest in the economic development of the developing countries and of the less-advanced areas of the world, as well as of its concern over developments in Africa, more particularly in the Congo.

III

DISARMAMENT AND NUCLEAR TESTS

Canadian efforts in the field of disarmament were concentrated during 1962 on the multilateral negotiations which resumed in Geneva for the first time since the breakdown of the Ten-Nation Committee in June 1960. The new body established for this purpose, the Eighteen-Nation Disarmament Committee, met throughout the year. Although no final agreements were reached, the Committee succeeded in identifying areas of common ground between the Soviet and Western positions, and in clarifying major points of difference, to a greater extent than had been possible in earlier disarmament negotiations. In a General Assembly resolution of November 21 which took note of developments in the negotiations, the Committee was called upon to continue its work "in a spirit of constructive compromise until agreement has been reached".

After the breakdown in January of the negotiations between the United States, Britain and the U.S.S.R. on the cessation of nuclear-weapons tests, it was agreed that discussion of this subject should be resumed in the Eighteen-Nation Committee, both in a Sub-Committee comprising the three major nuclear powers and in plenary sessions. Several compromise proposals were advanced during the negotiations, notably by the eight neutral members of the Committee in a joint memorandum submitted in April. Although agreement was not reached by the end of the year, an exchange of correspondence between President Kennedy and Premier Khrushchov, initiated in late December, held out increased hope of concluding a treaty in the new year.

Disarmament

I. Conference of the Eighteen-Nation Disarmament Committee

Procedural Arrangements:

The decision in late 1961 to resume disarmament negotiations in a new forum was unanimously endorsed by the United Nations General Assembly on December 5, 1961. The Committee was to be composed of the members of the Ten-Nation Committee (Britain, Bulgaria, Canada, Czechoslovakia, France, Italy, Poland, Roumania, the U.S.S.R. and the United States) and eight non-aligned states chosen on a basis of broad geographical representation (Brazil, Burma, Ethiopia, India, Mexico, Nigeria, Sweden, and the United Arab Republic). However, in the event, France did not take part in the conference. The Eighteen-Nation Committee held three sessions during the year: from March 14 to June 15, from July 16 to September 8, and (after a recess during the General Assembly debate on disarmament) from November 26 to December 21. Interim reports to the United Nations were issued on May 31, September 8 and December 10.

At the outset of the negotiations, it was agreed that the U.S.S.R. and the United States would act as co-chairmen of the conference, meeting informally as need arose to discuss the agenda and to seek to reconcile differences in their respective positions. It was also agreed that plenary sessions of the Committee would be devoted to negotiations on general and complete disarmament, and that, concurrently, a Committee of the Whole would consider various "collateral" measures aimed at lessening international tension, increasing confidence among states, and facilitating general and complete disarmament.

Plenary Sessions:

The opening meetings of the Eighteen-Nation Committee were attended by foreign ministers, who were able both to give an initial impetus to the work of the conference and to hold private conversations with a view to advancing the negotiations.

In his initial statement to the conference on March 19, the Secretary of State for External Affairs, Mr. Howard Green, outlined the basic Canadian approach to the negotiations by suggesting that the Committee should focus attention on measures where common elements in the proposals of the two sides would permit rapid progress towards agreement. He also emphasized the fact that, in addition to pursuing the objective of narrowing differences on these subjects, the Committee could play a significant role in further clarifying issues on which the positions of the two sides would require detailed examination, for example, the question of inspection and control. In this context, he underlined the importance of determining "exactly the position taken by the two sides", and he recommended that a method of "careful painstaking examination rather than abstract debate" should be followed.

Subsequent plenary meetings during this period were devoted to a comparative analysis of the United States and Soviet disarmament programmes and an attempt to draw up initial agreements on the language of a draft treaty. A considerable measure of agreement was reached on the preamble to a draft treaty, and to a lesser extent, on introductory articles dealing with general requirements for the elimination of armed forces and armaments, control and verification, and the maintenance of international peace and security.

When the Committee reconvened in July after its first recess, certain delegations were again represented at the outset by ministers who had been present for the concluding session of the Laos conference.

Speaking to the Committee on July 24, Mr. Green reviewed the work of the conference to date and paid tribute to the work of the eight non-aligned members of the Committee, particularly in their effort to achieve a nuclear-test ban, and stated that they had a "vital and unique role to play in helping to bring about agreement".

In the ensuing plenary sessions, a more detailed examination was given to Western and Soviet proposals for specific measures to be embodied in a disarmament programme. For the most part, the Committee's attention was devoted to basic obligations with regard to the first stage of disarmament, and measures in regard to "nuclear-weapons vehicles" and conventional armaments.

Committee of the Whole:

Up to the first recess in July, the Committee of the Whole held a number of meetings to consider various "collateral measures" designed to reduce international tension and increase confidence among states.

Among the questions raised initially in the Committee of the Whole was a proposal by Canada to prohibit the orbiting or stationing in outer space of mass-destruction weapons, and to provide for advance notification of launchings of space vehicles and missiles. A draft declaration setting forth these two requirements was submitted on March 27 by Mr. Green. Although the Canadian proposal was supported by certain delegations during the subsequent discussions, the co-chairmen were unable to reach agreement on its inclusion among the items to be given priority consideration.

The first question agreed on for consideration by the Committee was the "prohibition of propaganda for war". On May 25, unanimous agreement was reached on a draft declaration on this subject, but when the draft was put to the plenary session for formal approval four days later, the Soviet Union reversed its position and refused to endorse it unless a number of new amendments were included which completely altered the sense of the accepted draft declaration. Since these amendments were unacceptable to several delegations, no final agreement was reached and further discussion of the subject was postponed.

By agreement between the co-chairmen, concurrent consideration was also to be given in the Committee of the Whole to measures to prevent the further dissemination of nuclear weapons, and to arrangements for reducing the risk of war by accident, miscalculation or failure of communications. Although these subjects were dealt with briefly in the Committee and in plenary, as well as in private discussions between the co-chairmen, no substantive examination of relevant proposals was undertaken. However, on December 12, the United States delegation tabled in plenary a detailed paper concerning the reduction of the risk of war by accident.

2. Disarmament at the United Nations

Early in 1962 the Secretary-General of the United Nations sent out enquiries pursuant to two resolutions adopted at the sixteenth session of the General Assembly. In reply to the first, "concerning the possibility of convening a special conference for signing a Convention on the Prohibition of the Use of Nuclear and Thermonuclear Weapons for War Purposes", Canada stated that "the only effective way to ensure that nuclear weapons will never be used is through agreement on a comprehensive and carefully verified system of disarmament which would deal with all aspects of the problem of nuclear weapons". The important question of nuclear disarmament should be given full consideration in the Eighteen-Nation Disarmament Committee, and Canada considered, therefore, that it would not be desirable, under the circumstances, to convene a special conference that might detract from, rather than further, these negotiations.

Replying to the second enquiry, regarding the conditions "under which countries not possessing nuclear weapons might be willing to enter into specific undertakings to refrain from manufacturing or otherwise acquiring such weapons and to refuse to receive in future nuclear weapons in their territories on behalf of any other country", the Canadian Government reiterated its support for measures "to prohibit altogether the wider spread of nuclear weapons". Every effort should therefore be made to conclude "a safeguarded international agreement, binding on the powers which possess nuclear weapons as well as those which do not" which would give permanent assurance that the further dissemination of such weapons would be effectively prevented.

Seventeenth Session of the General Assembly:

When the seventeenth session of the United Nations General Assembly opened in September 1962, disarmament discussions moved from Geneva to New York.

Speaking on September 25 in the general debate, Mr. Howard Green emphasized the importance of proceeding on a realistic basis to reach agreed arrangements for disarmament. Referring to the work of the Eighteen-Nation Committee, he noted that, for the first time, the United States and the Soviet Union had put forward "comprehensive treaty proposals", stressed the value of the arrangement whereby those two powers had been named permanent co-chairmen of the conference, and praised the "impartial and constructive approach" of the eight non-aligned members who had "made a magnificent contribution at that conference".

On November 21, a resolution on general and complete disarmament was adopted by a vote of 84 in favour (Canada) to none against, with one abstention. This resolution reaffirmed the need to reach agreement "at the earliest possible date" on general disarmament with effective controls, and called on the Eighteen-Nation Committee to resume negotiations to this end "in a spirit of constructive compromise", and requested the Committee to report periodically to the General Assembly and in any case not later than the second week in April 1963. In addition, the resolution requested that urgent attention be given "to various collateral measures intended to decrease tension and to facilitate general and complete disarmament".

During the disarmament debate in the First Committee, two proposals relating to nuclear weapons were also discussed. First, the question of convening a conference to sign a convention prohibiting the use of nuclear and thermonuclear weapons was again raised by a number of delegations. In Resolution 1801 (XVII) of December 18, the General Assembly requested the Secretary-General to consult further with member states concerning the possibility of convening such a conference and to report on the results of his consultations to the eighteenth session. Second, Brazil and three other Latin American countries tabled a draft resolution proposing that the states concerned undertake negotiations aimed at concluding arrangements whereby "the territory of Latin America" would be considered a "denuclearized zone". In the event, however, the co-sponsors of this proposal decided not to put it to a vote at the seventeenth session.

Cessation of Nuclear Weapons Tests

Negotiations between the Soviet Union, Britain and the United States on the cessation of nuclear-weapons tests, which had resumed in November 1961 after a two-month suspension, came to an end in January 1962. When the Eighteen-Nation Committee began work in March, it was agreed, as noted above, that discussions of this subject should be conducted in a tripartite Sub-Committee and, as appropriate, in plenary sessions.

1. Discussions in the Eighteen-Nation Committee

At the commencement of the negotiations, the Soviet Union continued to maintain its earlier position that nuclear testing should be halted in outer space, under water and in the atmosphere, with control to be exercised by national means of identification and detection, and that underground testing should also be suspended until an acceptable verification

system could be worked out as part of a programme of general disarmament. The United States and Britain rejected the Soviet proposal on the ground that it did not contain any provision for adequate international control.

In his opening statement to the Eighteen-Nation Committee, the Secretary of State for External Affairs expressed deep regret that the Soviet Union had renounced its voluntary abstention from nuclear testing. He noted that all states, including the nuclear powers themselves, had stated their desire to end nuclear tests, but that final agreement had so far proved impossible owing to differences over inspection. He called on the powers concerned to make the further effort required to break the existing deadlock, and emphasized that the prospects of the conference as a whole would be seriously threatened in the absence of agreement.

After a month of negotiations during which no agreement had been reached, the eight non-aligned members of the Committee brought forward on April 16 a number of compromise suggestions for verifying compliance with a test-ban agreement. These proposals had three basic elements:

- (1) A detection system based on existing national observation posts, with new stations where necessary;
- (2) an international scientific commission to process the data yielded by national detection stations;
- (3) acceptance by the parties to the agreement of an obligation to provide adequate assurances that a "suspicious" event on their territory was not a nuclear explosion, including the possibility of inviting the international commission to conduct "on-site" inspections.

The three nuclear powers accepted these proposals as a basis for further negotiations, but because of differences in their interpretation concerning key passages no substantial progress was made. On April 24 the United States resumed nuclear testing in the atmosphere and later in the summer the Soviet Union also commenced another series of tests.

At the outset of the second round of negotiations in mid-July, the attention of the Committee was again centered on the question of nuclear-weapons tests. During the summer, new technical data were made public by the United States and Britain, on the basis of which they put forward two alternative proposals, one calling for a comprehensive test-ban treaty with adequate international inspection and the other proposing a limited arrangement involving only national detection systems which would prohibit all but underground tests. In reply, the Soviet Union reiterated its position that all tests should be stopped and that existing national detection stations would be adequate to verify that such an agreement was being observed.

With the commencement of the seventeenth session of the General Assembly, the main centre of discussion of the nuclear-test problem shifted to New York (*see below*), although the tripartite Sub-Committee also continued to meet in Geneva.

When the Eighteen-Nation Committee resumed work in Geneva on November 26, attention was again concentrated on the problem of nuclear tests, in accordance with a resolution on this subject which had been adopted by the General Assembly. During this period, further compromise suggestions were put forward by the non-aligned members of the Com-

mittee. These suggestions, which were based on the joint memorandum of April 16 and the terms of the Assembly resolution, advocated the early establishment of a scientific commission to supervise a temporary arrangement halting underground tests until agreement could be reached on a permanent treaty ending tests in all environments. However, the Soviet Union gave no indication of a willingness to accept such an interim arrangement.

In mid-December, the Soviet Union indicated that it was prepared to accept the establishment on its territory of three automatic seismic-detection stations, in accordance with a proposal discussed earlier by the 1962 "Pugwash" Conference of Scientists on World Affairs. The United States and Britain agreed that such stations could usefully supplement information received from national stations, but rejected the Soviet view that their introduction would make it possible to dispense with "on-site" inspection. The Committee reported to the United Nations on December 7 that it had not proved possible to reach agreement up to that time but that negotiations would continue.

2. Discussions at the United Nations

Opposition to further nuclear testing was emphasized by a number of delegations from the outset of the seventeenth session of the General Assembly. Speaking in the First Committee on this subject, the Canadian representative stressed the fact that the Soviet Union and the Western powers had come very close to agreement. He pointed out that no test-ban treaty would fully meet the preoccupations of all states, and he called upon the nuclear powers to recognize the grave dangers to humanity which would result from continuing lack of agreement on this subject.

The widespread opposition to continued nuclear testing was reflected in two resolutions adopted by the General Assembly. The first resolution, sponsored by the United States and Britain, urged the Eighteen-Nation Committee to conclude a treaty which would permanently end all nuclear tests under effective international control, and requested the negotiating powers to reach early agreement on such a treaty. This resolution was adopted by a vote of 55 in favour (Canada) to ten opposed, with 40 abstentions. The resolution, to which the Canadian Delegation submitted a series of amendments, urged the powers concerned to reach agreement on the cessation of nuclear testing by January 1, 1963, and recommended, if full agreement could not be reached by that time, that testing in the atmosphere, in outer space and under water should be stopped immediately, together with a temporary suspension of underground tests with provision for verification by an international scientific commission. It also requested the Eighteen-Nation Committee to report to the General Assembly by December 10 on the results achieved in its further negotiations. This resolution was adopted by a vote of 75 in favour (Canada), none opposed, with 21 abstentions (including the United States, the Soviet Union, Britain and France).

3. Bilateral U.S.-Soviet Negotiations

At the end of the year, an exchange of letters between President Kennedy and Premier Khrushchov gave renewed promise of an agreement to end all nuclear tests. The Soviet Premier stated that, though he still

believed national detection stations to be adequate for the verification of a test-ban agreement, he was prepared to agree to two or three "on-site" inspections as a concession to United States views. President Kennedy replied on December 28 that he had been encouraged by Premier Khrushchov's willingness to accept the principle of "on-site" inspection, but that he did not consider the number proposed by the Soviet leader to be sufficient. He also suggested that the Soviet proposals for automatic seismic stations were not sufficiently far-reaching. He stated, however, that he did not consider these problems to be insoluble, and suggested that Soviet and United States representatives might meet to pursue the discussions. This suggestion was accepted by Premier Khrushchov and further negotiations commenced in January 1963.

IV

AFRICA

During 1962, events in Africa continued to occupy the attention of the world. Efforts were made throughout the year to bring about the reunification of the Congo. A critical phase was reached at the end of the year. Four more African countries—Algeria, Rwanda, Burundi and Uganda—became independent and were admitted to the United Nations. At the United Nations the African members played a prominent part in the discussion in the Assembly of colonial issues which centred on African questions. The Special Committee on the Implementation of the Colonial Declaration also devoted itself almost entirely to African affairs.

During the year Canada extended its diplomatic representation in Africa. Two new missions were opened, an Embassy in Yaoundé, Cameroun, and a High Commissioner's Office in Dar-es-Salaam, Tanganyika. In addition, diplomatic relations were established with the following states, by extended accreditation from existing Canadian missions: Guinea, Ivory Coast, Upper Volta, Togo, Dahomey, Niger, Senegal, Gabon, Congo (Brazzaville), Chad, the Central African Republic, Morocco, and Uganda. In the Congo (Leopoldville) an Embassy was established under a chargé d'affaires, in place of the former Consulate General.

Distinguished visitors to Canada from African countries included the Minister of State of Morocco, the Foreign Minister of Dahomey, leading a special goodwill mission, the Minister of Agriculture of Niger, the Foreign Minister of Nigeria, and the Prime Minister of the Eastern Region of Nigeria.

The Congo

At the beginning of the year there was some hope that 1962 would see the end of the Congo crisis. It soon became apparent, however, that, despite his signature on the Kitona Declaration recognizing the unity of the Congo, Mr. Tshombe had not completely abandoned his separatist ambitions. Despite lengthy negotiations in Leopoldville in March and April and again in May and June, Prime Minister Adoula and Mr. Tshombe failed to reach agreement on the terms under which Katanga would be reintegrated with the rest of the Congo. Following the suspension of these negotiations, the United Nations Acting Secretary-General addressed an appeal to all member states of the United Nations urging them to withhold material assistance to Katanga and to use their influence to achieve a reasonable and peaceful settlement in the Congo. He also pointed out that, if persuasion proved ineffective, it might be necessary to consider what measures could be taken to bring economic pressure on the Katangan authorities.

As a result of the failure to solve the Katanga problem, the Central Government of Prime Minister Adoula came under increasing pressure

from its political opponents in Parliament, while the United Nations was faced with serious financial difficulties brought on by the high cost of maintaining troops in the Congo and the continued defaulting in the payment of Congo assessments by a substantial number of member states.

In August the Acting Secretary-General put forward a plan for national reconciliation in the Congo which provided, amongst other things, for a new federal constitution, the sharing of Katanga's mining revenues with the Central Government, an amnesty for political offenders, and the unification of all Congolese forces. Canada, with most other members of the United Nations, supported this plan, which seemed to offer the best chance of reuniting the Congo by peaceful means. Although the plan was accepted in principle by Prime Minister Adoula and Mr. Tshombe, little was accomplished in the way of implementing it.

As the year drew to a close, the combination of financial difficulties and the possibility that some member states would be obliged to withdraw their troops from the United Nations Congo Force emphasized the urgent need to find a settlement.

On December 28 fighting broke out in Elisabethville when, after being fired upon repeatedly by units of the Katanga *gendarmarie*, United Nations troops took action to protect their security and freedom of movement. This operation was still under way at the end of the year.

Throughout the year Canadian policy was aimed at achieving as soon as possible a peaceful situation in the Congo that would enable the United Nations gradually to reduce its commitment there. Canada continued to maintain a contingent of over 300 communications troops, as well as a number of administrative and staff personnel, with the United Nations Force in the Congo.

Portuguese Territories in Africa

The resumed session of the sixteenth General Assembly, meeting in January 1962, passed a resolution, based on the report of the Special Committee on Angola, which recognized Angola as a non-self-governing territory, confirmed the right of the Angolan people to self-determination and independence, decided to continue the mandate of the Special Committee, asked member states to deny Portugal any support and assistance that might be used for the suppression of the people of Angola, and requested the Government of Portugal to report to the seventeenth session on action taken in implementation of the resolution.

The resolution [1742 (XVI)] was passed by 99 in favour (including Canada), to two against, with one abstention. Speaking in support of the resolution, the Canadian representative said that there should be broad agreement that self-determination was the goal of political development in Angola and that, while the means and timing of progress toward this goal was negotiable, its definition would not wait. During the year the Special Committee continued its investigation of Angola and the territory was also considered by the Seventeen-Member Committee on Colonialism. The latter recommended to the Assembly a draft resolution on Angola, which was submitted at the end of the seventeenth session with little change. While the resolution recommended measures that had in the past been supported by nearly all members of the United Nations, it also referred to the possibility of Portuguese expulsion and called on the Security Council to take appropriate measures, including sanctions, to

bring about Portugal's compliance with outstanding UN resolutions on Angola. Canada, with the majority of NATO countries, voted against this resolution, which was, however, passed on December 17 by 57 in favour to 14 against, with 18 abstentions.

A general resolution on the non-compliance of Portugal with Chapter XI of the Charter of the United Nations was also adopted by the General Assembly on December 14 by 82 in favour to 7 against, with 13 abstentions (including Canada). Canada was in agreement with the purpose of the resolution, which again urged Portugal to recognize the right of the peoples of its territories to self-determination and requested the Portuguese Government to set up freely-elected and representative political institutions in these territories. Canada, however, with the other members of NATO, could not accept clauses that would, in effect, place an embargo on all arms for Portugal, including those needed for its national defence.

South Africa

At the seventeenth session of the General Assembly a very strong resolution on *apartheid* was co-sponsored by 33 African and Asian delegations, which contained recommendations that each member should impose diplomatic and economic sanctions on South Africa to force its Government to abandon its racial policies, as well as a request that the Security Council should impose sanctions on South Africa and consider its expulsion from the United Nations. The resolution [1761 (XVII)] was passed in plenary on November 6, without an opportunity being granted for voting on separate paragraphs, by 67 votes in favour to 16 against (including Canada), with 23 abstentions.

The Canadian representative explained that, while Canada fully agreed with the aims of the resolution, his Delegation could not support the action proposed. He said that Canada was opposed to sanctions because of grave doubts regarding both the appropriateness of their use by the United Nations in a situation not involving external aggression or a question of peace or war and their potential effectiveness in causing South Africa to change its *apartheid* policies, as well as the belief that sanctions would hurt most the non-white population of South Africa. Canada was also opposed to expulsion, because the United Nations would have more opportunity to influence South Africa so long as it remained in the organization.

The Chairman and Vice-Chairman of the United Nations Special Committee on South West Africa visited the territory in May 1962, but any hope that their visit might improve relations between South Africa and the United Nations was destroyed by the controversy over the joint statement issued in Pretoria at the end of their visit. At its seventeenth session, the United Nations General Assembly adopted a resolution on December 14 by 98 votes in favour (including Canada), with one abstention (Portugal) that reaffirmed the right of the people of South West Africa to independence and national sovereignty, asked the Special Committee on the Implementation of the Colonial Declaration to take over tasks related to the United Nations responsibility for the territory which had been assigned to the Special Committee on South West Africa, and requested the Secretary-General to take steps to establish an effective United Nations presence in South West Africa.

V

INDOCHINA

Canada continued in 1962 to serve as a member, with India and Poland, of the three International Commissions for Supervision and Control in Cambodia, Laos and Vietnam. These Commissions had been set up as a result of the Geneva conference of 1954. The Commissions in Vietnam and Cambodia are still operating under the 1954 agreements. The Commission in Laos was provided with revised terms of reference by the Protocol to the Declaration on the Neutrality of Laos, which was signed at Geneva in July 1962. The total number of Canadian personnel serving with the three Commissions in 1962 was about 100, drawn from the Department of External Affairs and the armed services.

Cambodia

In Cambodia, where domestic tranquillity prevailed throughout the year, the Commission continued its activities on a limited scale; it was primarily concerned with frontier incidents on the Cambodian border with South Vietnam. These incidents led Prince Sihanouk to submit, in November, to the 13 other governments that were represented at the Geneva conference on Laos a draft international agreement, modelled on the agreement for Laos but departing from it in a number of respects. The draft protocol was designed to secure broad international support for Cambodia's sovereignty, independence, neutrality and territorial integrity and to make provision for action, if necessary, to ensure respect for these principles. It envisaged the continuation on a larger scale and with wider functions of the existing International Commission for Cambodia.

Laos

The international conference on the Laotian question, which had been meeting at Geneva since May 16, 1961, to work out an additional agreement for that country, concluded its work on July 23, 1962, with the signature of a Declaration on the Neutrality of Laos and a Protocol to the Declaration. Among the responsibilities entrusted to the Commission by this agreement was the supervision of the withdrawal from Laos of foreign military and para-military personnel, which was to be completed within 30 days after the Commission had notified the Royal Laotian Government of the presence of its teams at withdrawal points. Thereafter, the Commission was to supervise and control the cease-fire agreed on by the three political forces in Laos, to investigate, with the concurrence of and in full co-operation with the Royal Laotian Government, allegations of the introduction or the non-withdrawal of foreign military or para-military personnel, and to assist the Royal Laotian Government in cases where the latter might consider that war material had been illegally introduced.

Limited progress was made in the latter part of 1962 toward the implementation of the July 23 agreement. The cease-fire was generally maintained. Foreign military personnel to the number of 1109 (666 from the United States, 403 from the Philippines and 40 from North Vietnam) withdrew from Laos under the supervision and control of the Commission before October 7, 1962, the date by which all such personnel were to have been withdrawn. As the Commission reported to the co-chairmen of the Geneva conference on October 22, however, strong charges were subsequently made in the press and on the radio that thousands of foreign military personnel of various nationalities continued to be present in Laos in violation of the agreement. Limited local investigations into the validity of these charges were commenced by the Commission's teams, with the co-operation of the Laotian authorities, at the end of December.

Vietnam

For the Vietnam Commission, the most notable event of 1962 was the publication of a special report, signed on June 2 by the Indian and Canadian Commissioners with the Polish Commissioner dissenting. Essentially, the report concluded:

- (a) that "armed and unarmed personnel, arms, munitions and other supplies" had been sent from North Vietnam into South Vietnam "with the object of supporting, organizing and carrying out hostile activities, including armed attacks, directed against the armed forces and administration" of South Vietnam;
- (b) that the North Vietnamese authorities had allowed their zone to be used "for inciting, encouraging and supporting hostile activities" in the South aimed at "the overthrow of the administration" in South Vietnam;
- (c) that South Vietnam had received military aid from the United States in quantities that appeared to be in excess of those permitted by the Geneva agreement of 1954, and had made military arrangements with the United States that amounted to a factual—though not to a formal—military alliance.

The Commission's report made it clear that the increased military aid which South Vietnam had received since December 1961 was requested for the purpose of dealing effectively with subversion. It brought out the fact that the South Vietnamese Government had undertaken to end these extraordinary measures "as soon as the North Vietnamese authorities have ceased all acts of aggression and have begun to respect the Geneva agreements".

With a view to reducing tension and preserving peace in Vietnam, the Commission recommended to the co-chairmen that "remedial action be taken to ensure" that each party should respect the other's zone and undertake no action of a hostile nature against the other party, should strictly observe the provisions of the Geneva agreement relating to the introduction of war material and military personnel, should not enter into any military alliance or use its zone for the resumption of hostilities or to further an aggressive policy, and should co-operate with the International Commission.

Notwithstanding these recommendations, the situation remained troubled after the special report was published and guerilla warfare in South Vietnam continued unabated. A large number of complaints were received from both parties and considered by the Commission.

VI

DEFENCE QUESTIONS

NATO

Support for the North Atlantic Treaty Organization continued to be one of the cornerstones of Canadian foreign policy. The Canadian army brigade and air division were maintained in Europe and Canadian naval forces assigned to NATO under the Supreme Allied Commander Atlantic (SACLANT) were strengthened during 1962.

The regular spring meeting of NATO foreign ministers was held in Athens from May 4 to 6, and was attended by defence ministers, who also met separately on May 3. In their review of the international situation, the ministers reaffirmed that general and complete disarmament under effective control remained the best means of ensuring lasting peace and security throughout the world and they noted with satisfaction the position taken by the Western powers at the Geneva Disarmament Conference. The ministers also examined the Berlin question and took note of the most recent developments in the situation, including the fact that exploratory talks were taking place with the Soviet Union.

The Council discussed the progress in the development of the alliance's defence policy and in this respect welcomed confirmation by the United States that it would continue to make available the nuclear weapons necessary for NATO defence, concerting with its allies on basic plans and arrangements with regard to these weapons. In addition, during the meeting both the British and United States Governments gave firm assurances that their strategic forces would continue to provide defence against threats to the alliance beyond the capability of NATO committed forces. In order that all members might play their part in the formulation of NATO defence policy, it was decided to set up special procedures, to include all members of the alliance, to exchange information concerning the rôle of nuclear weapons in NATO defence. The Council noted the progress made during the last year in the defence effort of the alliance and, in particular, the quantitative and qualitative improvements made in forces of member countries assigned to or earmarked for NATO. In particular, the ministers noted with satisfaction the United States commitment of "Polaris" submarines to the defence of the NATO area. The Council also stated that it remained convinced that, if the alliance was to meet the threats to its forces, a balance between conventional and nuclear forces had to be the subject of continuous examination. At their separate meeting, the defence ministers made a number of recommendations for improving co-operation in sharing within the alliance the burden of research, development and production of military equipment.

The ministers gave special attention to the economic-development requirements of Greece and Turkey and agreed that governments in a position to assist these countries should urgently consider establishing in

an appropriate form consortia to co-ordinate the mobilization of resources needed to ensure the satisfactory economic development of Greece and Turkey. The ministers also agreed to establish a study group to consider further the special defence problems of Greece.

The annual ministerial meeting convened in Paris from December 13 to 15. Canada was again represented by the Secretary of State for External Affairs and the Minister of National Defence. The international situation was thoroughly reviewed in the aftermath of the recent Cuban crisis, and Canada took the occasion to express its support for the firm but restrained response of the United States to the Soviet threat in Cuba and to suggest that, in the light of the strengthened diplomatic position of the West after Cuba, it would be well to consider how best to use the increased confidence and solidarity to take advantage of any opportunities to reduce tension, to prepare for negotiations and, wherever possible, to take the initiative. The Council reaffirmed that general and complete disarmament under effective international control continued to be a question of major concern. It emphasized the importance of reaching an agreement that would, step by step, bring peace and security to the world. It expressed the hope that the Soviet attitude, which had so far frustrated concrete agreement on any of the key questions at issue, would change. With regard to Berlin, the NATO Council recalled and reaffirmed its determination to defend and maintain the freedom of West Berlin and its people. The ministers concluded that constant vigilance and unity of purpose in a spirit of interdependence, as well as readiness to examine any reasonable possibility of reducing international tension, must continue to guide the policy of the alliance.

In reviewing the NATO defence effort for the year, the ministers agreed that it was necessary to increase the effectiveness of conventional forces. They further agreed that adequate and balanced forces, both nuclear and conventional, were necessary to provide the alliance with the widest possible range of response to whatever threat might be directed against its security. It was recognized that a sustained effort would be required to improve conventional forces, and the ministers invited the Permanent Council to review procedures in order to secure a closer alignment between NATO military requirements and national-force plans, as well as an equitable sharing of the common defence burden. The ministers also noted, in accordance with the resolution adopted at the Athens meeting, that, in a spirit of solidarity and interdependence, measures had been decided on to assist Greece in solving the special defence problems with which it was confronted.

At the invitation of the Canadian Government, it was agreed to hold the annual spring ministerial meeting of the North Atlantic Council in Ottawa from May 21 to 23, 1963.

North American Defence

There were no new substantive agreements in the field of joint Canada-United States defence during 1962. The numerous co-operative arrangements which have developed over the past years continued to operate under the aegis of the various media of consultation on defence between the two governments.

VII

THE COMMONWEALTH

Membership

During the year, three newly-independent states—Jamaica, the unitary state of Trinidad and Tobago, and Uganda—became members of the Commonwealth, bringing its membership to 16. By the end of 1962, Canada had high commissioners accredited to all countries of the Commonwealth, including the three newly-admitted members.

Commonwealth Prime Ministers' Meeting

For the eleventh time since the close of the Second World War, the prime ministers of the Commonwealth met in London in September 1962. This was the first occasion on which Sierra Leone, Tanganyika, Jamaica and Trinidad and Tobago had been represented as independent countries at a Commonwealth meeting; the presence of their prime ministers, together representing 15,000,000 people who had achieved independence since the last Commonwealth meeting in 1961, was welcomed by other Commonwealth governments. The prime ministers were informed that Uganda, with a population of nearly 7,000,000, would attain independence in October 1962, and they agreed that Uganda should be admitted to Commonwealth membership after it achieved independence.

The Commonwealth leaders noted with satisfaction the great progress made toward the establishment of the Federation of Malaysia by August 31, 1963, a measure that would enable the state of Singapore, the territories of North Borneo and Sarawak, and possibly the state of Brunei, with a combined population of about 3,000,000, to attain independence as part of the enlarged federation. The prime ministers also agreed that Tanganyika should remain a Commonwealth member after its adoption of a republican form of constitution in December 1962.

In the course of their discussions, the prime ministers exchanged views on the political situation in various parts of the world. In particular, they took note of the proposals relating to the Congo put forward the previous month by the Acting Secretary-General of the United Nations, and expressed the hope that these would prove to be the basis for a speedy and constructive settlement. With respect to disarmament, after reaffirming the principles laid down in their statement on disarmament of March 17, 1961, the prime ministers agreed that the need for disarmament had been intensified by the steady development of ever more powerful weapons and expressed their conviction that the Eighteen-Nation Disarmament Committee at Geneva should continue its efforts toward a treaty for general and complete disarmament in accordance with these principles. The prime ministers noted that discussions on the cessation of nuclear weapons tests had been taking place in Geneva and expressed the hope

that these efforts would be successful in bringing into being an effective treaty to eradicate this source of fear and danger to mankind.

The communiqué issued at the close of the prime ministers' conference on September 19 stated in part:

The primary object of this meeting was, however, to review the progress made in the negotiations in Brussels about the conditions on which Britain might join the European Economic Community, and to examine the nature and prospects of safeguards for the trade of other Commonwealth countries. The greater part of the meeting has been devoted to the discussion of this complex question. Although this discussion has disclosed many differences of viewpoint and many uncertainties, all the exchanges have been conducted in the frank and friendly atmosphere which characterizes Commonwealth meetings. This has reaffirmed the common determination to strengthen the links between the countries of the Commonwealth.

Speaking on September 17 of the Canadian position toward Britain's entry into the EEC, Prime Minister Diefenbaker said: "The Canadian Government is not taking a position on whether or not the United Kingdom should enter the Common Market, because we respect the right of Britain to take this decision herself." He added that Canada's assessment was that "in the further negotiations planned to take place in Brussels in contemplation of entry by Britain into the Community, substantial further improvement will be needed in the terms of entry in the light of the undertakings that have been given regarding the safeguarding of Commonwealth interests".

Economic and Military Assistance

During the year, Canada's overseas economic aid for developing countries continued to be directed in the main to Commonwealth territories through the Colombo Plan, the Canada-West Indies Aid Programme and the Special Commonwealth African Aid Programme (SCAAP). Canada's total contribution under the Colombo Plan since its inception exceeds \$380 million. The aid to the West Indies is expected to reach some \$10 million over the period 1958-63, and Canada has pledged aid to Commonwealth countries in Africa through SCAAP to a total of \$10,500,000 for the period 1960-63. In 1962 Canada also extended technical assistance to British Guiana and British Honduras amounting to \$120,000.

Canada gave other forms of aid to Commonwealth countries during the year. The Canadian Armed Forces Training Team continued to help train officers and technicians of the Ghanaian armed forces. Three new instructor positions have been established, and the Canadian team in Ghana at the end of the year numbered about 30 officers and men. During 1962, Canada agreed to assist in the training of the Nigerian Navy. Nine army and six navy cadets from Nigeria are undergoing training in Canadian defence establishments. In 1962 it was also arranged that three officers from the Trinidad and Tobago Regiment would be trained in Canada in early 1963.

Educational Co-operation

At the Second Commonwealth Education Conference, held in New Delhi in January 1962, Canada was represented by a delegation composed of 15 representatives of provincial departments of education, uni-

versities, educational and professional associations, and departments of the Federal Government. The purposes of this conference were to examine in retrospect the general operation of the Commonwealth Education Programme inaugurated at the Oxford conference in July 1959, and to study aspects relating to its extension or modification.

Delegates participating at the New Delhi conference noted that an impressive start had been made on the Commonwealth Scholarship and Fellowship Plan, awards having been instituted by all the countries that had undertaken at Oxford to do so, and by some others. Moreover, it was considered likely that the original aim of 1,000 scholarships current at any one time would be achieved in the near future. (At the end of 1962 there were 219 Commonwealth students in Canada under this Plan and 84 Canadians were studying in other Commonwealth countries. It is expected that the announced Canadian target of 250 scholarships tenable at one time will be attained in the 1963-64 academic year). In the field of teacher training, delegates to the New Delhi conference noted that there had been rapid and substantial progress since the Oxford conference and that over 800 educational awards had been offered. However, the phenomenal rate of advance in developing Commonwealth countries offered room for improvement and means were discussed of attracting more teachers to serve in these areas. At the end of 1962, 119 Canadian teachers were serving under Canadian Government educational aid programmes in the less-developed countries of Southeast Asia, Africa and the Caribbean area.

It was generally agreed at New Delhi that, while programmes of assistance should normally be bilaterally implemented, there was a need for other Commonwealth machinery to supplement bilateral arrangements. It was unanimously agreed that the administrative machinery set up experimentally at Oxford in 1959, in the form of the Commonwealth Education Liaison Committee (CELC) and the Commonwealth Educational Liaison Unit (CELU), had served a useful purpose and should be continued. During the year Canada was invited to nominate the next director of the Commonwealth Education Liaison Unit, and chose Dr. F. K. Stewart, executive secretary of the Canadian Education Association, who will succeed the first and present director, Dr. V. S. Jha of India. Dr. Stewart is expected to take up his appointment in London in June 1963.

In looking to the future, those who attended the New Delhi conference considered that a periodic examination of Commonwealth educational co-operation would be of value. Accordingly, the invitation of the Canadian Government to convene a Third Commonwealth Education Conference in Canada was warmly received by all representatives. Subsequently it was decided that the third conference would be held in Ottawa late in the summer of 1964.

In addition to the Commonwealth Education Programme, the Association of Universities of the British Commonwealth (AUBC) makes a significant contribution to Commonwealth educational co-operation. This body, which includes almost all universities and university colleges in the Commonwealth, stimulates a liaison service between the faculties and administrators of its member universities. The AUBC, like the Canadian Universities Foundation and similar non-governmental organizations in other Commonwealth countries, plays a useful part in the implementation of the Commonwealth Scholarship and Fellowship Plan.

West Indies and British Guiana

A number of major political changes occurred in this area in 1962. The ten-island grouping known as The Federation of the West Indies was formally dissolved in May, after being in existence for just over four years. In August, both Jamaica and the unitary state of Trinidad and Tobago, the two largest and most populous territories in the former federation, became independent states and were admitted to Commonwealth and United Nations membership. Canada presented each of these new Caribbean states with an independence gift of \$10,000 for scholarships tenable at institutes of higher learning in Canada. The eight small islands (Barbados, St. Lucia, Grenada, St. Vincent, Dominica, St. Christopher-Nevis-Anguilla, Antigua, and Montserrat) of the former ten-island grouping undertook to form a new association under the leadership of Barbados, but, by the end of the year, plans had not been completed for the establishment of this smaller federation.

In British Guiana, the introduction of an austerity budget imposing increased taxes and a compulsory savings levy caused a general strike in February, during which some looting and burning of property took place in the capital city, Georgetown. These disturbances resulted in Premier Cheddi Jagan requesting Britain to send troops to the colony to maintain law and order. A commission of enquiry, composed of British, Ghanaian and Indian judges, looked into the causes of the February disturbances. Their report noted that, while racial tension and friction existed between the East Indian, African and European segments of the population, these were not responsible for the disturbances, which were acts of spontaneous combustion sparked, in part, by political rivalries and frustrated ambitions of political leaders. In October and November, a constitutional conference was held in London to set a date of independence for the colony of British Guiana. However, the leaders of the three political parties could not reconcile their differences on a number of points relating to the future constitution of an independent British Guiana, and the conference was adjourned *sine die*. Near the end of the year, Premier Jagan was attempting to form a coalition government composed of the two largest political parties in the territory.

Africa

In addition to the achievement of independence by Uganda, there was a further advance towards the goal of independence in nearly all the remaining British territories in Africa during 1962. Following a conference in London in April, a coalition government was formed in Kenya in which the two main parties, KANU and KADU, had equal representation, with the objective of drawing up a constitution on which final independence could be based. By the end of the year, however, agreement had not yet been reached between the major parties on the question of the division of power between the central and regional governments. In Zanzibar, the state of emergency was ended and further efforts were made to bring about a reconciliation between the rival political parties in order to achieve self-government.

The Federation of Rhodesia and Nyasaland was subject to considerable strain during the year. The Malawi Congress Party consolidated its power in Nyasaland, and it was agreed at a conference held in London in November that Nyasaland should achieve full internal self-government

in February 1963, when Dr. Banda would become Prime Minister. The British Government also announced in December its acceptance in principle of the right of Nyasaland to secede from the Federation. In Northern Rhodesia, elections held in November and December resulted in the formation of an African majority government by a coalition of the two African nationalist parties. Southern Rhodesia was the subject of intensive discussion at the United Nations throughout the year, both in the 17-Member Committee on Colonialism and in the General Assembly. In elections held in December, the United Federal Party, which had advocated a multi-racial solution to Southern Rhodesia's political problems with the repeal of any acts supporting racial discrimination and the gradual granting of political rights to Africans, was defeated by the Rhodesian Front Party, which favours the retention of white control.

In West Africa, self-government was granted to Gambia and study was begun on a form of association with Senegal. In the high commission territories of Basutoland, the Bechuanaland protectorate and Swaziland in Southern Africa, increased responsibilities were assumed by elected African authorities. A new constitution for Swaziland was still under discussion at the end of the year.

Southeast Asia

Good progress continued to be made in forming the new state of Malaysia, which will consist of Malaya, Singapore and the Borneo territories of Sarawak and North Borneo; Brunei was invited to join, but has not yet reached a final decision. (This sultanate successfully overcame an armed revolt at the close of the year). A referendum in Singapore in 1962 gave support to the proposal to become part of Malaysia. The Cobbold Commission, which investigated the views of the people of Sarawak and North Borneo, reported in August 1962 that a majority of the people in both territories favoured joining Malaysia providing there were certain safeguards necessitated by local conditions. The British, Malayan and Singapore Prime Ministers agreed to establish the new state by August 31, 1963. A British-Malayan Inter-governmental Committee was set up to iron out the few differences still remaining concerning the inclusion of Sarawak and North Borneo and to work out the details of the agreement whereby the two territories would join Malaysia. When this body has finished its work, there will probably be a conference of all the governments concerned to decide on the final constitutional arrangements for Malaysia.

The sudden Chinese attack on India at the end of October caused great concern among Western nations, particularly those in the Commonwealth. In a speech to the House of Commons on October 22, Prime Minister Diefenbaker declared Canada's full sympathy and support for India. Canada furnished six "Dakota" aircraft to India and additional aid is at present under consideration. Messages of support were extended to India by most of the members of the Commonwealth. Britain, Australia and New Zealand also provided India with assistance in various forms. Six non-aligned countries (Burma, Cambodia, Ceylon, Ghana, Indonesia and the United Arab Republic) assembled in Colombo in December to discuss means of solving the border dispute between India and the People's Republic of China. Also of importance was the Indian-Pakistani communiqué of November 29 announcing that joint talks would be held in an effort to resolve the difficulties existing between these two countries. These talks were begun on December 26 in Rawalpindi.

Other Commonwealth Activities

In November the Commonwealth Parliamentary Association met in Lagos and a large Canadian delegation, composed of federal and provincial representatives, attended. The Association, which began in 1911 with six branches, now has 69 branches; it is the only institution providing the means for a regular exchange of ideas and information among members of the Parliaments of the Commonwealth. While the Commonwealth Parliamentary Association is in no way a formalized institution, it provides through its annual meetings in various Commonwealth capitals an opportunity for Commonwealth legislators to exchange impressions and become acquainted with each others' problems.

Another enjoyable Commonwealth occasion took place in Australia, when the many sporting events which comprise the British Empire and Commonwealth Games were held in Perth from November 15 to 21.

VIII

LATIN AMERICA

Following the removal from office of the former heads of state of Argentina and Peru, Canada extended recognition to new governments. On April 17 the Canadian Ambassador in Argentina acknowledged a note from the Argentine Ministry of External Affairs stating that Dr. José María Guido had assumed the Presidency of the Republic of Argentina. On August 7 the Canadian Ambassador in Peru acknowledged a note from the Peruvian Foreign Ministry, which stated that it was the wish of the government junta in Peru to bring closer the cordial relations which happily existed between Peru and Canada. In both cases, the notes constituted recognition of the new governments.

The Cuban Crisis

The crisis in the Caribbean in the last quarter of 1962 resulted from the discovery in mid-October that the arms build-up in Cuba, which had been going on for several months, was providing the Soviet Union with missile bases having an offensive capability near to the North American mainland.

Faced with this menace to Canada, the Canadian Government took precautions in co-operation with its allies and prepared for contingencies that might arise. Thus the Canadian Government, which had previously become concerned at the increase in the number of Soviet aircraft requesting permission to land in Canada or overfly Canadian territory en route to Cuba, informed the Soviet Union before the Cuban crisis that, as the Soviet Union was not a member of the International Civil Aviation Organization (ICAO), such landings or overflights would generally not be granted in future to Soviet aircraft en route to Cuba. With respect to flights between other Soviet-bloc countries and Cuba, steps were taken at the start of the Cuban crisis to ensure that inspection and other relevant procedures in accordance with Canadian laws and the provisions of the ICAO convention were fully complied with to ensure that no warlike material was being carried through Canada to Cuba. The Canadian Government also increased its endeavours to have the United Nations deal with the crisis and gave full support to the initiatives taken by the then Acting Secretary-General in formulating a peaceful solution to the Cuban problem.

Relations with Cuba

Throughout 1962, the Canadian Government continued to prohibit the sale to Cuba of arms and strategic materials. It also strictly enforced controls designed to prevent Canada from being used as a back door to evade United States laws, and no permits were issued for the re-export to Cuba

of goods of U.S. origin. Trade, which was confined to goods of a non-strategic and non-military nature, dropped in 1962 to less than half the total amount for 1961. Exports decreased from \$31.1 million in 1961 to \$10.8 million for 1962, while imports declined from \$5.2 million to somewhat less than \$3 million. At the close of the year, most NATO countries, including Britain, Canada, France, Italy and Belgium, continued to maintain diplomatic relations with Cuba, along with five member countries of the Organization of American States, including Brazil, Chile and Mexico. As far as Canada is concerned, the recent grave crisis did not alter the long-established practice of maintaining diplomatic and commercial relations with countries of a different outlook or political system.

Inter-American Conferences

During the year Canada was represented as a member at meetings of two specialized agencies of the OAS. An official of the Department of Mines and Technical Surveys attended the sixth meeting of the Directing Council of the Pan-American Institute of Geography and History held in Mexico in June. He also acted as chairman of an *ad hoc* committee established to study the relations of the Institute with the Pan-American Union. The Dominion Statistician attended the Fourth Inter-American Statistical Conference, and the fourth general assembly of the Inter-American Statistical Institute in Washington in November. In addition, an official of the Department of National Health and Welfare represented Canada as an observer at the sixteenth Pan-American Sanitary Conference and the fourteenth meeting of the Regional Committee of the World Health Organization for the Americas held in Minneapolis, U.S.A., in August and September.

Economic Questions

The United Nations Economic Commission for Latin America (ECLA) has its headquarters in Santiago, Chile. Canada became a full member on October 6, 1961. Representatives of the member countries met in committee of the whole from February 14 to 16, and Canada was represented at this meeting by its Ambassador to Chile. The committee-of-the-whole meetings review the progress of the Commission's work between plenary sessions, which are held every two years. At this meeting, the establishment of the Latin American Institute of Economic and Social Planning was agreed upon and its Governing Council set up. This Institute is expected to play an important role in Latin American affairs. It will advise and assist governments in development planning, and train government officials to formulate and execute national plans.

An observer group from the Canadian Embassy in Mexico attended the first annual meeting at the ministerial level of the Inter-American Economic and Social Council (IA-ECOSOC), which was held in Mexico City from October 22 to 27. IA-ECOSOC, an agency of the Organization of American States, had held a special ministerial meeting in Punta del Este, Uruguay, in August 1961 to launch the Alliance for Progress, at which time a decision was taken to send a Canadian observer group to the future annual meetings. At its 1962 meeting in Mexico City, IA-ECOSOC adopted two important resolutions to help implement the Alliance for Progress. First, six special committees were created to meet at regular intervals between the annual meetings of IA-ECOSOC. They will deal with plan-

ning, agriculture, fiscal policy and administration, education, industrial development, health, housing and community development. Secondly, it was decided that two outstanding Latin Americans would be appointed to study and improve the co-ordination among the various organizations and agencies now dealing with Latin American economic affairs. Former Presidents Lleras Camargo of Colombia and Juscelino Kubitschek of Brazil were subsequently chosen unanimously by the OAS Council.

The Canadian Government has continued to follow closely the development of the Latin American Free Trade Association (LAFTA). The second annual meeting of LAFTA was held in Mexico City from August 27 to November 22. At this meeting, tariff concessions were negotiated between the members which became effective on January 1, 1963, and agreement was reached on the principle that quantitative restrictions were incompatible with the LAFTA treaty. Cuba's application for admission to the LAFTA was rejected. Nine countries are now signatories to the LAFTA treaty: Argentina, Brazil, Chile, Colombia, Ecuador, Mexico, Paraguay, Peru and Uruguay. Venezuela and Bolivia sent observers to the LAFTA meeting at Mexico City, and the possibility of their joining is now being studied.

The Canadian Government has encouraged Canadian exports to Latin America through facilities under Canada's Export Credits Insurance Act for providing long-term credits to assist sales of capital goods. In 1962 long-term credits were provided for the sale of road graders to Argentina and locomotives to Brazil. During the year the Canadian Government helped to send a number of trade missions of Canadian businessmen and government officials to Latin American countries in an effort to promote trade.

IX

ECONOMIC AFFAIRS

Canada has traditionally maintained close bilateral relations with other major trading countries, in particular the United States, Britain and other Commonwealth countries, the countries of Western Europe, and Japan. Its trade relations with the countries of Latin America, Asia and elsewhere in the world are of increasing importance. In January 1962 there was a further meeting of the Joint Canada-United States Committee on Trade and Economic Affairs, the ministers of the two countries meeting on this occasion in Ottawa. During the year a number of meetings between Canadian and United States officials took place to discuss problems of mutual concern such as trade between the two countries in lumber and oil and international trade in cereals. In September, the Prime Minister and the Secretary of State for External Affairs attended a conference of Commonwealth prime ministers in London to review problems arising out of Britain's negotiations with members of the European Economic Community. Toward the end of the year, plans were being made for a first meeting of the Canada-Japan Ministerial Committee (which was subsequently held in Tokyo in January 1963).

Canada continued during 1962 to play an active role as a member of international organizations and institutions in the economic and trade field, such as the International Monetary Fund, the International Bank for Reconstruction and Development, the General Agreement on Tariffs and Trade (GATT), the Organization for Economic Co-operation and Development (OECD) and various United Nations bodies. Canada is also a party to a number of international agreements concluded under United Nations auspices governing trade in important primary commodities. These include the International Wheat Agreement and agreements on sugar and tin. During 1962, Canada signed and ratified the new International Coffee Agreement, concluded in August in New York.

Canadian Foreign Exchange Developments

On May 2, 1962, a par-value equivalent to 92.5 U.S. cents was established with the approval of the International Monetary Fund. On June 24 the Canadian Government announced a series of measures relating to Canada's balance of international payments, to the level of the exchange reserves, and to government revenues and expenditures. These were:

- (a) temporary graduated surcharges on certain classes of imports comprising approximately half of all Canadian imports, or nearly \$3-billion worth;
- (b) a reduction in the customs exemption for tourists previously allowed Canadians travelling abroad;
- (c) a programme to reduce government expenditures by \$250 million for the full fiscal year;

- (d) reinforcement of Canada's holdings of gold and U.S. dollars by:
 - (i) exercising Canada's borrowing rights with the IMF and drawing \$300 million in foreign exchange;
 - (ii) arrangement for line of credit of \$400 million from the Export-Import Bank in Washington;
 - (iii) reciprocal currency arrangements with the U.S. Federal Reserve System in the amount of \$250 million, and a comparable arrangement with Britain in the amount of \$100 million.

Not long afterward the Government announced that the arrangements with the Export-Import Bank in Washington and with Britain had been cancelled, and that the currency arrangements with the U.S. Federal Reserve System had been changed to a standby credit.

In addition, in October and November 1962, the Canadian Government announced the elimination or reduction of the temporary import surcharges on approximately \$500-million worth of imports.

France and the Netherlands made substantial repayments ahead of time on postwar loans they had received from Canada.

Developments in European Integration

In 1962 the European Economic Community entered the second phase of its transitional period. This decisive step in the development of the Community was made possible by agreement among its members at the beginning of the year on the framework of their Common Agricultural Policy. Existing mechanisms for regulating trade in grains and cereal products within the Common Market and between The Six and outside suppliers were replaced by a new system of import levies. This raised important concerns for Canada. Steps were also taken during 1962 to develop and implement a common policy in other agricultural sectors.

The Six carried out another internal staff reduction, bringing the total reductions so far in the industrial sector to 50 per cent of basic duties. With the beginning of the second stage, the decisions of the EEC Council of Ministers will be subject to the majority rule in most of the areas under its jurisdiction. The Common Market may now be expected to be fully operative by the end of 1969—or earlier, should its members decide to accelerate further.

The results of the tariff negotiations between Canada and the EEC carried out within the framework of the GATT tariff conference in 1960-61 were brought into effect in 1962. Although some reductions in the common tariff were obtained by Canada, the level of protection on some commodities such as aluminum and newsprint continued to be a matter of concern to the Canadian Government.

The main negotiations carried out by the EEC concerned Britain's application for membership in the Community. The negotiations between Britain and The Six in Brussels reached the stage of active bargaining after an exploratory phase of several months, but at the end of the year the outcome still hung in balance.

Commonwealth problems figured prominently in the negotiations. Britain and The Six agreed on arrangements for imports into Britain of manufactured products from Canada, Australia and New Zealand, and they developed proposals for the treatment of temperate foodstuff imports

but could not reach agreement on them before the summer recess of the talks. With the arrangements worked out in September, Britain and The Six had agreed on the broad features of a settlement of the problems for the less-developed Commonwealth countries which would result from British membership. By and large, the arrangements negotiated so far, with the exception of the offer of association for some Commonwealth countries and some tariff concessions of interest chiefly to tropical producers, concern transitional arrangements and arrangements for further negotiation with Commonwealth countries and others after Britain's accession.

At the end of the year several areas of major interest to Canada—temperate and processed foodstuffs, and industrial materials for which Britain had requested free entry into the Common Market—were still being discussed, as were the problems of British agriculture which had emerged as a major issue between the British Government and The Six.

The conference of Commonwealth prime ministers in September was the occasion for extended consultations among all Commonwealth countries. While the negotiations in Brussels had not reached the stage where a definitive judgment could be formed, the prime ministers' meeting provided the opportunity for the fullest exchange of views on the effects which British membership in the EEC could have on the interests of the Commonwealth countries. The conference demonstrated the concern of Commonwealth governments that the terms negotiated at Brussels should provide satisfactory access to the enlarged Community for their exports, including such items as Canadian agricultural commodities and industrial materials. In recognition of the pressing problems of world trade, the Canadian Prime Minister proposed at the conference that, whether Britain joined the Common Market or not, a high-level meeting of like-minded trading nations should be convened to consider an active programme which would make possible a further expansion of world trade.

The Canadian Government was kept closely informed by the British Government of developments in Brussels. Mr. Edward Heath, Lord Privy Seal and chief British negotiator at Brussels, visited Ottawa in January and March and Prime Minister Macmillan was in Ottawa at the end of April. For its part, the Canadian Government provided complete information to the British Government on all aspects of Canadian trade interest relevant to the negotiations.

While the British negotiations overshadowed other moves towards the enlargement of the Common Market, Greece became an associate member in November, and there were requests for membership or association by Turkey, Norway, Sweden, Switzerland, Austria, Cyprus, Spain and Portugal. All the countries of Europe outside the Soviet bloc, with the exception of Iceland and Finland, were thus seeking some form of relation with the EEC by the end of 1962.

The new tariff agreements negotiated in the 1960-61 GATT tariff conference, which began in September 1960, came into effect on July 16, 1962, with the signing of a Final Act authenticating its results and with the opening for signature of a Protocol incorporating and giving permanent treaty form to the agreements concluded. Canada and 25 other countries took part in the negotiations, which were designed to increase the flow of world trade by the reduction of tariff barriers. Canada's principal negotia-

tions were with the United States and the European Economic Community. Canada also concluded tariff agreements with Portugal, Israel and Spain, in connection with the accession of these three countries to the General Agreement on Tariffs and Trade.

The twentieth session of the Contracting Parties to the General Agreement on Tariffs and Trade was held in Geneva from October 23 to November 16, 1962. The Contracting Parties adopted a joint Canada-United States proposal that a ministerial meeting of member countries should be held in the early part of 1963 to consider a programme for effective liberalization and expansion of trade in both primary and secondary products. In this connection, full weight would be attached to the importance and urgency of negotiating solutions to the problems of trade in primary products, and to the additional trade problems of less-developed countries. It was decided that the GATT Council should make preparations for the ministerial meeting, propose the agenda, and establish the precise date for the opening of the meeting.

During the session, the Contracting Parties also reviewed the progress made over the past year in the reduction of tariff and non-tariff barriers to the expansion of trade in less-developed countries. They considered a proposal to explore ways and means by which less-developed countries which were not parties to GATT but considered GATT the appropriate place to deal with trade problems might contribute to and participate in the work of GATT of particular interest to them. However, in view of the shortness of time and the importance of the matter involved, it was decided to refer this question to the GATT Council for examination. The Council will consider this matter when it turns its attention to preparations for the GATT ministerial meeting.

At the opening meeting of the twentieth session, Trinidad and Tobago and Uganda, which had acquired independence during 1962, became the forty-third and forty-fourth Contracting Parties to the GATT. In addition, during the twentieth session, the Contracting Parties considered applications for formal accession to the General Agreement from Yugoslavia and the United Arab Republic, and adopted declarations granting provisional accession for both countries.

At the conclusion of the twentieth session, the Contracting Parties elected Mr. J. H. Warren of Canada as their chairman for the twenty-first session.

The Contracting Parties decided to hold the twenty-first session in Geneva from October 22 to November 15, 1963.

An international arrangement, concluded under GATT auspices in 1961, relating to international trade in cotton textile products, was replaced by the coming into force, on October 1, 1962, of the Long-Term Cotton Textile Agreement. This instrument, which is to last for five years, has been adhered to by Canada and 22 other countries. Its purpose is to establish within an internationally-agreed framework procedures under which so-called "low-cost" manufacturing countries can be requested to restrain exports in cases where their exports are causing or threatening seriously to disrupt the domestic markets of importing countries. The Agreement also has as one of its principal objectives the progressive relaxation of import restrictions by those countries now imposing restrictions on imports of cotton textiles.

Organization for Economic Co-operation and Development

The Organization for Economic Co-operation and Development, established in October 1961 as the successor to the Organization for European Economic Co-operation, with Canada and the United States as full members, was very active in 1962. Its work tended to be concentrated on the transition necessary to take into account the broader functions and membership of the new Organization. New committees were established in the fields of technical co-operation and development assistance, in keeping with the interest of the Organization in the subject of aid to developing countries. In the trade field the emphasis was on consultation in various areas of general interest to member countries. Of particular significance, new committees were established to provide for co-operation and consultation on many aspects of economic policy, to which the OECD Convention attached great importance.

In late 1962 the second annual ministerial meeting of the OECD was held in Paris under the chairmanship of Mr. Donald M. Fleming, the Canadian Minister of Justice, who had been elected the previous year. Ministers from the 20 member countries reviewed the economic prospects of the OECD community and its world-wide responsibilities in the light of the objectives which had been defined at the first ministerial meeting in 1961. During 1962 the committees of the OECD had developed their work programmes in keeping with the 1961 resolution on growth and their findings were reported to the ministerial meeting in November. A first report on problems related to the collective growth target was published.

The first annual review of the aid policies of the members of the Development Assistance Committee was undertaken and a Development Centre was established. The ministerial meeting approved a recommendation that member countries "seek to formulate concerted policies designed to further the economic development of the less-developed countries and which take full account of the interdependence between trade and aid".

As a consequence of the work already undertaken in the field of science, it was also decided that a special ministerial meeting will be convened in 1963 to stimulate co-operation among member countries in scientific policy and research.

In addition, during 1962 the OECD also provided for international liaison among national business associations and labour groups through advisory committees which met in Paris to discuss economic problems under study by the Organization. Within Canada a corresponding committee, the Canadian Business and Industry Advisory Committee, was established in 1962, composed of representatives of the Canadian Chamber of Commerce, the Canadian Council of the International Chamber of Commerce, and the Canadian Manufacturers' Association. Arrangements also exist for consulting Canadian labour groups on problems under consideration in the OECD. The Organization also conducted conferences and study groups in a variety of specialized fields connected with the objectives of the Convention, in which Canadian experts from within and without government participated.

One of the most important developments at the seventeenth General Assembly of the United Nations was the adoption by unanimous vote of a resolution in favour of convening a United Nations Conference on Trade and Development. For this purpose, a Preparatory Committee (of which Canada is a member) was established in order to ensure that adequate preparations would be made. The exact date of the convening of the

United Nations Conference has not yet been set, and will depend in part on the progress made by the Preparatory Committee. However, the resolution adopted by the General Assembly called for the Conference to be held as soon as possible after the thirty-sixth session of ECOSOC (July 1963) but, in any event, not later than early 1964.

It is expected that the Conference will be concerned primarily with the broad range of trade and development problems of the less-developed countries.

International Atomic Energy Agency

Canada was again designated for a seat on the Board of Governors of the International Atomic Energy Agency (IAEA) as one of the five nations in the world most advanced in nuclear technology. During the course of the year, Canada and Sweden negotiated an Agreement for Co-operation in the Peaceful Uses of Atomic Energy, which was signed in Stockholm on September 1, 1962, and ratified on December 6, 1962, in the same city. This instrument, which is similar to the other bilateral agreements signed by Canada, provides for an exchange of unclassified information and for technical co-operation, and contains the usual safeguards requirements for nuclear materials and equipment.

Communications

The prospects for the development of a world-wide communications system using earth satellites attracted considerable international attention during the year, especially after the success of the experimental "Telstar" communications satellite launched by the United States. In March and April, a Canadian technical delegation attended a Commonwealth conference on satellite communications held in London to take stock of developments in this field.

In the United Nations and elsewhere, Canada made clear its view that there should be only one satellite-communications system as opposed to competing systems, and that planning for the system should go forward on the basis of broad international co-operation.

Meanwhile construction of the Commonwealth round-the-world cable continued and the trans-Tasman link between Australia and New Zealand was inaugurated in July 1962. At a meeting held in Kuala Lumpur in the same month, representatives of the partner Commonwealth governments established plans for the next stage of the cable (SEACOM), which is to link Australia and Southeast Asia.

At the fourteenth Assembly of the International Civil Aviation Organization, held in Rome, Canada was again re-elected to a seat on the ICAO Council, which has recently been enlarged from 21 to 27 members. During the year, the Canadian Government, at ICAO's request, authorized a loan to the Organization of a maximum of \$750,000 for the purpose of making improvements and alterations to its headquarters building in Montreal.

Canada participated in a number of conferences and meetings on maritime problems held under the sponsorship of the Inter-governmental Maritime Consultative Organization, including an important conference on the prevention of the pollution of the sea by oil. Canada is a member of the Council of IMCO, which has its headquarters in London.

International Coffee Agreement

The International Coffee Agreement was concluded on August 25, 1962, and will come into force provisionally upon the declaration of intention to ratify by at least 20 exporting countries representing 80 per cent of world coffee exports and ten countries representing the same percentage of imports. Its duration is five years, with provision for review three years after coming into force. It will come into full force not later than the end of 1963 following ratification by the same proportion of exporting and importing countries.

The Agreement appears to be a workable compromise between the interests of importers and exporters and seems capable of offering real assistance to producing countries, all of which are in the under-developed category.

The International Coffee Agreement was signed on behalf of Canada on October 16, 1962, under authority of Order-in-Council PC 1962-1406 of October 4; an instrument of ratification was deposited on November 20, 1962. As of January 1963, the Agreement had been signed by 54 countries and ratified by six, while a further nine countries had signified their intention to ratify in accordance with Article 64(2). There are reasonable expectations that the 80 percent ratification required to bring the Agreement at least provisionally into effect will have been achieved by mid-1963.

World Food Programme

Arrangements were completed for the coming into operation on January 1, 1963, of the UN-FAO World Food Programme. The establishment of the Programme stems directly from a proposal made by the Prime Minister at the fifteenth session of the United Nations General Assembly, and Canada has played a leading part in developments since then.

The Governing Body of the World Food Programme is the Inter-governmental Committee of 20 countries, ten elected by the ECOSOC and ten by the FAO. This body, of which Canada is a member, held its first two meetings during 1962. It adopted rules of procedure and tentative budget estimates, and prepared a work programme. It appointed Dr. Boerma of the Netherlands Executive Director and, as noted above, also agreed that the Programme should commence operations on January 1, 1963. A pledging conference was held in New York on September 5, at which approximately \$87.5 million in cash, commodities and services were pledged by 39 countries for the experimental three-year Programme. Canada's pledge of \$5 million (U.S.) in cash and commodities was made at the conference by the Minister of Agriculture. Since the pledging conference, other countries have indicated their intention to contribute to the Programme.

The seventeenth session of the General Assembly adopted a resolution introduced by Canada and co-sponsored by 19 other countries which expressed satisfaction at the successful establishment of the World Food Programme, and invited governments which had not yet pledged funds to the Programme to do so. It further urged all countries to support the World Food Programme in order that it might fulfil its objectives.

The World Food Programme is designed to provide aid for:

- (a) meeting emergency food needs and emergencies inherent in chronic malnutrition;

- (b) assisting in pre-school and school feeding; and
- (c) implementing pilot projects, using food as an aid to economic and social development, particularly when related to labour-intensive projects and rural welfare.

Export Credits

In 1962 the amount available for long-term (more than five years) export financing through the facilities established in 1961 under Section 21A of the Export Credits Insurance Act was increased to \$300 million and by the end of the year, contracts amounting to more than \$57 million had been signed. These long-term credit facilities are primarily intended to promote continuing export trade opportunities for Canadian exporters of capital goods.

In November 1962, the Export Credits Insurance Act was amended to increase from \$200 million to \$400 million the limit of insurance liabilities which can be entered into under Section 21 of the Act. The amendment also provided for a more flexible administration of the arrangements for the provision of long-term export financing under Section 21A.

X

THE EXTERNAL AID OFFICE

Canadian development assistance is an important feature of Canada's relations with a large number of developing countries. Under the direction of the Secretary of State for External Affairs, the External Aid Office, which was created in November 1960, is responsible for all Canadian bilateral aid programmes. This concentration of external aid responsibility in a separate office has proved to have important advantages in the administration and co-ordination of Canadian development assistance.

The External Aid Office responsibilities include Canadian participation in the Colombo Plan, the Special Commonwealth Africa Aid Programme, the Programme of Educational Assistance for French-speaking Countries in Africa, the Commonwealth Scholarship and Fellowship Scheme, the Canada-West Indies Aid Programme, and the Commonwealth Technical Assistance Programme. As well as conducting Canada's bilateral aid programmes, the External Aid Office co-operates with the United Nations and its Specialized Agencies and other international organizations in their recruitment of Canadians for service abroad under multilateral assistance programmes and the placing in Canada for training courses of personnel from developing countries sponsored by those international bodies. In consultation with the Department of External Affairs, the External Aid Office co-operates with the Canadian Red Cross Society in providing Canadian emergency and disaster relief to other countries.

The creation in 1951 of the Colombo Plan for Co-operative Economic Development in South and Southeast Asia inaugurated Canada's continuing programme of large-scale contributions to developing countries. The Colombo Plan has been playing an essential role in the expansion of economic production in the Colombo Plan area and in the achievement of important progress in education, health and other social services. Swift population increase in the area has continued, however, to be a major economic problem. It is thus essential that continued determined efforts be made to increase the rate of economic growth so that increases in national income can be accompanied by significant improvement in individual living standards and the creation of national economies where such growth can be sustained without considerable external assistance.

During 1962 important Colombo Plan projects in which Canada participated and on which work continued were the Sukkur Power Station in Pakistan, the third stage of the Kundah Hydro-electric Project in India, electrification projects in Ceylon, the Thaketa Bridge at Rangoon, and the Malayan East Coast Fisheries Project. Industrial commodities continued to be an important form of Canadian Colombo Plan aid in 1962, helping recipient countries to overcome foreign-exchange difficulties. Important new projects started in 1962 included the construction of transmission lines and a hardboard plant in East Pakistan, a floating crane and other equipment for the Karachi Port, the provision of an additional research

facility for the Canada-India Atomic Reactor at Trombay in India, and a road survey in Malaya. In 1962, Canada made an important and increasing contribution to the Colombo Plan Technical Co-operation Scheme by sending experts abroad and providing training in Canada.

The Special Commonwealth Africa Aid Programme (SCAAP) was inaugurated in 1961, and Canada is now in the second year of the Programme. As its name implies, this Programme is a Commonwealth scheme and Canadian assistance under it is directed to the Commonwealth countries of Africa, mainly the independent ones. At the beginning of the Programme, the African countries made it clear that one of their most important needs lay in education. Accordingly, a large proportion of Canadian assistance has been in this field. In 1962, 77 Canadian teachers were serving in Africa, most of them at secondary schools. By the end of the year, nearly 100 African students were receiving training in Canada. In addition, Canada agreed to undertake the construction of a trades-training centre in Ghana and a boys' secondary school in Sierra Leone, for both of which Canada will provide Canadian teachers initially and will carry out a teacher-training programme for African teachers who will be working at the schools.

In areas not directly related to formal education, Canada sent a number of advisers to Africa to assist in such fields as economic planning, geological survey, entomology, map production, instrumental films and television.

The extensive aerial mapping project in Nigeria started in 1961 continued through 1962. Under this programme, Canada is carrying out aerial photography and producing topographic maps for 28,000 square miles. New projects started in 1962 include a forest-inventory project in Kenya, the provision of grain silos and agricultural equipment to Ghana, and the sending of books to Sierra Leone.

The Programme of Educational Assistance for French-speaking Countries in Africa was also begun in 1961. During 1962, 13 French-speaking teachers was serving in Africa and a two-year supply of paper was sent to the textbook-production centre in Cameroun for the production of textbooks for a number of French-speaking African states.

Educational assistance in Asia is another expanding feature of Canadian aid. Canadian assistance is helping to develop a School of Business Administration and Accounting at the University of Malaya. In co-operation with the Government of Manitoba, the Federal Government has continued to supply instructors for a technical training institute in Malaya. Canada was also active in 1962 in assistance to technical education in Pakistan.

The Commonwealth Scholarship and Fellowship Programme is not an aid operation but an exchange of fellowships and scholarships between Commonwealth countries. Its close relation to other external-aid activities has caused this Programme to be included among the Office's responsibilities. The Programme came into operation in the academic year 1960-61, when Canada received 101 scholars. In September 1962, 219 scholars were in Canada for the 1962-63 academic year. In the first year of the Programme, 17 Canadian students were awarded scholarships to study in other Commonwealth countries. In September 1962, 84 Canadian students were abroad under the Programme.

Canadian assistance to the territories that previously formed The West Indies Federation continued in 1962 with the completion of a forestry survey of Dominica and the beginning of construction of a deep-water

wharf in St. Vincent, a university residence hall in Trinidad and a number of secondary schools for the Leeward and Windward Island Group. Canadian technical assistance to Commonwealth countries other than those in the Colombo Plan, the Canada-West Indies Aid Programme and the Special Commonwealth African Assistance Programme included electrical equipment for British Guiana and surveying assistance to British Honduras.

The Canadian Government and the Canadian Red Cross Society provided knitting wool to India after the Chinese attack.

Canada provided emergency relief in 1962 through the International Relief Fund administered by the Canadian Red Cross Society to Yugoslavia, Mauritius, Algeria, Iran and Pakistan.

APPENDIX A

1. ORGANIZATION OF THE DEPARTMENT IN OTTAWA

Secretary of State for External Affairs

Under-Secretary of State for External Affairs

Deputy Under-Secretary of State for External Affairs and Legal Adviser

Four Assistant Under-Secretaries of State for External Affairs

Twenty-three Divisions:

Administrative Services	Finance
African and Middle Eastern	Historical
Commonwealth	Information
Communications	Latin American
Consular	Legal
Defence Liaison (1)	Passport
Defence Liaison (2)	Personnel
Disarmament	Protocol
Economic	Registry
European	Supplies & Properties
Far Eastern	United Nations
	U.S.A.

Other Units:

Inspection Service

Liaison Services Section

2. PERSONNEL STATISTICS

The following is a comparison of staff on December 31, 1961, and December 31, 1962:

Officers	1961	1962
Ottawa	187	199
Abroad	246	245
Administrative Staff		
Ottawa	599	551
Abroad	496	513
Total	1,528	1,508
Local Staff Abroad	567	576
Foreign Service Officers recruited		
during the year	17	16
Other appointments during the year	197	145
Separations during the year	148	134

APPENDIX B

PASSPORTS AND VISAS

The following tables show the increase in the volume of business done in the Passport Office of the Department at Ottawa during the eight-year period from 1955 to 1962 inclusive:

<i>Year</i>	<i>Passports Issued</i>	<i>Passports Renewed</i>	<i>Certificates of Identity Issued</i>	<i>Certificates of Identity Renewed</i>	<i>Total Revenue</i>
1955	79,228	12,474	4,601	2,277	\$438,261.71
1956	88,795	14,236	2,794	1,583	482,356.98
1957	97,738	14,934	2,361	903	542,317.47
1958	100,594	15,446	3,276	801	549,069.16
1959	115,272	16,102	5,353	1,449	622,658.02
1960	134,637	18,411	6,004	2,184	730,605.31
1961	139,218	19,987	4,237	3,209	746,795.76
1962	155,363	23,636	2,807	2,728	826,940.07

APPENDIX C

I. CANADIAN DIPLOMATIC REPRESENTATION ABROAD*

1. Embassies

<i>Country</i>	<i>City</i>
Argentina	Buenos Aires
Austria	Vienna
Belgium	Brussels
*Bolivia (Peru)	
Brazil	Rio de Janeiro
*Burma (Malaya)	
Cameroun	Yaoundé
*Central African Republic (Cameroun)	
*Chad (Cameroun)	
Chile	Santiago
Colombia	Bogotá
*Congo Brazzaville (Cameroun)	
Congo Leopoldville	Leopoldville
Czechoslovakia	Prague
Costa Rica	San José
Cuba	Havana
*Dahomey (Nigeria)	Lagos
Dominican Republic	Santo Domingo
Denmark	Copenhagen
*El Salvador (Costa Rica)	
Ecuador	Quito
Finland	Helsinki
France	Paris
*Gabon (Cameroun)	
Germany	Bonn
Greece	Athens
Guatemala	Guatemala City
*Guinea (Ghana)	
Haiti	Port-au-Prince
*Honduras (Costa Rica)	
*Iceland (Norway)	
Indonesia	Djakarta
Iran	Tehran
*Iraq (Lebanon)	
Ireland	Dublin
Israel	Tel Aviv
Italy	Rome
*Ivory Coast (Ghana)	
Japan	Tokyo
Lebanon	Beirut
*Luxembourg (Belgium)	

*No resident diplomatic missions are maintained in countries marked with an asterisk. The country named in brackets after these names is the country in which resides the Canadian representative accredited to the country listed.

<i>Country</i>	<i>City</i>
Mexico	Mexico
*Morocco (Spain)	
Netherlands	The Hague
*Nicaragua (Costa Rica)	
*Niger (Nigeria)	
Norway	Oslo
*Panama (Costa Rica)	
*Paraguay (Argentina)	
Peru	Lima
Poland	Warsaw
Portugal	Lisbon
*Senegal (Nigeria)	
South Africa	Pretoria
Spain	Madrid
*Sudan (United Arab Republic)	
Sweden	Stockholm
Switzerland	Berne
*Thailand (Malaya)	
*Togo (Ghana)	
*Tunisia (Switzerland)	
Turkey	Ankara
Union of Soviet Socialist Republics	Moscow
United Arab Republic	Cairo
United States of America	Washington
*Upper Volta (Ghana)	
Uruguay	Montevideo
Venezuela	Caracas
Yugoslavia	Belgrade

2. Offices of High Commissioners

<i>Country</i>	<i>City</i>
Australia	Canberra
Britain	London
Ceylon	Colombo
*Cyprus (Israel)	
Ghana	Accra
India	New Delhi
Jamaica	Kingston
Malaya	Kuala Lumpur
New Zealand	Wellington
Nigeria	Lagos
Pakistan	Karachi
*Sierra Leone (Nigeria)	
Tanganyika	Dar-es-Salaam
Trinidad and Tobago	Port-of-Spain
*Uganda (Tanganyika)	

* No resident diplomatic missions are maintained in countries marked with an asterisk. The country named in brackets after these names is the country in which resides the Canadian representative accredited to the country listed.

3. Permanent Missions to International Organizations

<i>Organization</i>	<i>City</i>
North Atlantic Council	Paris
Organization for European Co-operation and Development	Paris
United Nations	New York
United Nations (European Office)	Geneva
European Economic Community	Brussels
European Atomic Energy Community	Brussels
European Coal and Steel Community	Brussels
United Nations Educational, Scientific and Cultural Organization	Paris

II. CONSULAR OFFICES

1. Consulates General

<i>Country</i>	<i>City</i>
Germany	Hamburg
Philippines	Manila
United States of America	Boston
	Chicago
	Los Angeles
	New Orleans
	New York
	San Francisco
	Seattle

2. Consulates

<i>Country</i>	<i>City</i>
Brazil	Sao Paulo
Germany	Duesseldorf
Iceland	*Reykjavik
United States	Detroit
	Philadelphia
	*Portland, Maine

III. MILITARY MISSION

Berlin

IV. INTERNATIONAL SUPERVISORY COMMISSIONS

<i>Country</i>	<i>City</i>
Cambodia	Phnom Penh
Laos	Vientiane
Vietnam	Saigon

* In charge of honorary officer.

APPENDIX D

DIPLOMATIC AND CONSULAR REPRESENTATION OF OTHER COUNTRIES IN CANADA¹

1. Diplomatic Missions²

<i>Country³</i>	<i>Nature of Post</i>
*Argentina	Embassy
Australia	High Commissioner's Office
*Austria	Embassy
*Belgium	Embassy
*Brazil	Embassy
Britain	High Commissioner's Office
Burma	Embassy
Cameroun	Embassy
Ceylon	High Commissioner's Office
*Chile	Embassy
*China	Embassy
*Colombia	Embassy
*Cuba	Embassy
*Czechoslovakia	Embassy
*Denmark	Embassy
*Dominican Republic	Embassy
*Ecuador	Embassy
*Finland	Embassy
*France	Embassy
Gabon	Embassy
*Germany	Embassy
Ghana	High Commissioner's Office
*Greece	Embassy
Guinea	Embassy
*Guatemala	Embassy
*Haiti	Embassy
*Iceland	Embassy
India	High Commissioner's Office
*Indonesia	Embassy
Iran	Embassy
Iraq	Embassy
Ireland	Embassy
*Israel	Embassy
*Italy	Embassy
Jamaica	High Commissioner's Office

¹ For further particulars, see the publications of the Department entitled "Canadian Representatives Abroad and Representatives of Other Countries in Canada" (thrice yearly) and "Diplomatic Corps" (thrice yearly).

² The Ambassadors of Cameroun, Gabon, Guatemala, Guinea, Iceland, Iraq, Korea, Luxembourg, Morocco, Niger, Panama, Thailand and Tunisia are also accredited to the United States of America, where they are ordinarily resident.

³ The countries marked with an asterisk have consulates in Canada. The Embassy of Poland has charge of the interests of Hungary; the Embassy of Switzerland, of those of Liechtenstein.

<i>Country^a</i>	<i>Nature of Post</i>
*Japan	Embassy
Korea	Embassy
*Lebanon	Embassy
*Luxembourg	Embassy
*Mexico	Embassy
Morocco	Embassy
*Netherlands	Embassy
New Zealand	High Commissioner's Office
Niger	Embassy
Norway	Embassy
Pakistan	High Commissioner's Office
*Panama	Embassy
*Peru	Embassy
*Poland	Embassy
*Portugal	Embassy
South Africa	Embassy
*Spain	Embassy
*Sweden	Embassy
*Switzerland	Embassy
*Thailand	Embassy
Trinidad and Tobago	High Commissioner's Office
Tunisia	Embassy
*Turkey	Embassy
Union of Soviet Socialist Republics	Embassy
United Arab Republic	Embassy
*United States of America	Embassy
*Uruguay	Embassy
*Venezuela	Embassy
*Yugoslavia	Embassy

2. Countries having Consulates but no Diplomatic Missions

Bolivia	Liberia
Costa Rica	Monaco
El Salvador	Nicaragua
Honduras	Philippines

^aThe countries marked with an asterisk have consulates in Canada. The Embassy of Poland has charge of the interests of Hungary; the Embassy of Switzerland, of those of Liechtenstein.

APPENDIX E

INTERNATIONAL ASSOCIATIONS AND ORGANIZATIONS OF WHICH CANADA IS A MEMBER¹

COMMONWEALTH

Commonwealth Advisory Aeronautical Research Council
Commonwealth Advisory Committee on Defence Science
Commonwealth Agricultural Bureau Executive Council
Commonwealth Air Transport Council
Commonwealth Area Communications Scheme for Merchant and Naval
Shipping
Commonwealth Economic Consultative Council
Commonwealth Education Liaison Committee
Commonwealth Forestry Conference
Commonwealth Liaison Committee
Commonwealth Scientific Conference
Commonwealth Telecommunications Board
Commonwealth War Graves Commission
South Pacific Air Transport Council
United Kingdom-Canada Continuing Committee on Trade and Economic
Affairs

NORTH ATLANTIC TREATY ORGANIZATION

UNITED NATIONS

United Nations Standing Committees

Committee on Contributions

United Nations Subsidiary and Ad Hoc Bodies

Advisory Committee on the Congo

Advisory Committee on the United Nations Emergency Force

Advisory Committee for the United Nations Memorial Cemetery in
Korea

Committee on Applications for Review of Administrative Tribunal
Judgments

Committee on Arrangements for Conference for the Purpose of Review-
ing the Charter

Committee on the Peaceful Uses of Outer Space

Disarmament Commission

Executive Committee of the United Nations High Commissioner for
Refugees

Inter-governmental Committee on the World Food Programme

Negotiating Committee for Extra Budgetary Funds

Scientific Advisory Committee

United Nations Scientific Committee on the Effects of Atomic Radiation

¹ Inter-governmental bodies only are included.

Specialized Agencies

Food and Agriculture Organization*
 Inter-governmental Maritime Consultative Organization*
 International Atomic Energy Agency*²
 International Bank for Reconstruction and Development*
 International Civil Aviation Organization*
 International Development Association*
 International Finance Corporation*
 International Labour Organization*
 International Monetary Fund*
 International Telecommunication Union*
 United Nations Educational, Scientific and Cultural Organization
 Universal Postal Union*
 World Health Organization
 World Meteorological Organization*

Functional Commissions of the Economic and Social Council

Commission on International Commodity Trade
 Commission on Narcotic Drugs
 Social Commission
 Statistical Commission
 Commission on Human Rights

Special Bodies of the Economic and Social Council

Governing Council of the Special Fund

Regional Economic Commissions of the Economic and Social Council

Economic Commission for Latin America

UNITED STATES-CANADA

Canada-United States Committee on Joint Defence (Ministerial)
 Canada-United States Joint Committee on Trade and Economic Affairs
 (Ministerial)
 Great Lakes Fishery Commission
 International Boundary Commission
 International Joint Commission
 International Pacific Halibut Commission
 International Pacific Salmon Fisheries Commission
 Permanent Joint Board on Defence

INTER-AMERICAN

Inter-American Radio Office
 Inter-American Statistical Institute
 Pan-American Institute of Geography and History
 Postal Union of the Americas and Spain

COLOMBO PLAN

Consultative Committee on Co-operative Economic Development in South
 and Southeast Asia
 Council for Technical Co-operation in South and Southeast Asia

CONSERVATIONAL

International Commission for the Northwest Atlantic Fisheries
 International North Pacific Fisheries Commission
 International Whaling Commission
 North Pacific Fur Seal Commission

* The International Atomic Energy Agency is not technically a Specialized Agency but an autonomous inter-governmental agency under the aegis of the United Nations.

* Indicates that Canada was represented on the executive body of the organization during 1962.

ECONOMIC*

Contracting Parties to the General Agreement on Tariffs and Trade
Cotton Textiles Committee
International Bureau for the Publication of Customs Tariffs
International Cocoa Study Group
International Coffee Agreement
International Cotton Advisory Committee
International Rubber Study Group
International Sugar Agreement
International Tin Agreement
International Wheat Agreement
International Wool Study Group
Lead and Zinc Study Group
Organization for Economic Co-operation and Development

SCIENTIFIC

International Bureau of Weights and Measures
International Hydrographic Bureau

CANADA-JAPAN

Canada-Japan Ministerial Committee

* See also under previous headings.

APPENDIX F

INTERNATIONAL CONFERENCES HELD IN 1962 AT WHICH CANADA WAS OFFICIALLY REPRESENTED

(Partial List)

United Nations Conferences

- Commission on International Commodity Trade, 10th session: Rome, May 14.
Commission on Narcotic Drugs, 17th session: Geneva, May 14.
Conference of the 18-Nation Committee on Disarmament: Geneva, March 14, 1962—continued into 1963.
Economic Commission for Africa, Inter-governmental Committee: Addis Ababa, February 10.
Economic Commission for Asia and the Far East, 18th session: Tokyo, March 9.
Economic Commission for Europe, 17th session: Geneva, April 24.
Economic Commission for Latin America, 8th session of the Committee of the Whole: Santiago, February 14.
Food and Agriculture Organization, Committee on Commodity Problems: Rome, April 25. Resumed 35th session, Rome, May 14.
Food and Agriculture Organization, Council, 38th session: New York, April 16. 39th session: New York, October 15.
Fifteenth session of the World Health Assembly: Geneva, May 8.
Forty-sixth International Labour Conference: Geneva, June 6.
International Civil Aviation Organization, 14th session of the Legal Committee: Rome, August 28. Third Regional Civil Aviation Conference: Bogotá, February 3.
Inter-governmental Maritime Consultative Organization, 5th session of the Maritime Safety Committee: London, January 8. 6th session of the Council: London, February 20.
International Atomic Energy Agency, 6th General Conference: Vienna, September 18.
Joint Committee on Commodity Problems, Committee on International Commodity Trade: Rome, May 7.
Sixteenth Pan-American Sanitary Conference and Fourteenth Meeting of the Regional Committee of the World Health Organization for the Americas: Minneapolis, August 21.
United Nations Coffee Conference: New York, July 9.
United Nations Committee on the Peaceful Uses of Outer Space: New York, March 19.
United Nations Conference on the International Map of the World on the Millionth Scale: Bonn, August 3.
United Nations Economic and Social Council, 34th session: Geneva, July 3.
United Nations Educational, Scientific and Cultural Organization, Conference of Governmental Experts on Technological Education: Paris, June 25.
Conference on the Development of Higher Education in Africa, Tananarive, September 3. General Conference: Paris, November 9.

- United Nations Educational, Scientific and Cultural Organization, Economic Commission for Latin America, Conference on Education: Santiago, March 5.
- United Nations Food and Agriculture Organization, World Food Programme: Rome, February 12. Inter-governmental Committee: New York, February 12. United Nations Pledging Conference for the World Food Programme: New York, September 3. Inter-governmental Committee, Rome, October 29.
- United Nations General Assembly, 17th session: New York, September 18. Legal Sub-committee on the Peaceful Uses of Outer Space: Geneva, May 28.
- United Nations High Commissioner for Refugees, 7th session: Geneva, May 14.
- United Nations International Law Commission, 14th session: Geneva, April 24.
- United Nations Social Commission, 14th session: New York, April 30.
- United Nations Special Fund, 7th session, Governing Council: New York, January 8. 8th session, Governing Council: New York, May 21.
- United Nations Wheat Conference: Geneva, January 31.

Other Conferences

- Coffee Study Group: Washington, March 21.
- Commonwealth Conference on Space Communications: London, March 28.
- Commonwealth Parliamentary Association Conference: Lagos, November.
- Commonwealth Prime Ministers' Conference: London, September 7.
- Conference for the Prevention of Pollution of the Sea by Oil: London, March 26.
- Eleventh Meeting of the Consultative Committee of the Colombo Plan: Melbourne, October 30.
- First Quaker Conference: Clarens, August 1.
- Inter-American Statistical Institute, 4th Inter-American Statistical Conference and 4th General Assembly: Washington, November 5.
- International Conference on the Settlement of the Laotian Question: Geneva, May 12, 1961, to July 23, 1962.
- International Cotton Advisory Committee, 21st plenary session: Washington, May 14.
- International Education Building Conference: London, July 25.
- International Lead and Zinc Study Group: Geneva, March 8. Geneva, May 15. Geneva, May 28.
- International North Pacific Fisheries Commission, Interim Meeting: Honolulu, August 13. 9th Annual Meeting: Seattle, November 12.
- International Rubber Study Group: Washington, May 28.
- International Seminar for Diplomats: Klessheim, July 29.
- International Tin Council: London, April 3 and July 10.
- International Union of Official Travel Organizations, Second Travel Research Seminar: Lausanne, May 22.
- International Whaling Commission: London, July 2.
- International Wool Study Group: London, December 10.
- Meeting of the National Directors of Migration, Customs and Tourism of the U.S.A., Mexico, Central America and Panama: San Salvador, March 1.
- North Atlantic Treaty Organization, Ministerial Meeting: Athens, May 1. Ministerial Meeting: Paris, December 13.

Organization for Economic Co-operation and Development, Development Assistance Committee: Paris, July 25.

Organization for Economic Co-operation and Development, Ministerial Meeting: Paris, November 25.

Pan-American Institute of Geography and History, 6th Meeting of the Directing Council: Mexico City, January 1.

Quaker Conference in Southern Asia: Puntjak Pass, September 19.

Second Commonwealth Education Conference: New Delhi, January 11.

Second Quaker Conference: Clarens, August 15.

APPENDIX G

INTERNATIONAL AGREEMENTS TO WHICH CANADA IS A PARTY:

DEVELOPMENTS DURING 1962

1. Bilateral Agreements

Chile

Exchange of Notes between the Government of Canada and the Government of Chile permitting amateur radio stations of Canada and Chile to exchange messages or other communications from or to third parties. Santiago October 4, 1962. Entered into force October 4, 1962.

Costa Rica

Exchange of Notes between the Government of Canada and the Government of Costa Rica constituting an agreement permitting amateur radio stations of Canada and Costa Rica to exchange messages or other communications from or to third parties. San José February 23, 1962. Entered into force February 23, 1962.

Ghana

Technical assistance agreement on military training between the Government of Canada and the Government of the Republic of Ghana. Accra January 8, 1962. Entered into force January 8, 1962.

Greece

Exchange of Notes between the Government of Canada and the Government of Greece concerning the exchange of defence science information (together with a Memorandum of Understanding). Athens July 17 and 18, 1962. Entered into force August 18, 1962.

Honduras

Exchange of Notes between the Government of Canada and the Government of Honduras constituting an agreement permitting amateur radio stations of Canada and Honduras to exchange messages or other communications from or to third parties. Tegucigalpa April 6, 1962. Entered into force April 6, 1962.

Iceland

Exchange of Notes between the Government of Canada and the Government of Iceland concerning non-immigrant visa requirements. Reykjavik October 17, 1962. Entered into force November 15, 1962.

Indonesia

Agreement between the United Kingdom, Canada, Australia, New Zealand, India, Pakistan and Indonesia with respect to the war cemeteries, graves and memorials of the Commonwealth within Indonesian territory. Signed at Djakarta September 10, 1962.

Italy

Agreement between the Government of Canada and the Government of Italy for air services between and beyond their respective territories. Signed at Rome February 2, 1960. Instruments of Ratification exchanged at Ottawa April 13, 1962. Entered into force April 13, 1962.

Mexico

Exchange of Notes between the Government of Canada and the Government of Mexico permitting amateur radio stations of Canada and Mexico to exchange messages or other communications from or to third parties. Mexico City July 30, 1962. Entered into force August 29, 1962.

San Marino

Exchange of Notes between the Government of Canada and the Government of San Marino concerning non-immigrant visa requirements. San Marino and Ottawa September 1 and October 16, 1962. Entered into force November 15, 1962.

Sweden

Agreement between the Government of Canada and the Government of Sweden for co-operation in the peaceful uses of atomic energy. Signed at Stockholm September 11, 1962. Instruments of Ratification exchanged at Stockholm December 6, 1962. Entered into force December 6, 1962.

United States of America

Trade agreement between the Government of Canada and the Government of the United States of America embodying the results of the tariff negotiations which were negotiated pursuant to Article XXVIII of the General Agreement on Tariffs and Trade at the 1960-61 Tariff Conference of the Contracting Parties. Signed at Geneva March 7, 1962. Entered into force March 7, 1962.

Convention between the Government of Canada and the Government of the United States of America for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on the estates of deceased persons. Signed at Washington February 17, 1961. Instruments of Ratification exchanged at Ottawa April 9, 1962. Entered into force April 9, 1962.

Exchange of Notes between the Government of Canada and the Government of the United States of America granting permission to the United States to construct, operate and maintain three additional pumping stations in Canada on the Haines-Fairbanks Pipeline. Ottawa April 19, 1962. Entered into force April 19, 1962.

Amendment to the Agreement for Co-operation Concerning Civil Uses of Atomic Energy between the Government of Canada and the Government of the United States of America signed at Washington on June 5, 1955, as amended by the agreement signed at Washington on June 26, 1956, as modified by the agreement signed at Washington on May 22, 1959, and as amended by the agreement signed at Washington on June 11, 1960. Signed at Washington May 25, 1962. Entered into force July 11, 1962.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning the co-ordination of radio frequencies above 30 megacycles a second. Ottawa October 24, 1962. Entered into force October 24, 1962.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning a co-operative programme for the establishment and operation of a command and data acquisition station in Canada to serve an operational meteorological satellite system being established by the United States. Ottawa December 28, 1962. Entered into force December 28, 1962.

Venezuela

Exchange of Notes between the Government of Canada and the Government of Venezuela extending for one year from October 11, 1962, the commercial *modus vivendi* of October 11, 1950, between the two countries. Caracas October 10, 1962. Entered into force October 10, 1962.

2. Multilateral

Procès-verbal extending for three years from December 31, 1961, the Declaration on the Provisional Accession of the Swiss Confederation to the General Agreement on Tariffs and Trade. Done at Geneva December 8, 1961. Signed by Canada January 17, 1962.

Vienna Convention on Diplomatic Relations. Done at Vienna April 18, 1961. Signed by Canada February 5, 1962.

Procès-verbal extending until December 31, 1963, the declaration of November 12, 1959, concerning the Provisional Accession of Tunisia to the General Agreement on Tariffs and Trade. Done at Geneva December 29, 1961. Signed by Canada February 8, 1962.

International Telecommunication Convention. Done at Geneva December 21, 1959. Signed by Canada December 21, 1959. Canada's Instrument of Ratification deposited March 26, 1962. Entered into force for Canada March 26, 1962.

Agreement between Canada and the European Economic Community with respect to ordinary wheat. Signed at Geneva March 29, 1962. Entered into force for Canada March 29, 1962.

Agreement between Canada and the European Economic Community with respect to quality wheat. Signed at Geneva March 29, 1962. Entered into force for Canada March 29, 1962.

Protocol of Terms of Accession of Israel to the General Agreement on Tariffs and Trade. Signed by Canada April 6, 1962. Entered into force July 6, 1962.

Protocol of Terms of Accession of Portugal to the General Agreement on Tariffs and Trade. Signed by Canada April 6, 1962. Entered into force May 6, 1962.

International Labour Organization Convention 116 concerning the partial revision of the conventions adopted by the General Conference of the International Labour Organization at its first 32 sessions for the purpose of standardizing the provisions regarding the preparation of reports by the Governing Body of the International Labour Office on the working of conventions, adopted by the Conference at its forty-fifth session, Geneva, June 26, 1961. Canada's Instrument of Ratification deposited April 25, 1962. Entered into force for Canada April 25, 1962.

Universal Copyright Convention. Signed by Canada September 6, 1952. Canada's Instrument of Ratification deposited May 10, 1962. Entered into force for Canada August 10, 1962.

International Wheat Agreement, 1962. Signed by Canada May 11, 1962. Canada's Instrument of Acceptance deposited May 16, 1962. Entered into force for Canada August 1, 1962.

Protocol to the General Agreement on Tariffs and Trade embodying results of the 1960-61 Tariff Conference. Done at Geneva July 16, 1962. Signed by Canada July 16, 1962. Entered into force for Canada August 16, 1962.

Declaration on the Provisional Accession of the Government of Argentina to the General Agreement on Tariffs and Trade. Geneva November 18, 1960. Signed by Canada April 14, 1961. Entered into force October 14, 1962.

Long-term arrangements regarding international trade in cotton textiles. Geneva, February 9, 1962. Signed and accepted by Canada August 23, 1962. Entered into force October 1, 1962.

Declaration giving effect to the provisions of Article XVI:4 of the General Agreement on Tariffs and Trade. Signed by Canada April 14, 1961. Entered into force November 14, 1962.

International Coffee Agreement. New York, September 28, 1962. Signed by Canada, October 16, 1962. Canada's Instrument of Ratification deposited November 20, 1962.

Convention Placing the International Poplar Commission within the Framework of the Food and Agricultural Organization. Done at Rome November 29, 1959. Canada's Instrument of Acceptance deposited November 28, 1962. Entered into force for Canada November 28, 1962.

Procès-verbal extending the declaration on the Provisional Accession of Argentina to the General Agreement on Tariffs and Trade. Geneva November 7, 1962. Signed by Canada December 19, 1962.

APPENDIX H

Publications of the Department

The publications of the Department of External Affairs may be classified broadly as follows:

- (1) Those printed by the Department of Public Printing and Stationery and distributed free of charge outside Canada through Canadian diplomatic missions. Most of these publications are sold in Canada by the Department of Public Printing and Stationery.
- (2) Those produced within the Department for free distribution outside Canada, and, when they relate to aspects of Canada's external relations, inside Canada as well.

Detailed information about current External Affairs publications produced by the Department of Public Printing and Stationery may be obtained from the Monthly Catalogue of Canadian Government Publications sold by that department at a yearly subscription price of \$5.25 (including the annual catalogue) in Canada, the United States, and Mexico, and \$5.75 in other countries. The annual catalogue may also be purchased for \$1.70 (Canada, the United States and Mexico) and \$2.00 (other countries). The Department of External Affairs issues catalogues of those of its publications available both to residents of Canada and to residents of other countries, and those distributed abroad only. Residents of Canada can obtain the domestic list by applying to the Department of External Affairs, Ottawa; the list of publications available outside Canada can be obtained from Canadian posts abroad.

Publications Available in Canada and Abroad

Report of the Department of External Affairs: Report to Parliament covering the work of the Department during each calendar year. Price: Canada, the United States and Mexico, 50 cents; other countries 55 cents.

Canada and the United Nations: An annual report on Canadian participation in the work of the United Nations and its Specialized Agencies. Price: Canada, the United States and Mexico, \$1.00; other countries, \$1.15.

Canadian Representatives Abroad and Representatives of Other Countries in Canada: Issued three times a year. A directory of Canadian diplomatic, consular and trade offices abroad, and of the diplomatic, consular and trade offices of other countries in Canada. Price: annual subscription, Canada, the United States and Mexico, \$1.70; other countries, \$2.10. Single copies, Canada, the United States and Mexico, 75 cents; other countries 80 cents.

Diplomatic Corps: A directory of diplomatic missions in Ottawa. Published three times a year. Price: annual subscription, Canada, the United States, and Mexico, \$1.70; other countries, \$2.10. Single copies, Canada, the United States, and Mexico, 75 cents; other countries, 80 cents.

External Affairs: A monthly bulletin containing articles on subjects of current international interest and official statements of Canadian foreign policy. Price: annual subscription, Canada, the United States and Mexico, \$1.00; students in Canada, 75 cents; other countries, \$2.50.

Canada Treaty Series: Texts of individual treaties, conventions and other agreements concluded between Canada and other countries. Price: Canada, the United States and Mexico, 50 cents each; other countries, 55 cents each.

London and Paris Agreements September-October 1954: A selection of documents resulting from meetings held in London and Paris concerning the accession of the Federal Republic of Germany to the North Atlantic Treaty Organization. Price: Canada, the United States, and Mexico, \$1.00; other countries, \$1.20.

Canada and the Korean Crisis (1950): Price: Canada, the United States and Mexico, 35 cents; other countries 45 cents.

The Crisis in the Middle East: October-December 1956. Price: Canada, the United States, and Mexico, 75 cents; other countries; \$1.20.

Report on Disarmament Discussions 1957: Price: Canada, the United States, and Mexico, 50 cents; other countries, 55 cents.

The Law of the Sea: A Canadian Proposal, 1959.

The St. Lawrence Seaway, 1960.

Canada and the Colombo Plan, 1961: Price: Canada, the United States, and Mexico, \$1.00; other countries, \$1.20.

Statements and Speeches: Texts of important official speeches on external and domestic affairs.

Press Releases: Issued in English and French on appointments, distinguished visitors, presentation of letters of credence, conclusion of international agreements, and delegations to international conferences.

Canada From Sea to Sea: An illustrated booklet for distribution abroad, dealing in popular style with various aspects of Canada—its history and geography, economic and trading position, status as a world power, people, culture, institutions, government and traditions. Published in English, French, Dutch, German, Italian, Polish, Portuguese and Spanish. Price: Canada, the United States, and Mexico, \$1.00; other countries, \$1.20.

Facts on Canada: Information on Canada's history, government, international relations, resources, climate, transportation, industry and labour, and on the provinces of Canada, with a series of maps. This publication, which is sold in Canada in English and French for 75 cents a copy, is distributed free of charge in other countries.

Publications Distributed Abroad Only

Catalogues containing order-forms for the following publications of the Department can be obtained from Canadian posts abroad:

Canada Pictorial: A small illustrated folder distributed abroad in English, French, Dutch, German, Italian, Japanese, Portuguese, Spanish and Swedish.

Canadian Weekly Bulletin: A summary of important developments and announcements.

Reference Papers: Background information on various aspects of Canadian affairs.

Reprints: Articles on Canada and Canadian affairs reprinted from a variety of sources, chiefly Canadian periodicals.

Note: The Department also distributes information material produced by a number of international organizations of which Canada is a member, such as NATO, the OECD, and the Colombo Plan, but excluding the United Nations. This material is distributed on request, and also to Members of Parliament, public libraries, universities, newspapers and interested voluntary organizations. The United Nations distributes its information material through its own information offices and through other authorized outlets, which in Canada include the Department of Public Printing and Stationery and the United Nations Association.



CANADA

Report of the Department of

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Report of the Department of
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1963

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Ottawa, Canada
1964

HON. PAUL MARTIN,
Secretary of State for External Affairs.

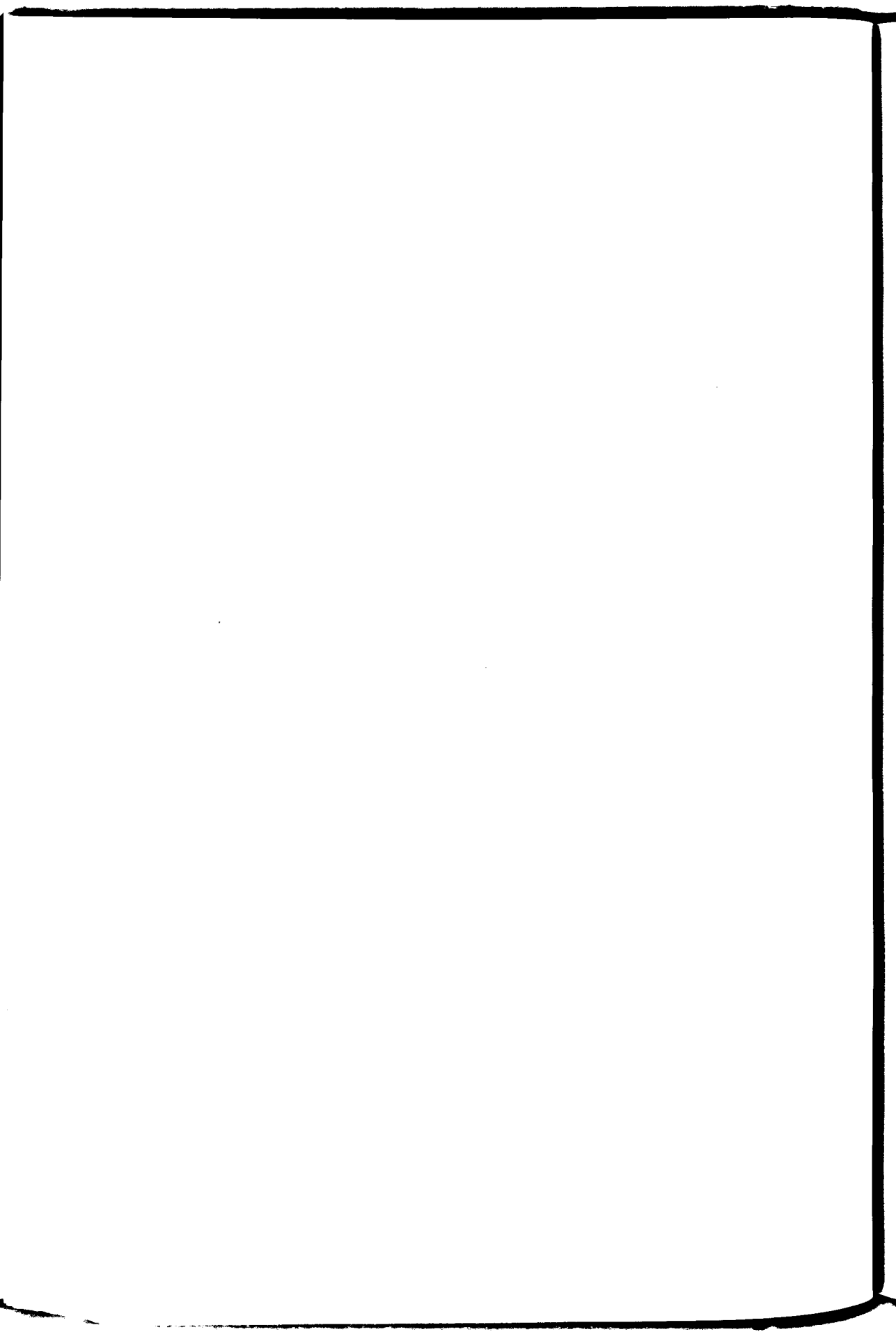
As required by the Department of External Affairs Act, I have the honour to submit to you for presentation to Parliament the fifty-fourth report of the Department, covering the calendar year 1963.

It gives me pleasure to express my appreciation of the manner in which the members of the staff, at home and abroad, have carried out their duties and also of the spirit of co-operation shown by other Government Departments which are concerned with various aspects of Canada's relations with other countries.

A handwritten signature in cursive script, appearing to read "A. Robertson".

*Under-Secretary of State
for External Affairs.*

Ottawa, January 1964.



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I

THE WEST AND THE COMMUNIST WORLD

To recall the tensions which were built up over the Berlin crisis of 1961 and the Cuban crisis of 1962 is to emphasize how different a year 1963 was for relations between members of the Western alliance and the Communist world. The highlight was not a crisis but an agreement—the partial test-ban agreement—and the tone of the dialogue between East and West was marked by comparative restraint and even civility. To explain this relative quiescence, one should recall the United States firmness over Cuba but also keep in mind the knotty problems, both in internal affairs and in the relations between Communist countries, which have beset the Soviet leaders.

For a number of months following the Cuban crisis, there was a lull on the international scene, during which it would appear that the Soviet leaders were re-examining their foreign-policy tactics, their internal economic problems, the state of the dispute with Communist China, and the interrelation of the three. There then gradually began to emerge an outline of the internal and external policies which determined Soviet actions in the period under review.

In the foreign field, it apparently was concluded in Moscow that the aggressive policy applied around Berlin in 1961 and in Cuba in 1962 did not pay dividends in the form of Western concessions. On the contrary, that policy tended to stiffen Western resistance to Soviet pressures. There followed a more moderate tone in Soviet dealings with the West, a willingness, for example, to enter into a partial test-ban treaty and to encourage an atmosphere of *détente* in which Soviet public emphasis was directed toward the desirability of reaching other agreements with the West. The test-ban agreement, though not a disarmament measure in itself, did reduce the dangers inherent in mounting radiation and was generally considered to be a useful first step, which, by lowering international tensions, might lead to other and more important agreements in the disarmament as well as in other fields.

Just prior to and since the conclusion of the test-ban treaty, the Soviet Union put forward a large number of suggestions for other East-West agreements, some revivals of old ideas, some new. These included a non-aggression pact between NATO and the Warsaw Pact Organization, measures to guard against surprise attack, nuclear-free zones in various parts of the world, the non-dissemination of nuclear weapons, the thinning out of foreign forces in Central Europe and the freezing and reduction of military budgets. None of them, however, was pushed with such persistence as to suggest that the Soviet Union considered agreement on them imminently realizable. They bore, rather, the stamp of trial balloons, floated, in part, to demonstrate an anxiety not to spoil the atmosphere created by the test-ban agreement and a willingness to hold discussions

with the West on any topic. In fact, the only other agreements arrived at during 1963 related to the establishment of a direct communications link between Moscow and Washington and an undertaking not to put vehicles of mass destruction into orbit in outer space.

Many of the Soviet proposals related primarily to the Central European scene, which remained the main area of confrontation. They appeared designed, directly or indirectly, to have the West accept the status quo in Europe, the permanence of the division of Germany, and the legitimacy of the Soviet presence in Eastern Europe. These remained as important Soviet objectives and preoccupations, which were manifested in the repeated Soviet demands for the signature of a German peace treaty and "the settlement of the Berlin problem on this (Soviet) basis". However, the fact that, apart from some minor harassment on the access routes, the Soviet Union refrained from strong pressures on Berlin suggested an unwillingness, for the time being, to run risks and to increase tensions. Special and critical attention by the Soviet press to the close relations between Paris and Bonn, to the alleged "revanchist and militarist elements" in West Germany and to the creation of a NATO multilateral nuclear force suggested a distinct concern over the growing importance of the Federal German Republic in the Western alliance. At the end of the year, however, there were no firm indications that, either over Berlin or over the concept of a multilateral nuclear force in the West, the Soviet Union intended to go beyond verbal denunciations and warnings of undefined consequences which would flow from Western actions.

The *détente* that developed during 1963 can be attributed to a significant degree to Soviet economic preoccupations. These were revealed most dramatically by the decision to buy large quantities of wheat from the West, involving an unprecedented expenditure of foreign exchange for consumer goods and indicating the need for a substantial increase in the capital allocated to this vital segment of the Soviet economy. Quite apart from a determination to step up agricultural production, there was evidence of a continuing examination of the allocation of scarce resources to competing ends. There was nothing to indicate a cutback in military outlay, but the decision to sign the partial test-ban treaty was, perhaps, motivated in part by a desire to slow down on expenditures in the defence field. A scaling-down of the space programme was hinted at, suggesting another source of savings. Thus, while the problem of resources allocation was initially an internal one for the Soviet Union, it had obvious and important implications in the foreign and defence fields as well, and therefore for the future development of relations between the West and the Communist world.

The year 1963 also witnessed the continuing and serious deterioration of relations between the Soviet Union and Communist China. From the direct and often bitter language of open criticisms directed by each against the other, it was apparent that Moscow and Peking had strongly differing views as to how best to expand Communist influence in the world, that there was between the two capitals a growing struggle for the actual leadership of the Communist movement, and that there were not only important ideological differences but national conflicts of interest as well. A preoccupation with this dispute placed a limitation on the energy which the Soviet leaders had left over to develop their policy toward the West. At the same time, however, it appeared for a good part of the

year that the Soviet leaders were no longer concerned, so deep had the rift with China become, with whether their actions and policies were likely to offend or further alienate the Chinese. They remained very conscious of the necessity of retaining the support of other Communist parties in the face of Chinese criticism of their actions, but Chinese views did not seem to carry any weight in determining Soviet policies toward the West.

One aspect of the Soviet-Chinese dispute has been a disagreement on the attitude to be adopted towards the less-developed and non-aligned countries—that of co-operation with the “national bourgeoisie” and the gradual reduction of Western influence, or that of active encouragement and assistance to the revolutionary forces. It appeared during the year that, Chinese views to the contrary, the Soviet Union would continue its policy of competing with the West in these countries, primarily by extending economic and military assistance to the existing regimes. After some decline in 1962, new Soviet credits extended to the less-developed countries picked up again in 1963 and the foreign-aid programme seemed, for the present at least, to be sustained despite any scarcity of resources which might be affecting other areas.

In the field of economic relations with the West, the Soviet Union, after a period of active hostility to the European Economic Community (EEC) in 1962, appeared to accept the fact of the EEC and kept trade links with it open. The maintenance of trade relations with the West seemed to be particularly important to some of the Eastern European countries as a source of foreign exchange and as a mark of national identity. There appeared, in fact, to be resistance to Soviet suggestions for development of the Council for Mutual Economic Assistance in such a way as to impose too rigid a plan upon the members or cut them off from economic links with the non-Communist world.

Thus the question posed for Canada and her allies at the end of the year was this: Did the *détente* of 1963 signify a basic change in Soviet policies, or was it no more than a temporary tactic to gain time while the Soviet Union attempts to solve its internal and intra-bloc problems? The evidence was not such as to suggest the more optimistic reply to this question. It had to be recognized that, despite Soviet proposals for agreements on a variety of subjects, there had been no signs of a Soviet willingness to make meaningful concessions on main issues, such as the questions of the division of Germany and Berlin. Those questions which appeared to be amenable to compromise solutions were relatively minor. It remained desirable, nonetheless, to pursue these through negotiation, not only for their own sake but also in the hope that eventually permanent and equitable solutions could be found to the major problems.

II

DISARMAMENT AND NUCLEAR TESTS

During 1963, Canada continued to play an active part in international discussions on disarmament in the United Nations and, more particularly, as a member of the Eighteen-Nation Disarmament Committee (ENDC) in Geneva. Although no final agreements on arms reductions were reached, discussions in the ENDC were helpful in facilitating agreements during the year on the establishment of a direct communications link between Washington and Moscow and the prohibition of the use of outer space for orbiting weapons of mass destruction. The General Assembly of the United Nations called upon the ENDC to resume its discussions and to continue to work toward the achievement of general and complete disarmament.

Negotiations between the United States, Britain and the Soviet Union took place in July on the subject of nuclear-weapons tests. A treaty to ban all nuclear tests in the atmosphere, under water and in outer space was concluded by the three parties in August and was later adhered to by more than 100 nations. The ENDC, in which much of the preliminary work on the partial test-ban treaty took place, was requested by the General Assembly of the United Nations to continue to work toward a comprehensive ban on all nuclear-weapons tests in all environments.

Disarmament

1. Conference of the Eighteen-Nation Committee

The Committee resumed negotiations in February and held two sessions during the year. The first session commenced on February 12 and adjourned on June 21. The Committee reconvened on July 30, but recessed from August 1 to August 12 while the partial nuclear test-ban treaty was opened for signature. From August 13 until August 30, the Committee again met in plenary session and then recessed for the eighteenth session of the United Nations General Assembly. Interim reports to the United Nations were issued on April 10 and August 29. It was agreed that the Committee should reconvene on January 21, 1964.

The representatives of the Soviet Union and the United States continued to act as co-chairmen of the Committee, and met frequently to discuss the agenda and to explain their governments' positions. All the discussions took place in plenary sessions of the Committee. There were no meetings of the Committee-of-the-Whole or of the Sub-Committee on a Treaty for the Discontinuance of Nuclear Weapons Tests, specific plenary sessions instead being allocated to discussion of general and complete disarmament, the suspension of nuclear-weapons tests, and various "collateral" measures aimed at lessening international tension, increasing international confidence, and facilitating general and complete disarmament.

During the early part of the year, the meetings of the Committee were devoted largely to discussions on problems impeding an agreement to ban nuclear tests. However, following the Moscow agreement in July, discussion centered on a treaty on general and complete disarmament under effective international control. At these meetings, consideration was given to measures for the reduction, during the first stage of a disarmament agreement, of nuclear weapons and their delivery vehicles and for a parallel reduction in conventional armaments. These discussions continued to be based primarily on the revised Soviet draft treaty on general and complete disarmament, which had been submitted to the Committee on November 26, 1962, and on the "outline of basic provisions of a treaty on general and complete disarmament in a peaceful world" submitted by the United States on April 18, 1962.

Canada submitted, on August 14, a revised comparison of United States and Soviet disarmament proposals illustrating the changes which had occurred with the passage of time. This initiative was aimed at a further narrowing of differences between the West and the Soviet Union by concentrating attention on points of similarity in the respective positions.

The Committee continued its study of measures which could be agreed to prior to a general agreement on disarmament or which would facilitate such an agreement. The United States submitted a paper on reduction of the risk of war through accident, miscalculation or failure of communication. The Soviet Union submitted proposals on the renunciation of the use of foreign bases and a draft text for a non-aggression pact between the Warsaw Treaty powers and the North Atlantic Treaty Organization.

The deliberations of the Committee were also concerned with proposals for denuclearized zones, prevention of surprise attack, and prohibition of the placing of nuclear weapons in outer space. On August 16, Canada submitted a comparison of significant developments in United States and Soviet proposals concerning the reduction of the risk of war by accident, miscalculation, failure of communications or surprise attack.

While the Eighteen-Nation Committee was in session, the United States and the Soviet Union held a number of meetings on the question of establishing a direct communications link between their respective governments, a proposal first suggested by the United States in April 1962. As a result of these negotiations, an agreement was signed by representatives of the two countries on June 20 to establish such a communications link between Washington and Moscow for use in time of emergency.

2. Disarmament at the Eighteenth Session of the United Nations

The General Assembly had three items relating to disarmament on its agenda (apart from the question of nuclear-weapons tests): the report of the Eighteen-Nation Disarmament Conference, denuclearization of Latin America, and the question of convening a conference to sign a convention on the prohibition of the use of nuclear weapons.

In the opening debate of the session, the Secretary of State for External Affairs noted the more co-operative atmosphere which had developed in discussions of disarmament measures since the signature in Moscow of the partial nuclear test-ban treaty and expressed the view that this new spirit provided a unique opportunity to find further areas of agreement on measures to reduce international tensions as well as to

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reach agreements involving physical measures of disarmament. He concluded by stating that political differences and problems would continue to exist but that the great powers had come to recognize that "in certain small but well-defined areas they had an identity of interest". The effort to achieve a realistic programme of disarmament must, he said, be pursued, and Canada would continue to strive toward that goal under conditions of security.

In the course of his address in the general debate, the Soviet Foreign Minister, Mr. Gromyko, announced a revision of the Soviet position on disarmament which would permit the retention of an agreed number of nuclear weapons until the end of the third and final stage of disarmament. Commenting on this proposal in the First Committee of the United Nations General Assembly, the Canadian representative called for further clarification of the Soviet position and reiterated the need for adequate verification at each stage of disarmament.

Mr. Gromyko also proposed that there should be a meeting of the ENDC at the heads-of-government level to give greater impetus than had appeared possible in official negotiations toward agreement on measures of partial or complete disarmament. This approach, which had frequently been suggested by Soviet leaders for dealing with major international problems, was received with caution by the West. Speaking for Canada, the Prime Minister agreed that there were occasions when a summit meeting was essential but, because of the disillusionment that would follow a failure to agree at that level, it was of the utmost importance that there be ample preparation leading to virtual certainty that such a meeting would result in some concrete achievement.

Seventeen members of the ENDC sponsored a resolution introduced by Mexico which noted with approval the statements of intention, made earlier in the session, by the United States and the Soviet Union to refrain from stationing weapons of mass destruction in outer space. The resolution, which was adopted unanimously, welcomed these statements and called upon all states to refrain from placing such weapons in orbit in outer space. Canada particularly welcomed this resolution, which embodied a long-standing Canadian proposal.

In the course of his address to the General Assembly, the Prime Minister suggested that interested governments should examine the problems and techniques of peace-keeping operations which could subsequently lead to pooling of available resources and equipment for the training and maintenance of a co-ordinated collective force for United Nations service and improved peace-keeping machinery as disarmament progresses. The Secretary of State for External Affairs commented that the need for such a peace-keeping force was recognized by the joint statement of agreed principles to which both the United States and the Soviet Union had subscribed, and which had formed the basis for disarmament negotiations in the Eighteen-Nation Disarmament Committee.

Other matters which arose during the disarmament debate in the First Committee included the question of a non-aggression pact between the NATO and Warsaw Treaty powers, cessation of the production of fissionable material for weapons purposes, reduction or freezing of military budgets, and destruction of an initial quantity of nuclear-weapons vehicles. The Secretary of State for External Affairs emphasized that priority should be given in the Eighteen-Nation Disarmament Committee to measures to reduce the risk of surprise attack, such as the establishment

of ground-observation posts, and measures to control the wider dissemination of nuclear weapons, together with actual physical measures of disarmament.

A 48-power resolution was adopted by acclamation calling upon the ENDC to resume with energy and determination its negotiations on general and complete disarmament under effective international control, in accordance with the joint statement of agreed principles for disarmament negotiations, and urging the Committee to make efforts to seek agreement on measures which could serve to reduce international tension, lessen the possibility of war and facilitate agreement on general and complete disarmament.

Eleven Latin American delegations sponsored a resolution aimed at facilitating further study by the Latin American states themselves of the measures that would be required to establish their area as a nuclear-free zone. As indicated by the Prime Minister in the House of Commons on June 3, 1963, Canadian support for specific proposals for nuclear-free zones would largely depend on their fulfilment of three criteria: the proposal should be acceptable to the countries of the geographical area in which the zone would be located; it should include arrangements for verifying that the commitments undertaken would be carried out; and it should be consistent with the accepted principle that no disarmament measure should create a unilateral advantage for any state or group of states. Since the 11-power resolution did not prejudge the nature of a possible future Latin American denuclearized zone, and since all Latin American countries (except Cuba and Venezuela) were prepared to support it, the Canadian Delegation was able to vote for it. The resolution was adopted by a vote of 91 in favour, none against, with 15 abstentions.

A 19-power resolution calling upon the ENDC to study urgently the question of convening a conference for the purpose of signing a convention on the prohibition of the use of nuclear weapons was adopted by a vote of 64 in favour, 18 against, with 25 abstentions. Canada voted against this resolution, recalling, in an explanation of its vote, Canadian opposition at the sixteenth session to the idea of such a conference on the grounds that the only effective way to ensure that nuclear weapons would never be used was through agreement on a comprehensive and carefully verified system of disarmament and that the convening of a special conference might impede negotiations in the Eighteen-Nation Disarmament Committee for the elimination of all forms of armaments, including nuclear weapons.

Nuclear Tests

1. Conference of the Eighteen-Nation Committee

The Kennedy-Khrushchov letters of December 1962 brought the positions of the United States and the Soviet Union on the cessation of nuclear-weapons testing sufficiently close to hold out the prospect of an agreement when the ENDC reconvened on February 12. The Soviet Union had appeared to accept the principle of on-site inspections, since they indicated that they could agree to a quota of two or three such inspections a year. In April, however, the Soviet Union reversed itself and returned to its previous position that national means were sufficient to detect and

identify underground nuclear tests and was not disposed to reach an agreement which would be restricted to the three other environments.

The United States and Britain submitted a memorandum of position to the Committee outlining the continuing necessity for on-site inspection, the number of inspections (seven) which would be acceptable as sufficient to verify adequately that no clandestine tests were taking place, a suggested procedure for the carrying-out of inspections, and a proposal for the use of automatic seismic stations as a supplementary means of ensuring adequate safeguards.

The non-aligned members of the ENDC did their utmost to achieve a compromise between the positions of the nuclear powers, but their proposals were unacceptable to the Soviet Union since they "recognized the necessity at this juncture for three or four truly effective inspections" annually.

The Canadian representative urged the nuclear powers to re-examine their respective positions in an effort to remove the remaining difficulties which stood in the way of agreement. He suggested that direct negotiations between the nuclear powers should be undertaken, with regular progress reports to the Committee.

High-level tripartite negotiations between the Soviet Union, Britain and the United States aimed at an agreement banning all nuclear-weapons tests were undertaken in July 1963, following a further exchange of letters between President Kennedy, Premier Khrushchov and Prime Minister Macmillan. As a result, agreement was reached on the text of a treaty banning nuclear-weapons tests in the atmosphere, in outer space and under water (but not underground), which was initialled by representatives of the three countries on July 25, and formally signed by them in Moscow on August 5.

On August 8, when the treaty was opened for signature by other states, Canada was among the first to sign. In commenting on the agreement in the House of Commons, the Prime Minister welcomed it as "a first step in the direction of the much more basic accord which will be needed to ensure world peace and security". He restated Canadian policy regarding nuclear-weapons tests by cautioning that "we have still to remove the difficulties which stand in the way of a more comprehensive test ban including underground tests". At the same time, he characterized these difficulties as "one small segment of the problems involved in working out a programme of general disarmament and effective methods for the peaceful settlement of disputes".

The partial nuclear test-ban treaty was ratified by the three original signatories and came into force between them on October 10, 1963. More than 100 countries have signified their intention to adhere to the provisions of the treaty and to refrain from the testing of nuclear weapons in the prohibited environments. At the commencement of the eighteenth session of the United Nations General Assembly, the centre of discussion shifted to New York.

2. Discussions at the United Nations

Nearly all speakers in the opening debate in the General Assembly endorsed the partial nuclear test-ban treaty and urged the nuclear powers to conclude an agreement prohibiting nuclear tests in all environments.

Speaking in the First Committee, the Secretary of State for External Affairs stated:

The limited test-ban is of particular significance. It provides reassurance to the health of this and future generations. It also shows that the major powers have taken a step towards ending the unrestricted development of even more destructive types of weapons.

We welcome, therefore, the determination of the nuclear powers, as expressed in the preamble to the limited test-ban, to continue to seek agreement on stopping underground tests.

Widespread opposition to further nuclear-weapons tests was expressed in a resolution adopted by 104 votes in favour (Canada), one against (Albania), with three abstentions (the Central African Republic, Guinea and France). This resolution calls on all states to become parties to the partial nuclear test-ban treaty, and requests the ENDC to continue its negotiations to achieve the discontinuance of all test explosions of nuclear weapons for all time.

III

THE UNITED NATIONS

Developments at the United Nations in 1963 reflected the improved international atmosphere, especially in East-West relations. In contrast to the feeling of crisis and collision which had hung over the United Nations during the Cuban crisis of October 1962, the mood of the eighteenth session was on the whole optimistic and relatively relaxed. This can be attributed initially to the successful conclusion of the Moscow partial test-ban treaty. Soon afterwards, the United States and the Soviet Union announced their intention to refrain from stationing weapons of mass destruction in outer space. These agreements, admittedly limited in scope, were nevertheless widely regarded as significant moves in creating a climate of confidence for further negotiations.

Members of the General Assembly warmly welcomed the partial test-ban treaty and, in a resolution adopted early in the eighteenth session, called upon all states to become parties to it. The Assembly also adopted unanimously a resolution intended to prevent the orbiting of nuclear weapons in outer space, thus endorsing the earlier understanding arrived at in bilateral talks between the United States and the Soviet Union. Increased co-operation in planning for the use and exploration of outer space was more noticeable than in past years. United Nations discussions continue to be focussed on the need for early agreement on the basic legal principles governing the peaceful use of outer space.

In the course of the year, the UN operation in West New Guinea was successfully concluded with the transfer of the administration of the territory from the United Nations Temporary Executive Authority (UNTEA) to Indonesia. The Yemen Observation Mission (UNYOM) was established on Security Council authority after the United Arab Republic and Saudi Arabia concluded a disengagement agreement and undertook to finance the operation. The financing of the major peace-keeping operations, UNEF and ONUC, remained a serious problem in 1963, with no agreement in sight on an equitable long-term arrangement based on collective responsibility.

Two new Commonwealth members were admitted to the United Nations with the attainment of independence by Kenya and Zanzibar. The Assembly again debated the question of Chinese representation, and rejected a resolution which would have seated representatives of the People's Republic of China.

Colonialism and racial discrimination continued to be major issues at the eighteenth session. The policies of South Africa and Portugal were attacked both in the Security Council and the General Assembly. While the main emphasis has been on condemnation and measures of coercion, extreme action in the form of expulsion or suspension was avoided.

In the economic and social field, United Nations activities were pursued within the context of the United Nations Development Decade.

Planning continued for the United Nations Conference on Trade and Development to be held in 1964.

The Prime Minister, in addressing the General Assembly on September 19, drew attention to the need for a reappraisal of certain basic questions of function and organization if the United Nations was to be an effective international instrument. The Security Council and ECOSOC will have to be enlarged to reflect adequately the present membership, and the organization must be given the financial support it needs for discharging its responsibilities. Much could also be done to improve the peace-keeping capacity of the United Nations. With this in mind Canada proposed that a team of military experts should be formed within the Secretariat to provide advice and assistance to the Secretary-General and that interested governments should examine the problems and techniques of United Nations peace-keeping operations. This could in time lead to a pooling of resources and the development of trained and equipped collective forces for action in support of the primary concern of the United Nations, the keeping of the peace.

United Nations Financing

During 1963, the financial situation of the United Nations remained serious owing to the continued failure of many member states to pay their assessed contributions, particularly for the costs of the United Nations Emergency Force (UNEF) and the United Nations Operation in the Congo (ONUC). The most serious defaulters are the Soviet-bloc countries. They were responsible for approximately 65 per cent of the \$104.7 million of existing arrears (UNEF \$27 million and ONUC \$71.5 million) as of August 31, 1963, for the years up to 1962 inclusive. France has not paid its assessed contributions for ONUC and has also announced that it does not intend to contribute toward the servicing costs of the United Nations bond issue. The Soviet-bloc countries have indicated that, in 1963 and future years, they will not pay their share of the costs of certain items included in the regular budget.

Canada has continued to play an active and leading role in the search for a solution to this problem, which, if allowed to persist, will seriously impair the effectiveness of the organization and, in the words of the Secretary-General, "jeopardize its very existence". Intensive discussions took place at the United Nations throughout the year, initially in the Working Group of Twenty-One on the financing of peace-keeping operations (of which Canada is a member) and latterly at the fourth special session of the General Assembly held in May-June 1963 and the regular eighteenth session, which opened in September. At the special session, agreement was reached on ad hoc assessments for financing UNEF and ONUC in the last half of 1963. These provided for an initial amount on the regular scale, the remainder to be assessed on a special scale granting a 55 percent reduction to the less-developed countries. Canada and a number of other Western countries agreed to make voluntary contributions in order to meet the resulting shortfall. At the eighteenth session, it was decided to apply a similar ad hoc scale to finance ONUC costs for the first six months of 1964.

In the Working Group's discussions, Canada argued vigorously for the adoption of long-term financing arrangements which would apportion the costs of peace-keeping operations in accordance with the principles of

collective financial responsibility and relative capacity to pay. This remains the basic Canadian objective. To meet immediate needs, Canadian representatives have worked closely with other delegations, particularly those from Africa, Asia and Latin America, to devise *ad hoc* financing arrangements for UNEF and ONUC.

One of the resolutions adopted at the fourth special session lays down various principles as guide-lines for the General Assembly in financing future peace-keeping operations. Included are such principles as collective responsibility, the difference in the relative capacity to pay of developed and less-developed countries, and the desirability of voluntary contributions. While the resolution is complicated by the inclusion of political or subjective criteria (i.e. the "special responsibilities" of permanent members of the Security Council and the possibility of reductions or increases in the case of states which are "victims" of or otherwise involved in the events leading to a given peace-keeping operation), the affirmation of collective responsibility, plus relative capacity to pay, may be regarded as steps in the right direction. In prospect for 1964 is the possible application of Article 19 of the United Nations Charter (suspension of voting rights in the Assembly) to member states which are two years in arrears. Canada will continue to make every possible effort to facilitate the adoption of financing methods that will give the United Nations the funds it requires to carry out its primary task of maintaining international peace and security.

Peace-Keeping Operations

Canada was an active participant during 1963 in the major peace-keeping operations undertaken by the United Nations. Canadian military observers continued to serve in Kashmir and the Middle East. In the Gaza Strip and Sinai, some 900 Canadian military personnel, consisting of reconnaissance, engineering, signals, service and air transport units, form the Canadian contingent with UNEF. Approximately 250 more serve in the Congo with the United Nations military force.

In the course of the year, one UN peace-keeping operation was concluded and another was begun. Canadians participated in both. The first involved the transfer of West New Guinea from the Netherlands to Indonesia on May 1, 1963, after a seven-month period of UN executive administration (UNTEA) backed by a UN security force. Canadian "Otter" aircraft, with air and maintenance crews, were part of the UN force in this operation. The second operation, still continuing, was undertaken at the request of the Governments of the United Arab Republic, Saudi Arabia and Yemen. Following a Security Council decision on June 11, a team of UN observers was despatched to Yemen to observe, certify and report on the implementation of the disengagement agreement concluded by the U.A.R. and Saudi Arabia. The air component of the Yemen Observation Mission (UNYOM) consists of Canadian aircraft and crews. Although UNYOM has had a useful deterrent effect, implementation of the disengagement agreement has proceeded slowly and imperfectly and is still far from fulfilment.

Experience has shown that, while the establishment of a permanent United Nations force is not a practical proposition at the present time, much could be done to improve the planning arrangements for UN peace-keeping operations. The Secretary-General has pointed out that it would

be extremely desirable for countries to follow the lead of Canada, the Scandinavian countries and the Netherlands in making provision for suitable standby military units which could be made available at short notice for UN service and thereby decrease the degree of improvisation necessary in an emergency. The Prime Minister's statement to the General Assembly on September 19, 1963, was intended to focus attention on this problem and spur the development of more effective techniques and advance planning for peace-keeping operations both within the UN Secretariat and the military establishments of member states.

Effects of Atomic Radiation

At the eighteenth session of the Assembly, Canada initiated a resolution on the effects of atomic radiation. This resolution, co-sponsored by 17 other countries, was adopted unanimously in the Special Political Committee and in plenary. It emphasized the importance, from the point of view of harmful atomic radiation, of the cessation of nuclear tests in the atmosphere, in outer space and under water, and urged the World Meteorological Organization to proceed with the implementation of the scheme for monitoring and reporting levels of atmospheric radioactivity. The United Nations Scientific Committee on the Effects of Atomic Radiation (UNSCEAR) was asked to continue its study of the levels and effects of atomic radiation from all sources, and member states and international and national agencies were requested to carry out information programmes on the effects of atomic radiation.

Throughout the year, at the General Assembly as well as in the other appropriate bodies of the United Nations, Canadian representatives stressed the need for international co-operation in reducing the hazard from harmful atomic radiation. Canada also directed attention to the danger of complacency as a consequence of the signature of the limited test-ban treaty, since the effects of previous atmospheric nuclear tests would continue to be felt for some time and radiation might be expected from nuclear tests not covered by the Moscow treaty and from a number of other sources.

Peaceful Uses of Outer Space

Meetings of the Legal Sub-Committee of the UN Committee on the Peaceful Uses of Outer Space, held in the spring of 1963, again failed to lead to the adoption of concrete recommendations. However, with active Canadian participation, a broad measure of agreement was reached on the basic legal principles which should govern the activities of states in the peaceful exploration and use of outer space. Included among these are the propositions that:

- (1) The exploration and use of outer space shall be carried on for the benefit and in the interests of all mankind.
- (2) Outer space and celestial bodies are free for exploration and use by all states on a basis of equality and in accordance with international law.
- (3) Outer space and celestial bodies are not subject to national appropriation by claim of sovereignty, by means of use or occupation, or by any other means.

- (4) The activities of states in the exploration and use of outer space shall be carried on in accordance with international law, including the Charter of the UN, in the interest of maintaining international peace and security and promoting international co-operation and understanding.

While a great deal remains to be done before the international regulation of outer space for exclusively peaceful purposes becomes a reality, developments in 1963 represent an encouraging breakthrough from the impasse of previous years. The outer-space field is one in which Canada has taken a deep interest and in which Canadians have been able to make a contribution on the political as well as the technical side.

Development of International Law

In accordance with a resolution adopted at the seventeenth session of the United Nations General Assembly, Canada submitted in 1963 a number of suggestions to the Secretary-General of the United Nations as to ways and means by which member states of the United Nations could be aided through the United Nations and other channels in establishing programmes of assistance and exchange in respect to activities in the field of international law, with a view to the wider dissemination of a knowledge of international law. These comments and suggestions were developed in part during a seminar convened by the Canadian National Commission for UNESCO and attended by a number of professors of international law and officials of the Department of External Affairs, the External Aid Office and the Department of Justice.

Canada also submitted detailed comments on four principles of international law under study by the Sixth (Legal) Committee, namely, the principles of non-use of force, peaceful settlement of disputes, non-intervention, and sovereign equality of states. These comments, which stressed the paramount importance of the United Nations Charter in the progressive development of international law and in the promotion of the rule of law among nations, formed the basis of the Canadian position during the debate on these principles in the Sixth Committee during its eighteenth session.

A further development during the eighteenth session was the approval by the Sixth Committee of a procedure for transferring to the Secretary-General of the United Nations certain powers that had been vested in the Council of the League of Nations with a view to inviting states to participate in a number of pre-war treaties. The Committee also considered the report of the fifteenth session of the International Law Commission (ILC), which was chiefly devoted to the Commission's work on a proposed convention on the Law of Treaties. The Commission's project is now two-thirds complete, and its draft articles have been transmitted to member states for comments. Canada is represented on the ILC.

Palestine Refugees

The United Nations Relief and Works Agency for Palestine Refugees (UNRWA) was established in 1949 to provide relief and rehabilitation facilities for Arab refugees from Palestine located in Jordan, Lebanon, Syria and Gaza. At the annual UNRWA pledging conference, Canada

undertook, subject to Parliamentary approval, to contribute \$500,000 to the Agency's 1964 budget and, in addition, promised a special contribution of wheat flour valued at \$500,000.

Canada supported the resolution on Palestine refugees adopted by the Assembly, which calls on the Palestine Conciliation Commission to continue its efforts in connection with this problem. These efforts have consisted in recent years of informal discussions with the governments concerned. Canada has supported these endeavours of the Conciliation Commission to find some constructive means of solving the Palestine refugee problem.

International Co-operation Year

During 1963, Canada was a member of a Preparatory Committee set up to study the desirability of designating 1965, the twentieth anniversary of the United Nations, as "International Co-operation Year". On November 21, soon after the submission of the Committee's report, the General Assembly decided by acclamation to designate 1965 as "International Co-operation Year". The purpose of International Co-operation Year is to draw attention to the amount of existing international co-operation among states. Its aim is thus to bring into relief those many continuing activities, particularly among voluntary non-governmental organizations, which involve a high degree of international co-operation but which are frequently overshadowed by problems leading to division among states.

Human Rights and Social Questions

One of the purposes of the United Nations proclaimed under Article 1 of the Charter is to achieve international co-operation in promoting and encouraging respect for human rights and fundamental freedoms for all, without distinction as to race, sex, language or religion. To this end, the General Assembly, at its eighteenth session, unanimously adopted a Declaration on the elimination of all forms of racial discrimination. As well, the Assembly proceeded with its consideration of the international Covenants on Human Rights, adopting, with Canadian support, articles dealing with such matters as the rights of the child and freedom from hunger. As a member of the Commission on Human Rights, Canada participated actively in the discussion of these subjects. During the debate on the Declaration in particular, Canada sought, with like-minded delegations, to ensure that in the pursuit of this desirable aim—the elimination of all forms of racial discrimination—existing rights and freedoms, such as the freedom of expression and the freedom of association, would not be encroached upon.

Elsewhere, the Assembly endorsed the activities of the Economic and Social Council in the field of social development, by adopting unanimously a number of resolutions dealing with the world social situation, the promotion of women's rights, community development, child and youth welfare (through UNICEF) and the problem of the homeless and stateless people which is the primary responsibility of the United Nations High Commissioner for Refugees. Towards the continuation of the latter's very worthwhile activities, Canada subscribed for the calendar year 1964 the sum of \$290,000.

Colonialism

The United Nations continues to be preoccupied with the problems of de-colonization. In the course of 1963, the Special Committee of 24 considered the implementation of the Colonial Declaration (Resolution 1514 of December 14, 1960) in relation to some 26 dependent territories, concentrating its attention on the remaining colonial territories in Africa. In the General Assembly, the annual debate on the Special Committee's report led to the adoption of seven resolutions dealing with Aden, British Guiana, Malta, Fiji, Northern Rhodesia, Nyasaland and the high commission territories of Basutoland, Bechuanaland and Swaziland. In a further resolution of a more general character, the Special Committee was asked to continue to seek the best ways and means for the speedy application of the Colonial Declaration to all territories that had not yet attained independence.

IV

NATO AND DEFENCE

Despite the improvement in the climate of East-West relations during 1963, it remained vital that the West should retain its defensive and deterrent strength against potential aggression. For its part, Canada maintained the various defence activities which had previously been instituted in fulfilment of responsibilities undertaken within the collective defence programme of NATO and, jointly with the United States, for the defence of North America. Canada also continued to contribute to United Nations peace-keeping operations, and to provide assistance in training the defence forces being established by certain newly-independent Commonwealth countries.

Canadian forces had previously been equipped with and trained to use four weapons systems designed for a nuclear role. These weapons systems are the CF-104 strike-reconnaissance aircraft and the "Honest John" artillery rocket held by Canadian forces assigned to NATO in Europe and the CF-101 interceptor aircraft and the Bomarc "B" ground-to-air interceptor missile with which forces in Canada are equipped for the defence of North America against bomber attack. In August, agreement was reached with the United States on the conditions under which nuclear warheads were to be made available for these weapons and, in September, complementary arrangements were agreed on governing the storage of nuclear air-to-air weapons for United States interceptor aircraft stationed in Canada. In both cases, the nuclear warheads remain in United States custody; hence these arrangements do not add to the number of governments having nuclear weapons at their independent disposal. The warheads cannot be used operationally in either case without the authorization of the Canadian Government, and joint control is thus assured.

NATO

Canadian membership in the North Atlantic Treaty Organization continues to be one of the main elements of Canadian foreign policy, for it is through NATO that a basis for a partnership of Atlantic states with common political and economic goals can develop and it is in NATO that Canada sees the most realistic guarantees of its national security.

An opportunity to emphasize the importance to Canada of the NATO alliance was provided by the convening in Ottawa from May 22 to 24 of the regular spring meeting of NATO foreign ministers. This meeting, the first to be held in Ottawa since 1951, took place in the recently renovated West Block of the Parliament Buildings, which had been specially equipped for the event. Extensive preparations for the meeting were made through the co-operative effort of several government departments under the direction of Lieutenant-General S. F. Clark, Chairman of the National Capital Commission.

At the meeting, it was recognized in the review of the international situation that the alliance was not meeting in the shadow of a crisis, as had so often been the case in the recent past, but that issues such as Berlin and Germany, Cuba and Laos, remained unsolved and continuing sources of grave concern. There was complete agreement upon the importance of maintaining continuous contact with the Soviet Union in an effort to resolve issues which might lead to war and ensure, at the very least, that neither side should misunderstand the intentions of the other. There was unanimous support for the continuation of efforts at Geneva to bring about general and complete disarmament by stages under effective international control and international safeguards.

Two important decisions were taken at the meeting in relation to the defence policy of the alliance. The first approved the steps taken to organize the nuclear forces assigned, or to be assigned, to the Supreme Allied Commander in Europe (SACEUR).

These steps included:

- (a) assignment of the British V-bomber force and three United States "Polaris" submarines to SACEUR;
- (b) establishment by SACEUR on his staff of a Deputy responsible to him for nuclear affairs;
- (c) arrangements for broader participation by officers of NATO member countries in nuclear activities in Allied Command Europe and in co-ordination of operational planning at USAF Strategic Air Command at Omaha;
- (d) fuller information to national authorities, both political and military.

NATO ministers welcomed these measures to increase the effectiveness of the nuclear capability at the disposal of the alliance and to improve co-ordination and control of its nuclear deterrent forces.

The second decision of importance was the recognition by NATO ministers of the need to achieve a satisfactory balance between nuclear and conventional arms. They directed the Council in permanent session to undertake, with the advice of the NATO military authorities, further studies of the interrelated questions of strategy, force requirements and the resources available to meet them.

NATO foreign ministers and defence ministers met again on December 16 and 17 in Paris. This meeting was largely devoted to an evaluation of relations with the Soviet bloc. There was general recognition that it was important at this time to continue to seek agreements on limited measures which would help reduce international tension and achieve a genuine and fundamental improvement in East-West relations. Ministers expressed the hope that Soviet policy would not limit the possibility of making progress, particularly on problems that are the main cause of tension in the world, such as Berlin and Germany.

Consideration of defence questions included a review of the implementation of decisions reached at Ottawa regarding fuller information on nuclear questions for national authorities and broader participation by member countries in the organization and operational planning functions of SACEUR's nuclear forces. Note was also taken of the progress made in the studies which had been undertaken as a result of decisions made in May relative to strategy, force requirements and resources.

North American Defence

Arrangements were agreed on in August and September concerning the supply by the United States of nuclear weapons for Canadian air-defence forces, and for United States interceptor aircraft squadrons stationed at two leased bases in Canada. These arrangements ensure that the air-defence forces committed to NORAD, regardless of their nationality or location, will have available the weapons required for them to fulfil effectively their role of protecting North America against bomber attack.

While the conclusion of these arrangements constituted the major development in North American defence matters during 1963, Canada-United States co-operation with regard to the joint defence of the continent continued to develop under the aegis of the various media of consultation which have been created over the years.

In accordance with technical developments and changing requirements, there were certain changes in some elements of the North American defence programme during the year. For example, certain facilities located in Canada for which there was no longer a requirement were closed down and certain new facilities brought into operation. In the latter connection, the headquarters of NORAD's Northern Region were transferred from St. Hubert to the underground establishment housing the SAGE Combat Control and Direction Centre at Trout Lake, near North Bay. The various adjustments in the programme are designed to achieve a maximum of efficiency in providing for the defence of North America.

Other Activities⁽¹⁾

The resources of Canada's defence establishment were not, however, employed solely for the defence of the NATO area. During the year, Canada's contributions included the provision of personnel and equipment for various peace-keeping operations sponsored by the United Nations. Canada also extended assistance in the training of members of the armed forces of some of the newer Commonwealth countries. In addition, Canada participated in a programme of military assistance to India following the Chinese attack on that country.

⁽¹⁾ These activities are described in greater detail in Chapters III, VII and X.

V

INDOCHINA

During 1963, there was no change in the status of the three International Commissions for Supervision and Control in Cambodia, Laos and Vietnam. The Commissions in Cambodia and Vietnam continued to function under the terms of the Geneva Agreements of 1954, and the Commission in Laos under the terms of the Geneva Protocol of 1962. The level of Canadian participation also remained unchanged—about 100 Canadians drawn from the Department of External Affairs and the Armed Forces (principally the Army).

Cambodia

The Commission continued its activities on a small scale in Cambodia during 1963, again concerning itself primarily with accusations of violations of Cambodian frontiers by the forces of the Republic of Vietnam. Internally, Cambodia maintained its stability, and the Chief of State, Prince Sihanouk, put forward additional suggestions designed to secure the borders between Cambodia and Thailand on one side, and between Cambodia and South Vietnam, on the other. During the crisis involving Buddhists in South Vietnam, the Government of Cambodia broke off relations with the Republic of Vietnam.

Laos

Although little progress had been made toward the military and administrative reunification of Laos under Prince Souvanna Phouma's Provisional Government of National Union, the cease fire was generally observed until about the end of March 1963. At that time the left-wing Pathet Lao, with the collaboration of some dissident elements of the Neutralist military force, began to exert military pressure to force the genuine Neutralists out of a number of places, particularly in the Plaine des Jarres area, which had previously been jointly occupied. Even before the military situation began to deteriorate seriously, the Canadian Commissioner had been trying to get a team of the International Commission into the area to exert a restraining influence. Because of Pathet Lao and Polish opposition, it was not possible, between the end of February and the end of April, to do more than ensure that the Commissioners or other Commission personnel visited the area almost daily. On April 28, however, it was decided by Indian-Canadian majority vote, over strenuous Polish opposition, "that a team be temporarily stationed at the Plaine des Jarres on a continuous basis for the duration of the crisis". The team, consisting of one Canadian and one Indian officer (the Poles refusing to supply a member in spite of their obligation, under the terms of the Protocol, to do so), has been stationed at Neutralist headquarters on the Plaine des Jarres since April 29, 1963.

On May 17, the Commission, again by Indian-Canadian majority vote, approved and despatched three reports to the Co-Chairmen on the serious situation which had developed. The Polish Commissioner forcibly expressed

the view that by doing so the Indian and Canadian Commissioners were acting "illegally"—a view which was subsequently upheld by the Soviet Co-Chairman but refuted by the British Co-Chairman. The reports were sent to the other signatory governments and made public by the British Government unilaterally on July 1, 1963.

During 1963, the Laos Commission conducted four investigations of allegations that foreign forces remained in the country contrary to the provisions of the Geneva Agreements of 1962. These investigations, besides being few in number, were extremely limited in scope and cannot be considered to have provided any conclusive answer to the question whether or not foreign military forces are present in Laos. The Canadian Commissioner attempted to have such investigations broadened in scope and increased in number. He found, however, that, even when his proposals were agreed to by the other Commissioners and sent to the Royal Laotian Government, the unanimity principle which operates within that Government and requires the consent of the right-wing, Neutralist and Pathet-Lao factions, resulted in delays and restrictions which vitiated the investigations.

The Commission nevertheless remains the tangible expression of such international agreement as exists on the Laotian question. The Commission also fulfills a most important good-offices role through the conciliatory influence which the Commissioners are able to exert personally on the leaders of the various factions and through the transport, communications and security arrangements which the Commission makes from time to time to facilitate contacts between the parties.

Vietnam

The situation described in the Special Report of June 2, 1962, continued during 1963, i.e., the authorities in North Vietnam continued to send "armed and unarmed personnel, arms, munitions and other supplies," into South Vietnam "with the object of supporting, organizing and carrying out hostile activities, including armed attacks, directed against the armed forces and administration" of the Republic of Vietnam. Equally, South Vietnam continued to receive military aid from the United States in quantities that appeared to be in excess of those permitted by the Geneva Agreements of 1954 because the condition required for the cessation of such aid had not been fulfilled, namely, the discontinuance of Northern assistance for the insurgents in the South. Unfortunately, the Commission was not able to bring about any improvement in this situation, although by its presence it helped to inhibit resort to full-scale war between the two parts of Vietnam.

No significant changes took place in North Vietnam, but in the South a series of political disturbances with religious overtones began in May 1963. These disturbances involved the self-immolation of a number of Buddhist monks, student demonstrations, and the imposition of martial law,

On November 1, a *coup d'état*, organized by South Vietnamese military officers, overthrew the régime of President Ngo Dinh Diem. The Provisional Government established as a result of the *coup* was recognized by Canada on November 14, 1963, and is co-operating with the International Commission. Following a United Nations discussion of the disturbances which preceded the *coup*, a United Nations Commission was despatched to Saigon on October 24 to enquire into the facts of the matter. As a result of the *coup d'état*, the Commission decided to return to New York.

VI

AFRICA

Canada continued to follow with keen interest developments on the African continent during 1963. Relations with African states were further strengthened by the state visit to Ottawa on October 7 and 8 of His Imperial Majesty, Haile Selassie I, Emperor of Ethiopia. Other official visitors from Africa included the President of Tanganyika, Dr. Julius Nyerere; Major-General Joseph D. Mobutu, Commander in Chief of the Congolese Army; the Hon. J. H. Howman, M.P., Minister of Internal Affairs, Local Government and African Education of Southern Rhodesia; and the Hon. Waziri Ibrahim, Federal Minister of Economic Development of Nigeria.

In implementation of the decision, announced the previous year, to establish relations with French-speaking African states, Canadian ambassadors presented their credentials for the first time in Gabon, Upper Volta, Guinea and the Ivory Coast. Similarly, the Ambassadors of Gabon, Niger, Mali and Senegal presented their credentials in Ottawa.

Addis Ababa Conference

One of the most important events in Africa during 1963 was the holding of the conference of heads of independent African states at Addis Ababa from May 22 to May 25. At this conference agreement was reached on the setting-up of an Organization of African Unity, for which a Charter was agreed and signed on May 25, 1963. Its purposes were the promotion of unity and co-operation among African states, the provision of mutual defence, the elimination of colonialism from Africa and the promotion of international co-operation through the United Nations. The Organization consists of an Assembly of Heads of State and Government (to meet once a year), a Council of Foreign Ministers (to meet twice a year), a General Secretariat, a Mediation Commission, and several specialized commissions. It is expected that the Organization will have its headquarters in Addis Ababa.

The Addis Ababa Conference passed a number of resolutions, covering the following subjects: de-colonization, *apartheid* and racial discrimination, Africa's role in the United Nations, general disarmament, and economic co-operation. An early test of the Organization of African Unity was the part it was called upon to play in bringing about an effective armistice between Morocco and Algeria to end their border fighting on November 1, and in organizing a meeting of the Ministerial Council to settle the dispute between these two member states.

Congo

On January 14, 1963, Mr. Tshombe announced the abandonment by Katanga of its policy of secession and agreed to co-operate in the imple-

mentation of the plan proposed by the Secretary-General of the United Nations for national reconciliation in the Congo. The Central Government appointed Mr. Joseph Ileo as Minister Resident in Katanga, to negotiate with Mr. Tshombe on the practical problems of reintegrating the province.

The major obstacle to the fulfilment of the United Nations mandate in the Congo having thus, at long last, been removed, consideration could now be given to the termination of the United Nations operation and to the other problems involved in the establishment of a unified and independent Congo. Among these were the re-training of the Congolese National Army (ANC), to provide internal security, and the provision of technical assistance to help rebuild the Congolese economy and organize essential services in the country.

The Congo operation had imposed a serious financial strain on the United Nations, accentuated by the refusal of some countries to pay their share of the special Congo assessment. This lent urgency to the Secretary-General's plans for early progressive withdrawal of United Nations forces. On the other hand, the Congolese Government was deeply concerned over the problem of assuming full responsibility for the maintenance of law and order before the ANC had been adequately trained, and it was recognized that premature withdrawal of the United Nations Force (ONUC) could jeopardize all that had been achieved at such cost to the United Nations.

The United Nations was itself unable to undertake responsibility for the re-training of the Congolese National Army, and this task was finally assumed by individual countries at the request of the Congolese Government.

By July, the strength of the United Nations Force had been reduced from a peak of 19,000 men at the beginning of the year to approximately 7,000. It had been the Secretary-General's intention to withdraw the rest of ONUC by the end of the year. In response to an appeal from Prime Minister Adoula, however, it was decided to keep some 5,200 United Nations troops in the Congo during the first six months of 1964 while the training programme for the ANC was being implemented; and, in October, the General Assembly authorized the expenditure of additional funds of up to \$18.2 million for this purpose. The remaining United Nations forces will include approximately 300 Canadian army signalmen, to maintain the ONUC communications network, and some 40 Canadian staff personnel at headquarters. A Canadian brigadier has been appointed Chief of Staff to the Commander of ONUC.

At the same time, it was agreed that the United Nations would continue to provide technical assistance through its civilian operation. The Belgian Government also undertook to provide substantial technical aid under the terms of an assistance agreement concluded in the second half of the year.

Portuguese Territories in Africa

Following decisions taken at the Addis Ababa Conference, the 32 African states participating brought the question of the situation in the territories under Portuguese administration before the Security Council in July. On July 31, the Security Council passed a resolution which referred to the Colonial Declaration, called upon Portugal to recognize the rights of the people of the territories under its administration to self-

determination and independence, and requested all states to refrain from offering the Portuguese Government any assistance which would enable it to continue its repression of the peoples of the territories and to prevent the sale and supply of arms and military equipment for this purpose to the Portuguese Government.

In this connection, the Secretary of State for External Affairs announced in the House of Commons on October 21 that Canada had not made any contributions of Canadian military assistance to Portugal since November 1960. With respect to the sale of arms and military equipment on a commercial basis, he said it was the intention of the Government to continue the existing policy, which was to forbid the export to Portugal or the territories under Portuguese administration of any arms or equipment which would be used for military purposes in the Portuguese overseas territories.

During the eighteenth session of the United Nations General Assembly, the question of Portuguese overseas territories was again discussed. Canada supported efforts in the United Nations, both formal and informal, to persuade Portugal to recognize the right of the peoples of its territories to self-determination.

South Africa

The question of race relations in South Africa continued to occupy the attention of the United Nations throughout the year. As a result of decisions taken at the Addis Ababa Conference and of the recommendations of the Special Committee on Apartheid set up by the General Assembly, the question of *apartheid* was brought before the Security Council early in August. On August 7, the Security Council adopted a resolution calling on South Africa to abandon its *apartheid* policies and calling on all states to cease forthwith the sale and shipment of arms, ammunition, and military vehicles to South Africa.

The Secretary of State for External Affairs announced in the House of Commons on October 21 that for several years it had been the policy of the Canadian Government to withhold permission for the shipment to South Africa of any military equipment which might be used to enforce *apartheid* policies and that, in view of the Security Council's request, the Government would not authorize the acceptance of new orders for military equipment from South Africa.

In South Africa itself, there were further outbreaks of anti-*apartheid* activities, including riots and attempts at sabotage, followed by the promulgation of laws permitting the detention of suspected persons for 90 days without trial and by numerous arrests of opponents of *apartheid*. The first of what is intended to be a number of self-governing African states, referred to as "Bantustans", was set up in the Transkei during 1963, with elections being held in November.

On October 11, the General Assembly adopted a resolution by 106 in favour (including Canada), to one against (South Africa), with no abstentions, requesting the Government of South Africa "to abandon the arbitrary trial now in progress and forthwith to grant unconditional release to all political prisoners and to all persons imprisoned, interned or subjected to other restrictions for having opposed the policy of *apartheid*". In an official statement issued to the press after the plenary vote, the Secretary of State for External Affairs said that the Canadian

Delegation was instructed to vote in favour of this resolution because Canada wished to express condemnation of the policy of *apartheid*.

Further United Nations action regarding *apartheid* was taken on December 4, when the Security Council adopted unanimously a resolution calling on all states to cease the shipment of equipment and materials for the manufacture and maintenance of arms and ammunition in South Africa. The resolution also requested the Secretary-General to establish a group of experts to examine ways of resolving the situation in that country.

VII

THE COMMONWEALTH

Commonwealth membership continues to expand. In December, two more newly-independent African states—Zanzibar and Kenya—became members, bringing the total membership to 18⁽¹⁾.

At the year's end there were five systems of government among the 18. Nine were monarchies recognizing Her Majesty Queen Elizabeth II as head of state, one (Malaysia) had an elected monarch, one (Zanzibar) had an hereditary monarch; six were republics, and one (Uganda) was a monarchical state having as head of state a president who is an hereditary monarch of one of its parts.

A The Commonwealth continues to be an important institution for bilateral and mutual assistance for economic development. Up to the end of the 1962-63 fiscal year, over \$440 million was made available by Canada for economic development under programmes of grant assistance. Of this over 95 per cent has been allocated among Commonwealth countries under the Colombo Plan, the Canada-West Indies Aid Programme, the Special Commonwealth Africa Aid Programme (SCAAP) and the Commonwealth Scholarship and Fellowship Plan in Africa, Asia and the Caribbean. Funds have been used for the carrying-out of development projects, the supply of equipment or commodities, the provision of Canadian teachers or advisers and the training of students in Canada. Of the more than 700 people selected and brought to Canada in 1963 for specialized training in conjunction with various development projects undertaken by Canada, most came from Commonwealth areas. Military training was also being provided for personnel of some newly-independent Commonwealth countries⁽²⁾.

The Special Commonwealth African Aid Programme (SCAAP) is now in its third year of operation, and, by the end of 1963, nearly 150 African students were under training in Canada under SCAAP's auspices. Also under this programme, 119 Canadian teachers were serving in Africa, mostly in secondary schools. In addition, 14 Canadian university professors taught in African universities under the aegis of SCAAP.

Under the Commonwealth Scholarship and Fellowship Plan there were, by the end of 1963, 230 Commonwealth students in Canada and 122 Canadians studying in other Commonwealth countries.

With reference to the Commonwealth countries of the Caribbean area, 20 Canadian teachers and three technical advisers were sent to this region under Canadian Government auspices.

⁽¹⁾ Commonwealth members are enumerated according to the year (if post-1931, noted in brackets) when membership was received: Britain; Canada; Australia; New Zealand; India (1947); Pakistan (1947); Ceylon (1948); Ghana (1957); Malaya (1957); Nigeria (1960); Cyprus (1961); Sierra Leone (1961); Tanganyika (1961); Jamaica (1962); Trinidad and Tobago (1962); Uganda (1962); Zanzibar (1963); and Kenya (1963).

⁽²⁾ See Chapters VI, X and XI.

Canadian universities also made important contributions to developing countries of the Commonwealth by releasing 23 faculty members for service in African and Asian universities. In addition, the Universities of Toronto and British Columbia undertook special projects to assist the Universities of Malaya and of Singapore, Malaysia, the University of Mangalore, India, and the University of Lagos, Nigeria.

Regional Developments

West Indies, British Honduras and British Guiana

After the withdrawal in 1963 of Jamaica and Trinidad from the ten-island Federation of the West Indies, the remaining eight small islands (Antigua, Barbados, Dominica, Grenada, St. Kitts-Nevis-Anguilla, Montserrat, St. Lucia, St. Vincent) continued their efforts to establish a federation under Barbados leadership. A meeting of chief ministers of "the little eight" in Barbados in May 1963 revealed serious divergences of opinion on whether the federation should be a closely-knit one, with substantial powers allotted to the federal government, or a loosely-knit federation with reduced powers at the centre. Plans for a further meeting in London before the end of the year were postponed. It also became evident during the year that Grenada preferred to merge with the unitary state of Trinidad and Tobago rather than form part of any future eight-island federation; committees are at present examining proposals for a merger of these adjacent islands.

It was announced near the end of 1963 that British Honduras, a British colony in Central America with a population of about 100,000, would have its constitution amended so that, by January 1, 1964, it would achieve complete internal self-government.

After British Guiana's Trade Union Council called a general strike in April, a state of emergency was proclaimed in this colony; at Dr. Jagan's request, British troops stood by to assist, if needed, in maintaining law and order. A negotiated settlement brought the 11-week strike to an end in July. A constitutional conference on the colony's future was held in London at the end of October. Since the territory's three political leaders (Messrs Jagan, Burnham and D'Aguiar) could not resolve their disagreements about a future constitution for an independent British Guiana, they requested the British Government to settle all outstanding issues, and the three leaders undertook to accept the British decisions. The British Government decided that the existing electoral system should be discarded and replaced by a system of proportional representation. A general election will be called for 1964 in preparation for a further constitutional conference to settle any remaining constitutional issues and to fix a date for independence.

Africa

During 1963, two British territories in Africa achieved independence within the Commonwealth, two independent African members of the Commonwealth altered their status, and the remaining British territories in Africa advanced toward self-government and independence.

At a conference held in London in February, the British Government and the two main political parties in Kenya agreed on a constitution as a

basis for general elections in the colony. The Kenya African National Union received a large majority in the elections held in May, and KANU's leader, Mr. Jomo Kenyatta, formed a Government. A further conference was held in London in September to discuss the new Government's proposals for constitutional revision. Kenya became independent within the Commonwealth on December 12. The other British territory in Africa to achieve independence in 1963 was Zanzibar. General elections were held in this colony in July and the coalition Government led by Sheik Mohammed Shamte Hamade continued in power. The British Government and Zanzibar's three political parties agreed on a constitution at a conference in London in September, and Zanzibar became an independent member of the Commonwealth on December 10.

The two African members of the Commonwealth which altered their status during the year were Uganda and Nigeria. On the first anniversary of its independence on October 9, Uganda became an "independent sovereign state" within the Commonwealth with His Highness Sir Frederick Mutesa II, the Kabaka of Buganda, as Head of State. On the third anniversary of its independence on October 1, Nigeria assumed republican status within the Commonwealth. The Governor General, Dr. Nnamdi Azikiwe, became the country's first President.

The British Government and the Governments of Northern Rhodesia, Southern Rhodesia and Nyasaland agreed to dissolve the Federation of Rhodesia and Nyasaland on December 31, 1963. Nyasaland became self-governing in March, with Dr. Hastings Banda as Prime Minister, and the British Government announced that it would become fully independent on July 6, 1964. Northern Rhodesia is to become self-governing following elections in January 1964. Although Southern Rhodesia requested independence at the same time as Nyasaland, this request was rejected by the British Government on the grounds that agreement was lacking on the modifications to the Southern Rhodesian constitution, particularly concerning the franchise which would ensure that, upon achieving independence, Southern Rhodesia would have a government broadly representative of its whole population.

While the Federation of Rhodesia and Nyasaland was being dissolved, steps were being taken toward the linking of Kenya, Uganda and Tanganyika in an East African political federation, which might also include Zanzibar. The Prime Ministers of Kenya and Uganda and the President of Tanganyika announced their intention in June to work toward this end. A working group was established to draw up a federal constitution. Original hopes of a formal agreement before the end of 1963 were not, however, realized.

The High Commission Territories of Basutoland, Bechuanaland and Swaziland continued to move toward self-government. In Basutoland, a Constitutional Commission recommended in October that a new constitution be drawn up, that elections be held in 1964 and that Basutoland be given its independence by 1965. The Resident British Commissioner in Bechuanaland has been holding talks with interested groups within the country with a view to revising the 1961 constitution in order to provide more internal self-government. A constitutional conference in London in January between representatives of the British Government and Swazi leaders led to the introduction of a new compromise constitution in Swaziland in May. It is expected that elections will be held under the new constitution early in 1964.

The Gambia achieved internal self-government on October 4 and the Governments of The Gambia and Senegal have indicated their desire to enter into some form of association when The Gambia achieves full independence. At the request of the two governments, and with the approval of the British Government, the Secretary-General of the United Nations has appointed a team of experts to examine the form which such an association might take.

South Asia

While the concept of Malaysia encountered opposition from both Indonesia and the Philippines, the Presidents of these two countries agreed early in August, at a meeting with the Prime Minister of Malaya, that they would welcome the inauguration of Malaysia if the United Nations Secretary-General or his representative found that opinion in the Borneo territories favoured joining. On September 14, the Secretary-General of the United Nations reported that a commission which had visited Sarawak and North Borneo on his behalf had confirmed that opinion in both states favoured joining Malaysia. The inauguration of Malaysia (composed of Malaya, Singapore, Sarawak and North Borneo, which was renamed Sabah) took place on September 16, 1963.

Indonesia and the Philippines have not recognized Malaysia, however, and diplomatic relations between them and Malaysia were broken on September 17. Indonesia subsequently extended the break to economic relations with Malaysia. From the first, Canada supported the idea of Malaysia as the best means of ending the colonial status of Singapore and the Borneo territories. On September 14, the Prime Minister issued a statement welcoming the findings of the Secretary-General's commission and two days later broadcast to Malaysia wishing its people success. Canada was represented at the Malaysia celebrations in Kuala Lumpur by the Honourable René Tremblay, Minister without Portfolio.

Hostilities on the Sino-Indian border ended with the implementation of a *de facto* cease-fire, which was followed by the withdrawal by February 28, 1963, of Chinese troops to positions 20 kilometres behind the previous line of actual control. A proposed basis for negotiations for the settlement of the dispute was submitted on December 10, 1962, by a group of six non-aligned nations (Burma, Cambodia, Ceylon, Ghana, Indonesia and the United Arab Republic), which met at Colombo. These proposals required the establishment of a demilitarized zone in Ladakh, to be administered by civilian checkposts from both sides. For the North East Frontier Agency, the proposal was that both countries could station forces on their own side of the McMahon Line, with the exception of certain localities, the settlement for which could be the object of direct negotiation. India accepted these proposals *in toto* and insisted that China do the same unconditionally. China accepted them in principle as the basis for further negotiations, but with two reservations: it objected to Indian troops re-entering the vacated area south of the McMahon Line and to the establishment of Indian checkposts in certain areas.

Together with the United States and other Commonwealth countries, Canada provided various forms of military assistance to India immediately following the Chinese attack. Subsequently, a loan and grant agreement to finance India's purchase from Canada of 16 "Caribou" aircraft was

signed in May. Delivery of these aircraft began in the second half of the year.

A series of six talks between India and Pakistan on Kashmir began in December 1962. The discussions ended in May without resolving the differences between the two countries. Meanwhile, Pakistan reached agreement on several issues with China, including a border settlement, the negotiation of which had begun in 1960.

Other Commonwealth Activities

The Commonwealth Parliamentary Association met in Kuala Lumpur from October 20 to November 11, and a large Canadian delegation, composed of members of the federal and provincial legislatures, attended. While this Association is in no way a formalized institution, it has provided, through its annual meetings in Commonwealth capitals, an opportunity for Commonwealth legislators to exchange views and become better acquainted with each others' problems.

VIII

LATIN AMERICA

The range and complexity of Canada's relations with the countries of Latin America and the inter-American system have increased appreciably in recent years. This has stemmed, partly at least, from the growing importance of the Latin American states, individually and collectively, in hemispheric and world affairs and the growing interest and involvement of many Canadians in developments in the area.

This was reflected, in 1963, in the attendance of Canadian observers at a number of inter-American meetings. Canada also continued to follow closely economic development, both as a member of the United Nations Economic Commission for Latin America (ECLA) and as a country maintaining diplomatic relations with all 20 states of Latin America.

Bilateral Relations

In 1963, four military *coups d'état* took place in Latin America—on March 30 in Guatemala, on July 11 in Ecuador, on September 25 in the Dominican Republic, and on October 3 in Honduras. On April 26, Canada extended recognition to the new government in Guatemala and, on August 2, to that in Ecuador. The new governments of the Dominican Republic and of Honduras were recognized by Canada on December 16 and December 24 respectively. Following general and presidential elections in Peru on June 9 and in Argentina on July 7, special diplomatic missions were appointed to represent Canada at the inauguration ceremonies of the new presidents. On February 10, the President of Paraguay was re-elected and Canada appointed a special diplomatic mission to attend his new inauguration in August.

During the year, Canada continued to have diplomatic and commercial relations with Cuba. The Canadian Government maintained its policy of prohibiting the export of arms and strategic materials to Cuba. It has also strictly enforced controls designed to prevent Canada from being used as a means to evade United States laws, and no permits were issued for the re-export to Cuba of goods of U.S. origin. Trade with Cuba in 1963 continued to be small, though there were fairly substantial wheat and flour shipments late in the year under a contract with the Soviet Union. Canadian exports to Cuba from January to November inclusive totalled \$11.1 million; Canadian imports from Cuba from January to September inclusive came to \$8.9 million.

Inter-American Conferences

During the year, Canada was represented at a number of inter-American meetings. Mr. H. E. Gray, M.P., and an official of the Department

of Labour attended as observers the Inter-American Conference of Ministers of Labour on the Alliance for Progress at Bogota, Colombia, in May. Also in May, a Canadian delegation attended the ninth Pan-American Highway Congress, in Washington, D.C. As a member of the Pan-American Institute of Geography and History, the Canadian Government was represented at meetings of the seventh Directing Council and the eighth special General Assembly of the Institute by an official of the Department of Mines and Technical Surveys at Mexico City in July and August. Dr. Stanley Haidasz, M.P., Parliamentary Secretary to the Minister of National Health and Welfare, and an official of that Department represented Canada as observers at a meeting of the Directing Council of the Pan-American Health Organization Regional Committee of the World Health Organization, held at Washington, D.C. in September. The Chief Commissioner of the Board of Transport Commissioners and an official of the Department of Trade and Commerce attended as observers the eleventh Pan-American Congress of Railways, held in Mexico City in October.

Economic Issues

The United Nations Economic Commission for Latin America (ECLA), of which Canada became a member in 1961, held its tenth session at Mar del Plata, Argentina, in May 1963. Canada was represented by its Ambassador to Chile. At these sessions, which are held every two years in one of the Latin American capitals, the progress of the Commission's work and the general economic situation in Latin America are reviewed. At the tenth session, the proposed United Nations Conference on Trade and Development was also a major item of discussion.

An observer group headed by the Canadian Ambassador to Chile attended the second annual meeting at the ministerial level of the Inter-American Economic and Social Council (IA-ECOSOC), which was held in Sao Paulo, Brazil, from November 11 to 16, 1963. IA-ECOSOC, which is an organ of the Organization of American States, is concerned primarily with developments connected with the Alliance-for-Progress programme. Under this programme, the Latin American and the United States governments have undertaken to promote economic and social development and reform in Latin America. Canadian observer groups had previously attended the special ministerial meeting of IA-ECOSOC at Punta del Este, Uruguay, in August 1961, at which the Alliance-for-Progress programme was launched, and the first annual meeting of IA-ECOSOC at the ministerial level at Mexico City in October 1962. At the 1963 ministerial meeting, the reports of former Presidents Lleras Camargo of Colombia and Juescelino Kubitschek of Brazil on the "Procedure for Adapting the Inter-American System to the Dynamics of the Alliance for Progress" were a major item of discussion.

The Canadian Government has continued to follow closely the developments of the Latin American Free Trade Association, which aims to create a free-trade area among its signatories by about 1973. The nine countries signatories to the Montevideo Treaty establishing the LAFTA are Argentina, Brazil, Chile, Colombia, Ecuador, Mexico, Paraguay, Peru and Uruguay. These countries met in late 1963 in Montevideo to negotiate the third round of tariff concessions required by the Montevideo Treaty.

IX

ECONOMIC AFFAIRS

During 1963, the Government sought to develop and strengthen Canada's economic and trade relations with the rest of the world. Canada's export trade continued to grow in a climate of expanding world trade and accelerated economic growth, and its external trade and payments position was further improved. In March, it was found possible to remove the last of the temporary import surcharges which were introduced in June 1962. Nevertheless, the large and persistent imbalance in transactions with the United States remained a cause for concern.

Canada's economic and trade policies, which are a vital aspect of the country's external relations, are conducted within a framework of bilateral agreements and within a network of multilateral institutions (especially the General Agreement on Tariffs and Trade and the International Monetary Fund) established since the war to further co-operation among nations in trade and economic relations. During 1963, the Department played an active part in work within the Government on external economic and trade matters. Abroad, Canadian representatives kept the Government informed of economic and trade developments during the year, and represented Canadian interests in foreign capitals and at international meetings.

In Europe, the suspension of Britain's negotiations for entry into the European Economic Community in February brought renewed international interest in the preparations for broad multilateral tariff and trade negotiations under the General Agreement on Tariffs and Trade. The efforts of the Common Market to formulate a common agricultural policy were followed with interest abroad, in view of the important implications of their decisions for the trade interests of outside exporting countries such as Canada. Within the European Free Trade Area, Britain and the other member countries continued to implement their plans for the creation of a free-trade area.

The pattern of Canada's trade with the Communist countries was affected by new and substantial requirements for wheat by the Soviet Union, Communist China, and some of the Eastern European countries. An important long-term contract to supply wheat to Communist China was signed during the summer. In September, a \$500-million wheat contract with the Soviet Union was concluded in connection with the renewal of the Canada-U.S.S.R. trade agreement. Additional long-term wheat agreements were signed during the early autumn with Poland, Czechoslovakia and Bulgaria, and an inter-governmental trade agreement was concluded with Bulgaria.

The Government also strengthened relations with Canada's traditional trading partners. Canada's exports to the Commonwealth, particularly Britain, increased substantially. Meetings of the Commonwealth Economic Consultative Council in London in May and again in September provided opportunities for the exchange of views on trade and economic matters

with ministers of the Commonwealth countries. In October the Canada-U.K. Continuing Committee on Trade and Economic Affairs met in Ottawa, and senior officials of the two countries discussed a range of questions of mutual interest. A distinguished group of Japanese ministers came to Ottawa in September, for the second meeting of the Canada-Japan Ministerial Committee. Views were exchanged on problems of trade between the two countries, and on ways of increasing mutually advantageous trade. Canada's economic and trade relations with other trading partners were advanced during the year through consultation in Ottawa and abroad and through participation in a variety of international organizations and conferences. In Ottawa and abroad, the Department participated in efforts to develop new trade opportunities under Canada's export-credit insurance and long-term export financing programmes, and was active in furthering Canada's aid programmes and trade efforts in less-developed countries.

Canada-United States

Developments in Canada's trade and economic relations with the United States were of special significance during the year. The discussions between the Prime Minister and the President of the United States in June at Hyannis Port, Massachusetts, included a number of economic and trade matters of interest to the two countries. In September, the United States-Canada Joint Committee on Trade and Economic Affairs met in Washington, and ministers of the two countries exchanged views on problems affecting trade relations between Canada and the United States, and on measures for encouraging rapid economic growth in the two countries. It is planned that this Ministerial Committee will meet again early in 1964.

During the summer and autumn, the Government introduced a number of measures aimed at expanding Canada's trade with its largest export market and bringing a better balance into the trade and payments position with the United States. The Department and the Embassy in Washington actively assisted the Government's efforts to further Canada's economic and trade relations with the United States with the fullest possible understanding of the interests and policies of the two countries.

Canada's exports to the United States in 1963 were higher than in 1962. With imports continuing at about 1963 levels, there was a significant improvement in Canada's trade balance. The Government followed with close attention various measures introduced by the United States Government to improve its balance-of-payments position. The Interest Equalization Tax Bill submitted to Congress toward the end of July was modified following representations by the Canadian Government, to permit an exemption for new Canadian securities from the proposed taxes on foreign securities purchased by United States citizens.

Tariff and Trade Negotiations

The holding of a new round of tariff and trade negotiations under the General Agreement on Tariffs and Trade was decided upon at a meeting in Geneva in May of trade ministers from member countries of the GATT. This new round of negotiations, which is scheduled to open in Geneva in May 1964, is related to the new and substantial authority to

negotiate tariff reductions contained in the United States Trade Expansion Act of 1962.

In a departure from previous practice, an attempt is being made to have the new negotiations conducted on the basis of "linear", or across-the-board, tariff cuts, rather than item by item, as in the past. This concept was accepted by the trade ministers in May as the basis of negotiations for the highly-industrialized countries, subject to special arrangements where there are significant disparities in present tariff levels; special recognition was also given by the trade ministers to the position of countries (such as Canada) which, because of the structure of their trade, would be unable under this general negotiating formula to obtain benefits commensurate with concessions made.

A Trade Negotiations Committee, composed of representatives of all the participating countries, has been meeting in Geneva to elaborate rules for the tariff negotiating plan, to work out means to deal with special problems of agricultural trade and non-tariff barriers and to consider the participation in the negotiations of the less-developed countries. The Committee, in which Canada has been an active participant, has established subsidiary bodies to work on particular problems. These included a general Agricultural Committee to consider how best to provide, as part of the wider negotiation, acceptable conditions of access for agricultural products; and working groups have been created on cereals, meat and dairy products, to deal with the special problems of trade in these commodities.

The May meeting of trade ministers devoted considerable attention to the trade problems of developing countries and the means by which these countries might best be enabled to participate in the general tariff negotiations. Ministers adopted the joint "Programme of Action" put forward by a group of 21 less-developed countries, which is designed to secure better access for the exports of these countries, and established a special Action Committee to ensure that this programme was given the highest priority. The Canadian delegation pledged its full support to this programme, and Canada has continued to play an active role in the continuing discussion of the problem in Geneva.

In the course of the year, a further 14 countries acceded to the General Agreement, bringing the total membership to 58. Virtually all these new Contracting Parties are less-developed countries, which now make up a majority of GATT membership. Five countries—Argentina, Switzerland, Tunisia, the United Arab Republic and Yugoslavia—provisionally acceded during the year. Cambodia and Poland have participated in the work of the Contracting Parties under special arrangements.

Meanwhile preparations went forward during 1963 for the United Nations Conference on Trade and Development, which is scheduled to open in Geneva in early March 1964. Canada participated in meetings, in New York in January and in Geneva in May, of a 32-member Preparatory Committee. The Conference will concentrate on the trade and development problems of the less-developed countries. In November 1963, the Secretary-General of the Conference, Dr. Raoul Prebisch, visited Ottawa and had discussions with ministers and officials about plans for the Conference, and about the various proposals which had been put forward to the Preparatory Committee aimed at improving trading opportunities and increasing the export earnings of the developing countries.

Organization for Economic Co-operation and Development

Canadian participation in the regular activities of the Organization for Economic Co-operation and Development (OECD) continued to expand during 1963. By means of the extensive committee structure of the OECD, covering a wide range of economic activities, officials and business, labour and university representatives are able to discuss questions of mutual interest with their counterparts from other member countries.

The annual meeting of the Ministerial Council of the OECD was held on November 19 and 20 in Paris; Canada was represented by the Secretary of State for External Affairs. One of the most important subjects considered at this meeting was development assistance, and particular attention was paid to the efforts of the Development Assistance Committee to improve the co-ordination of members' aid and to the importance of achieving qualitative as well as quantitative improvements in their assistance to less-developed nations. The ministerial meeting welcomed the expanded programme of development assistance which the Canadian Government had announced a few days earlier⁽¹⁾. Ministers also discussed commercial relations with the less-developed countries and they agreed on the need for a positive approach by members to the United Nations Conference on Trade and Development in 1964. A special working group was established to continue consultation on this subject. The ministers also reviewed the economic results and prospects of member countries. They noted that recently there had been an increase in the rate of activity in many member countries and that in the OECD as a whole prospects for future growth were considerably improved over those at the time of the last ministerial meeting.

Other significant developments in 1963 included the invitation to Japan on July 26 to become the twenty-first member of the OECD and a Ministerial Meeting on Science in Paris on October 3 and 4. When Japanese ratification procedures are completed, probably in early 1964, the Organization's membership will have been expanded beyond the North American and European areas to which it has been confined thus far. The Ministerial Meeting on Science, at which Canada was represented by the Honourable C. M. Drury, was concerned principally with three topics: national science policy, international science co-operation and the relation between science and economic growth. Plans were made for a further Ministerial Meeting on Science in 1965.

Communications and Transportation

The development of a world-wide communications system using earth satellites has continued to attract international attention, particularly as a result of further successful experiments carried out during the year. Canada has consistently supported the view that there should be only one satellite communications system, rather than competing systems, and that such a system should be developed on the basis of broad international co-operation. During the year, Canada followed closely various informal international discussions concerned with the establishment of a commercial system; this is likely to be the subject of formal international meetings in 1964. In October and November, a Canadian delegation took part in an

⁽¹⁾ See Chapter X.

International Telecommunication Union meeting in Geneva which allocated radio frequencies for space purposes.

The construction of the Commonwealth round-the-world cable reached another important stage during 1963. Following the opening of the first two links (Canada-Britain in 1961 and Australia-New Zealand in 1962), the Canada-Australia-New Zealand section was officially opened in December 1963 by the Queen, with the participation of the Prime Ministers of Canada, the United Kingdom, Australia and New Zealand. Planning continued for the extension of the Commonwealth cable from Australia to New Zealand to Southeast Asia.

Canada, as a member of the Council of the International Civil Aviation Organization, continued to take an active part in the work of the Organization, the headquarters of which are in Montreal. The Department also participated in a number of meetings on Canada-United States civil aviation problems during the year.

Canada took part in a number of international conferences and meetings on maritime problems, sponsored by the Inter-governmental Maritime Consultative Organization (IMCO), and on meteorological problems, sponsored by the World Meteorological Organization. The Third IMCO Assembly, consisting of representatives from all 57 countries, took place in London in October and the Fourth World Meteorological Congress, comprising representatives from 110 member countries, met in Geneva in April.

Atomic Energy

Canada was again designated as a member of the Board of Governors of the International Atomic Energy Agency (IAEA). Recognized as one of the world's most advanced nations in the field of nuclear technology, Canada has been a member of the Board of Governors since the inception of the Agency.

In recent years, Canada has concluded bilateral agreements for co-operation in the peaceful uses of atomic energy with the United States, Germany, Australia, Switzerland, Japan, Pakistan, Sweden and Euratom. During the year, Canada continued discussions with Japan for the eventual transfer to the IAEA of the administration of safeguards provided for in its bilateral agreement with that country.

In December, two important atomic-energy agreements were concluded with India. One of these agreements provides for broad technical co-operation between the two countries in the development of heavy-water moderated reactor systems. The other agreement provides for co-operation in the construction of a nuclear power station of the CANDU type, with an electrical output of 200 megawatts, at Rana Pratap Sagar in the State of Rajasthan, India. Canada and India have agreed to exchange information regarding the operation of this station and its counterpart, the Douglas Point Nuclear Generating Station, now under construction in Canada. They have also agreed that the two stations shall be used only for peaceful purposes, and the agreement includes appropriate provisions to this end.

Organization for Economic Co-operation and Development

Canadian participation in the regular activities of the Organization for Economic Co-operation and Development (OECD) continued to expand during 1963. By means of the extensive committee structure of the OECD, covering a wide range of economic activities, officials and business, labour and university representatives are able to discuss questions of mutual interest with their counterparts from other member countries.

The annual meeting of the Ministerial Council of the OECD was held on November 19 and 20 in Paris; Canada was represented by the Secretary of State for External Affairs. One of the most important subjects considered at this meeting was development assistance, and particular attention was paid to the efforts of the Development Assistance Committee to improve the co-ordination of members' aid and to the importance of achieving qualitative as well as quantitative improvements in their assistance to less-developed nations. The ministerial meeting welcomed the expanded programme of development assistance which the Canadian Government had announced a few days earlier⁽¹⁾. Ministers also discussed commercial relations with the less-developed countries and they agreed on the need for a positive approach by members to the United Nations Conference on Trade and Development in 1964. A special working group was established to continue consultation on this subject. The ministers also reviewed the economic results and prospects of member countries. They noted that recently there had been an increase in the rate of activity in many member countries and that in the OECD as a whole prospects for future growth were considerably improved over those at the time of the last ministerial meeting.

Other significant developments in 1963 included the invitation to Japan on July 26 to become the twenty-first member of the OECD and a Ministerial Meeting on Science in Paris on October 3 and 4. When Japanese ratification procedures are completed, probably in early 1964, the Organization's membership will have been expanded beyond the North American and European areas to which it has been confined thus far. The Ministerial Meeting on Science, at which Canada was represented by the Honourable C. M. Drury, was concerned principally with three topics: national science policy, international science co-operation and the relation between science and economic growth. Plans were made for a further Ministerial Meeting on Science in 1965.

Communications and Transportation

The development of a world-wide communications system using earth satellites has continued to attract international attention, particularly as a result of further successful experiments carried out during the year. Canada has consistently supported the view that there should be only one satellite communications system, rather than competing systems, and that such a system should be developed on the basis of broad international co-operation. During the year, Canada followed closely various informal international discussions concerned with the establishment of a commercial system; this is likely to be the subject of formal international meetings in 1964. In October and November, a Canadian delegation took part in an

⁽¹⁾ See Chapter X.

International Telecommunication Union meeting in Geneva which allocated radio frequencies for space purposes.

The construction of the Commonwealth round-the-world cable reached another important stage during 1963. Following the opening of the first two links (Canada-Britain in 1961 and Australia-New Zealand in 1962), the Canada-Australia-New Zealand section was officially opened in December 1963 by the Queen, with the participation of the Prime Ministers of Canada, the United Kingdom, Australia and New Zealand. Planning continued for the extension of the Commonwealth cable from Australia to New Zealand to Southeast Asia.

Canada, as a member of the Council of the International Civil Aviation Organization, continued to take an active part in the work of the Organization, the headquarters of which are in Montreal. The Department also participated in a number of meetings on Canada-United States civil aviation problems during the year.

Canada took part in a number of international conferences and meetings on maritime problems, sponsored by the Inter-governmental Maritime Consultative Organization (IMCO), and on meteorological problems, sponsored by the World Meteorological Organization. The Third IMCO Assembly, consisting of representatives from all 57 countries, took place in London in October and the Fourth World Meteorological Congress, comprising representatives from 110 member countries, met in Geneva in April.

Atomic Energy

Canada was again designated as a member of the Board of Governors of the International Atomic Energy Agency (IAEA). Recognized as one of the world's most advanced nations in the field of nuclear technology, Canada has been a member of the Board of Governors since the inception of the Agency.

In recent years, Canada has concluded bilateral agreements for co-operation in the peaceful uses of atomic energy with the United States, Germany, Australia, Switzerland, Japan, Pakistan, Sweden and Euratom. During the year, Canada continued discussions with Japan for the eventual transfer to the IAEA of the administration of safeguards provided for in its bilateral agreement with that country.

In December, two important atomic-energy agreements were concluded with India. One of these agreements provides for broad technical co-operation between the two countries in the development of heavy-water moderated reactor systems. The other agreement provides for co-operation in the construction of a nuclear power station of the CANDU type, with an electrical output of 200 megawatts, at Rana Pratap Sagar in the State of Rajasthan, India. Canada and India have agreed to exchange information regarding the operation of this station and its counterpart, the Douglas Point Nuclear Generating Station, now under construction in Canada. They have also agreed that the two stations shall be used only for peaceful purposes, and the agreement includes appropriate provisions to this end.

X

EXTERNAL AID

Created in November 1960, the External Aid Office continued in 1963 to be responsible, under the direction of the Secretary of State for External Affairs, for the operation of all Canadian bilateral-aid programmes. These include Canadian participation in the Colombo Plan, the Special Commonwealth Africa Aid Programme (SCAAP), the Programme of Educational Assistance for French-speaking Countries in Africa, the Commonwealth Caribbean Assistance Programme, the Commonwealth Technical Assistance Scheme, as well as *ad hoc* or emergency relief projects. In addition, the External Aid Office has assumed certain responsibilities with respect to the Commonwealth Scholarship and Fellowship Programme, which is not an aid operation but involves certain tasks similar to those connected with aid programmes.

During 1963, important Colombo Plan projects in which Canada participated and on which work continued were the construction of transmission lines and a hardboard-development project in Pakistan, the third stage of the Kundah Hydro-electric Project in India, electrification projects in Ceylon, and the Malayan East Coast Fisheries Project. Industrial commodities continued to be an important form of Canadian Colombo Plan aid in 1963, helping recipient countries to overcome foreign-exchange difficulties. Important new projects on which agreement was reached and initial work started in 1963 included, among others: an expansion of the Umtru Hydro-electric power plant and the provision of a cobalt-therapy unit in India; an expansion of the Sukkur thermal-electric power plant and a land-use study in Pakistan; the construction of facilities at the Kayunayake Airport in Ceylon; and a hydro-electric engineering study of the Upper Perak River in Malaya. Canada also had 31 secondary-school teachers and teacher trainers and seven university professors in Colombo Plan countries.

The Special Commonwealth Africa Aid Programme (SCAAP) is now in its third year. As its name implies, SCAAP is a Commonwealth scheme under which Canadian assistance is directed to the Commonwealth countries in Africa, principally those that are independent. When SCAAP began, the African states made clear that one of their most important needs lay in education. Accordingly, a large proportion of Canadian assistance has been in this field. In 1963, 119 Canadian teachers served in Africa, most of them at secondary schools. In addition, 14 Canadian university professors are assisting in African universities. By the end of the year, nearly 150 African students were in Canada receiving training. Canada has also agreed to undertake the construction of a trades-training centre in Ghana and a boys' secondary school in Sierra Leone. Canada will provide teachers for the trades centre and will carry out a teacher-training programme for African teachers who will work at the school.

In areas not directly related to formal education, Canada sent nearly 40 advisers to Africa in 1963 to assist in such fields as forestry and fisheries, health, insect control, geology, irrigation, co-operatives and television.

An extensive aerial-mapping project in Nigeria started in 1961 and continued into 1963. Under this project, Canada is carrying out aerial photography and producing topographical maps for 36,000 square miles. Work on a forest-inventory project in Kenya began in 1963. Projects completed during the year included the supply of various types of vehicles and equipment for Ghana, Kenya, Nigeria, Tanganyika, Uganda and Zanzibar.

The Programme of Educational Assistance for Independent French-speaking Countries in Africa also began in 1961. During 1963, 23 French-speaking teachers served in Africa under this programme. Canada also provided audio-visual equipment to six states—Cameroun, Central African Republic, Congo (Brazzaville), Dahomey, Morocco and Niger. In addition, Canada agreed to pay the salaries, transportation and related expenses of seven Canadian members of the staff of the National University of Rwanda at Butare.

The Commonwealth Scholarship and Fellowship Programme came into operation in the academic year 1960-61, when Canada received 101 scholars. In September 1963, 230 scholars were in Canada for the 1962-63 academic year. In the first year of the Programme, 17 Canadian students were awarded scholarships to study in other Commonwealth countries. In September 1963, 122 Canadian students were abroad under the programme.

Canadian assistance to the Commonwealth countries and territories of the Caribbean area continued during 1963 in the form of both projects and technical assistance. Projects under way during the year were the construction of a deep-water wharf in St. Vincent and a university residence hall in Trinidad, the building of schools and warehouses, the drilling and developing of fresh-water wells, and the supply of port handling equipment. A significant technical-assistance programme was also carried on by sending 20 Canadian teachers, as well as three technical advisers, to the Commonwealth Caribbean area, and by the training of students from the area in Canada.

The Commonwealth Technical Assistance Scheme is limited to Commonwealth countries not receiving assistance under any of Canada's other bilateral programmes. Hong Kong is currently receiving assistance under this programme.

Canada provided emergency relief during 1963 following a cyclone in East Pakistan, an earthquake in Yugoslavia, a polio outbreak in Barbados, forest fires in Brazil and a severe hurricane in the Caribbean.

The vital importance of people tends to be disguised in a brief outline of Canada's endeavours to assist developing nations. However, some indication of the key role they play may be illustrated by co-ordination between training in Canada and the economic-development projects Canada carries out abroad. During this year, over 700 overseas personnel were selected and brought to Canada for specialized training in conjunction with various overseas development projects.

It should also be noted that Canadian universities continued to play an important role, not only in receiving foreign students in Canada but also by assisting universities abroad. The University of British Columbia is continuing an arrangement made under External Aid to develop a

School of Business Administration and Accounting at the Universities of Malaya and Singapore. Arrangements have been made for the University of Toronto to assist Mangalore in engineering and the Lagos Medical school in developing a Department of Anaesthesia. Canadian university faculties are also assisting in the universities at Accra, Ibadan, Kharagpur, Nairobi, Ruanda, Tanganyika and Thailand; at present 23 faculty members are engaged in this activity abroad.

On November 14, in the House of Commons, the Secretary of State for External Affairs announced the Government's intention to ask Parliament to make available an additional \$70 million during the fiscal year 1964-65 for assistance to developing countries. The main proposed area of expansion would be in special Canadian lending for development purposes involving such features as long-maturity periods, liberal grace periods and little or no interest, with an initial ceiling for commitments during 1964-65 of \$50 million.

Other increases would be achieved through separate provisions for a food-aid programme in 1964-65 and for Canada's contribution to the Indus Basin Development Fund, which are now included in Canada's bilateral grant-aid programmes. The grant-aid programmes would be continued in 1964-65 at their present level of about \$50 million, thereby making a significant increase available for grant-aid purposes.

XI

PRESS, INFORMATION AND CULTURAL RELATIONS

The press and information work of the Department has two objectives: first, to make known and explain Canada's external policies and attitudes at home and abroad; second, to provide information of a general character designed to make Canada better known and understood abroad. Cultural exchanges can serve these objectives through the prestige that can be acquired from the projection abroad of the country's achievements in the academic, scientific and artistic fields, and through Canada's enrichment in these fields by exchanges with other countries.

Much of the Department's information and cultural-relations work is in co-ordinating and complementing the work of other departments and agencies of government and of non-governmental organizations.

Press Relations

There has been a steady increase in the volume of enquiries from and briefings for the press and other news media in Canada, primarily through members of the Parliamentary Press Gallery and other correspondents stationed in Ottawa. These were additional to the regular flow of Departmental press releases and texts of ministerial statements and other current or background material. There was also an increased flow of information and background material for posts abroad. A daily budget of Canadian news and current policy statements were provided to all Canadian missions for use in their relations with local news media and for other special purposes. Advice and assistance was also given to Canadian journalists and broadcasters planning tours abroad, by enlisting the services of Canadian missions in the countries to be visited.

Public-information arrangements, including press conferences, were made for international conferences held in Ottawa and on the occasion of visits to Ottawa of distinguished personages from abroad.

Information Services

1. Visits of Foreign Journalists and Students

Assistance was given by the Department to the increasing number of Commonwealth and foreign journalists and broadcasters who visited Canada during the past year. The Department also drew up programmes for visits to Ottawa of student groups from universities, colleges, and technical institutes in the United States. Special programmes were also arranged for Japanese and Nigerian women leaders visiting Canada.

2. Relations with CBC

The Order-in-Council establishing the International Service of the Canadian Broadcasting Corporation states that its activities shall be carried on "in consultation with" the Department of External Affairs. To this end, the Department continued to maintain close liaison with the International Service, which broadcasts regularly to other countries in eight languages, providing guidance and background information to assist in the interpretation of international developments.

In a number of areas abroad, notably in those countries of Latin America, Africa and Asia where the CBC has no direct relations with broadcasting networks or stations, Canadian diplomatic missions co-operated in placing Canadian musical recordings and spoken-word transcriptions for broadcast. The television programme "Canada Magazine", ten editions of which have been issued so far, has also been successfully placed aboard.

3. Films

National Film Board and other Canadian documentary films continue to be one of the most effective information activities undertaken by Canadian missions abroad. Film showings, originating from some 79 Canadian diplomatic-post libraries, numbered approximately 159,500, their estimated audiences totalling 21,367,000. This represents steady growth over previous years. The Canadian missions in Accra, Athens, Caracas, Dublin, New Orleans, New York, Port-of-Spain, Rio de Janeiro, Rome and Stockholm held gala film evenings. A number of posts arranged the entry of Canadian films in international festivals. Canadian representatives also helped the Film Board in obtaining foreign television outlets for documentary films. Assistance was given to NFB teams proceeding abroad, among others those filming the Pan-American Games in São Paulo and the "Comparisons" series in Nigeria and South America. The Department collaborated with the National Film Board and the Department of Trade and Commerce in the negotiation and conclusion of a Film Co-Production Agreement with France. This agreement, signed in Montreal on October 11, 1963, is expected to stimulate the production of feature films in Canada and aid in their distribution abroad.

4. Publications and Photographs

In addition to its periodic publications, the *Canadian Weekly Bulletin*, the monthly *External Affairs*, the *Annual Report, Canada and the United Nations*, and such formal publications as treaties, state papers and diplomatic lists, the Department is responsible for a number of general information publications designed to make Canada better known and understood abroad. These include *Canada Pictorial*, for mass distribution at exhibitions and trade fairs, produced in nine languages, *Facts on Canada*, an instructional booklet aimed at secondary schools, produced in eleven languages, and *Canada from Sea to Sea*, a more comprehensive booklet for selective distribution, produced in eight languages.

In 1963, new editions of *Canada Pictorial* were published in English, French, Spanish, German and Polish. A new printing of *Facts on Canada* was made in English and French. Excluding the large volume of mimeo-

graphed material, 90 posts were provided with nearly 2,000,000 printed folders, pamphlets, and booklets published by the Department for distribution throughout the world. The Department also distributed nearly 12,000 photographs during the year, as well as transparencies and display photographs. Copies of a new National Film Board catalogue were obtained for posts abroad, which will facilitate their ordering of photographs in the future.⁽¹⁾

5. Trade Fairs

The Department sponsored and, in co-operation with the Canadian Government Exhibition Commission, helped organize Canadian participation in the Berlin Industries Fair (October 12 to 27) and the Poznan Trade Fair (June 9 to 23).

The Department co-operated with the Department of Trade and Commerce at the following trade fairs at which there were Canadian information booths: Hanover Industries Fair (April 29 to May 8); Paris Trade Fair (May 23 to June 3); Barcelona Samples Fair (June 1 to 20); Lisbon International Trade Fair (June 9 to 23); Sydney Trade Fair (July 26 to August 10); Strasbourg Trade Fair (September 7 to 22); Marseilles Trade Fair (September 19 to 30).

6. Travelling Exhibits

A travelling exhibit entitled "Canada Visits Latin America", created for the Department by the Canadian Government Exhibition Commission in 1962, continued its successful tour during the year. It is an illustrated documentation of various aspects of Canadian life, including history, geography, climate, natural resources, population, communications, education, science and research, trade, sports and recreation, and the visual and performing arts. The exhibit opened in October 1962 in Argentina, where it remained until March 31, 1963. It has since visited Uruguay, Chile, Peru and Ecuador. It will go on to Colombia and Venezuela in 1964 and to Brazil in 1965.

Two similar exhibits are in the planning stage. One of them is intended to tour African, the other Asian countries.

7. International Athletic Events

The Department was involved in the increasing participation of Canada in international athletics in 1963, notably the Pan-American Games at São Paulo, Brazil, and is represented in interdepartmental discussions relating to the Calgary bid for the 1968 Olympic Winter Games.

8. External Policy Information

As part of its responsibilities for co-ordinating Canadian information programmes abroad, the Department provides Canadian missions with public-information material on Canadian external relations. Within Canada, it provides such material in answer to enquiries from the public. Finally, it co-operates as required with the information services of the various international organizations to which Canada belongs.

⁽¹⁾ See also Appendix F.

The Department's own work in this field is accomplished largely through publications. Examples in 1963 were the *Annual Report* of the Department for 1962 and *Canada and the United Nations* (1962), an account of Canada's participation in the United Nations and Specialized Agencies. In addition, a monthly bulletin, *External Affairs*, was published, providing reference material on Canada's external relations and accounts of the work and activities of the Department. This was supplemented by publication of significant ministerial statements and speeches on external policy, and reference papers providing background information on various aspects of Canadian affairs, including external relations⁽¹⁾.

The Department has co-operated with the various universal and regional international organizations of which Canada is a member by distributing their information material. As a general rule, universal organizations such as the United Nations carry on independent information programmes in member countries, while regional international organizations require more direct co-operation from national information services. The Department also provided liaison with, and assistance to, the various Parliamentary and private non-governmental organizations specifically interested in Canada's external relations. These included the NATO Parliamentarians' Association, the Inter-Parliamentary Union, the United Nations Association, the Canadian Institute of International Affairs, and the Canadian Atlantic Co-ordinating Committee.

Cultural Relations

1. UNESCO Affairs

One of the important responsibilities of the Department concerns relations with the United Nations Educational, Scientific and Cultural Organization (UNESCO). With the co-operation of the Canadian National Commission for UNESCO (on which the Department has ex-officio representation) and various agencies of government, Canada participated actively in UNESCO affairs during 1963 by providing information for clearing-house and documentation services and by attendance at UNESCO-sponsored seminars and specialist meetings. In May, a Festival and Seminar on Films on Art was held in Ottawa under the sponsorship of the Canadian National Commission and with the co-operation of the National Film Board, the National Gallery, the National Museum, the Canadian Broadcasting Corporation and a number of voluntary organizations. The Director-General of UNESCO, Mr. René Maheu, paid two visits to Canada, one in March for the Third National Conference of the National Commission, and another in May to attend a meeting in Ottawa of the International Advisory Committee on Research in the Natural Sciences Programmes of UNESCO.

2. Education Liaison⁽²⁾

During the year the Department has been preparing for the Third Commonwealth Education Conference, to be held in Ottawa in August 1964. A Canadian Planning Committee, broadly representative of the provincial education authorities, the university community, professional and other organizations concerned with the programme, was established

⁽¹⁾ See Appendix F.

⁽²⁾ See also Chapter X.

in January. General responsibility for the Conference agenda rests with the Commonwealth Education Liaison Committee (CELC) in London, while the Department is co-ordinating the preparation of Canadian papers for the Conference.

With the co-operation of the various educational organizations concerned, arrangements were made for Canadian participation in the Commonwealth Conference on the Teaching of Science in Schools, which met at Peradeniya, Ceylon, in December.

Much attention was also given during the year to developing a programme of academic and cultural exchanges with countries of French expression.

3. The Arts

The heightened interest, at home and abroad, in cultural affairs was reflected in the increased work of the Department in this field. The co-operation of the Canadian diplomatic missions was made available to the National Gallery, either to bring foreign exhibitions to Canada or to present exhibitions of Canadian art abroad. Among the latter were the VII Biennial of Art at São Paulo, in September, the V Biennial of Canadian Art, which opened in London in June, and the first biennial exhibition of American etchings in Santiago, Chile, at which the Canadian collection received the "Grand Award of Honour". One collection of Canadian paintings toured East and South Africa. A "Canada Week" was held at Moulins, France, in February, a variety of cultural exhibits being provided by the Embassy in Paris. Film screenings, a seminar and a series of articles on Canada in the regional press rounded out the programme. An exhibition of the works of five Canadian painters was organized in Paris jointly by the Embassy and Quebec House and opened in December by the Secretary of State for External Affairs and the Minister of Cultural Affairs of Quebec.

In co-operation with the National Museum, exhibitions of Eskimo art were held in Israel, Australia, Ghana, Nigeria and Cameroun. The success of the African exhibition was enhanced by the presence in Ghana and Nigeria of Miss Mary Panegoosho, an Eskimo staff member of the Department of Northern Affairs and National Resources.

Assistance was given to Canadian artists to participate in the Tenth Congress of the Fédération Internationale des Editeurs de Médailles in The Hague, an exhibition of contemporary religious medals in Rome, and in the Kiln Club exhibition in Washington. Canadian artists, who have been touring abroad in increasing numbers, have had the advice and assistance of Canada's diplomatic missions, and cultural groups at home have been regularly informed of international events which might be of interest.

4. Book Presentations

Major donations of Canadian books were made to Uppsala University in Sweden and to the University of Tehran in Iran. The list of foreign libraries chosen to receive Canadian Government publications now includes 145 institutions in 52 countries. Independence gifts from Canada

to a number of new African countries took the form of book collections. Recipients include Cameroun, the Central African Republic, Chad, the Congo (Brazzaville), the Congo (Leopoldville), Dahomey, Gabon, Guinea, Ivory Coast, the Malagasy Republic, Mali, Mauritania, Niger, Nigeria, Senegal, Sierra Leone, Tanganyika, Togo and Upper Volta.

XII

CONSULAR AND PASSPORT SERVICES

Consular

The Department of External Affairs provides consular services to Canadian citizens abroad and to citizens of other countries with interests in Canada. These services are provided by the Department in Ottawa, by Canadian diplomatic missions and consular posts abroad, by Canadian trade-commissioners' offices and by British posts in countries in which there is no Canadian government representation.⁽¹⁾

Consular services include: issuance and renewal of passports and certificates of identity; granting of diplomatic and courtesy visas; issuing of immigrant and non-immigrant visas at posts where Canadian immigration offices are not located; advice and assistance on citizenship and immigration matters; registration of births abroad of Canadian children; granting of extensions of Canadian citizenship; registration of Canadian citizens abroad; relief and repatriation of Canadians who are temporarily distressed or disabled, including the extension of financial assistance on a recoverable basis; protecting of Canadian interests in matters of estates; assistance to Canadian shipping and seamen; performance of notarial acts, including the authentication of legal and other documents; assistance in finding missing persons; and, generally, the safeguarding of the rights and interests of Canada and Canadian citizens abroad.

During 1963, Canada unilaterally waived the visa requirement for visitors from countries with which it had visa agreements or arrangements under which Canadians were permitted entry to these countries without visas, thereby making the entry requirements fully reciprocal. The countries concerned are Austria, Belgium, Denmark, Finland, the Federal Republic of Germany, Italy, Leichtenstein, Luxembourg, the Netherlands, Norway, Portugal, Spain, Sweden, Switzerland and Turkey. A similar waiver was extended to France some years ago. Under reciprocal agreements, Canadians are admissible to Iceland without visas and receive visas, free of charge, for admission to Japan, Israel and Iran. By agreement, Canadians are admissible to Monaco and San Marino without visas and receive visas for Venezuela at half the normal fee. Besides Commonwealth countries, Canadians may visit certain others—for example, the United States, Ireland and South Africa—without visas or entry permits.

Passport

The demand for passport services continued to rise during 1963. During the year, the Passport Office issued 164,445 passports, 26,964 were renewed, and revenue amounted to \$879,929.85

⁽¹⁾ A list of Canadian diplomatic and consular posts is given in Appendix A.

DEPARTMENT OF EXTERNAL AFFAIRS

Over the past decade, the volume of passport work has increased by approximately 130 per cent. This growth is reflected in the following table for the five-year period from 1958 to 1962 inclusive:

Year	Passports	Passports	Certificates	Certificates	Total
	Issued	Renewed	of Identity	of Identity	
1958	100,594	15,446	3,276	801	\$549,069.18
1959	115,272	16,102	5,353	1,449	622,658.02
1960	134,637	18,411	6,004	2,184	730,605.31
1961	139,218	19,988	4,237	3,209	759,323.08
1962	155,363	23,636	2,807	2,728	826,940.07

During 1962, Passport Office procedures were reorganized to increase efficiency and output. The installation in 1963 of new passport-writing and other office equipment involved the introduction of a flexible-cover passport and modification of the passport application form.

XIII

ORGANIZATION AND ADMINISTRATION

Organization

In the past decade, the number of countries with which Canada maintains diplomatic relations has increased from 41 to 84. During this period, the number of Canadian diplomatic and consular posts abroad has risen from 53 to 77. Of these, 44 are embassies, 12 are high commissioners' offices, six are permanent missions to international organizations and 15 are consulates or consulates general. In addition, Canada maintains a military mission in Berlin, which also performs consular functions, and three delegations on the International Supervisory Commissions in Cambodia, Laos and Vietnam.

The growth of Canada's representation implies but does not, of course, tell the whole story of the enormous increase in the depth, breadth and complexity of Canada's involvement in international affairs. This has created a major test of the flexibility of the departmental organization, as well as of the personnel and financial resources available to discharge its enlarged responsibilities. In organizational terms, the challenge has been met by the division and reallocation of responsibilities for substantive and administrative work among existing and new units of the Department as new areas of concern and the need to perform additional functions have appeared. In this way, the organization of the departmental headquarters has remained basically unchanged, while new units have been created, capable of responding, as quickly as personnel resources permit, to changing needs.

In April 1963, Report 21 of the Royal Commission on Government Organization was released. This report was the result of studies made of the organization, administration and operations of the Department in Ottawa and abroad in 1961; it dealt with the problems of maintaining an effective foreign service and contained a number of imaginative and useful recommendations. Some of the steps recommended in this and other reports had, in fact, been taken before the report was published; others have been taken since; still others have far-reaching implications both for this Department and other departments and agencies of government, which required detailed examination and consultation. This process, begun immediately after publication of the report, continued throughout the rest of the year and will go on in concert with departments and agencies concerned and, in particular, the Bureau of Government Organization.

The organization of the Department as of December 31, 1963, is shown in chart form as Appendix G. This chart reflects the advice of the Royal Commission with respect to the placing of the Information Division and the Press and Liaison Division (formerly Liaison Services Section) under the supervision of the same senior official of the Depart-

ment. In certain other respects it reflects the influence of international affairs on the structure of the Department—an influence which compels the maintenance of flexibility in the organization.

Administration

Administration in the Department of External Affairs falls into four main categories: personnel, financial, properties and supplies and paper-work. Of these, by far the most important is personnel administration, for it is the quantity, quality and efficiency of its personnel that determine whether the Department can effectively discharge its responsibilities for the conduct of Canada's external relations. At the same time, it is of the utmost importance that proper financial control be maintained, that personnel are provided with the equipment and surroundings they need to work effectively, and that paper-work procedures and records management be subjected to periodic scrutiny to ensure that they are contributing to, rather than impeding, the efficient operation of the Department.

In seeking to achieve these objectives the Department has inevitably had to establish priorities for application of the personnel and financial resources available to it. Thus, for example, the appointment of additional staff to enable the Department to perform its role in the co-ordination of information services abroad has had to take precedence over the staffing of the Inspection Service to a level sufficient to permit that unit to undertake surveys of the Departmental headquarters in addition to regular surveys of missions abroad.

To man the Departmental headquarters and 81 posts abroad, the Department had on December 31, 1963, a total personnel strength of 2,149. This represented an increase over the personnel strength at the end of 1953 of 635. While, in percentage terms, this increase roughly paralleled the growth in the number of Canadian diplomatic and consular posts abroad, it fell well short of the increase in the number of countries with which Canada has established diplomatic relations and with which diplomatic intercourse is maintained by means of dual or multiple accreditation of Canadian ambassadors and otherwise.

As part of the continuous process of making the foreign service of the Department better able to perform its functions, a number of steps were taken during 1963. Strenuous efforts were made to attract qualified persons for employment in the foreign service and, having recruited them, to provide the necessary training to equip them quickly for service abroad. A revised and broadened training programme for foreign service officers, which was conceived towards the end of 1962, was in full operation during 1963. This included advanced training in the French language for certain foreign service officers at Laval University. Steps also were taken to improve existing departmental machinery to promote and facilitate the use of either the English or the French language in departmental correspondence at the option of the author. In addition, a training unit was established in the Personnel Division to provide training for administrative staff proceeding abroad. The purpose of this training is to equip staff, particularly at smaller posts, to perform a wide variety of duties with most of which they normally do not come in contact in Ottawa.

Forward planning to meet the needs of the foreign service over the next 10 or 15 years was initiated during the year. Studies were launched

of the existing and future needs of the Department for specialist staff, and the relation of these needs to the well-established requirement that a foreign service be rotational in nature. In this connection, the Department benefited greatly from observations in the reports of the Royal Commission on Government Organization, which helped clarify and place in perspective the variety of considerations that must be taken into account in formulating personnel policies.

Financial control, while continuing to rest mainly with the Comptroller of the Treasury and the Treasury Board, was exercised increasingly by the Department during the year. In close consultation with the staff of the Treasury Board, a number of areas of financial authority were delegated to the Department. Appropriate reporting techniques are being put into effect to ensure that proper control is maintained, while relieving both the Treasury Board and the Department of wasteful administrative procedures involved in obtaining authority in each case for many relatively small expenditures.

In order to provide Canadian missions and their staffs abroad with appropriate accommodation and to avoid the consequences of rapidly rising rental costs in some countries, the Department continued during 1963 with a phased programme of purchase and construction of office and living accommodation abroad. During the year, it was engaged with the Department of Public Works in 16 projects concerned with the planning, construction or alteration of chanceries, official residences or staff quarters. In addition, the Department was engaged in 47 furnishing schemes for accommodation either owned by the Canadian Government or held by the Government on long leases.

Progress in the field of paper-work and records management was most noticeable during the year in the registry field. A thorough reorganization of the departmental registry and reclassification of all files was started in August 1962. This undertaking was completed on December 1, 1963. During the year, the departmental records-retirement programme in Ottawa and abroad continued with the destruction of an estimated 1235 linear feet of files.

APPENDIX A

I. CANADIAN DIPLOMATIC REPRESENTATION ABROAD⁽¹⁾

I. Embassies

<i>Country</i>	<i>City</i>
Argentina	Buenos Aires
Austria	Vienna
Belgium	Brussels
*Bolivia (Peru)	
Brazil	Río de Janeiro
*Burma (Malaysia)	
Cameroun	Yaoundé
*Central African Republic (Cameroun)	
*Chad (Cameroun)	
Chile	Santiago
Colombia	Bogotá
*Congo Brazzaville (Cameroun)	
Congo Leopoldville	Leopoldville
Costa Rica	San José
Cuba	Havana
Czechoslovakia	Prague
*Dahomey (Nigeria)	
Denmark	Copenhagen
Dominican Republic	Santo Domingo
Ecuador	Quito
*El Salvador (Costa Rica)	
Finland	Helsinki
France	Paris
*Gabon (Cameroun)	
Germany	Bonn
Greece	Athens
Guatemala	Guatemala City
*Guinea (Ghana)	
Haiti	Port-au-Prince
*Honduras (Costa Rica)	
*Iceland (Norway)	
Indonesia	Djakarta
Iran	Tehran
*Iraq (Lebanon)	
Ireland	Dublin
Israel	Tel Aviv
Italy	Rome
*Ivory Coast (Ghana)	
Japan	Tokyo
Lebanon	Beirut
*Luxembourg (Belgium)	

⁽¹⁾ No resident diplomatic missions are maintained in countries marked with an asterisk. The country named in brackets after these names is the country in which resides the Canadian representative accredited to the country listed.

<i>Country</i>	<i>City</i>
Mexico	Mexico
*Morocco (Spain)	
Netherlands	The Hague
*Nicaragua (Costa Rica)	
*Niger (Nigeria)	
Norway	Oslo
*Panama (Costa Rica)	
*Paraguay (Argentina)	
Peru	Lima
Poland	Warsaw
Portugal	Lisbon
*Senegal (Nigeria)	
South Africa	Pretoria
Spain	Madrid
*Sudan (United Arab Republic)	
Sweden	Stockholm
Switzerland	Berne
*Thailand (Malaysia)	
*Togo (Ghana)	
*Tunisia (Switzerland)	
Turkey	Ankara
Union of Soviet Socialist Republics	Moscow
United Arab Republic	Cairo
United States of America	Washington
*Upper Volta (Ghana)	
Uruguay	Montevideo
Venezuela	Caracas
Yugoslavia	Belgrade

2. Offices of High Commissioners

<i>Country</i>	<i>City</i>
Australia	Canberra
Britain	London
Ceylon	Colombo
*Cyprus (Israel)	
Ghana	Accra
India	New Delhi
Jamaica	Kingston
Malaysia	Kuala Lumpur
New Zealand	Wellington
Nigeria	Lagos
Pakistan	Karachi
*Sierra Leone (Nigeria)	
Tanganyika	Dar-es-Salaam
Trinidad and Tobago	Port-of-Spain
*Uganda (Tanganyika)	

*No resident diplomatic missions are maintained in countries marked with an asterisk. The country named in brackets after these names is the country in which resides the Canadian representative accredited to the country listed.

3. Permanent Missions to International Organizations

<i>Organisation</i>	<i>City</i>
North Atlantic Council	Paris
Organization for European Co-operation and Development	Paris
United Nations	New York
United Nations (European Office)	Geneva
European Economic Community	Brussels
European Atomic Energy Community	Brussels
European Coal and Steel Community	Brussels
United Nations Educational, Scientific and Cultural Organization	Paris

II. CONSULAR OFFICES

1. Consulates General

<i>Country</i>	<i>City</i>
Germany	Hamburg
Iceland	*Reykjavik
Italy	Milan
Philippines	Manila
United States of America	Boston
	Chicago
	Los Angeles
	New Orleans
	New York
	San Francisco
	Seattle

2. Consulates

<i>Country</i>	<i>City</i>
Brazil	Sao Paulo
Germany	Duesseldorf
United States	Detroit
	Philadelphia

III. MILITARY MISSION

Berlin

IV. INTERNATIONAL SUPERVISORY COMMISSIONS

<i>Country</i>	<i>City</i>
Cambodia	Phnom Penh
Laos	Vientiane
Vietnam	Saigon

* In charge of honorary officer.

APPENDIX B

DIPLOMATIC AND CONSULAR REPRESENTATION OF OTHER COUNTRIES IN CANADA¹

I. Diplomatic Missions²

<i>Country³</i>	<i>Nature of Post</i>
*Argentina	Embassy
Australia	High Commissioner's Office
*Austria	Embassy
*Belgium	Embassy
*Brazil	Embassy
Britain	High Commissioner's Office
Burma	Embassy
Cameroun	Embassy
Ceylon	High Commissioner's Office
*Chile	Embassy
*China	Embassy
*Colombia	Embassy
*Costa Rica	Embassy
*Cuba	Embassy
*Czechoslovakia	Embassy
*Denmark	Embassy
*Dominican Republic	Embassy
*Ecuador	Embassy
*Finland	Embassy
*France	Embassy
Gabon	Embassy
*Germany	High Commissioner's Office
Ghana	Embassy
*Greece	Embassy
Guinea	Embassy
*Guatemala	Embassy
*Haiti	Embassy
*Iceland	Embassy
India	High Commissioner's Office
*Indonesia	Embassy
Iran	Embassy
Iraq	Embassy
Ireland	Embassy
*Israel	Embassy
*Italy	Embassy
Jamaica	High Commissioner's Office

¹ For further particulars, see the publications of the Department entitled "Canadian Representatives Abroad and Representatives of Other Countries in Canada" (thrice yearly) and "Diplomatic Corps" (thrice yearly).

² The Ambassadors of Cameroun, Costa Rica, Gabon, Guatemala, Guinea, Iceland, Iraq, Korea, Luxembourg, Mali, Morocco, Niger, Panama, Thailand and Tunisia are also accredited to the United States of America, where they are ordinarily resident.

³ The countries marked with an asterisk have consulates in Canada. The Embassy of Poland has charge of the interests of Hungary; the Embassy of Switzerland, of those of Liechtenstein.

<i>Country^a</i>	<i>Nature of Post</i>
*Japan	Embassy
Korea	Embassy
*Lebanon	Embassy
*Luxembourg	Embassy
Mali	Embassy
*Mexico	Embassy
Morocco	Embassy
*Netherlands	Embassy
New Zealand	High Commissioner's Office
Niger	Embassy
Norway	Embassy
Pakistan	High Commissioner's Office
*Panama	Embassy
*Peru	Embassy
*Poland	Embassy
*Portugal	Embassy
South Africa	Embassy
*Spain	Embassy
*Sweden	Embassy
*Switzerland	Embassy
*Thailand	Embassy
Trinidad and Tobago	High Commissioner's Office
Tunisia	Embassy
*Turkey	Embassy
Union of Soviet Socialist Republics	Embassy
United Arab Republic	Embassy
*United States of America	Embassy
*Uruguay	Embassy
*Venezuela	Embassy
*Yugoslavia	Embassy

2. Countries having Consulates but no Diplomatic Missions

Bolivia	Monaco
El Salvador	Nicaragua
Honduras	Philippines
Liberia	

^a The countries marked with an asterisk have consulates in Canada. The Embassy of Poland has charge of the interests of Hungary; the Embassy of Switzerland, of those of Liechtenstein.

APPENDIX C

INTERNATIONAL ASSOCIATIONS AND ORGANIZATIONS OF WHICH CANADA IS A MEMBER¹

COMMONWEALTH

Commonwealth Advisory Aeronautical Research Council
Commonwealth Advisory Committee on Defence Science
Commonwealth Agricultural Bureau Executive Council
Commonwealth Air Transport Council
Commonwealth Area Communications Scheme for Merchant and
Naval Shipping
Commonwealth Economic Consultative Council
Commonwealth Education Liaison Committee
Commonwealth Forestry Conference
Commonwealth Liaison Committee
Commonwealth Science Defence Organization
Commonwealth Scientific Conference
Commonwealth Telecommunications Board
Commonwealth War Graves Commission
South Pacific Air Transport Council
United Kingdom-Canada Continuing Committee on Trade and
Economic Affairs

NORTH ATLANTIC TREATY ORGANIZATION

UNITED NATIONS

United Nations Subsidiary and Ad Hoc Bodies

Advisory Committee on the Congo
Advisory Committee on the United Nations Emergency Force
Advisory Committee for the United Nations Memorial Cemetery in
Korea
Committee on the Peaceful Uses of Outer Space
Executive Committee of the United Nations High Commissioner for
Refugees
Inter-governmental Committee on the World Food Programme
International Law Commission²
Preparatory Committee for International Co-operation Year
Preparatory Committee for United Nations Conference on Trade and
Development
United Nations Scientific Committee on the Effects of Atomic Radiation
Working Group of Twenty-One on Financing of Peace-keeping
Operations
Scientific Advisory Committee

¹ Inter-governmental bodies only are included.

² Mr. Marcel Cadieux, of the Department of External Affairs, was elected for a five-year term, 1962-66.

Specialized Agencies³

Food and Agriculture Organization
 Inter-governmental Maritime Consultative Organization
 International Atomic Energy Agency⁴
 International Bank for Reconstruction and Development
 International Civil Aviation Organization
 International Development Association
 International Finance Corporation
 International Labour Organization
 International Monetary Fund
 International Telecommunication Union
 United Nations Educational, Scientific and Cultural Organization
 Universal Postal Union
 World Health Organization
 World Meteorological Organization

Functional Commissions of the Economic and Social Council

Commission on Human Rights
 Commission on Narcotic Drugs
 Social Commission
 Statistical Commission

Standing Committees of the Economic and Social Council

Committee on Housing, Building and Planning

Special Bodies of the Economic and Social Council

Governing Council of the Special Fund

Regional Economic Commissions of the Economic and Social Council

Economic Commission for Latin America

Other Commissions

Inter-governmental Oceanographic Commission

UNITED STATES-CANADA

Canada-United States Committee on Joint Defence (Ministerial)
 Canada-United States Joint Committee on Trade and Economic Affairs
 (Ministerial)
 Great Lakes Fishery Commission
 International Boundary Commission
 International Joint Commission
 International Pacific Halibut Commission
 International Pacific Salmon Fisheries Commission
 Permanent Joint Board on Defence

³Canada was a member during 1963 of the executive boards of all these Agencies with the exception of UNESCO.

⁴The International Atomic Energy Agency is not technically a Specialized Agency but an autonomous inter-governmental agency under the aegis of the United Nations.

INTER-AMERICAN

Inter-American Radio Office
 Inter-American Statistical Institute
 Pan-American Institute of Geography and History
 Postal Union of the Americas and Spain

COLOMBO PLAN

Consultative Committee on Co-operative Economic Development in
 South and Southeast Asia
 Council for Technical Co-operation in South and Southeast Asia

CONSERVATIONAL

International Commission for the Northwest Atlantic Fisheries
International North Pacific Fisheries Commission
International Whaling Commission
North Pacific Fur Seal Commission

ECONOMIC⁵

Contracting Parties to the General Agreement on Tariffs and Trade
Cotton Textiles Committee
International Bureau for the Publication of Customs Tariffs
International Cocoa Study Group
International Coffee Agreement
International Cotton Advisory Committee
International Rubber Study Group
International Sugar Agreement
International Tin Agreement
International Wheat Agreement
International Wool Study Group
Lead and Zinc Study Group
Organization for Economic Co-operation and Development

SCIENTIFIC

International Bureau of Weights and Measures
International Hydrographic Bureau

CANADA-JAPAN

Canada-Japan Ministerial Committee

⁵ See also under previous headings.

APPENDIX D

INTERNATIONAL CONFERENCES HELD IN 1963 AT WHICH CANADA WAS OFFICIALLY REPRESENTED

(Partial List)

United Nations Conferences

- Economic Commission for Africa, Conference on "African Electric Power Problems": Addis Ababa, October 21-23.
- Economic Commission for Europe, Steel Committee: Geneva, March 25-28.
- Economic Commission for Latin America, 10th session: Santiago, May 6-18.
- Food and Agriculture Organization, 40th session of Council: Rome, June 24-July 3; 41st session of Council: Rome, November 11-14; Conference, 12th session; November 16-December 5.
- Governing Council, Special Fund: New York, June 3-10.
- International Atomic Energy Agency, Western Suppliers Meeting: Geneva, February 19.
- International Atomic Energy Agency, 7th conference: Vienna, September 24 (for approximately 3 weeks).
- International Civil Aviation Organization, 6th session of the Facilitation Division: Mexico City, March 19.
- International Coffee Council 1st session: London, July 29-August 24; 2nd session: London, November 18.
- International Conference on Air Law: Tokyo, August 20-September 16.
- International Conference on Consular Relations: Vienna, March 4-April 19.
- International Labour Organization, Iron and Steel Committee, 7th session: Cardiff, August 26-September 6.
- International Labour Conference, 47th session: Geneva, June 5-27.
- International Telecommunication Union, Extraordinary Administrative Radio Conference: Geneva, October-November.
- International Telecommunication Union: Geneva, March 23.
- International Wheat Council, 37th session: London, June 18-20; 38th session: London, November 19-26.
- Regional Association for North and Central America of the World Meteorological Organization: Geneva, April 6.
- Seventh session of the Maritime Safety Committee of the Inter-Governmental Maritime Consultative Organization: London, September 10-13; Third session of the IMCO Assembly, London, October 16-29.
- Social Commission, 15th session: New York, April 24-May 10.
- Technical Assistance Committee: Copenhagen, June 17-29.
- United Nations Cocoa Conference: Geneva, September 25-October 24.
- United Nations Commission on Human Rights, 19th session: Geneva, March 11-April 5.
- United Nations Commission on Narcotic Drugs, 18th session: Geneva, April 29-May 17.
- United Nations Commission on the Status of Women, 17th session: New York, March 11-29.
- United Nations Conference on Science and Technology: Geneva, February 4-20.
- United Nations Economic Commission for Africa, 5th session: Leopoldville, February 18-March 3.

- United Nations Economic Commission for Asia and the Far East, 19th session: Manila, March 5-18.
- United Nations Economic and Social Council, 35th session: Geneva, April 2-19; 36th session: Geneva, July 2-August 2.
- United Nations Conference on Trade and Development, Preparatory Committee: New York, January 22-February 5; 2nd meeting: Geneva, May 21-June 28.
- United Nations Conference on Travel and Tourism: Rome, August 21-September 5.
- United Nations General Assembly, special session: New York, May 14; 18th session: New York, September 10.
- United Nations, "Inter-Regional Symposium on the Application of Modern Technical Practices in the Iron and Steel Industry in Developing Countries": Prague, November 11-16; Geneva, November 25-26.
- United Nations Regional Cartographic Meeting for Africa: Nairobi, July 1-14.
- United Nations Steel Committee: Geneva, September 9-13.
- United Nations Sugar Conference: London, July 3-4.
- Working Group of 21 on United Nations Financing: New York, January 28 (for 6 weeks).
- World Health Assembly, 16th session: Geneva, May 7-24.
- World Meteorological Congress, 4th session: Geneva, April 1-27.

Other Conferences

- AGARD Conference on Refractory Metals: Oslo, June 23-26.
- Air Standardization and Co-ordinating Committee, Working Party 64: London, June 17-28.
- Canada-Japan Ministerial Meeting: Tokyo, January 11-12; Ottawa, September 25-26.
- Canada-United Kingdom Continuing Committee: Ottawa, October 7-8.
- Civil Liability for Nuclear Damage: Vienna, April 29.
- Commonwealth Committee on Mineral Processing Meeting: Cannes, May 25.
- Commonwealth Conference on Teaching of Science: Colombo, December 9-21.
- Commonwealth Economic Consultative Council, Trade Ministers: London, May 13-14; Senior officials: London, May 8-10; Ministers, London, September 24-25.
- Commonwealth Parliamentary Association: Kuala Lumpur, October 20-November 11.
- Commonwealth Survey Officers Conference: Cambridge, July 21-31.
- Conference of the Eighteen-Nation Committee on Disarmament: Geneva, November 22, 1962, to April 10, 1963; April 17-September 1, 1963.
- Conference on Refractory Metals Organized by the Advisory Group for Aeronautical Research and Development (NATO), Structures and Materials Panel: Oslo, June 23-28.
- Consultative Committee of the Colombo Plan for Co-operative Economic Development in South and Southeast Asia: Bangkok, October 30-November 4.
- Contracting Parties to the General Agreement on Tariffs and Trade, Meeting of Trade Ministers: Geneva, May 16-21; 21st session: Geneva, December 18.
- Directing Council Pan-American Health Organization, Regional Committee World Health Organization: Washington, September 16-25.
- Eastern Pacific Oceanic Conference: Arrowhead Lake, California, October 2-4.
- Eleventh Pan-American Congress of Railways: Mexico City, October 18-31.
- Executive Committee of the International Astronomical Union: Liège, June 28-July 1.
- First International Congress on Printing Education: Washington, August 6-10.
- GATT Cotton Textile Committee: Geneva, December 2-6.
- Great Lakes Fishery Commission, annual meeting: Ann Arbor, June 26-27.

- Inter-American Conference of Ministers of Labour on the Alliance for Progress:** Bogota, May 5-11.
- Inter-American Economic and Social Council, Ministerial Meeting:** Sao Paulo, November 11-16.
- Inter-Governmental Consultative Organization:** London, October 14-30.
- Inter-Governmental Maritime Consultative Organization:** London, September 8-18.
- International Colloquium on the "Magnetic Fields in the Sun and Stars":** Munich, September 2-13.
- International Commission on Illumination:** Vienna, June 18-26.
- International Commission for the Northwest Atlantic Fisheries, annual meeting:** Halifax, June 3-7.
- International Committee for the Exploration of the Seas:** Madrid, October 7-8.
- International Committee for the Standardization of Seismic Stations:** Paris, March 12-14.
- International Conference on Non-destructive Testing, 4th session:** London, September 9-13.
- International Congress of Medical Librarianship, 2nd session:** Washington, June 16-22.
- International Congress of Zoology, 16th session:** Washington, August 20-27.
- International Criminal Police Organization, General Assembly:** Helsinki, August 21-28.
- International Council of Scientific Unions; Rome, March 25-27; Paris, October 1-4; General Assembly:** Vienna, November 18-29.
- International Electro-technical Commission:** Venice, May 26-June 8.
- International Geographical Union, Commission on Methods of Economic Regionalization:** Warsaw, September 9-15.
- International Lead and Zinc Study Group, Special Working Group:** Geneva, March 25-April 5.
- International Lead and Zinc Study Group:** Geneva, October 28-November 8.
- International Meeting of the Tripartite Technical Working Panel on Methods of Testing and Evaluating:** London, September 16-20.
- International Mineral Processing Congress, 6th session:** Cannes, May 26-June 2.
- International Mining Congress, 3rd session:** Salzburg, September 15-21.
- International North Pacific Fisheries Commission, Interim Meeting:** Tokyo, February 5-15; **Meeting of the Parties:** Washington, June 6-21; Tokyo, September 16-October 7.
- International Pacific Halibut Commission, annual meeting:** Petersburg, Alaska, January 28-31.
- International Peat Congress, 2nd session:** Leningrad, August 15-22.
- International Radio Consultative Committee, 10th plenary session:** Geneva, January 14-February 15.
- International Rubber Study Group:** London, November 25-26.
- International Scientific Radio Union, 14th session:** Tokyo, September 9-20.
- International Standards Organization, Technical Committee 55:** Moscow, November 24-30.
- International Summer School on Quantitative Methods in Reflected-Light Microscopy:** Cambridge, June 23-July 2.
- International Symposium on "The Solar Spectrum":** Utrecht, August 26-30.
- International Trade Union Plan, Sub-Committee for Latin America:** Bogota, May 20-31.
- International Congress of the International Union of Crystallography:** Rome, September 9-18.
- International Union of Pure and Applied Chemistry (IUPAC), Conference:** London, July 5-9; **Congress:** London, July 10-17; **Symposium on Thermodynamics:** Lund, July 18-28.
- International Whaling Commission:** London, July 1-6.

- Liège Symposium, 12th session: Liège, June 24-27.
- Meeting of the Inter-governmental Oceanographic Commission: Moscow, May 4-8.
- Meeting of the Experts on Communications, UNESCO, Inter-governmental Oceanographic Commission: Paris, September 2-6.
- Ninth Pan-American Highway Congress: Washington, May 6-18.
- NATO Ministerial Meeting: Ottawa, May 22-24; Paris, December 16-18.
- North Pacific Fur Seals Commission, Meeting of the Parties: Tokyo, February 18-March 1.
- Organization for Economic Co-operation and Development, Ministerial Meeting on Science: Paris, October 3-4.
- Organization for Economic Co-operation and Development, Development Assistance Committee: Paris, March 27-April 4; July 24.
- Pan-American Institute of Geography and History, 7th Directing Council and 8th Special General Assembly: Mexico City, July 22-August 2.
- Permanent Joint Board on Defence: San Diego, February 4-8; Esquimalt, June 10-14; North Bay, September 30-October 4.
- Problems of the Origin of Post-Magmatic Ore Deposition Symposium: Prague, September 16-21.
- Quaker Conference for Diplomats: Clarens, August 6-16.
- Scientific Committee on Oceanographic Research, Executive Meetings: Paris, October 25-26.
- Second Meeting of the Parties to the International Convention for the High Seas Fisheries of the North Pacific Ocean: Tokyo, September 16.
- Tripartite Technical Co-operation Programme: London, October 1-4.
- UNESCO Preparatory Meeting on Research in Hydrology: Paris, May 20-29.
- United States-Canada Joint Committee on Trade and Economic Affairs: Washington, September 20-21.
- World Petroleum Congress: Frankfurt, June 17-30.

APPENDIX E
INTERNATIONAL AGREEMENTS TO WHICH CANADA
IS A PARTY:

DEVELOPMENTS DURING 1963

1. Bilateral Agreements

Bolivia

Exchange of Notes between the Government of Canada and the Government of Bolivia permitting amateur radio stations of Canada and Bolivia to exchange messages or other communications from or to third parties. La Paz May 31, 1963. Entered into force May 31, 1963.

Bulgaria

Trade agreement between Canada and the People's Republic of Bulgaria. Signed at Ottawa October 8, 1963. Entered into force provisionally October 8, 1963.

Czechoslovakia

Long-Term Wheat Agreement between Canada and the Czechoslovak Socialist Republic. Signed at Ottawa October 29, 1963. Entered into force provisionally October 29, 1963.

Denmark

Exchange of Notes between the Government of Canada and the Government of Denmark concerning Air Traffic Control over Southern Greenland. Ottawa September 16 and November 28, 1963. Entered into force November 28, 1963.

El Salvador

Exchange of Notes between Canada and El Salvador constituting an Agreement permitting amateur radio stations of Canada and El Salvador to exchange messages or other communications from or to third parties. San Salvador February 20 and March 11, 1963. Entered into force April 9, 1963.

Federal Republic of Germany

Agreement between Canada and the Federal Republic of Germany on the settlement of disputes arising out of direct procurement. Signed at Bonn August 3, 1959. Instruments of Ratification exchanged at Bonn September 21, 1962. Entered into force July 1, 1963.

Finland

Agreement between Canada and Finland on Recognition of Tonnage Certificates of Merchant Ships. Signed at Helsinki June 5, 1963. Entered into force June 5, 1963.

France

Agreement between Canada and France concerning films and film production. Signed at Montreal October 11, 1963. Entered into force October 11, 1963.

Greece

Exchange of Notes between Canada and Greece constituting an Agreement covering a Canadian gift to Greece of one million dollars worth of food products. Athens August 7, 1963. Entered into force August 7, 1963.

India

Financial Agreement between the Government of Canada and the Government of India. Ottawa May 14, 1963. Entered into force May 14, 1963.

Agreement between the Government of Canada and the Government of India relating to the Rajasthan Atomic Power Station and the Douglas Point Nuclear Generating Station. Signed at New Delhi December 16, 1963. Entered into force December 16, 1963.

Italy

Supplementary Agreement to the Agreement between the Government of Canada and the Government of the Republic of Italy concerning the sale in Italy of waste material and scrap belonging to the Royal Canadian Air Force signed at Rome on December 18, 1961. Signed at Rome September 18, 1963. Entered into force September 18, 1963.

Netherlands

Executive Agreement between the Government of Canada and the Government of the Kingdom of the Netherlands supplementary to the Exchange of Letters between the two countries, signed on April 10, 1952, constituting an agreement to safeguard the rights of bona fide holders of bonds of Canada that have been reported by their Netherlands owners as lost or stolen during World War II. Signed at Ottawa February 8, 1963. Entered into force February 8, 1963.

Nigeria

Agreement and Protocol between Canada and Nigeria governing the training in Canada of Military Personnel from Nigeria. Signed at Lagos July 3 and September 2, 1963. Entered into force July 3, 1963.

Poland

Long-Term Wheat Agreement between Canada and Poland. Signed at Ottawa November 5, 1963. Entered into force November 5, 1963.

Union of Soviet Socialist Republics

Protocol renewing the Trade Agreement between Canada and the Union of Soviet Socialist Republics signed on February 29, 1956, and renewed on April 18, 1960. Signed at Ottawa September 16, 1963. Entered into force provisionally September 16, 1963.

United States of America

Exchange of Notes between Canada and the United States of America amending the Agreement of May 5, 1961, concerning the co-ordination of pilotage services in the waters of the Great Lakes and the St. Lawrence River as far east as St. Regis (with a memorandum of understanding). Washington October 10, 1962, and February 21, 1963. Entered into force February 21, 1963.

Exchange of Notes between Canada and the United States of America concerning the testing of Experimental Communications Satellites. Washington August 13 and 23, 1963 (with a memorandum of arrangements). Entered into force August 23, 1963.

Exchange of Notes between Canada and the United States of America amending the Agreement of May 5, 1961, concerning the co-ordination of pilotage services in the Great Lakes and the St. Lawrence River as far east as St. Regis. Washington August 23 and September 10, 1963 (with a memorandum of arrangements). Entered into force September 10, 1963.

Exchange of Notes between Canada and the United States of America to amend the Agreement of November 12, 1953, concerning the establishment of

a Joint Canada-United States of America Committee on Trade and Economic Affairs. Washington September 17, 1963. Entered into force September 17, 1963.

Exchange of Notes between the Government of Canada and the Government of the United States of America revising the Agreement of March 27, 1951, in order to provide for co-operation in joint Civil Emergency Planning. Ottawa November 15, 1963. Entered into force November 15, 1963.

Exchange of Notes between the Government of Canada and the Government of the United States of America amending the Agreement of May 5, 1961, concerning the co-ordination of Pilotage Services in the Great Lakes and the St. Lawrence River as amended February 21 and September 10, 1963. Washington November 19 and December 4, 1963. Entered into force December 4, 1963.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning the reimposition of tolls on the Welland Canal. Ottawa December 19 and 20, 1963. Entered into force December 20, 1963.

Exchange of Notes between the Government of Canada and the Government of the United States of America on measures to ensure the orderly, efficient and safe control of aircraft operating in the air-space near the common boundary of Canada and the United States of America. Ottawa December 20 and 27, 1963.

Venezuela

Exchange of Notes between the Government of Canada and the Government of Venezuela extending one year the Commercial *modus vivendi* of October 11, 1950, between the two countries. Caracas October 14, 1963. Entered into force October 14, 1963.

2. Multilateral Agreements

Supplementary Convention on the abolition of slavery, the slave trade, and institutions and practices similar to slavery. Signed by Canada September 7, 1956. Canada's Instrument of Ratification deposited January 10, 1963. Entered into force for Canada January 10, 1963.

Agreement between Canada, the Federal Republic of Germany and the United Kingdom of Great Britain and Northern Ireland concerning the conduct of manoeuvres and other training exercises in the Soltau-Luneburg Area. Signed at Bonn August 3, 1959. Canada's Instrument of Ratification deposited January 10, 1963.

Protocol for limiting and regulating the cultivation of the poppy plant, international and wholesale trade in, and the use of opium. Done at New York on June 23, 1953. Signed by Canada on June 23, 1953. Ratified by Canada May 7, 1954. Entered into force March 8, 1963.

Declaration of provisional accession of the Government of the Federal Republic of Yugoslavia to the General Agreement on Tariffs and Trade. Done at Geneva November 13, 1962. Signed by Canada March 7, 1963. Entered into force April 28, 1963.

Declaration of provisional accession of the Government of the United Arab Republic to the General Agreement on Tariffs and Trade. Done at Geneva November 13, 1962. Signed by Canada March 7, 1963. Entered into force April 9, 1963.

Revised regulations for preventing collisions at sea, 1960. Canadian Instrument of Acceptance deposited March 25, 1963.

Instrument for the Amendment of the constitution of the International Labour Organization, adopted by the Conference at its forty-sixth session Geneva June 22, 1962. Canada's Instrument of Ratification deposited October 25, 1962. Entered into force May 22, 1963.

Declaration of Understanding of the Northwest Atlantic Fisheries Convention. Done at Washington April 24, 1961. Canadian Instrument of Acceptance deposited September 15, 1961. Entered into force June 5, 1963.

Agreement to supplement the Agreement between the parties to the North Atlantic Treaty regarding the status of their forces with respect to foreign forces stationed in the Federal Republic of Germany. Done at Bonn August 3, 1959. Canada's Instrument of Ratification deposited December 11, 1961. Entered into force July 1, 1963.

Protocol of Signature to the Supplementary Agreement. Done at Bonn August 3, 1959. Entered into force July 1, 1963.

Agreement to implement Paragraph 5 of Article 45 of the Agreement to supplement the Agreement between the parties to the North Atlantic Treaty regarding the status of their forces with respect to Foreign Forces stationed in the Federal Republic of Germany. Done at Bonn August 3, 1959. Canada's Instrument of Ratification deposited December 11, 1961. Entered into force July 1, 1963.

Administrative Agreement to Article 60 of the Agreement to supplement the Agreement between the parties to the North Atlantic Treaty regarding the status of their forces with respect to Foreign Forces stationed in the Federal Republic of Germany. Done at Bonn August 3, 1959. Entered into force July 1, 1963.

Amendments to the International Convention for the Prevention of Pollution of the Sea by Oil, 1954. Done at London March 26, 1962. Canada's Instrument of Acceptance deposited July 5, 1963.

Protocol to the International Convention for the Northwest Atlantic Fisheries. Done at Washington July 15, 1963. Signed by Canada July 15, 1963.

Treaty Banning Nuclear Weapon Tests in the Atmosphere, in Outer Space and Under Water. Done at Moscow August 5, 1963. Signed by Canada in London, Washington and Moscow, August 8, 1963.

Protocol for the accession of Spain to the General Agreement on Tariffs and Trade. Done at Geneva April 30, 1963. Signed by Canada August 22, 1963. Entered into force August 29, 1963.

Commonwealth Telegraphs Agreement, 1963. Signed by Canada July 25, 1963. Entered into force July 25, 1963.

Protocol for the Prolongation of the International Sugar Agreement of 1958. Signed by Canada September 30, 1963.

Protocol amending the Interim Convention on Conservation of North Pacific Fur Seals. Signed by Canada October 8, 1963.

APPENDIX F

PUBLICATIONS OF THE DEPARTMENT

The Department of External Affairs issues, free, two catalogues of its publications, one for residents of Canada, the other for residents of other countries. Individual publications available free from the Department in Ottawa or abroad from the most conveniently located Canadian mission are so marked in the list that follows. It should be noted that certain publications are available outside Canada only. Finally, a number of publications, with prices listed, are available from the Queen's Printer, Ottawa.

1. Publications Available in Canada and Abroad

External Affairs: A monthly bulletin containing articles on subjects of current international interest and official statements of Canadian foreign policy. Price: annual subscription, Canada, the United States and Mexico, \$2.00; other countries, \$2.50; students in Canada, \$1.00; other countries, \$1.50.

Report of the Department of External Affairs: Report to Parliament covering the work of the Department during each calendar year. Price: Canada, the United States and Mexico, 35 cents; other countries, 40 cents.

Canada and the United Nations: An annual report on Canadian participation in the work of the United Nations and its Specialized Agencies. Price: Canada, the United States and Mexico, 75 cents; other countries, 85 cents.

Statements and Speeches: Texts of important official speeches on external and domestic affairs. (Free)

Reference Papers: Background information on various aspects of Canadian affairs. (Free)

Canada Treaty Series: Texts of individual treaties, conventions and other agreements concluded between Canada and other countries. Price: Canada, the United States and Mexico, 35 cents each; other countries, 40 cents each.

Canadian Representatives Abroad and Representatives of Other Countries in Canada: Issued three times a year. A directory of Canadian diplomatic, consular and trade offices abroad, and of the diplomatic, consular and trade offices of other countries in Canada. Price: annual subscription, Canada, the United States, and Mexico, \$1.50; other countries, \$1.75. Single copies, Canada, the United States and Mexico, 60 cents; other countries, 70 cents.

Diplomatic Corps: A directory of diplomatic missions in Ottawa. Published three times a year. Price: annual subscription, Canada, the United States, and Mexico, \$1.50; other countries, \$1.75. Single copies, Canada, the United States, and Mexico, 60 cents; other countries, 70 cents.

The Law of the Sea: A Canadian Proposal, 1959.

Canada and the Colombo Plan, 1961: Price: Canada, the United States, and Mexico, 75 cents; other countries, 85 cents.

Canada from Sea to Sea: An illustrated booklet, dealing in popular style with various aspects of Canada—its history and geography, economic and trading position, status as a world power, people, culture, institutions, government and

traditions. Published in English, French, Dutch, German, Italian, Polish, Portuguese and Spanish. Price: Canada, the United States and Mexico, 75 cents; other countries, 85 cents.

Facts on Canada: Information on Canada's history, government, international relations, resources, climate, transportation, industry and labour, and on the provinces of Canada, with a series of maps. This publication, which is sold in Canada in English and French for 50 cents a copy, is distributed free of charge in other countries by Canadian missions.

White Papers

London and Paris Agreements September-October 1954: A selection of documents resulting from meetings held in London and Paris concerning the accession of the Federal Republic of Germany to the North Atlantic Treaty Organization. Price: Canada, the United States, and Mexico, 75 cents; other countries, 85 cents.

Canada and the Korean Crisis (1950): Price: Canada, the United States and Mexico, 25 cents; other countries, 30 cents.

The Crisis in the Middle East: October-December 1956: Price: Canada, the United States, and Mexico, 75 cents; other countries, 85 cents.

Report on Disarmament Discussions 1957: Price: Canada, the United States, and Mexico, 35 cents; other countries, 40 cents.

2. Publications Distributed Abroad Only

In addition to *Statements and Speeches*, *Reference Papers*, *Facts on Canada* and *Canada from Sea to Sea*, which are distributed both in Canada and abroad and are described in Part I, the following publications are distributed abroad only:

Canadian Weekly Bulletin: A summary of important developments and announcements.

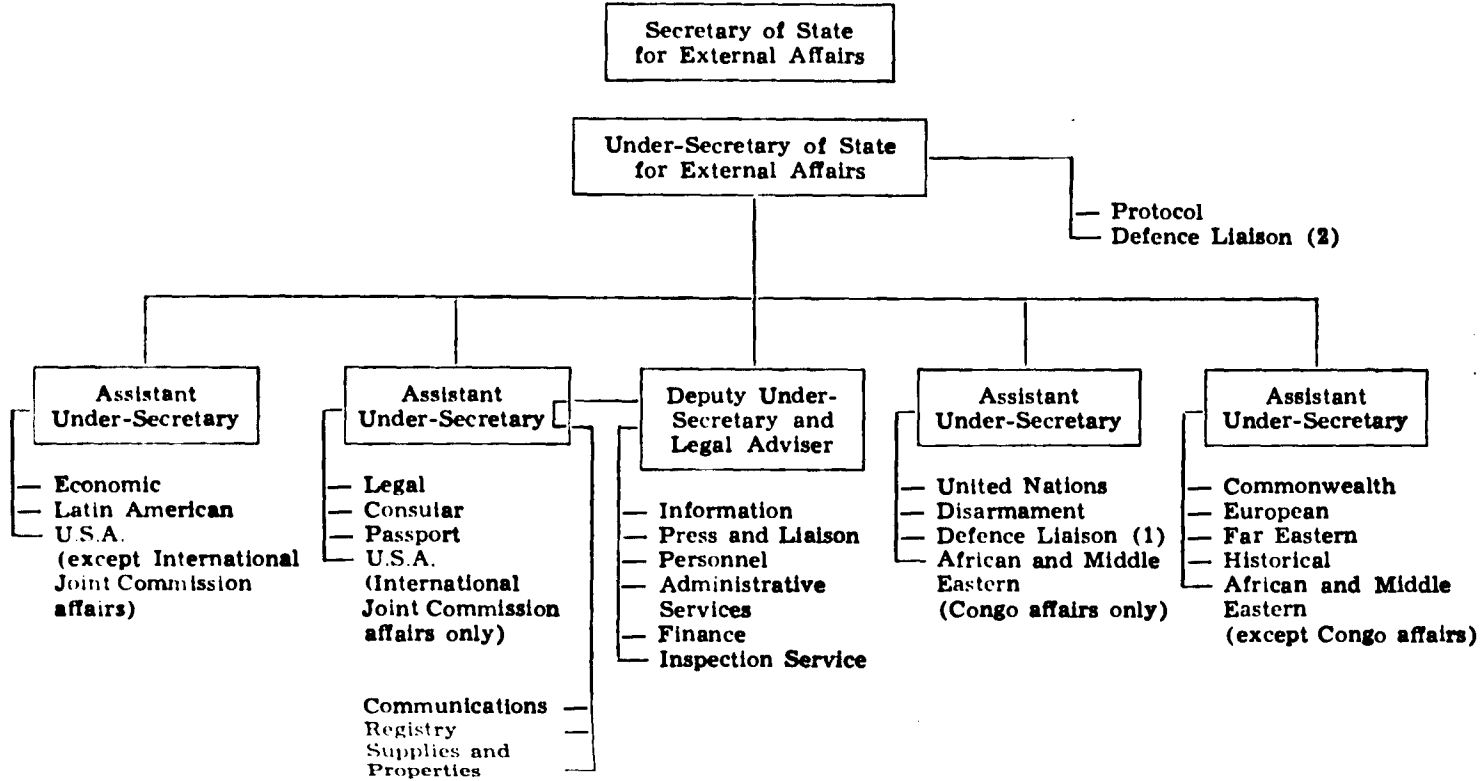
Reprints: Articles on Canada and Canadian affairs reprinted from various sources, chiefly Canadian periodicals.

Canada Pictorial: A small illustrated folder distributed abroad in English, French, Dutch, German, Italian, Japanese, Portuguese, Spanish, and Swedish.

Note: The Department also distributes information produced by a number of international organizations of which Canada is a member, such as NATO, the OECD, and the Colombo Plan, but excluding the United Nations. This material is distributed on request, and also to Members of Parliament, public libraries, universities, newspapers and interested voluntary organizations. The United Nations distributes its information material through its own information offices and through other authorized outlets, which in Canada include the Department of Public Printing and Stationery and the United Nations Association.

APPENDIX G

Department of External Affairs Headquarters Organization, December 31, 1963





CANADA

Report of the Department of

EXTERNAL

AFFAIRS

1964



CANADA

Report of the Department of

EXTERNAL

AFFAIRS

1964

SUBMITTED TO PARLIAMENT UNDER THE PROVISIONS OF THE
DEPARTMENT OF EXTERNAL AFFAIRS ACT

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THE HONOURABLE PAUL MARTIN, P.C., M.P.,
Secretary of State for External Affairs

In accordance with the provisions of the Department of External Affairs Act, I have the honour to submit, for presentation to Parliament, the fifty-fifth annual report of the Department, covering its activities during the calendar year 1964.

The year's demands have been varied and manifold, and I am happy to express my appreciation of the diligence and skill with which the members of the Department have carried out so faithfully their exacting tasks.



*Under-Secretary of State
for External Affairs*

Ottawa, January 6, 1965.



The Prime Minister of Canada, the Right Honourable Lester B. Pearson, and the Secretary of State for External Affairs, the Honourable Paul Martin, at an international conference.

PREFACE

*by the Secretary of State
for External Affairs*

The report of the Department of External Affairs affords an opportunity, once a year, of surveying the major developments which have occurred on the international scene, their implications for Canada, and the part played by Canada in those developments. While the calendar year as such may be considered an arbitrary unit of historical account, I believe that the reports of the Department, taken over a number of years, do provide an historically useful record of the conduct of Canadian foreign policy.

Canadian foreign policy, like that of all countries, must, in the final analysis, be responsive to the national interest. In a constantly contracting world, however, the national interest can be defined only in part by reference to what preoccupies us within our national boundaries. In many important respects, the national interest can best be advanced by co-operative international action designed to further the interests of the world community at large. The recognition of this broader conception of the national interest lies at the basis of the whole evolution of international action and international organization which has been one of the most significant features of events over the past two decades.

Canada's position in the world is that of a middle power. This involves some limitations upon the conduct of Canadian foreign policy. But it also provides Canada with opportunities for action which are not normally open to countries differently situated in the world. In essence, a middle power is one which, while it does not by its very size, strength and economic power decisively determine the big issues, nevertheless has the resources to enable it to play a positive and influential part in world affairs. It is within the focus of this definition that I think the activities described in this report can best be assessed.

Canada's activities in the peace-keeping field, which have met with broad support from Canadians in all walks of life, are a good illustration of what I have in mind. Canada has participated in every peace-keeping operation mounted by the United Nations since 1948. We have, for a number of years now, maintained a stand-by force which is at the disposal of the United Nations if required for peace-keeping service. During 1964, Canadians have again played their part under the United Nations flag in Cyprus. Furthermore, towards the close of the year, a conference was held in Ottawa on the initiative of the Canadian Government at which representatives of 23 countries took stock of the practical experience gained in past peace-keeping operations with a view to turning that experience to good account in the future.

Peace-keeping is one of the practical ways in which a middle power like Canada can meet its responsibilities as a member of the world community. We can meet these responsibilities because we have the resources necessary for that purpose, and because, in Cyprus, as elsewhere, there has been agreement by the host state to the participation of Canadians in a

The Prime Minister of Canada, the Right Honourable Lester B. Pearson, and the Secretary of State for External Affairs, the Honourable Paul Martin, at an international conference.

United Nations peace-keeping presence. We believe that such a presence, to the extent that it limits the area of potential conflict and paves the way for long-term solutions, can make a significant contribution to the maintenance of world peace and security.

We are concerned that the United Nations should continue to have an effective capacity to keep the peace, because this is something in which we believe. Such a capacity has been called into question by the action of some important member states, which have refused to share equitably in the financing of peace-keeping operations. As a result of their action, the United Nations is now facing a crisis which, in the Canadian view, touches upon the whole conception of the United Nations as the custodian of international peace and security. We earnestly hope that this crisis can be solved by the making of necessary concessions on all sides. Canada is prepared to play its full part in reaching an accommodation. We are convinced, however, that any such accommodation must be based on the recognition by all member states of their joint responsibility to provide the United Nations with the sinews of peace.

One meaning which the term "middle power" does not carry for Canada is that of being non-aligned or uncommitted in the confrontation between the free world and the Sino-Soviet world. On the contrary, Canada took its stand at the very outset of that confrontation when we became founding members of the North Atlantic Alliance in defence of our freedom and our security. We welcome the lessening of world tensions which has occurred over the past several years, and which culminated in the partial nuclear-test ban agreement in August 1963. There has been no further development of this same magnitude in 1964. Nevertheless, I am encouraged to believe that Soviet foreign policy, under the new leadership that assumed power in October, will not diverge significantly from that followed by Mr. Khrushchev. Indeed, the Canadian Government was formally assured by the new leaders that there would be no change in Soviet foreign policy in its pursuit of peace, its policy of peaceful co-existence or its support for the United Nations.

Meanwhile, we have had to take account of changes in the balance within the North Atlantic Alliance. These changes are related, in essence, to the economic recovery and political resurgence of Western Europe. They point to the need for some re-thinking of the arrangements of the Alliance with a view, in particular, to enabling the European members to participate in a more meaningful way in its military direction. From the Canadian point of view, it is important that, whatever arrangements we devise, they serve to consolidate the Alliance and not to divide it. Canada is also concerned to preserve the transatlantic nature of the Alliance. We have always looked upon the Alliance as an instrument for bringing together the Atlantic nations in an Atlantic community united as closely as possible in policy and purpose. We shall do what we can to see that these considerations are borne in mind as the members of the Alliance embark on their preparations for a review of the purposes and principles of the Alliance in the prospective conditions of the 1970's and 1980's.

Another area in which Canada would not claim to be occupying a "middle" position is between the economically advanced countries of the world and those collectively described as "developing". Of course, Canada is not a highly industrialized country in the sense in which, say, the United States or the countries of Western Europe are highly industrialized. Moreover, the Canadian economy does have certain affinities with those of the developing countries in that Canada still depends on primary

commodities for a substantial proportion of its exports and large areas of the country have still to be developed. On the other hand, we must recognize that Canada is a country with one of the highest *per capita* incomes in the world; and, while *per capita* income may not be the only reliable guide to the place a country occupies in the world economic spectrum, I do not think that there can be any doubt that Canada is fully capable of assuming, with other advanced countries, the responsibilities of a concerted international effort to help improve living standards in the developing countries. Indeed, I see this as one of the major challenges lying ahead of us over the next decade or so.

As the ensuing report indicates, many of our activities during 1964 have revolved round the problem of helping the countries of Asia, Africa and Latin America to develop their economies at a rate more nearly commensurate with the rising expectations of their people. The United Nations Conference on Trade and Development, held in Geneva in the spring of this year, marked a substantial step forward in that direction. While the Conference may not have gone as far as some would have wished it to go, it did bring about a much better understanding of the problem of under-development, and of the broad lines along which domestic and international effort must be directed if that problem is to be effectively tackled. The Conference also led to the establishment of an institutional framework within which the work that was begun in Geneva can be carried forward in depth.

As far as Canada is concerned, we have considerably stepped up the volume of our assistance to developing countries in 1964, and have extended our aid programmes to new areas, notably Latin America. We have continued to assign a high priority to assistance in the field of education, which is a necessary complement of any soundly-based development programme. In August, Canada was host to the Third Commonwealth Education Conference, which provided an opportunity for surveying the progress made under the Commonwealth Scholarship and Fellowship Programme, and for looking into the needs of the future. We recognize that there will be a continuing need for assistance to the developing countries in support of the efforts they themselves are making to mobilize their resources for development. We also recognize, however, that these countries look towards a world trading order which is in the closest possible harmony with their interests. We are confident that the "Kennedy round" of tariff negotiations, which was formally launched in May, will help these countries improve their access to the markets of the industrialized countries. We have also joined with other members of GATT in recognizing the special trading problems of the developing countries and in undertaking special commitments designed to enable them to share to the fullest possible extent in the benefits of world trade.

If we survey the events of 1964 in isolation, our first impression may be one of spreading instability and conflict in the world. The disturbances in Cyprus, the unsettling developments in parts of Southeast Asia, the revival of civil strife in the Congo, the crisis over United Nations peace keeping, the prospective widening of the circle of nuclear powers as a result of the nuclear test conducted by Communist China—these events would scarcely seem to be reflective of progress towards a more peaceful and more securely ordered world. But if we look below the surface of these events, I suggest that we can find sufficient grounds to mitigate our pessimism. While the trend of events may have been erratic, we must realize that we are living in a rapidly changing world, a world constantly

facing us with new problems and new perspectives. We must come to terms with the fact of change, which is inescapable, provided we think that the broad direction of change is right.

Looking back over the record of the post-war period as a whole I think we are justified in concluding that we are moving in the right direction. We know more about other parts of the world today than we did at any previous time in our history. We recognize that the problems we face in one part of the world can no longer be artificially divorced from the problems being faced elsewhere. To the extent that the world has become smaller, it has also become more interdependent. And interdependence, in turn, has given new meaning to the idea of a world community and new strength to the institutions which embody that conception, and among which the United Nations stands first and foremost. The task now ahead of us, as I see it, is to consolidate the progress we have made by working together for the further enlargement of world peace and world prosperity.

I should like to take this opportunity of thanking all those in the Department, whether at home or abroad, who have helped by their industry and the quality of their work to enable Canada to play the part it has been able to play in the year under review. I should also like to express my appreciation of the co-operation we have received from the other departments of government with which the Department of External Affairs must work in the closest harmony in the formulation and conduct of Canadian foreign policy.

Paul Martin

Secretary of State
for External Affairs

Ottawa, January 6, 1965.

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I

INTRODUCTION

The Canadian Department of External Affairs was established in 1909 by Act of Parliament and, by an amending Act in 1912, was placed directly under the Prime Minister, who held this additional portfolio until March 1906, when Mr. Louis St. Laurent was made the first separate Secretary of State for External Affairs.

With the growth of Canadian autonomy in international affairs, direct administration of Canada's external affairs, rather than their administration by British diplomatic and consular authorities, became desirable. In 1911, the Office of High Commissioner in London was established, and in 1925 a Permanent Canadian Representative was appointed to Geneva. By an agreement reached at the Imperial Conference in 1926, the Governor General became the representative of the Sovereign in Canada, and correspondence from foreign governments and the Dominions Office in London was addressed to the Secretary of State for External Affairs, rather than to the Governor General. The first Canadian legation was opened in Washington in 1927, and in 1928 the former Commissioner-General in Paris was created Minister to France. In 1929, a legation was opened in Tokyo.

From these beginnings, Canada's representation abroad, given added impetus by participation in two world wars, continued to expand during the next 25 years, until today Canada conducts its external relations with some 96 countries and international organizations and is represented at some 111 consular and diplomatic posts abroad. Of these, 70 are embassies, 16 are high commissions, 17 are consulates and consulates general, and six are permanent missions to international organizations. In addition, Canada maintains a military and consular mission in Berlin and a Commissioner in British Guiana. It also maintains delegations to the International Supervisory Commissions in Vietnam, Laos and Cambodia.

The main functions of the Department of External Affairs include:

- (a) the supervision of relations between Canada and other countries and of Canadian participation in international organizations; the protection of Canadian interests abroad;
- (b) the collation and weighing of information regarding developments likely to affect Canada's international relations;
- (c) correspondence with other governments and their representatives in Canada;
- (d) the negotiation and conclusion of treaties and other international agreements;
- (e) the representation of Canada in foreign capitals and at international conferences.

The staff of the Department in Ottawa is headed by an Under-Secretary of State with a Deputy and four Assistant Under-Secretaries.

These officers are assisted by the heads of 25 divisions, with the Deputy and Assistant Under-Secretaries responsible for supervising the work of different groups of divisions.¹ During the past year Mr. Norman Robertson, who had served as Under-Secretary for two different terms totalling over 11 years, became Canada's chief negotiator in the "Kennedy round" of tariff negotiations and was succeeded by the former Deputy Under-Secretary, Mr. Marcel Cadieux. Subsequently, Mr. A. E. Ritchie, formerly an Assistant Under-Secretary of the Department, was appointed Deputy Under-Secretary.

¹See "Organization Chart".

II

INTERNATIONAL REPRESENTATION

A. United Nations

The postponement of the opening of the General Assembly until December, and the impending crisis over Article 19 of the Charter, make it difficult to provide a complete and balanced assessment of the activities of the United Nations in 1964 as this publication goes to press. Although the mood of optimism and the greater degree of co-operation which characterized United Nations affairs in 1963 continued to play a part in its deliberations, there was much concern during 1964 over the future course of the organization and the resolution of such basic problems as arrangements for authorizing and financing peace-keeping operations, working methods and voting procedures. The principal discordant note was the deadlock over the financing of United Nations peace-keeping operations brought about largely by the continued refusal of the Soviet bloc to pay their assessed shares of the costs of the United Nations peace-keeping operations in the Middle East (UNEF) and in the Congo (ONUC), which, while important in itself, raised the even more important principle of the responsibility of the members of the United Nations for undertakings assumed in its name and the organization's capacity to act promptly and effectively in the future.

This issue is pointed up by the case of the United Nations Force in Cyprus (UNFICYP), which is being financed not by the membership as a whole but by the countries contributing troops, by voluntary contributions and by the Government of Cyprus. This major defect in the operation should not be allowed to obscure the success that the United Nations has had in restoring a large measure of peace to the area. As in the Middle East, the Congo and in the other areas over the past 15 years, the United Nations has proved its worth in Cyprus by preventing the extension of bloodshed, and its achievements in this field undoubtedly will lead to further calls for its assistance in troubled areas in the year ahead. Canada's initiative in convening in Ottawa from November 2 to 6, 1964, a working-level meeting on the practical and technical problems of peace-keeping operations provided the first opportunity for a pooling of experience on these problems, with the aim of enabling the participating governments to improve their own arrangements for responding to United Nations requests for assistance. Consultation and co-operation along these lines should help to pave the way for a more rational and effective method of organizing, supplying and directing future peace-keeping operations.

The vast increase in United Nations membership in recent years, because of the emergence of so many new states, particularly in Africa, is having a most significant impact on the economic side of United Nations affairs. Some two-thirds of the membership is now composed of less-developed countries, which look to the more advanced states to co-operate with them in creating conditions for self-sustaining economic growth.

The United Nations Conference on Trade and Development, held in Geneva from March 23 to June 16, 1964, was convened to consider how trade can make a fuller contribution to the economic progress of the less-developed countries. It was generally recognized that, if the less-developed countries were to achieve a satisfactory rate of economic growth, they would have to increase their imports, particularly of capital goods. These in turn would have to be financed either through external aid or by their own export earnings. The recommendations of the Conference covered trade in primary commodities and manufactured goods, as well as the establishment of new institutional arrangements to carry forward the work begun at Geneva.

Other questions stemming from increased United Nations preoccupation with the challenge of under-development, and still to be resolved, include proposals for an agency for industrial development and a United Nations Capital Development Fund. In addition, there is a pressing need for closer co-operation and collaboration among the technical assistance agencies, the most important being a suggested merger of the Special Fund and the Expanded Programme of Technical Assistance (EPTA) into a United Nations Development Programme (UNDP).

There was a warm response during 1964 to the proposed United Nations Training and Research Institute (UNTRI), contributions to which were so readily forthcoming that it will soon be able to begin its task of training officials from developing countries in problems of under-development. It will, of course, supplement the many other United Nations assistance programmes already in operation.

The intense preoccupation of the United Nations with the problems of decolonization and racial discrimination has been one of the most significant aspects of the organization's activities in recent years. In 1964, these problems were still to the fore. In the case of decolonization, the United Nations tended to direct most attention to two specific issues: the problems posed by the remaining areas of Southern Africa still under European rule, and the special difficulties of the very small colonial enclaves and territories. In the case of the Republic of South Africa, the Security Council created an expert committee to make a technical study of the feasibility of economic sanctions.

Throughout the year the United Nations continued the process of change that has characterized its existence since 1945. Three new Commonwealth members—Malawi, Zambia and Malta—were admitted to United Nations membership. Charter amendments to increase the Security Council from 11 to 15 and ECOSOC from 18 to 27 were ratified by a number of States, including Canada, and are expected to come into force in 1965, assuming that the necessary number of ratifications are deposited.

At the end of 1964, United Nations membership stood at 119. The enlarged membership has brought about changes in the structure of the world organization and the political climate within which it operates. On the whole these changes have been beneficial. For the new member States, participation in the work of the United Nations has become the main focus of external policy. Most of the older members have also tended to place increasing emphasis on the role of the United Nations in their national planning. In a word, the organization is being used more and more as an indispensable means for promoting international co-operation in a multiplicity of fields.

United Nations Financing

The financial problems of the United Nations, which assumed increasing prominence in 1964, were part of the larger problem of the United Nations efforts to maintain international peace and security. The immediate problem was reflected in the year-end accumulated arrears of \$115 million, 98 per cent of which represented unpaid assessments for the peace-keeping operations in the Middle East (UNEF) and the Congo (ONUC). When the nineteenth session of the General Assembly opened on December 1 the Soviet Union and six of its allies were sufficiently in arrears to be subject to Article 19 of the Charter, which stipulates loss of vote in the General Assembly for a defaulting state when arrears exceed the total of assessed contributions for the two previous years. The Soviet-bloc countries, which alone accounted for \$75.2 million of the arrears, continued to deny that the UNEF and ONUC assessments authorized by the General Assembly were binding obligations to which Article 19 would be relevant. They termed the peace-keeping assessments "illegal", arguing that the Security Council alone had jurisdiction over all facets of United Nations peace keeping.

Canada, in company with Britain, the United States and the majority of members, maintained that the General Assembly had residual authority in the peace-keeping field, and was fully competent, therefore, to impose assessments on its member states for the costs of all duly authorized peace-keeping operations. In Canada's view, the 1962 advisory opinion of the International Court of Justice accepted by the General Assembly at its seventeenth session established conclusively that the UNEF and ONUC expenditures were "expenses of the organization", which all members were obliged to pay, or run the risk of subsequent loss of vote under Article 19. Canada held that the penalty was mandatory.

With neither side prepared to give way on the important points of principle which the issue raised, a confrontation between East and West seemed inevitable by mid-November. The General Assembly postponed its nineteenth session until December 1 in the hope of last-minute compromise, and subsequently agreed, as an interim expedient, to avoid dealing with issues requiring voting during the first weeks of the session. The objective was to avoid direct confrontation while efforts were made to negotiate an acceptable settlement on the arrears problems, and to chart the course for future peace-keeping financing. By the end of 1964, the financial crisis in the UN had assumed not only constitutional ramifications for the organization itself but had become an important issue in the context of East-West relations and Soviet-American *détente*.

The immediate crisis concerning Article 19 overshadowed the continuing efforts made by the Working Group on Administrative and Budgetary Procedures to devise a method of financing future peace-keeping operations which would ensure the organization of sufficient funds to discharge its responsibilities. Canada, as a member of the Working Group since its establishment in 1961, urged support for a special scale of peace-keeping assessments which would not only reflect the principle of collective responsibility but also the limited capacity of countries from developing areas to pay for such operations. The 1964 discussions were paralysed, however, by the concurrent crisis over accumulated arrears, and little significant progress was made. The Working Group was expected to resume its discussions in 1965, provided that negotiations on the arrears problem cleared the way for progress on financial arrangements for the future.

Peace Keeping

During 1964, two United Nations peace-keeping operations were concluded in the Congo and Yemen, and one new project of this type was initiated in Cyprus. The UN Emergency Force in the Middle East (UNEF) and the Observer Groups in Palestine (UNTSO) and Kashmir (UNMOGIP) operated without essential change throughout the year. Canada participated in all six undertakings.

Operations Concluded in 1964

Between 1960 and 1964, Canada maintained a force of approximately 300 officers and men on duty with the *Operation des Nations Unies au Congo* (ONUC), contributing headquarters personnel, a signals unit of 250 men, and various supporting services. ONUC was terminated on June 30, 1964. This decision was based essentially on the continuing difficulties of financing the operation, a topic discussed below. While ONUC encountered numerous frustrations in the course of discharging its extremely difficult task, it is considered that, on balance, it succeeded during its tenure in facilitating the reintegration of Katanga Province and in maintaining reasonable security in the Congo.

The United Nations Yemen Observation Mission (UNYOM) concluded its activities on September 4, 1964. It had been charged with supervising the cease-fire and disengagement agreements between Saudi Arabia and the United Arab Republic (U.A.R.) since June 11, 1963. This termination was due to the decision of Saudi Arabia and the U.A.R., which had borne all the costs of UNYOM, to withdraw their financial support. Canada contributed 36 officers and men in staff and air-support duties, together with two "Caribou" aircraft. It was considered by the Secretary-General that UNYOM had made a valuable contribution to the peace and stability of the area by preventing an escalation of the Yemeni conflict and by helping to create an atmosphere conducive to a political settlement in Yemen.

New Operations

Canada played a prominent role in the discussions at the United Nations which led to the establishment in March of the UN Force in Cyprus (UNFICYP), and agreed to participate with the contribution of an infantry battalion and a reconnaissance squadron. Further, Canada has provided the commander and staff of the headquarters of UNFICYP's Nicosia Zone, and some personnel for the Force headquarters. With approximately 1,150 officers and men in Cyprus, Canada is the largest contributor to the Force and has been paying the entire cost of maintaining its contingent in Cyprus.

Continuing Operations

During the year, Canada also continued to contribute a 950-man contingent to the United Nations Emergency Force (UNEF), 19 officers to the United Nations Truce Supervisory Organization (UNTSO), and 16 officers and men to the United Nations Military Observers Group in India and Pakistan (UNMOGIP).

The Department of External Affairs discharged essentially the same functions as previously with respect to all the above forces. These included liaison between the Department of National Defence on the one hand and

the United Nations on the other, and participation in the formation of Canada's general policy for each area affected. The liaison work of the Department was concerned principally with the rotation, replacement, and support of Canadian troops and observers, and with the complex arrangements for the financial administration of each force. It also dealt with requests for overflight and landing clearances for transport aircraft of the Royal Canadian Air Force, official visits to the operations, and legal questions concerning the status of the forces.

Because of the size of Canada's contribution to UNFICYP, and also because of the threat posed by the Cyprus problem to the unity of NATO and to peace in the Eastern Mediterranean, the Department closely followed all aspects of the Cyprus problem—developments at the United Nations and elsewhere, the role and employment of the UN Force in Cyprus and the prospects for a long-term settlement. Departmental activities in these fields have placed on the Canadian High Commissioner in Nicosia (normally resident in Tel Aviv, where he is also accredited) a specially heavy burden with regard to diplomatic reporting and the conduct of day-to-day business with the United Nations and local authorities in Cyprus. These demands have made it necessary for the High Commissioner to remain almost continuously in Nicosia, and for a small Canadian resident mission to be opened in that city. They have also necessitated an expansion of the Department's communications facilities in the area.

Meeting on Technical Aspects of UN Peace Keeping

Twenty-two governments accepted Canada's invitation to participate in a working-level meeting to examine the problems and techniques of United Nations peace-keeping operations in Ottawa from November 2 to November 6, 1964. The countries represented were Brazil, Colombia, Denmark, Finland, Ghana, India, Iran, Ireland, Italy, Liberia, Malaysia, Morocco, Netherlands, New Zealand, Nigeria, Norway, Pakistan, Senegal, Sierra Leone, Sweden, Tunisia, and the United Arab Republic.

The categories of nations invited to the meeting were as follows:

- (a) Countries which have made major contributions in men and supply to United Nations peace-keeping operations.
- (b) Countries which have formed standby units of personnel for United Nations service or have announced their intention to do so.

The aim of the meeting was to review the experience gained from United Nations peace-keeping operations in order to strengthen United Nations capacity for engaging in such work and to enable individual member states to prepare for participation in such activities. Particular emphasis was given to discussion of the special military problems encountered in peace-keeping operations. The wider political issues surrounding the authorization, control and financing of such operations were excluded from the agenda.

Canada had no preconceived ideas regarding the conclusions which might emerge from the meeting, and looked on the opportunity for an informal exchange of views at the working level as valuable in itself. It was hoped that participation in the meeting would be helpful to governments in their own planning for future international peace-keeping projects, and would thus lead to the strengthening of the peace-keeping capacity of the United Nations.

International Co-operation Year

By a resolution of the eighteenth session of the General Assembly, the year 1965 was designated "International Co-operation Year", and Canada was named to the United Nations committee established to draw up plans and programmes for ICY. Furthermore, in its capacity as rapporteur, Canada has played a leading part in the deliberations of this body. It has also drafted a comprehensive plan of domestic activities that will have the aim of awakening Canadians to the opportunities for co-operation in the world and of promoting the expansion of present programmes of individual co-operation, so that more public emphasis may be placed on areas of agreement rather than of conflict in the world of today. The Canadian Government has also sponsored the development of an active non-governmental organization in Canada, the Canadian Conference for International Co-operation Year, which will use non-governmental channels to implement the aims of the UN resolution.

Human Rights and Social Questions

Early in 1964, in pursuance of a resolution of the General Assembly at its eighteenth session, the Canadian Government publicized the Declaration on the Elimination of All Forms of Racial Discrimination by distributing copies to over 200 governmental agencies and non-governmental organizations in Canada. This declaration has been carried one step further through the preparation of a draft convention on the same subject by the Commission on Human Rights. As a member of the Commission, Canada contributed to this document and also assisted in the drafting of a companion declaration on the elimination of all forms of religious intolerance. As a member of the Committee on the International Year for Human Rights, Canada joined in the consideration of proposals for establishing a programme of measures and activities to implement the celebration of the International Year for Human Rights in 1968.

In the field of social development, Canada continued to support the United Nations through its membership on the Social, Narcotics and Statistical Commissions, and on the Building, Housing and Planning Committee of the Economic and Social Council, as well as through the 13 Specialized Agencies. Consistent with its past interest in programmes of child and youth welfare, Canada was re-elected to the Executive Board of the United Nations Children's Fund, and the Canadian Government contribution to UNICEF was increased from \$800,000 to \$1 million. In July 1964, the Canadian delegate to UNICEF was appointed chairman of its Programme Committee. Through Canadian membership on the Executive Committee of the United Nations High Commissioner for Refugees, and through a further annual contribution of \$290,000, Canada continued to subscribe in 1964 to the High Commissioner's pursuit of solutions to the continuing problems of homeless and stateless people in many areas of the world.

Peaceful Uses of Outer Space

The 28-member Legal Sub-Committee of the United Nations General Assembly Committee on the Peaceful Uses of Outer Space, of which Canada is a member, divided its third session in 1964 into two parts. The first meeting took place in Geneva from March 9 to 26 and the second in New York from October 5 to 23.

For its third session, the Legal Sub-Committee was assigned by the United Nations General Assembly the task of preparing two draft international agreements, one on liability for damage caused by objects launched into outer space and the other on assistance to astronauts and the recovery of space vehicles. While there was insufficient time to complete the drafting of the two international agreements, substantial progress was made. The Legal Sub-Committee will resume work on the two conventions at its next session.

Disarmament

Canada continues to take an active part in international discussions on disarmament. The role of the Department in this field is directly related to developments in the disarmament negotiations in the Eighteen-Nation Disarmament Committee (ENDC) in Geneva, of which Canada is a member, and at the United Nations General Assembly in New York.

The Disarmament Division, which, as an integral part of the Department, is responsible to the Under-Secretary of State for External Affairs, is charged specifically with the duty of assisting the Adviser to the Government on Disarmament, Lieutenant-General E. L. M. Burns, in carrying out his responsibilities. General Burns is also leader of the Canadian delegation to the ENDC in Geneva, which is staffed by officers from the Department of External Affairs and a military adviser from the Department of National Defence.

In Ottawa, the Division, in close co-operation with other divisions of the Department, the Defence Research Board and the Directorate of Long-Range Planning in the Department of National Defence, and in liaison with the Canadian delegations to the ENDC and the United Nations General Assembly, is responsible for the preparation of reports and recommendations relating to policy, the direction and co-ordination of research, and the preparation of public information material on disarmament. Among the main fields of study are the following: specific measures relevant to general and complete disarmament; measures for verifying the implementation of a disarmament programme; measures for ensuring international security as disarmament proceeds (e.g. improved procedures for consideration and arbitration of conflicts between states and the establishment of peace-keeping forces); measures to ensure an effectively-verified cessation of all nuclear-weapons tests; measures to prevent the wider spread of nuclear weapons; and measures to reduce the risk of war by accident, miscalculation or failure of communications.

Conference of the Eighteen-Nation Disarmament Committee

During 1964, the Committee met in two sessions—from January 21 to April 28 and from June 9 to September 17. A report to the United Nations on the proceedings was issued on September 22, and it was decided that the Committee would reconvene following discussions at the nineteenth session of the General Assembly of the United Nations, the exact date to be determined by the United States and Soviet co-chairmen.

Following the first two weeks of general debate, the ENDC agreed to divide its time equally between discussion of the United States and

Soviet proposals for general and complete disarmament, which had been submitted to the Committee on April 18 and November 26, 1962, respectively, and discussion of "collateral" or "partial" measures designed to reduce international tension, lessen the possibility of war and facilitate agreement on general and complete disarmament.

No new proposals were advanced for general and complete disarmament by either side, and little progress was achieved in this aspect of the negotiations. The Committee's attention remained focused on the key issue of reducing and eliminating nuclear weapons and their delivery vehicles. Canada participated in the concentrated but unsuccessful effort made throughout the second session to find an agreed-on basis for establishing a working organ of the Committee to consider the technical questions raised by the competing Soviet and United States proposals on this issue. Canadian representatives also referred at some length to the important role which the development of peace-keeping arrangements must play in reaching agreement on and implementing general disarmament measures, suggesting that early consideration be given to undertaking a full exploration of this subject.

The Committee's study of measures on which agreement could be reached prior to agreement on general disarmament was based on a number of proposals included in a five-point message submitted by President Johnson to the ENDC on January 21, and a nine-point memorandum circulated to the Conference on January 28 by the Soviet Government. Among the suggested measures receiving most attention during the year were a freeze on strategic nuclear-weapon vehicles, the cessation of production of fissionable material for weapons use proposed by the United States, the reduction of military budgets, the withdrawal of foreign troops from Europe, the establishment of denuclearized zones proposed by the Soviet Union, the physical destruction of armaments, the establishment of observation posts and the non-dissemination of nuclear weapons, on which proposals were submitted by both sides. Although none of these proposals were brought to fruition during the year, they were thoroughly explored, and the way was prepared for an advance towards agreement in the future.

Nineteenth Session of United Nations

The General Assembly had six items relating to disarmament on its agenda: the question of general and complete disarmament (the report of the Eighteen-Nation Disarmament Conference); the question of convening a conference to sign a convention on the prohibition of the use of nuclear weapons; a declaration on the denuclearization of Africa; the question of the non-proliferation of nuclear weapons; the urgent need for suspension of nuclear tests; and the conversion to peaceful use of the resources released by disarmament. Owing to the postponement of the opening of the nineteenth UNGA until December 1964, the detailed disarmament discussions in the First Committee were not scheduled to get under way until early in 1965. In the opening debate of the session, the Secretary of State for External Affairs laid particular emphasis on the need, at this juncture, to negotiate an international agreement on the basis of the Irish resolution (A/1665 (XVI)) in order to limit the further spread of nuclear weapons.

Colonialism

During 1964, little progress was made towards a solution of the problem of *apartheid* in South Africa, although intensive studies of the issues involved were made by a group of UN experts set up by the Security Council's resolution of December 4, 1963. It recommended the summoning of a constitutional convention representative of all the people of South Africa to set a new consultative and conciliatory course.

The Security Council adopted two resolutions on *apartheid*, one on January 9, 1964, concerning opponents of *apartheid* who were on trial or in prison, and another on June 18, setting up an expert committee of the entire Council to study appropriate measures that might be taken under the Charter, with its report to be completed by March 1, 1965.

Through the activities of the Secretary-General and the Special Committee of 24 on Colonialism, efforts were made to persuade the Portuguese Government to accept the principle of self-determination for the people of its overseas territories. Since these territories are considered by Portugal as "overseas provinces", which have already been accorded self-determination, no agreement was reached.

The Special Committee on Colonialism further considered the outstanding issues affecting South West Africa, Southern Rhodesia and other smaller dependent territories. It regretted the continuing refusal by South Africa to end *apartheid* in South West Africa, to permit establishment there of a United Nations presence, and to work towards eventual independence of the territory under majority rule.

Particular concern was expressed by the 24-member Committee regarding the possibility that the Government of Southern Rhodesia might make a unilateral declaration of independence. The holding of a constitutional convention leading to early Rhodesian independence under majority rule was again advocated. (The Rhodesian, South West African and South African situations were also considered at the Commonwealth Prime Ministers' Conference referred to in Chapter II C.

B. North Atlantic Treaty Organization

The North Atlantic Treaty Organization is an international institution of cardinal importance to Canada, both as a guarantee of Canadian security in the Western Alliance and as a forum for consultation on international matters. The day-to-day work occasioned by Canadian membership in NATO is carried out mainly by the delegation of Canada to the North Atlantic Council in Paris, and in the Defence Liaison (1) Division in the Department of External Affairs, in co-operation with other government departments and agencies, especially the Department of National Defence. Broader policy implications of matters involving NATO engage the attention of the Department as a whole, and also, of course, of other departments.

Together with other members of NATO, Canada has devoted much attention during the past year to the future of the Alliance. The need to adapt the Alliance to changed and changing conditions was discussed at the annual spring meeting of NATO foreign ministers, which was convened at The Hague from May 12 to 14. Canada reiterated its concern that an overriding objective should be increased emphasis on the transatlantic nature of the Alliance. Only through greater co-operation between the two sides of the Atlantic could the Alliance continue to evolve towards

a constructive partnership of nations with common beliefs and a common heritage. Canada also urged that concrete proposals should be put forward to ensure that the European countries would play a larger role in the political and military direction of NATO, consonant with the changes in their circumstances since the early years of the Alliance, when they were largely preoccupied with problems of post-war reconstruction.

At The Hague meeting, the deterioration in relations between Turkey and Greece because of the situation in Cyprus was a major concern of the foreign ministers. The Secretary-General of NATO was given an informal watching brief over a situation which affected the relations of two member countries; it was agreed that he should keep in touch with Greece and Turkey in order to be available to assist in easing relations between these two allies.

The future course of the Atlantic Alliance was also discussed at the tenth annual Assembly of the Atlantic Treaty Association, which met in Ottawa in September. The Secretary of State for External Affairs, in his address to the Assembly, said that the agreed objective of giving a greater number of member states a more responsible stake in the Alliance would involve not only a greater sharing in its military direction—particularly in the areas of command structures, strategic planning and budgeting—but also wider sharing of costs. In addition, he called for another fundamental change in attitude. Noting the close interrelation between foreign policy and defence policy in all countries, he urged greater co-ordination between the civilian and military arms of NATO.

During the year the Canadian Government was invited to provide a nominee for the post of Deputy Secretary-General of NATO. Mr. A. Roberts, former Deputy Minister of Trade and Commerce, who assumed his duties in this capacity on September 1, is the first Canadian to receive such a senior appointment to the NATO Secretariat. This development is further indication of the importance the Government attaches to continued Canadian membership in NATO and, at the same time, conveys additional emphasis to the transatlantic character of the Alliance.

The retiring Secretary-General of NATO, Mr. Dirk U. Stikker, paid a farewell visit to Ottawa at the beginning of July. He was succeeded at NATO by Signor Manlio Brosio on August 1. Signor Brosio visited Ottawa from September 30 to October 2 for discussions with the Prime Minister, the Secretary of State for External Affairs and the Minister of International Defence regarding the broad spectrum of NATO activities.

During the year, a NATO agreement on the exchange of atomic information was negotiated, and Canada became a party to it.

NATO foreign ministers and defence ministers met again from December 15 to 17 in Paris.

In addition to making a comprehensive review of the international situation, the foreign ministers devoted considerable time to discussing the future of the Alliance. They emphasized the importance of strengthening political consultation and, in recognition of the challenge facing NATO in the years ahead, directed the Council in permanent session to study the state of the Alliance and the purposes and objectives commonly accepted by all members and to keep the ministers informed.

The defence ministers reviewed military questions and took note of developments in the studies of the interrelated questions of strategy, force requirements and resources, which had been initiated at the Ottawa meeting in 1963. They instructed the Council to continue these studies with the

assistance of the NATO military authorities. In the field of conventional and nuclear weapons, a thorough exchange of views on problems confronting the Alliance took place and will be continued.

On Greek-Turkish relations, the Secretary-General reported on the watching brief conferred on his predecessor during the meeting at The Hague. The ministers reaffirmed their determination to contribute wherever possible to an improvement in the strained relations between Greece and Turkey, confirmed their support for the efforts of the United Nations to resolve the Cyprus problem, and agreed to continue the watching brief in the interests of the solidarity of the Alliance.

Canadian NATO Parliamentarians Association

The Canadian NATO Parliamentarians Association sent a delegation of 15 Senators and Members of Parliament to the tenth annual NATO Parliamentarians Conference in Paris from November 13 to 22, 1964. As in previous years, the Canadian delegates were briefed by the Departments of External Affairs and National Defence before their departure from Ottawa, after which they toured Canadian Armed Forces' bases in Europe before attending the NATO Parliamentarians Conference at NATO headquarters. Following the conference, the Canadian delegates were again invited by the German authorities to visit West Berlin. The resolutions of the NATO Parliamentarians Conference are forwarded to member governments of NATO.

C. The Commonwealth

The Commonwealth today has been transformed basically from the compact and like-minded family of nations of predominantly European stock which constituted the Commonwealth association from the enactment of the Statute of Westminster to 1947. With its present membership of 30 sovereign states¹ covering about a quarter of the earth's land surface, representing more than 700 million people of many colours, creeds and languages, and including both economically-developed and underdeveloped countries, as well as governments committed and uncommitted in the international power groupings, the Commonwealth more accurately reflects the world over which it spreads so widely. The interests of its members extend to all continents, and the variety of problems demanding their attention has greatly increased in scarcely more than a decade.

Unity in Diversity

This diversity of races, cultures, resources and interests, of democratic forms and political attitudes, rapidly pressed into the structure of an association even as informal as the Commonwealth, seemed capable of straining it in such a way as to threaten, if not its existence, at least its usefulness as an instrument of consultation. That this fear has not materialized may be attributed to the appreciation of its value by the

¹ Commonwealth members are enumerated according to the year (if post-1931, noted in brackets) when membership was proclaimed: Britain; Canada; Australia; New Zealand; India (1947); Pakistan (1947); Ceylon (1948); Ghana (1957); Malaya (1957); Nigeria (1960); Cyprus (1961); Sierra Leone (1961); Tanganyika (1961); Jamaica (1962); Trinidad and Tobago (1962); Uganda (1962); Zanzibar (1963); Kenya (1963); Malawi (1964); Malta (1964); Zambia (1964). Early in 1964, Tanganyika joined Zanzibar to form the United Republic of Tanzania. When Singapore, Sarawak and Sabah joined the Federation in September 1963, Malaya became Malaysia.

newly-independent nations of Asia and Africa. The Prime Minister underscored this on July 17, in his report to the House on the Commonwealth Prime Ministers' Meeting, when he said:

They recognize in the Commonwealth an agency of real value to them, and we must try to keep it that way. They realize that it can provide a bridge between the continents and between the races and this, I think, is going to afford a great new role for the Commonwealth in the years ahead. In a world in which the associations of peoples and nations are all too frequently on the basis of a common ideology, a common race, a common language or a common geographical location, there is, I submit, a unique merit in an institution which transcends all of these and brings countries together on a wider basis than the ones I have mentioned, on a basis which is really founded on a common adherence to human rights and free institutions and a desire to settle our problems by consultation, co-operation and agreement.

New Responsibilities

If the growth in membership has not overstretched the bonds of Commonwealth association, nor unduly diluted the traditional intimacy of relations in contact and discussion, it has, nevertheless, significantly altered the character of the institution itself and, by broadening the range of the interests represented by its members, made it more meaningful in the present world context. The constructive role of the modern Commonwealth, suggested in the Prime Minister's statement, derives from this expanded complex of affairs, and involves for all members increased responsibilities, particularly in economic and social exchanges. For Canada, it has entailed not only the development of relations with new nations in Asia, Africa and the West Indies, including the opening of diplomatic missions, but also an extension of its role in Commonwealth councils and of its efforts to encourage practical progress in the fields of mutual aid, technical assistance, training and education.

Canada's Commonwealth relations and the role of the Department's Commonwealth Division continued to grow during 1964 within this context. Diplomatic relations were established with newly-independent countries in Africa, and a Commissioner's Office was opened in British Guiana. The Canada-West Indies Aid Programme was enlarged and Canada's contributions under both the Colombo Plan and the Special Commonwealth African Aid Programme were increased. A major contribution to the development of co-operation throughout the Commonwealth was the convening in Ottawa in August 1964 of the Third Commonwealth Education Conference.¹ In the military field, survey missions were sent to two Commonwealth countries to make recommendations regarding the forms of assistance which might be offered by Canada. But the most outstanding event in Commonwealth affairs during 1964 was undoubtedly the meeting of prime ministers and presidents.

Prime Ministers' Meeting

The heads of government of the Commonwealth countries met in London on July 8 for the twelfth time since the war. Three of the 18 members—Uganda, Kenya and Malawi—were present for the first time as independent nations. In the course of discussion, the prime ministers

¹See Chapter VI, "Information Division".

and presidents reviewed the major issues of the day, notably: race relations, with special reference to Southern Rhodesia and British Guiana; relations between the great powers; disarmament and the dissemination of nuclear weapons; the problem of China and its particular significance for South and Southeast Asia; a range of United Nations problems, including peace-keeping operations; the situation in Cyprus; and world trade and economic questions. The final communique indicates the nature and scope of the discussions and of the most important points on which agreement was reached and views were recorded. As the Prime Minister of Canada noted in his report to the House: "No previous meeting [of Commonwealth prime ministers] has led to so expansive a statement on so many subjects. . . . There is nothing surprising about [this] fact. The communiqué is long because the interests of the Commonwealth countries are world-wide."

Racial Discrimination

With seven of the 20 Commonwealth countries located in Africa, discussion centred on three areas of that continent where independence has not been achieved, or where racial equality does not exist, or both. On the broad issue of inter-racial relations, the Canadian view was that the future of the Commonwealth would be gravely compromised if the meeting could not respond to this challenge by reaffirming the principles of racial equality and non-discrimination. At Canada's suggestion, the meeting included in its final communiqué an agreed declaration of principles to the effect that "for all Commonwealth governments, it should be an objective of policy to build in each country a structure of society which offers equal opportunity and non-discrimination for all its people, irrespective of race, colour or creed".

Viewing the problem of Southern Rhodesia in this context, the prime ministers welcomed Britain's decision that independence could not be granted to the territory in the absence of fully representative institutions, and all member governments agreed to deny recognition of the validity of any unilateral declaration of independence by Southern Rhodesia. As regards the Republic of South Africa, its *apartheid* policy was again unanimously condemned by the conference. The Canadian view with respect to the demand by some countries that comprehensive economic sanctions be applied against South Africa was that sanctions should be imposed in regard to military equipment and supplies. So far as economic sanctions were concerned, Canada pointed out that the matter was now before the United Nations and that it would wait for the report of the committee investigating the effectiveness of sanctions before taking any decision. Respecting the proposal that South Africa be expelled from the United Nations and the international agencies operating under it, Canada did not view with favour the adoption of such procedure.

Southeast Asia

The position of Communist China was foremost in the meeting's review of the situation in Southeast Asia. The view was expressed by the leaders of some Commonwealth countries that the policy of refusing to extend recognition to Communist China was unrealistic and unhelpful in reaching solutions for problems that could not be settled without its participation. They considered that Communist China should be a member of

the United Nations, where it would have to defend its actions and would be subject to the pressures of world opinion. On this question, the Prime Minister of Canada agreed that "conditions should be such that the Government of mainland China could be in the United Nations". However, he pointed out to those who held this view without qualification that for many years Communist China was an aggressor in Korea, which was an obstacle to this kind of recognition". A further obstacle to Communist China's admission to the United Nations was that many governments, including Canada's, "could not accept the extension of Communist rule from mainland China to Formosa without the approval and consent of the people of that island".

Malaysia and Indonesia

The prime ministers received a report from the Prime Minister of Malaysia on the confrontation between Malaysia and Indonesia, and the efforts his country had made to end the fighting through negotiation with the Government of Indonesia. In that connection, the meeting expressed not only its hope for an early termination of this unnecessary conflict, forced on Malaysia by a larger country, but also its unanimous support for the Prime Minister, the Government and people of Malaysia in their efforts to safeguard their independence.

Commonwealth Co-operation

The prime ministers accepted in principle a number of proposals designed to increase co-operation within the Commonwealth. These concerned joint Commonwealth development projects, the extension of present programmes for administrative training in new countries, the extension to the medical field of the co-operative principles developed in the Commonwealth Education Conference, the establishment of a Commonwealth Foundation designed to increase interchanges in the professional fields, increased funds for the Commonwealth Parliamentary Association, and the establishment of a Commonwealth Secretariat, which, without interfering with existing channels of communication, would be of service to the Commonwealth as a whole. Canada endorsed these proposals and pledged itself to double its contribution to the Commonwealth Parliamentary Association. A proposal for the provision of developing countries of technical assistance in the field of satellite communications was made by Canada and accepted in principle by the meeting.

The Commonwealth prime ministers' meeting ended on July 1 after a week of informal exchanges of opinion in an intimate atmosphere conducive to the improvement of official and personal relations among the participants. In his report to the House, the Prime Minister assessed the importance of the conference as follows:

I think everyone who took part in those meetings was deeply impressed, and in some cases surprised, at the extent to which all 18 delegations sought to find value in this association and sought to strengthen it, irrespective of their background and past history—sought to use it for constructive purposes which could help move the world forward toward the resolution of some of its most difficult problems. . . . I think this conference may be seen as one of the vitally important stages in the evolution of Commonwealth affairs.

Economic and Technical Assistance

The Commonwealth association has continued to be an important framework for the provision of economic and technical assistance, and Canada's overseas aid for developing countries during 1964 was directed principally to Commonwealth nations. At the end of the 1963-64 fiscal year, a total of \$490 million had been made available by Canada for economic development under programmes of grant assistance, and over 95 per cent of this amount had been allocated to Commonwealth countries in Africa, Asia and the Caribbean¹. These funds continued to be used for the carrying-out of works projects, the supply of equipment and commodities, the provision of Canadian teachers and advisers, and the training of students, technicians, and specialists in Canada. A recent trend in the aid programme has been the increased demand for technical assistance, especially from African countries, which place a high priority on the rapid expansion of their educational and training facilities.

Other Commonwealth Activities

During 1964, numerous consultations and exchanges of views took place at meetings of the Commonwealth Scientific Committee, the Agricultural Committee, the Education Liaison Committee, and the Colombo Plan Consultative Committee, among others. In addition to the prime ministers' meeting and the Third Commonwealth Education Conference, the Commonwealth Parliamentary Association held its annual meeting in Kingston, Jamaica, in November. Canada sent eight senior Parliamentarians, with delegates from each provincial legislature, to this meeting, and has agreed to increase the 1965 estimates for assistance to this group. The interchanges of information and views produced by such varied gatherings were supplemented in a welcome way by visits to Canada in 1964 by a number of Commonwealth leaders, among whom were the Prime Ministers of Britain, Trinidad and Tobago, and Malaysia.

D. External Aid

The Canadian Government gives economic aid to under-developed countries in a variety of forms, which may conveniently be examined under the headings Bilateral Assistance, Multilateral Assistance and Emergency Relief Assistance.

Bilateral Assistance

Canadian bilateral aid programmes include participation in the Colombo Plan, the Special Commonwealth Africa Aid Programme (SCAAP), the Programme of Educational Assistance for French-speaking Countries in Africa, the Commonwealth Caribbean Assistance Programme, and the Commonwealth Technical Assistance Scheme. The External Aid Office, which is responsible, under the direction of the Secretary of State for External Affairs, for the operation of Canadian bilateral aid programmes, has also assumed certain responsibilities with respect to the Commonwealth Scholarship and Fellowship Programme, which involves certain tasks similar to those connected with aid programmes.

During the year 1964, substantial increases were made to Canada's external-aid programmes in the form of an enlarged contribution for

¹ See Chapter II D, "External Aid".

bilateral grant assistance, the establishment of a separate food-aid programme, the introduction of a special development-loan programme and a marked increase in Canada's contribution to multilateral aid programmes, including those of the United Nations and its Specialized Agencies. The appropriation for bilateral grant assistance was increased from \$40.4 million in 1963-64 to \$48.5 million in 1964-65, and the appropriation for food aid was increased from \$6 million to \$15 million under a new separate food-aid programme on a grant basis. The main area of aid expansion will be a special development-loan programme, for which Parliament has been asked to provide \$50 million in the current year and each of the subsequent fiscal years. This will be a completely new venture, but the motivation and the objectives of the loans are the same as those which, for the past 14 years, have governed Canada's programme of outright grants. Initially, the loans are generally expected to have a 50-year maturity period and a ten-year grace period, and to be non-interest bearing but carry a service charge of three-quarters of 1 per cent. The loan programme will be directed toward countries now eligible to receive Canadian bilateral grant assistance and, in addition, will permit further Canadian contribution to economic progress in Latin America. It was agreed that the development-loan programme for Latin America would be carried out in close co-operation with the Inter-American Development Bank, in order that Canada might benefit from the extensive experience of that institution in Latin America. On December 4, 1964, the Secretary of State for External Affairs signed an agreement with the Inter-American Development Bank to administer, under Canadian supervision and control, \$10 million for loans to Latin American countries, members of the Bank.

In 1964 Canada continued to assist member countries of the Colombo Plan with the implementation of their educational and industrial development programmes. At present, Canada is assisting Pakistan with the construction of two major transmission-line projects, a hardboard plant, a thermal-power station and a land-use study of the Chittagong Hill Tract Region. In India, the construction of the complex Kundah hydro-electric scheme, consisting of six dams and five power-houses, is also being carried out under the Canadian Colombo Plan Programme, as well as the power project in the State of Kerala. In Ceylon, Canada is assisting with the construction of the Katunayake Airport and the expansion of the Mutwal Refrigeration Plant, and in Malaysia with the equipping of 54 vocational-training centres and an engineering study of the power potential of the Upper Perak River. In 1964, industrial commodities were again provided to India and Pakistan to help them overcome existing foreign exchange difficulties and to meet the requirements of other export industries. Technical assistance, traditionally an important part of Canada's aid programmes, has expanded in the year under review. As of September 30, 1964, 74 Canadian advisers or teachers were serving in the Colombo Plan area and 1,351 Colombo Plan students were studying in Canada.

Canadian assistance to the Commonwealth countries and territories of the Caribbean area was appreciably larger in 1964-65 than in any previous year. Capital projects under way during the year included the construction of primary schools and warehouses, the development of fresh-water sources, and the improvement of airport landing facilities. Negotiations were carried out during the year with the governments of the Commonwealth Caribbean area in order to reach agreement on a number of

other projects made possible through the increase in funds provided for development assistance. Technical assistance, with 46 teachers and 11 advisers in the area, as well as 193 trainees from the region studying in Canada, reflected the overall increase.

With the beginning of the fiscal year 1964-65, the Special Commonwealth Africa Aid Programme (SCAAP) entered its second phase. A substantially increased level of funds was made available for the programme. During SCAAP's first three years (1961-1963), Parliament allocated \$10.5 million for technical and capital assistance projects in Commonwealth Africa. The principal recipients of Canadian assistance during that period were countries that had achieved independence.

When the Canadian programme in Commonwealth Africa was initiated, governments of the African states concerned made it known that one of their major priorities lay in the educational sector. Accordingly, the bulk of Canadian assistance has been directed to development of educational facilities. This emphasis is continuing in the 1964-65 programme. On September 30, 1964, 147 Canadian teachers and university staff were on assignment in Commonwealth Africa. On the same date, 245 African students were on courses in Canada under SCAAP training awards. Construction of a trades-training centre has commenced in Ghana, for which Canada is providing architectural services, prefabricated building materials, instruction equipment and furnishings, as well as the training of Ghanaian vocational teachers; the project is expected to be completed early in 1966. A boys' secondary school, involving a similar variety of Canadian assistance, will be established in Sierra Leone.

Apart from subjects directly related to formal education, Canada had 47 advisers in Africa on September 30, 1964, working in such fields as forestry, health, geology, television and transportation. The first phase of an extensive aerial-mapping project in Nigeria, which began in 1961, was completed in 1964. Under this project, Canada provided aerial photography and topographical maps for 36,000 square miles. Work on a forest inventory and training project in Kenya, which began in 1963, continued during the year. Projects undertaken during 1964 included mapping of approximately 30,000 square miles in Tanzania, technical school equipment for Tanzania and the supply of other types of equipment and vehicles to Uganda, Kenya and Ghana.

Like SCAAP, Canada's programme of assistance for French-speaking countries in Africa was also initiated in 1961, and, similarly, entered a new phase with the beginning of the fiscal year 1964-65. The level of funds allocated for assistance to these countries was increased more than 13 times over the previous year's \$300,000. By September 1964, 67 Canadian teachers and university staff were on assignment under this programme in ten African countries. A number of new projects are also being undertaken. These include investigation of hydro-electric projects in Guinea and studies of agricultural training schools in Chad and Tunisia, medical projects in Algeria, Morocco and Tunisia and broadcasting assistance for Cameroun, Guinea, Senegal and North African states.

The Commonwealth Scholarship and Fellowship Programme came into operation in the academic year 1960-61, when Canada received 101 scholars. In the first year of the Programme, 17 Canadian students were awarded scholarships to study in other Commonwealth countries. In 1964, 80 Canadian students will be studying abroad under this Programme. It is also expected that 245 scholars will be studying in Canada under the Plan in the current academic year.

Under its various educational assistance programmes, Canada has provided training for increasing numbers of students from the developing countries. It is expected that, during the calendar year 1964, approximately 1,600 students will have received training under the Canadian Government's bilateral aid programmes. This number is more than double the number who received training in 1962.

In order to overcome some of the difficulties involved in individual programmes, Canada has provided group programmes based on formal instruction, followed by shorter practical attachments. Group training programmes have been arranged in specialty steel manufacture, co-operatives, community development, labour leadership and public administration.

Multilateral Assistance

The substantial expansion in Canada's bilateral aid programmes in 1964 was accompanied by a marked increase in Canada's aid contributions under multilateral assistance schemes. In the spring, the Canadian government increased its total pledge to the Indus Basin Development Fund from \$22.1 million to \$36.2 million and, as a result, Canada's average annual contribution is expected to rise from \$4 million to \$7 million. Canadian contributions to the various multilateral programmes of the United Nations and its Specialized Agencies were increased by about 50 per cent in 1964. In addition, Canada's pledge to the International Development Association (IDA), an affiliate of the World Bank, was increased during the year from an annual average of \$8 million to \$15 million.

In addition to supporting the United Nations in its multilateral programmes, Canada works closely with other international institutions designed to co-ordinate the bilateral programmes of donor countries. Aid has become a joint international undertaking in which virtually all of the industrialized countries of the West have adopted common objectives and a concerted, integrated approach to problems. Under the World Bank, for example, regular meetings are held of consortia and consultative groups for countries such as India, Pakistan and Nigeria, where members can make a common assessment of the development needs of individual countries and work together in the most effective way to meet those needs. The Development Assistance Committee of the OECD is probably the most important of the co-ordinating international forums, and its members, which include most Western European countries, the United States, Japan and Canada, account for about 98 per cent of the total flow of aid from the free world. Canada's aid programmes, like those of all other members, are subject to close scrutiny and review in the DAC. Canada contributes to this pooling of experience, and derives benefit from it.

Emergency Relief Assistance

Canada's emergency relief assistance abroad is administered by the External Aid Office with the advice of the Department of External Affairs. Operated on a bilateral basis, this scheme is designed to offer quick response to disasters abroad. During the calendar year 1964, Canada provided emergency relief from the Canadian International Emergency Fund to the victims of four disasters, resulting from civil disturbances in British Guiana, a cyclone in Pakistan, floods in Yugoslavia and suffering as a result of the critical situation in Cyprus.

E. Missions Abroad

In 1964, Canada's diplomatic missions and consular offices abroad, which constitute remote but integral parts of the Department, increased in number to 111. Heads of these diplomatic and consular posts report directly to the Secretary of State for External Affairs and receive their instructions from him, usually through his Under-Secretary.

A review of the role of Canadian posts abroad may be of value to those who are unfamiliar with this phase of Departmental responsibility. In a Canadian embassy, the head of post is of ambassadorial rank, and acts as the chief representative of Canada in the country to which he is assigned. In Commonwealth countries, the Canadian officer of equivalent status has the title of High Commissioner. The normal tour of duty for any such posting varies in length according to conditions of hardship and health in the country concerned, but, in the main, is likely to range from two to three and a half years. The head of post's duties consist of direction of the work of the mission, familiarization with the political, social and economic milieu in which he is placed, and representation at official and unofficial functions throughout the country or countries to which he is accredited. Accreditation to another country adjacent to his primary base, with or without a resident chargé d'affaires, is sometimes the added role of chief of mission in the Canadian foreign service. The heads of permanent delegations to international organizations, who are usually of ambassadorial rank, are supported by diplomatic and other staff, normally without consular duties. Most missions have on their enrolment various locally-hired employees. The head of mission is usually supported by one or more foreign service officers, who, in descending order of rank, may have the title of Minister, Minister-Counsellor, Counsellor, First, Second or Third Secretary, while abroad. In many posts, one or more officers is appointed by the Department of Trade and Commerce, and the staff of larger missions may include immigration, military, agricultural or scientific specialists appointed by the government departments concerned.

The performance of consular duties is an important part of the work of each national mission. Where separate consular offices exist, they operate under the general supervision of the head of the diplomatic post in the country of their location, while receiving instructions in certain matters of detail from the Consular Division of the Department in Ottawa.

Consular services provided by posts abroad are many and varied, but fall generally into the following areas of responsibility: issuance and renewal of passports, certificates of identity and emergency certificates, granting of diplomatic and courtesy visas, issuance of immigrant and non-immigrant visas at posts where the Canadian Immigration Service is not represented, provision of advice and assistance on citizenship and immigration matters, registration of births abroad of children born to Canadian parents, granting of extensions of Canadian citizenship, registration of Canadian citizens abroad, relief and repatriation of Canadians temporarily distressed or disabled, protection of Canadian interests in matters of estates, claims, etc., assistance to Canadian shipping and seamen, performance of notarial acts including authentication of legal and other documents, assistance in finding missing persons, and general responsibility regarding the safeguarding of the rights and interests of Canadian citizens abroad.

Another function performed by missions in foreign countries is the dissemination of information about Canada through liaison with com-

munications media, universities, libraries, museums, cultural and other associations, and business and technical groups. In a few centres, this work is directed by full-time information officers; elsewhere, it is undertaken by other members of the staff. Where there are no diplomatic or consular representatives, the trade commissioners or other Canadian Government officials stationed in the country engage in such efforts to whatever extent is possible.

Additionally, administrative, liaison, and communication functions occupy a substantial portion of the time of all foreign service officers and employees.

In summary, the responsibility of a Canadian mission abroad is:

- (a) to conduct negotiations on many matters affecting Canada and Canadians and improve relations with the government to which it is accredited;
- (b) to keep the home government fully informed of political, economic, and other developments of significance in the country in which it is located, especially when they have a bearing on the policies or actions of the Canadian Government;
- (c) to watch over Canada's interests in the country, to serve resident Canadians and to assist visitors from Canada;
- (d) to make available information about Canada and its participation in world affairs.

Through varied means of communication, the Department and its missions keep in continuous touch on all significant matters.

F. Protocol

Among its varied responsibilities, the Protocol Division deals with all matters of protocol, precedence, privileges and immunities. It attends to the accrediting of Canadian diplomatic and consular representatives abroad, and to the acceptance of the credentials of similar representatives of other countries in Canada. It concerns itself with questions of foreign honours and awards, and is responsible for the direction of the Government Hospitality Committee, whose activities are steadily expanding with the growing number of important visitors to Canada.

During the year 1964, the Government Hospitality Committee, of which the Chief of Protocol is chairman, made arrangements for a substantial number of visits by heads of state, government leaders and senior officials. To plan for the 1964 Canadian visit of Her Majesty the Queen and His Royal Highness the Duke of Edinburgh, a Special Committee was set up during the summer to co-ordinate arrangements for the eight-day visit of the royal couple to Charlottetown, Quebec and Ottawa. In commemoration of the hundredth anniversary of the meetings of the Fathers of Confederation at Charlottetown and Quebec, the Queen inaugurated the new Memorial Centre at Charlottetown and gave an address in the Parliament Buildings at Quebec. As Colonel-in-Chief of the Royal 22nd Regiment, Her Majesty also participated in ceremonies at Quebec marking the Regiment's fiftieth anniversary. In Ottawa, the Queen met a large cross-section of leading Canadians, concluding her visit with a dinner at which her guests included Parliamentary leaders and the prime ministers and premiers of the provinces.

The Government Hospitality Committee assisted with the preparation of arrangements for the visit to Canada of Mr. Lyndon B. Johnson, President of the United States. On this first official trip as President outside his own country, Mr. Johnson flew to Vancouver on September 16, joining the Canadian Prime Minister and the Premier of British Columbia on the occasion of ratification of the treaty concerning the development of the Columbia River basin.

In June, arrangements were made for the state visit of Mr. Eamon de Valera, President of Ireland. Earlier, receptions were arranged for Dr. Heinrich Lübke, President of the Federal Republic of Germany, in April and, in July, for Mr. Georges Pompidou, Prime Minister of France, during their brief stopovers in Montreal.

The list of visitors during 1964 also included: U Thant, Secretary-General of the United Nations; Sir Alec Douglas Home, then Prime Minister of Britain; Mr. Duncan Sandys, British Commonwealth Relations Secretary; Dr. Ludwig Erhard, Chancellor of the Federal Republic of Germany; Tunku Abdul Rahman, Prime Minister of Malaysia; Mr. Dirk Stikker, former Secretary-General of NATO, and Mr. Manlio Brosio, who succeeded Mr. Stikker in that capacity; Dr. Eric Williams, Prime Minister of Trinidad and Tobago; Mr. Paul-Henri Spaak, Foreign Minister of Belgium; Mr. Halvard Lange, Foreign Minister of Norway; Mr. P. C. M. Hasluck, Minister of External Affairs of Australia; and, in December, Mr. Harold Wilson, the new Prime Minister of Britain, Mr. Patrick Gordon Walker, Britain's new Secretary of State for Foreign Affairs, and Mr. Arthur Bottomley, Britain's new Secretary of State for Commonwealth Relations.

In the course of the year, 23 new heads of mission were accredited to Canada, of whom six, representing Guatemala, Ivory Coast, Algeria, Djibouti, Cyprus and Uganda, became the first diplomatic representatives of their countries in Canada. The other new accreditations during the year were heads of post from Finland, Austria, Indonesia, Ireland, Spain, the United Arab Republic, Argentina, Australia, India, Korea, Peru, Venezuela, El Salvador, Czechoslovakia, South Africa, Japan and Ghana.



The Honourable Paul Martin greets U Thant, Secretary-General of the United Nations, during the latter's visit to Ottawa in May 1964.

III

ECONOMIC AFFAIRS

The responsibility for initiating, developing and articulating Canada's role in international economic affairs is shared among several government departments in Ottawa. The Department of External Affairs has a co-ordinating function and the particular responsibility of ensuring that economic relations are conducted in harmony with the Government's broad foreign-policy objectives. Although bilateral relations with other countries are of fundamental importance, international trade and economic relations are also increasingly influenced by, and conducted within a network of specialized multilateral institutions such as the General Agreement on Tariffs and Trade and the International Monetary Fund. As a developed country and a leading trading nation, Canada's interests are inescapably involved with the proper functioning of this international machinery.

World economic conditions during 1964 were generally favourable, and there was a substantial improvement in Canada's international trading position, particularly a marked increase in export trade. Against the background of these favourable trading conditions, two significant events which took place during the year were the launching of the "Kennedy round" of trade negotiations, under the aegis of the GATT, and the holding in Geneva of the United Nations Conference on Trade and Development, which addressed itself to the question of improving the trade position of developing countries as a means of promoting their economic development.

As in the past, Canada continued to maintain close links with other Commonwealth countries through participation in a variety of Commonwealth consultative bodies. The Commonwealth prime ministers' conference met in London in July, and, in September, the Commonwealth Economic Consultative Council met at ministerial level in Kuala Lumpur to discuss a wide range of subjects of current interest, including the trade and development prospects of the less-developed Commonwealth countries. At the end of June, the United Kingdom-Canada Continuing Committee on Trade and Economic Affairs held a two day meeting in London, giving senior officials of the two countries a valuable opportunity to consider matters of mutual interest.

Canada's exports to the rest of the Commonwealth increased substantially during 1964, particularly to Britain and Commonwealth countries in the Caribbean area. During the latter part of the year, however, Britain was faced with a severe balance-of-payments situation, and the new British Government imposed a 15 percent surcharge on imports of all goods except foodstuffs, basic raw materials and unmanufactured tobacco. It was estimated that approximately 22 percent of Canada's exports to Britain would be affected by these surcharges. The Canadian Government recognized the grave nature of the threat to British economic stability, and assured the British Government of its sympathetic understanding of the situation in which the surcharges had been applied; it expressed the hope that the

remedial measures would result in speedy improvement of Britain's payments position and that the surcharges would be eliminated at the earliest possible date. Further measures were later introduced by the British Government to supplement its initial actions.

In continental Europe, both the European Economic Community and the European Free Trade Association continued to move toward the removal of all internal trade barriers, though the progress of the EEC toward closer economic integration was adversely affected by the loss of momentum in the completion of the common agricultural policy, particularly through delay in agreeing on a common price level for cereals until December 15. For a time the Community's problems in the agricultural field threatened to inhibit the successful launching of the "Kennedy round". In other areas, the Six made progress in reducing internal tariffs, in implementing joint measures against inflation, and in maintaining economic growth. Members of EFTA continued their programme of internal tariff reduction step by step with that of the EEC.

Japan continued to be Canada's third largest trading partner, after the United States and Britain, and in 1964 exchanges between the two countries continued the rapid growth begun a decade earlier. During the year, Japan became a full member of the Organization for Economic Co-operation and Development. In September, a meeting of the Canada-Japan Ministerial Committee was held in Tokyo, at which Canada was represented by the Secretary of State for External Affairs and the Ministers of Trade and Commerce, Finance and Fisheries. Subsequently, Canada was host to a Japanese trade and investment mission, composed of senior financial and business executives, which made an extended tour of Canada and held discussions with representatives of Canadian government and industry.

As noted elsewhere in this report, trade with Communist countries in Europe and Asia continued to be an important factor in Canada's export trade in cereals. The renewal of Canada's bilateral trade agreements with the Soviet Union, and the conclusion of new agreements with Bulgaria and Hungary, were followed by the negotiation of long-term wheat agreements with Poland, Czechoslovakia and Yugoslavia. Accordingly, large shipments of wheat and coarse grains were despatched during the year to the U.S.S.R. and Eastern European countries and to Mainland China. Certain Communist countries also provided markets for other Canadian agricultural products, raw materials and industrial goods.

Canada-United States

Economic and trade relations with the United States are of special importance to Canada. In addition to frequent informal contacts at official level, there was a meeting in Ottawa on April 29 and 30 of the Joint United States-Canadian Committee on Trade and Economic Affairs, which is made up of Canadian Cabinet Ministers, under the chairmanship of the Secretary of State for External Affairs and their opposite number in the United States Administration, led by the Secretary of State. The meeting discussed a wide range of problems of common interest in the financial and trade fields.

One major question of joint interest to the two countries was the Canadian export incentive programme for the automotive industry, which, in November 1963, was expanded to cover all automotive parts with a view to rationalizing and increasing the efficiency of the Canadian industry.

During 1964, the programme led to an increase in trade in both directions in automobiles and parts. As a result of complaints from certain United States producers, however, that the Canadian programme violated United States customs law, the U.S. Commissioner of Customs was asked to rule on whether Canadian automobile exports should be made subject to countervailing duties. While a decision was still pending, a series of meetings took place between officials of the two countries with the object of working out agreed arrangements to govern Canadian-United States trade in automobiles and parts.

Discussions also took place during the year on a variety of bilateral trade problems, including the difficulties encountered by Canadian exporters as a result of reclassification of the United States tariff, certain United States anti-dumping decisions and the continued restrictions applied to Canadian exports of lead, zinc and cheese. Close consultation also took place, both bilaterally and in international forums, on problems relating to the disposal of United States stockpiles, particularly of non-ferrous metals. Efforts were made to develop closer and more effective consultations with the United States on U.S. concessional sales of cereals and other agricultural commodities under Public Law 480 and other programmes.

General Agreement on Tariffs and Trade

The GATT Contracting Parties held their twenty-first session in Geneva between February 24 and March 20, 1964, under the chairmanship of Mr. J. H. Warren of Canada, Assistant Deputy Minister (subsequently Deputy Minister) of Trade and Commerce. In addition to making detailed preparations for the "Kennedy round", the meeting was concerned with the drafting of a proposed new chapter of the General Agreement setting out certain commitments and principles to govern trade relations with the less-developed countries. Extensive discussion also occurred about the possible creation of preferences by developed countries in favour of developing countries and among the latter group of countries themselves. Approval was given to the establishment of a Centre for Trade Information to provide assistance in trade promotion to developing countries.

In view of the great importance attached to the problems of the less-developed countries, a second special session of the Contracting Parties was held in November for the specific purpose of approving the new chapter, which was expected to enter into force provisionally before the end of the year.

GATT Trade Negotiations

Preparations for the "Kennedy round" began in 1963, and continued during 1964. Ministers of GATT countries met in Geneva early in May and agreed that, as a general rule, negotiations on industrial goods would be based on the working hypothesis of an across-the-board tariff reduction of 50 percent. They also decided that participating countries would table "exceptions lists" covering goods which they wished to exclude from the 50 percent cut, such exceptions to be kept to the bare minimum required by overriding national interest. It was also agreed that industrial countries would offer tariff concessions on goods of interest to the less-developed countries, without requiring equivalent concessions from them. In approving the linear-reduction formula, the Ministers recognized that, for certain

countries such as Canada, because of the nature and structure of their economy, this formula would not yield reciprocal benefits; they agreed, therefore, that such countries might participate on the basis of granting concessions equivalent to the trade and economic benefits which they expected to receive.

At their Geneva meeting, GATT ministers agreed that the "Kennedy round" must entail meaningful negotiations for the reduction of tariffs and other barriers to trade in agricultural, as well as industrial, goods. But progress in elaborating rules and procedures for negotiations in the agricultural sector was disappointingly slow. This was principally due to differences in approach between the member countries of the EEC, who were still endeavouring to reach agreement on the establishment of a common agricultural policy, and countries who were major overseas suppliers of cereals and other agricultural commodities. Failure to endorse these rules threatened to force a further postponement of the November 16 date for tabling exceptions lists, but the Trade Negotiations Committee finally agreed that the negotiations should be launched on the understanding that satisfactory progress would have to be made later. Exceptions lists were, in fact, tabled on November 16 by the United States, the EEC, Britain and other industrial countries, and on the same day, Canada tabled its own offer list of possible tariff concessions. In the meantime, discussions proceeded on other aspects of the negotiations, including the reduction of non-tariff barriers to trade and the participation of the less-developed countries in the "Kennedy round".

In the spring of 1964, the Canadian Government established a Tariffs and Trade Committee, which held extensive consultations in Ottawa with Canadian industry during the summer in preparation for Canada's participation in this important negotiation. Mr. N. A. Robertson, formerly Under-Secretary of State for External Affairs, and Mr. H. B. McKinnon, former Chairman of the Tariff Board, were respectively chairman and vice-chairman of the Committee. Mr. Robertson was appointed chief negotiator for the Government of Canada on tariffs and trade and led the Canadian delegation to the trade negotiating conference in Geneva.

UN Trade and Development Conference

The United Nations Conference on Trade and Development met in Geneva from March 23 to June 16, 1964, to consider the urgent problems facing the developing countries in their efforts to increase their export earnings and accelerate their economic growth. The Conference was convened at the request of the United Nations General Assembly after extensive preparatory work in New York and Geneva. A hundred and twenty member countries of the United Nations or its related agencies were represented at the Conference, at least for part of the time, by ministers of cabinet rank. During the opening session, the Canadian delegation was led by the Secretary of State for External Affairs, and subsequently by Mr. L. D. Wilgress, a former Under-Secretary of State for External Affairs.

The Conference adopted in its Final Act a wide variety of recommendations relating to trade in primary products and manufactures, invisible trade and many aspects of aid. Some of these recommendations

were for action by individual governments; others called for further study of difficult and complex problems on which the Conference had been unable to achieve general agreement. The Final Act will come before the nineteenth session of the General Assembly for whatever further action may be necessary.

A recommendation of particular importance called for the establishment within the United Nations of new institutional machinery to carry forward the work begun at Geneva. *Inter alia*, the Assembly is being asked to approve the establishment of a continuing United Nations Conference on Trade and Development, similar to the Geneva Conference, as an organ of the General Assembly, and the establishment of a Trade and Development Board as a permanent organ of the Conference. It was proposed that the Conference should meet at intervals of not more than three years, the next session to be held early in 1966. The Board will consist of 55 members and will normally meet twice a year; as a major trading nation, Canada will be assured of a continuing seat. It is expected that the Board will meet shortly after the General Assembly approves the Conference recommendations, probably early in 1965; at that time, a Secretariat will be established to give service to the Conference, the Board, and its subsidiary bodies.

There was general awareness at Geneva of the need to establish conciliation procedures to consider important questions before formal voting took place and endeavour to make agreed recommendations. At the request of the Conference, the Secretary-General appointed a Special Committee, representing the principal groups concerned, to examine this question. The Committee reached unanimous agreement on proposed conciliation procedures, which were then submitted to the nineteenth session of the General Assembly for approval.

Organization for Economic Co-operation and Development

Canada continued to play an important part in the Organization for Economic Co-operation and Development. With its broad membership, active programme of meetings, projects, seminars and experienced Secretariat, the OECD provides a useful forum for the discussion of questions of mutual interest in the fields of finance, trade, development, agriculture, industry, manpower and science. In addition to government spokesmen, participants in the OECD meetings have included representatives of business, labour and the universities. Canada was represented by the Minister of Trade and Commerce at the annual meeting of the Ministerial Council of the OECD, which took place on December 2 and 3 in Paris. The ministers conducted a general review of the economic situation in member countries and of the prospects for the near future. They paid particular attention to the implications of the recently imposed British import surcharges, the problem of inflation in certain member countries, and the activities of the consortia providing economic aid to Greece and Turkey. They also reviewed the results of the United Nations Conference on Trade and Development, including the establishment of certain new United Nations agencies to deal with trade and development problems of the less-developed countries. The Canadian statement highlighted Canada's progress in 1964 in exceeding the OECD annual growth target of 4 per cent in real gross

national product, and expressed Canada's readiness to work with other developed countries in assisting the less-developed countries to overcome their economic problems.

There were three other noteworthy developments during the year on the OECD. The accession of Japan to full membership in May brought the total membership in the programme to 21 and recognized the contribution that Japan could bring to discussions of important matters concerning trade, aid and economic policy. Canada also welcomed OECD willingness to undertake a frank self-assessment in a report evaluating its operational activities in terms of their cost and relevance to policy objectives. Finally, Canada played a significant role in the development of a formal recommendation to member countries to re-examine their manpower policies with a view to promoting economic growth.

Atomic Energy

The continuing development of the Canadian atomic-energy programme has led to increasing interest abroad in the Canadian concept of nuclear-power production. As a result, the Department has become involved in various related international activities. Co-ordination with other departments and agencies is maintained through the Advisory Panel on Atomic Energy, on which the Department is represented. In September, a new bilateral Agreement for Co-operation in the Peaceful Use of Atomic Energy was signed with Spain, bringing to nine the number of such agreements Canada had concluded with other countries. The Department also participated in the preparations for the third United Nations Conference on the Peaceful Uses of Atomic Energy, held in Geneva in September. The Canadian delegation consisted of 56 scientists and engineers, as well as about 20 observers, and included, as alternate delegate, the Canadian Representative to the European Office of the United Nations.

Canada continued to play an active role in the work of the International Atomic Energy Agency (IAEA), located in Vienna. At the eighth General Conference of the IAEA, held in September, Canada was again given a seat on the Board of Governors. Miss Margaret Meagher, the Canadian Ambassador to Austria, in her capacity as Board member, provides the principal channel of communication through the Department to Atomic Energy of Canada Limited, the Atomic Energy Control Board and Eldorado Mining and Refining Limited, the three official Canadian agencies directly interested in its activities. In September, Miss Meagher was elected Chairman of the Board for the ensuing year. In 1964, the President of the Atomic Energy Control Board participated in the activities of a special IAEA Working Group which has been reviewing the Agency's safeguards system designed to ensure that the peaceful exploitation of atomic energy will not be diverted to the manufacture of weapons. Canadian technical experts also took part in various panels and symposia conducted by the Agency, dealing with a wide range of subjects, including such matters as radiation health hazards, disposal of radioactive waste and power reactor development. In addition to the assessment amounting to 2.88 per cent of the regular budget of the Agency, Canada also made a voluntary contribution of \$57,400 to a \$2 million fund established to carry out a modest technical assistance programme, and donated a special cobalt-60 irradiation unit to the IAEA research laboratory at Seibersdorf in Austria.

Satellite Communications

The development of a world-wide communications system using earth satellites was the subject of several international meetings during the year. These culminated on August 20 in Washington, when Canada and 16 other countries signed an Agreement Establishing Interim Arrangements for a Global Commercial Communications Satellite System. This instrument, which sets forth the principles and the basic organizational arrangements pertaining to the space segment of the system, is open for signature or accession by any state which is a member of the International Telecommunication Union. Ownership of the space segment is to be multi-national, with Canada's contribution amounting to approximately 3.75 per cent of the total cost—about \$200 million (U.S.). The system is expected to provide commercial telecommunications circuits across the North Atlantic next year, and to be expanded to provide near-global coverage by late 1967. Under the August 20 Agreement, Canada obtained membership on the international committee which has responsibility for the design, development, construction and operation of the system.

Civil Aviation

Negotiations took place during the year with a view to the conclusion of a new bilateral air agreement with the United States. Both countries recognize that the present agreement, which dates from 1949, is deficient in the jet age and no longer adequately serves the needs of the travelling public. The negotiations will continue in 1965.

International Transportation and Communications Organizations

Canada continued to take an active part in the following international organizations in the field of transportation and communications:

- Commonwealth Advisory Aeronautical Research Council (CAARC)
- Commonwealth Air Transport Council (CATC)
- International Civil Aviation Organization (ICAO)
- Intergovernmental Maritime Consultative Organization (IMCO)
- International Telecommunication Union (ITU)
- World Meteorological Organization (WMO)

Canada is represented on the Executive Councils of ICAO, IMCO and ITU. It participated in the second extraordinary assembly of IMCO, which was held in London in September to consider an amendment to the convention. The assembly unanimously adopted a resolution to enlarge the Council from 16 to 18 to provide more equitable geographical representation of the member states. This step is similar to those taken recently with Canadian support in a number of other international organizations in recognition of the greatly increased membership of the United Nations.

During the year, Mr. B. T. Twigt, a Netherlands citizen, was elected Secretary-General of ICAO, succeeding Mr. R. M. Macdonnell of Canada, a former Deputy Under-Secretary of the Department, who had occupied the ICAO post since 1959. On December 7, ICAO marked the twentieth anniversary of the signing of the Chicago Convention on Civil Aviation by a commemorative ceremony held at its headquarters in Montreal.

IV

DEFENCE AFFAIRS

The interdependence of defence and foreign policy is reflected in the existence of the Cabinet Committee on External Affairs and Defence. Many of the questions brought before this Committee for examination take the form of joint submissions by the Secretary of State for External Affairs and the Minister of National Defence. Inevitably, both the Department of External Affairs and National Defence are involved in the preparation of such submissions, and also in carrying out the Government's decisions on matters having both defence and foreign policy aspects and implications.

In general, therefore, the Department's two Defence Liaison Divisions are concerned with matters involving Canada's international commitments and activities in the defence field. These include Canadian participation in NATO, in North American defence, and in United Nations peace-keeping operations, as well as the provision of defence-support assistance, such as training and the supply of equipment, to various non-NATO countries. Departmental activity in the field of defence during 1964 related to a wide range of developments. Among them was the Government's review of Canada's defence policy, reflected in the White Paper on Defence published in March, which led to a number of conclusions, including the decision to undertake the integration of the three armed services. The first stage of this process, the integration of the defence forces headquarters, was begun in August and is expected to take about a year. The reorganization which is involved includes arrangements to provide for more effective co-ordination of defence and foreign policy, to be achieved in part through a newly-instituted programme for the exchange of personnel between the Department of External Affairs and Canadian Forces Headquarters.

Another important area of activity during the year related to the continuing discussion within NATO of the defence policy and strategy of the Alliance, and also of the manner in which it could best tackle the problems facing it in the years ahead. These matters were studied not only in the North Atlantic Council in ministerial and permanent session but in various other forums involving representation, both governmental and non-governmental, from NATO countries.

Discussions with the United States Government on defence matters and, in particular, those affecting the defence of North America, continued in 1964 at the Washington meeting in June of the Canada-U.S. Ministerial Committee on Joint Defence and in such other bodies as the Permanent Joint Board on Defence. The Department of External Affairs, mainly through its Defence Liaison Divisions, had an active part to play in such intergovernmental discussions on North American defence and NATO questions.

From March 1964 on, Canada was actively involved in the Cyprus crisis and played an important role in the establishment and manning of the United Nations Force. The difficulties involved in the setting up and operation of the Force gave rise not only to complex negotiations with a member

of governments, as well as with the United Nations, but to a concern by the public about the implications of Canada's role, which was reflected in a continuing interest in Parliament in developments relating to Cyprus. These matters occupied much of the attention of the Department from the spring onwards.

Canadian participation continued in United Nations peace-keeping activities undertaken earlier, apart from the operation in the Congo and the Observation Mission in Yemen, both of which were brought to a conclusion during the year.¹

Military training programmes for certain newly-independent countries, which had been established in previous years, were continued, and survey teams were sent to Tanganyika and Malaysia to examine the possible provision of defence support assistance by Canada to those two countries. In this connection, a group of Tanganyikan cadets was brought to Canada for the first time for officer training and, as the year drew to a close, the Government was considering other recommendations of these two survey teams.

During the year, events throughout the world, and particularly the important developments in the Communist countries, continued to be closely studied with a view to assessing their defence implications for Canada. The examination of information from a wide range of sources concerning such developments remained an important activity of the Department of External Affairs and of other departments concerned, in order that Canada's foreign and defence policies might be promptly and effectively adjusted to changing circumstances.

As in previous years, the Department of External Affairs assisted in the work of the National Defence College through the provision of a senior officer to serve as a member of the directing staff and by sending other officers from time to time to lecture to the College on various aspects of international affairs. The Department also assisted in the arrangements for the College's annual North American and overseas tours, which are designed to provide, by direct experience, additional insight into the affairs of countries of interest to Canada.

¹The particular commitments involved are described elsewhere in this report.

V

AREA DIVISIONS

A. African and Middle Eastern Division

The purview of the African and Middle Eastern Division covers a substantial area of the world, since it includes 45 independent states in Africa and the Middle East and the remaining dependent territories in the area. The Division has been concerned with the political aspects of Canadian participation in UN peace-keeping operations in the Congo and is still concerned with those in the Middle East.

Canada's ties with Africa have continued to grow during the past year. Two new countries became independent: Malawi (formerly Nyasaland), on July 6, 1964, and Zambia (formerly Northern Rhodesia) on October 24, 1964. Canada was represented at the Malawi independence celebrations by the Canadian Ambassador to the U.A.R. and at the Zambia celebrations by the Honourable Yvon Dupuis, Minister without Portfolio.¹

With diplomatic missions located in seven African countries and non-resident diplomatic accreditation to 17 additional countries, Canada has maintained close contact with 24 African countries. Of particular interest has been the successful development of the Organization of African Unity, founded at Addis Ababa in May 1963, which, at its first annual assembly meeting in Cairo in July 1964, appointed a Secretary-General and decided to establish its headquarters in Addis Ababa. Because of Canada's interest in developments in these key areas, the Canadian Ambassador to Portugal made an official visit to Angola and Mozambique in May 1964, and visits to Southern Rhodesia were made by the High Commissioner in Nigeria in March and by the Ambassador to South Africa in November.

Canada's diplomatic relations with the Middle East are maintained through an Embassy in Lebanon (which is also accredited to Iraq), an Embassy in the U.A.R. (which is also accredited to the Sudan) and Embassies in Tehran and Tel Aviv. New Canadian Ambassadors took up their appointments in Beirut and Cairo during the year. Among visitors to Canada from the Middle East was Mr. Abba Eban, Deputy Prime Minister of Israel, who conferred with the Prime Minister and the Secretary of State for External Affairs during a brief unofficial visit in March.

B. European Division

During 1964, continuing development of Canada's relations with the countries of Western Europe took place. Relations with Eastern Europe also improved noticeably during the course of the year. In Eastern Europe, this has occurred as part of a general pattern of improved relations between European Communist states and Western countries. In the regard

¹ Canadian activity in the fields of technical help and military training assistance in Africa is referred to elsewhere in this report.

Canada has taken a lead in maintaining the position (now generally accepted) that it is in the Western interest to facilitate contacts, visits, and exchanges of all kinds with Communist countries. The change of leadership in Moscow in October 1964 had no immediate effect on the development of these bilateral relations. Welcome reassurances were received from the Soviet Government that the new Soviet leaders wished to maintain the momentum toward better bilateral relations with the West.

With regard to Western Europe, the Canadian Government has continued to work toward the strengthening of existing close relations with France, Germany and other Western European powers. The visit of the Prime Minister and the Secretary of State for External Affairs to Paris in January 1964 gave a significant stimulus to Franco-Canadian relations, and during the year arrangements were made for the opening of Canadian consulates general in Bordeaux and Marseilles. In the cultural field, a substantial expansion of government-supported student and cultural exchanges took place.

The visit of Chancellor Erhard and his Foreign Minister, Dr. Schroeder, to Ottawa in June 1964, following the visit of the Secretary of State for External Affairs to Bonn and Berlin a month earlier, not only emphasized the growth in importance of Canada's post-war relations with Germany, but resulted in closer ties between the leaders of the two countries. The year also marked a satisfactory increase in trade with Germany.

Short visits were made to Ottawa in November by Mr. Halvard Lange, the Foreign Minister of Norway, and Mr. Paul-Henri Spaak, Foreign Minister of Belgium, during which discussions took place on problems currently facing the Atlantic Alliance and on other matters of mutual concern.

In the course of 1964, Canada took full advantage of the new possibilities for increasing trade and for the opening of other channels of communication with the Soviet Union and Eastern Europe, which may be of assistance in breaking down some of the barriers between the Communist world and our own. The advantages of this process of normalization were reflected in the conclusion of an agreement with the Hungarian Government in June 1964. This agreement covered the exchange of diplomatic relations, an advantageous trade arrangement, and other agreements on consular and claims questions, which should pave the way for more detailed future negotiations.

In trade matters, the renegotiation, in September 1963, of the Canada-U.S.S.R. trade agreement for a further three-year period was followed by large-scale wheat purchases and, during the first six months of 1964, Canadian exports to the U.S.S.R. reached a record level of \$219,192,000. Continuing wheat sales took place during 1964 to other East European countries, including Bulgaria, Hungary, Czechoslovakia, and Poland. As a result, Canadian exports during 1964 to the East European countries, with the exception of Roumania, showed fairly substantial increases over the volume achieved in 1963.

C. Far Eastern Division

The geographical area dealt with by the Far Eastern Division includes most East Asian countries other than those that are members of the Commonwealth. Canadian diplomatic representation in Eastern Asia is made up of missions in Japan, Hong Kong, Indonesia and the three Commissions in Indochina.

The International Supervisory Commissions in Vietnam, Laos and Cambodia, on which Canada has served (with India and Poland) since 1954, are the concern of the Far Eastern Division, which has primary responsibility for the operation of the three Canadian delegations involved and for the whole range of questions arising out of the Geneva settlements of 1954 and 1962.

At one time, Canada's involvement in Asia was minimal. During the past few years, however, events in the Far East have had an impact throughout the world. The sounds of battle in Korea, in Indochina and in Malaysia have not been remote to Canadians, and the ideological and political clashes of Asia have cast their shadows over Canada as over the rest of the world. Participation by Canada in the United Nations operations in Korea and in the Indochina Supervisory Commissions are examples of the growing interdependence between Canada and the countries of the region.

Canada's relations with Japan provide one of the best examples of increasingly close Canadian-Asian interest. In September 1964, the third meeting of the Canada-Japan Ministerial Committee was held at the Ministry of Foreign Affairs in Tokyo. The Committee had profitable discussions on the general international situation as well as on relations between the two countries. The Ministers noted the numerous occasions on which delegates of both countries have worked together at the United Nations and agreed that their respective delegates should also cooperate with respect to the International Monetary Fund, the multilateral trade and tariff negotiations under the GATT in Geneva, and the proposed United Nations Trade and Development Board. During the meeting the Ministers of the two countries also signed an agreement for the avoidance of double taxation and exchanged notes for the mutual waiver of visa requirements.

Economic and political relations with other countries of the area, though not as long-standing and as highly developed as those with Japan, followed the same pattern. In March 1964, for example, Thailand appointed a resident Ambassador in Ottawa. Mr. Bunchana Attakorn, Thailand's Associate Minister of National Development, visited Canada at the invitation of the Secretary of State for External Affairs in June. In November, Canada's first Ambassador to Korea, Mr. R. P. Bowen, presented his credentials in Seoul, and held frank and friendly discussions with President Park Chung Hee and senior Korean officials.

During 1964, Canada completed ten years of participation in the international Commissions for Supervision and Control in Vietnam, Laos and Cambodia. The Cambodia and Vietnam Commissions continued under the terms of the 1954 Geneva agreements and the Commission in Laos under the terms of the Geneva Protocol of 1962. While the political and military situation in the area continued to be tense and unsettled, more than 100 Canadians from the Department of External Affairs and the Armed Forces remained in the three countries in an effort to contribute to the peace and stability of the area.

Vietnam

The past year has been one of political unrest in South Vietnam as the country gropes towards an acceptable form of government to succeed the overthrown Diem regime. Political instability has been directly related to continuing Viet Cong insurgency and, in the Canadian view, a root cause of the prolonged crisis in Vietnam has remained the determination of

North Vietnam to interfere in the affairs of South Vietnam. The Canadian delegation has sought to ensure that North Vietnamese aggression and South Vietnam's resulting need for outside military assistance in legitimate self-defence be kept under review by the Commission. Basic differences of opinion within the Commission about the conduct of its affairs and the refusal of authorities in the two zones to give full co-operation to the Commission have handicapped this body in carrying out its mandate and recording breaches of the 1954 cease-fire agreement.

Laos

Despite the efforts of Prime Minister Souvanna Phouma and his provisional government, no progress was made toward the military and administrative reunification of the country during 1964. In a military situation where pro-Communist Pathet Lao forces and North Vietnamese regulars launched attacks on government positions, the International Commission did little to fulfil its responsibilities under the 1962 agreements, despite Canadian efforts. In May, a Commission team composed of Indian and Canadian officers only (since the Polish delegation ignored its obligations) had to be evacuated under heavy fire during a major Pathet Lao offensive in the Plain of Jars. Since the Pathet Lao authorities had consistently refused entry by Commission teams to areas under their control, the Commission was no longer able to operate in this important region. Despite June meetings in Vientiane of some of the Geneva signatory powers, an attempt to reconvene the 1962 Conference and talks by Souvanna Phouma with Pathet Lao representatives last August in Paris, the Laos situation remains unsettled. Canadian efforts to increase the effectiveness of the International Commission are still being maintained.

Cambodia

The Commission's activities in Cambodia during the year centred on the investigation of border incidents between South Vietnam and Cambodia at the latter's request. In June, the Commission forwarded a special report to the Geneva Conference Co-chairmen with a Canadian minority statement demurring at some of the report's conclusions. With Cambodia continuing to insist that the Commission was the proper body to investigate its complaints of border violations, action was taken in certain additional cases and, in due course, the Commission will be reporting its findings.

D. Latin American Division

The Latin American Division is concerned with Canada's political and other relations with the 20 republics of Latin America and the specialized organizations of the Organization of American States, to which Canada belongs or in which it is interested, as well as with the operation of the Inter-American system as a whole, including the OAS itself.

In 1964, as in the other years since 1961, when Canada completed the establishment of formal diplomatic relations with all of the republics of Latin America, the process of strengthening Canada's relations both with the countries of Latin America and with the Inter-American system has continued. There are now 14 resident Canadian diplomatic missions in Latin America, not including the Commonwealth countries and territories

in the Caribbean area. Canada belongs to three Inter-American organizations linked with the Organization of American States: the Pan-American Institute of Geography and History, the Inter-American Statistical Institute and the Inter-American Radio Office. It is a member of the United Nations Economic Commission for Latin America (ECLA) and has sent observer groups to the annual expert and ministerial meetings of the Inter-American Economic and Social Council (IA-ECOSOC), which is an organ of the Organization of American States. In 1964, the IA-ECOSOC meetings were held in Lima from November 30 to December 14.

In the economic sphere, Canada's trading relations with Latin America are important and mutually beneficial. The Canadian Government has for some time facilitated Canadian exports to Latin America and elsewhere through long-term credits provided for the export of capital goods under Section 21A of the Export Credits Insurance Act. On November 14 last year, the Secretary of State for External Affairs announced that Canada intended to make a further contribution to Latin American development, in close co-operation with the Inter-American Development Bank, through the provision of new and additional lending resources. An agreement was signed with the Inter-American Development Bank on December 4, under which Canada will make available up to \$10 million to finance economic, technical and educational assistance projects in Latin America, under arrangements by which the Bank will act on behalf of Canada as the administrator of agreed projects.

During the past few years, Latin America has become increasingly important in international affairs. At the same time, there has been a steadily-growing interest in Canada in the area.

Bilateral Relations

Of special import were the inauguration ceremonies in 1964 of our newly-elected Latin American presidents. On November 3, the Government of Canada was represented at the inauguration of President Eduardo Frei in Santiago, Chile, by a special mission headed by Senator, the Honourable John J. Connolly, Minister without Portfolio and Government Leader in the Senate. On December 1, the Honourable J. Watson MacNaught, Solicitor-General, attended as Special Ambassador the ceremonies inaugurating the President-elect of Mexico, Sr. Gustavo Diaz Ordaz. Earlier, on March 11, Canada was represented by Mr. J. C. L. Y. Beaune, then Canadian Ambassador to Venezuela, who was appointed Special Ambassador for the occasion, at the ceremonies in Caracas marking the installation in office of Dr. Raul Leoni as President of Venezuela. Canada's Ambassador to Costa Rica, Mr. W. M. Olivier, was appointed Special Ambassador for the inauguration of the new President of Panama, Sr. Marco A. Robles, on October 1. Presidential and congressional elections were held in Bolivia on May 31. The re-elected President was, however, deposed on November 5, and Canada recognized the new military junta on December 7. A fundamental political change also took place in Brazil on April 2, and Canada indicated its intention to continue diplomatic relations with the Brazilian Government on April 10.

During the year, Canada continued to maintain diplomatic and commercial relations with Cuba, in keeping with our general practice—as well as that of most Western nations—of carrying on relations with countries

regardless of their political outlooks or constitutions. Canada, however, prohibits the export to Cuba of military or strategic goods or the re-export to Cuba of articles of U.S. origin.

Inter-American Conferences

Canada has also been officially represented at a growing number of meetings and conferences concerned with Latin-American and Inter-American affairs. These included the first meeting of the Governors of the Central Banks of the American Continent, held in Guatemala in April, the eighth meeting of the Directing Council of the Pan-American Institute of Geography and History in Mexico City, June 10 to 20, the second Inter-American Meeting of Government Experts on Civil Aviation in Santiago in July, and the eighth meeting of the Committee on Improvement of National Statistics of the Inter-American Statistical Institute at Panama, September 2 to 15. Official Canadian observers attended the fifteenth meeting of the Directing Council of the Pan-American Health Organization at Mexico City, August 31 to September 11, and the fifth Inter-American Indian Conference at Quito, October 19 to 25.

E. United States Division

Throughout 1964, close and continuing liaison between Canada and the United States was maintained and strengthened, both at government and official levels. On January 21 and 22, 1964, Prime Minister Pearson met with President Johnson in Washington. In addition, the Secretary of State for External Affairs, Mr. Martin, had several discussions with the United States Secretary of State, Dean Rusk, over a period of months.

Perhaps the most important single development in Canadian-American affairs during the past year was the completion of negotiations between Canada, the United States and British Columbia with respect to the development of the Columbia River. The Columbia River Treaty was originally signed in Washington on January 7, 1961, with a Protocol containing modifications and clarifications of the Treaty being signed by Canada and the United States on January 22, 1964.

The Treaty and Protocol were exhaustively studied by the House of Commons Standing Committee on External Affairs at 50 meetings during a six-week period in April and May 1964. Following favourable action by the Canadian Parliament, the instruments of ratification were exchanged in Ottawa between the Secretary of State for External Affairs and the United States Ambassador to Canada on September 16, 1964. (The related financial transactions were carried through about the same time.) Later that day, after an aerial inspection of dam-sites in the Columbia River basin, Prime Minister Pearson and President Johnson joined in a ceremony to commemorate the historic event at the International Peace Arch, on the border between British Columbia and the State of Washington.

In October 1964, the Governments of Canada and the United States requested the International Joint Commission to investigate and report on three water-resource problems along the International Boundary. The first of these, submitted on October 1, concerned pollution of the Red River. On October 7, the Commission was requested to study the various factors affecting fluctuations in the levels of the Great Lakes and, on the basis of this study, to recommend to the two Governments whether, in the public

interest, measures within the Great Lakes basin could be taken to regulate further the levels of the Great Lakes. The outflows from Lakes Superior and Ontario are already regulated by works operated under the authority of the Commission in such a way as to minimize to the greatest extent possible the adverse effects of current low-water conditions. At the same time, the IJC was asked to conduct an investigation of pollution in Lake Erie, Lake Ontario and the International Section of the St. Lawrence River, and to make recommendations to the two Governments on this problem. The Commission has, since 1951, maintained surveillance of the water-quality conditions in the connecting channels of the Great Lakes. It is taking the necessary steps under these references.

An agreement was signed between Canada and the United States on January 22, 1964, and subsequently approved by the Canadian Parliament and the United States Congress, for the creation of an international park on Campobello Island in New Brunswick as a symbol of friendship between Canada and the United States. The park was dedicated to the life and work of the late President Franklin D. Roosevelt. An international commission will develop and administer it, the costs being borne equally by the two countries. In August 1964, Mrs. Lester B. Pearson and Mrs. Lyndon B. Johnson presided at the official opening of the Roosevelt-Campobello International Park.

Canada-United States Interparliamentary Group

The Canada-United States Interparliamentary Group held its seventh session early in the year. Meeting on this occasion in Washington and at Cape Kennedy from January 14 to 19, 1964, 24 Canadian parliamentarians and an equal number of members of the United States Congress dealt with matters of hemispheric defence and defence production, trade with Communist countries, aid to, and trade with, under-developed nations and labour problems on the Great Lakes. The talks were in no sense official discussions between the Governments of the two countries, but rather an exchange of views by parliamentarians interested in one another's problems.



The Secretary-General of NATO, Mr. Manlio Brosio, is greeted upon arrival in Ottawa, in September 1964, by the Honourable Paul Martin.

VI

PRESS AFFAIRS; INFORMATION AND CULTURAL RELATIONS; HISTORICAL RESEARCH AND PUBLICATION; THE LIBRARY

Divisions dealing with the above matters are concerned with the national and departmental image and policies at home and abroad, and undertake the following functions: liaison with the press and non-governmental organizations, the production of departmental publications, press clipping, the distribution to missions abroad of printed materials, exhibits, Canadian paintings and photographs, government films, books, newspapers and periodicals, the maintenance of the Departmental library, the editing and publishing of state papers, the preservation of departmental archives, and, finally, liaison with UNESCO and with international educational, cultural and journalistic groups.

Their objectives are to make known and explain Canada's external policies, attitudes and history at home and abroad, and to provide information of a general character designed to make Canada better known and understood abroad. Culturally, the projection on this continent and overseas of Canadian achievements in the academic, scientific, and artistic fields helps to increase national prestige and, by the same token, to enrich Canada in these fields through such exchanges with other countries.

Press and Liaison Division

This Division is concerned with all aspects of Departmental relations with the press. These are dominated by a continuing flow of enquiries about Canadian foreign policy and requests for comment on Canadian positions regarding international developments by journalists and representatives of other communications media. Greater Canadian involvement in international affairs, the steady growth of the Parliamentary Press Gallery, and the recognized need for well-informed public attitudes toward foreign policy matters have contributed to an increasing number of requests during the year, for information, comment and background briefings. As a result, the Division is currently being strengthened to meet its requirements.

The Division also arranges press conferences for the Secretary of State for External Affairs and for visiting foreign dignitaries, and makes public information arrangements for international conferences held in Ottawa. It issues all departmental press releases and advance texts of statements and speeches by the Secretary of State for External Affairs. When Canadian journalists undertake foreign assignments, the Division assists in making their arrangements.

In liaison with posts abroad, a daily news summary, important statements of government policy on international and domestic affairs, press

guidance and other public relations assistance are afforded both for their own information and for dealings with the local press. The Division also provides the National Defence College at Kingston with a continuing flow of documents, telegrams and despatches on international affairs.

In conjunction with the Information Division, it carries on liaison activities with the CBC International Service in accordance with statutory requirements. The International Service now broadcasts regularly to other countries in 11 languages, providing a regular budget of news about various aspects of Canadian developments, as well as programmes of comment on international affairs. In those countries of Latin America, Africa and Asia where the CBC has no direct links with networks or stations, Canadian missions have been supplied with spoken-word and musical transcriptions for radio, and the television programme "Canadian Magazine", produced by the CBC/IS, for placing with local outlets.

Information Services

Information on Canada's External Relations: Co-operation with Interested Non-Governmental Organizations

The Division provides missions with material on Canadian external relations as part of a wider responsibility to make Canada, as a whole, better known and understood abroad. Within Canada, it provides information on the country's participation in world affairs. In addition to the publications described in the section below, entitled "Publications and Photographs," statements by ministers and reference papers are issued on various aspects of Canadian affairs, including external relations.

The Division has also co-operated with the various global and regional international organizations of which Canada is a member by distributing their information material within this country.

Assistance was given to the Canadian Atlantic Co-ordinating Committee, who were hosts to the tenth Annual Assembly of the Atlantic Treaty Association in Ottawa, September 14 to 18. Administrative liaison was also provided for the annual meetings of the NATO Parliamentarians Association (Paris, November 13 to 22) and the Inter-parliamentary Union (Copenhagen, August 20 to 28).

Close co-operation with non-governmental organizations specifically interested in Canada's external relations was maintained by the Department throughout the year.

Visits of Broadcasters, Correspondents and Students

An increasing number of television producers from abroad called on the Department for assistance during the year, including representatives from Belgium, Britain, Denmark, France, Germany, Italy and Japan. Arrangements were made with appropriate governmental and other organizations to assist these foreign broadcasters in their fields of interest. Similar programming facilities were offered to Commonwealth and foreign journalists from all continents and a total of 18 countries. Assistance was also provided for visits of an educational nature by individuals or university groups, particularly from the United States.

Films

The distribution of Canadian films, carried out in co-operation with the National Film Board, remains one of the most effective information activities of missions abroad. Gala evenings of selected films were arranged in Berlin, Buenos Aires, Copenhagen, Dublin, The Hague, Helsinki, Oslo and Rome. A successful Canadian Film Week was held in Czechoslovakia. Posts also placed films with Commonwealth and foreign television outlets.

Assistance was given to NFB producers and ancillary staff proceeding to Greece, Thailand, Cyprus, Jerusalem, Gaza and Nigeria.

Attention was given to increasing film distribution in developing countries. To this end, arrangements were made to supply posts in Africa, Asia, and Latin America with additional listings of films available for television use free of charge.

The role abroad of the documentary film as a medium of information and education in the light of the extension of television throughout the world was the subject of study between the Department and the Board, and the introduction of a number of new proposals is contemplated in the areas of film selection, preparation of foreign-language versions, distribution and compiling of statistics.

International Trade Fairs

The Department, in co-operation with the Canadian Government Exhibition Commission, sponsored participation in the Poznan International Trade Fair (June 7 to 21) and the Berlin Industries Fair (September 19 to October 4). It also provided small information booths or displays within some of the larger trade exhibits sponsored by the Department of Trade and Commerce.

Portable Exhibits

A portable general information exhibit entitled "Canada Visits South America", produced for the Department by the Canadian Government Exhibition Commission, completed this year its successful continental tour. Since October 1962, the exhibit has circulated in eight South American countries and has been seen by many thousands of persons in some of the continent's prominent museums and public buildings. On occasion, special visits by school children were arranged by local authorities. In Bogota, the exhibit was specially adapted for display at that city's Fifth International Trade Fair (August 28 to September 13), where it was seen by more than 100,000 persons.

In the light of the success of the South American exhibit, a decision has been taken to produce several copies of a basic exhibit on Canada for retention at posts in Africa, the Middle East, Asia, and in Latin American countries which did not receive the "Canada Visits South America" exhibit. In addition to the basic exhibit, individual panels are planned on Canada's relations with the continent or country concerned.

Planning has also begun on a major portable exhibit for use in France and the French-speaking areas of Belgium and Switzerland, and on several portable exhibits for display in the United States.

Publications and Photographs

In addition to its periodic publications, the *Canadian Weekly Bulletin*, the monthly *External Affairs*, the *Annual Report, Canada and the*

United Nations, and such formal publications as treaties, state papers and diplomatic lists¹, the Department produces a number of general-information publications designed to make Canada better known and understood abroad. These include *Canada Pictorial*, for mass distribution at exhibitions and trade fairs, produced in eight languages during 1964 (English, French, Dutch, Greek, Japanese, Polish, Portuguese and Spanish) and now available in 11 languages; *Facts on Canada*, an instructional booklet aimed at the secondary-school level, produced in seven languages in 1964 (English, French, Dutch, Finnish, German, Greek and Portuguese); and *Canada from Sea to Sea*, a more comprehensive booklet for selective distribution, produced in French, Portuguese and German in 1964 and available in eight languages.

The Department and posts abroad continued to distribute photographs, transparencies and photo-features to publishers and to provide photographic materials for display purposes.

1967 World Exhibition

On behalf of the Canadian Government, the Department extended invitations to 136 countries and territories and 25 international organizations to participate in the Canadian Universal and International Exhibition, which is to be held in Montreal from April 28 to October 27, 1967. Missions were active in disseminating information about the Exhibition and encouraging participation in it.

Cultural Relations

UNESCO Affairs

The thirteenth session of the General Conference of the United Nations Educational, Scientific and Cultural Organization (UNESCO) was the main event of the UNESCO year. It was held in Paris from October 20 to November 19. The Canadian Government was represented by a delegation of 11, headed by Dr. Henry Hicks, President of the Canadian National Commission for UNESCO.

The Conference revealed a significant development in UNESCO affairs, in that there has been a substantial increase in the Organization's capacity to provide practical assistance to developing member states as the result of extra-budgetary resources from the United Nations Expanded Programme of Technical Assistance and the Special Fund. The combination of increased funds derived from these sources and the budget for its regular programme has brought into being a UNESCO that is decidedly operational in character. This orientation is clearly reflected in the increasing importance given to aiding developing countries in the fields of education and science. At the 1960 Conference, education was given priority in UNESCO's programme, and it continues to claim the greater part of the budget for the forthcoming biennium. One of the most important projects approved by the Conference was the World Literacy Programme. Decisions of this year's session also gave considerable impetus to the natural sciences and their application to development. One of the main features of the science programme is the organization of an International Hydrological

¹See Appendices.

Decade, beginning in January 1965, during which Canada, because of its geographical situation and its interest in hydrology, expects to play an important role. The Conference established a Co-ordinating Council of the Decade, to which Canada was elected.

Third Commonwealth Education Conference

The Third Commonwealth Education Conference, held in Ottawa from August 21 to September 3, was attended by some 200 delegates representing 20 governments. The Department was responsible for co-ordinating arrangements for the Conference and, in this role, worked closely with the Commonwealth Educational Liaison Unit in London. It was also assisted by two Canadian committees—the Planning Committee, which dealt with the subject matter of the Conference agenda and was composed of representatives of the provincial departments of education, the university community and professional education associations, and the Conference Arrangements Committee, which handled administration and hospitality.

The agenda highlighted three subjects—the Scholarship and Fellowship Programme, technical education, and co-operative arrangements for the planning and development of educational institutions. Attention was also given to the training and supply of teachers, social education, adult illiteracy, provision of text-books, curriculum development and education in rural communities.

Taking into account the general lines of co-operation suggested by the first Conference at Oxford in 1959, and the initial review made at the second in New Delhi in 1962, the Ottawa Conference was in a position to see educational co-operation within the Commonwealth as a continuing arrangement capable of growth and expansion. At the Conference the Minister announced Canada's intention to supplement the existing 150 Canadian awards by a number of visiting fellowships.

Cultural Programme with French-Language Countries

A new programme of cultural relations with countries entirely or partly of French expression was inaugurated in April. The Canadian programme, based on the principle of reciprocity, involves the granting of scholarships and fellowships, and the presentation in French-language countries of Canadian arts, both performing and visual. An appropriation of \$250,000 was included in the Department's estimates to implement this programme. The greater part of this amount is for scholarships, fellowships, teaching-fellowships, study grants, travel grants, etc., to bring to Canada professors, scholars, scientists and artists of renown from countries of French expression. In the academic year 1964-1965, 40 scholars from France, Belgium, and Switzerland are at Canadian universities. To complete the programme for 1964, three studios were acquired at the International des Arts in Paris for the use of Canadian artists of renown, and a grant was made to the Société Dramatique de l'Université d'Ottawa to attend the International Festival of University Theatre Groups at Nancy, France.

In the operation of the programme, the Government has the advice and assistance of the Canada Council, which also conducts its administration.

The Arts

Canadian cultural activities abroad continued to expand throughout the year. The Department and its missions co-operated with the National Gallery in bringing foreign exhibitions to Canada and presenting exhibitions of Canadian art abroad. A major exhibition of Canadian paintings took place at the Tate Gallery, London, in February. The Canadian entries in the First Biennial Exhibition of American Etchings in Santiago were exhibited in Lima in March. Another collection, entered in the Sao Paulo Biennial of Contemporary Art in 1963, was exhibited this year in Belo Horizonte and Rio de Janeiro. Paintings, drawings and prints by Harold Town, and sculptures by Elza Mayhew, were featured at the Venice Biennial in June.

A wide variety of other Canadian artistic exhibits, including Eskimo prints and carvings, handicrafts and photographic displays, as well as paintings and sculpture, was shown in Commonwealth countries of Africa, Asia, Australasia and the Caribbean. Reproductions of Canadian paintings were also donated to several foreign countries.

The Office of the High Commissioner in London gave aid to the Stratford Shakespearian Festival Foundation of Canada in connection with its Shakespeare Anniversary season at Chichester in March and April. Assistance continued to be given, as well, to individual Canadian performers and performing groups proceeding on tour abroad. Canadian cultural societies were kept informed of international cultural events abroad in which Canadians might wish to participate. These included music competitions and courses, literary competitions, conferences and seminars on town planning and architecture, and art exhibitions.

Book Presentations

Arrangements were made for major presentations of Canadian books to the Commonwealth National Library, Canberra; the library of the High Court of Justice, Nicosia; the University of Peshawar; the University of Khartoum; the University of Andres Bello, Caracas; and the Free University of Berlin. Arrangements were also made for donations to the University of San Andres, La Paz; the Haile Selassie I University, Addis Ababa; the Finnish Parliamentary Library, Helsinki; the Ashanti Regional Library, Kumasi; the Universidad del Pacifico, Lima; and the University of Notre Dame, Indiana. A total of 148 libraries in 53 countries now have full or selective depository status with the Queen's Printer.

Historical Division

In addition to tasks involving historical research, selection of materials and publication, the Historical Division incorporates Library Services, an Archives Section, and the Departmental Press Clipping Service.

A major task of the Division is the selection, compilation, editing and publication of documents illustrating Canada's earlier external relations. Work has proceeded on the first volume of these documents, which start with the establishment of the Department in 1909 and cover the period ending in 1918; its publication is scheduled to take place shortly. It will be

followed by a second volume dealing exclusively with the Paris Peace Conference of 1919. The third volume will contain documents starting in 1919 and covering varied aspects of Canada's external relations. These will be the first of a chronological series documenting subsequent historical periods as facilities permit.

In addition to this "state papers" project, the Division undertakes historical research as required in support of the activities of the Department. Where possible, assistance is given to outside scholars to the degree permitted by policy restrictions on access to official documents and by limitations of staff. This assistance occasionally takes the form of the reading of manuscripts, the correction of factual errors, and the provision of pertinent background information.

The Archives Section has two main functions. The first involves the largely negative task of systematically retiring large quantities of obsolete files, an exercise essential to the handling of current records because of the sheer bulk of accumulated paper. The Section also directs and supervises the retirement of obsolete records in posts abroad. During the past year, some 1,555 linear feet of files were eliminated in Ottawa and abroad.

The second and more positive function of this Section is the preservation and appropriate disposition of material permanently required for historical or other purposes. This includes an examination of Departmental records valuable for research work and the correlation of source materials. Many of these have been systematically indexed and made available to the Department for reference and research purposes.

The Press Clipping Service reads, clips and distributes press items of topical interest to the Department, to the office of the Secretary of State for External Affairs and to certain other officials upon request. It examines a wide and representative selection of Canadian and other newspapers and periodicals for the purpose.

Library Services

The Departmental Library, located within the Historical Division, holds for circulation to members of the Department a valuable collection of some 14,000 books and many thousands of pamphlets on international affairs. One of its major responsibilities involves the provision of periodical literature, newspapers, reviews and specialized publications to foreign service officers and other members of the Department in Ottawa and to all missions abroad. Subscription to air-mail editions of prominent newspapers and certain periodicals for circulation in Ottawa and overseas absorbs a larger part of the Library budget than the purchase of books.

The Library also supervises the establishment and maintenance of library units varying in size and importance in all our posts abroad. When a new mission is opened, a basic library of *Canadians* (some 450 books) is provided, with subscriptions to newspapers and periodicals relevant to departmental work. In addition to books and periodicals provided by the Department in Ottawa on a basis of approved request, the missions are at liberty to purchase, within a fixed budget, local newspapers and periodicals essential to their work. Publications of the Queen's Printer are also forwarded on a generous scale.

Financial expenditures from the Library budget for posts abroad during 1964-65 were as follows:

Subscriptions

Ordered by Ottawa	\$38,441
Ordered locally by posts	41,709
Total	\$80,150

Book Purchases

Ordered by Ottawa	\$13,362
Ordered locally by posts	6,638
Total	\$20,000

Total for missions abroad	\$100,150
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VII

LEGAL AFFAIRS

The Legal Division works under the direction of the Departmental Legal Adviser, who is an Assistant Under-Secretary of State for External Affairs. Its principal task is to ensure that international affairs, so far as Canada is concerned, are conducted in accordance with approved legal principles and practices. Accordingly, it furnishes the Department with advice on public and private international law, constitutional law and comparative law. In addition, the Division follows closely the work of the Sixth (Legal) Committee of the United Nations General Assembly and of the International Law Commission. Continuing liaison is maintained with the Department of Justice, the Office of the Judge Advocate General and other law establishments of the Government on many questions. Besides its general section, the Division comprises a Treaty Section, which assists in the preparation and interpretation of international agreements and is responsible for the maintenance of treaty records, the registration of treaties with the United Nations, their publication in the *Canada Treaty Series* and their tabling in Parliament.

In addition to its function of advising on legal aspects of international questions such as the Columbia River Treaty and the peaceful use of outer space, the Legal Division had responsibility in the course of 1964 for a number of other subjects of special interest to Canada, for example, the Law of the Sea, the development of international law, and the settlement of claims with Eastern European countries.

Law of the Sea

Pursuant to an announcement by the Prime Minister of Canada on June 4, 1963, the Canadian Government introduced a Bill Respecting the Territorial Sea and Fishing Zones of Canada (Bill S-17) in the Senate of Canada on April 30, 1964. The bill was considered in the Senate Committee on Banking and Commerce and subsequently in the House of Commons Standing Committee on Marine and Fisheries. It received third reading in the House of Commons on July 9, 1964, and, on July 23, an Act Respecting the Territorial Sea and Fishing Zones of Canada was proclaimed and came into force.

The act provides for the application to Canada of the straight baseline system for delineating the starting points for measuring the three-mile territorial sea; it also provides for the establishment of an exclusive nine-mile fishing zone drawn from the outer limits of the territorial sea. The act authorizes the Governor-in-Council to issue geographical coordinates of points from which the straight baselines will be drawn. Until these are issued, the territorial sea and fishing zones of Canada are measured from the present baselines, which often follow the sinuosities of the coast.

In introducing Bill S-17 in the House of Commons, the Secretary of State for External Affairs stated that Canada was having discussions with certain countries whose fishing operations could be affected by action to be taken pursuant to the new Act. These talks are now taking place.

Development of International Law

During 1964, Canada maintained its active interest in a study of principles of international law concerning friendly relations and co-operation among states undertaken by the Sixth (Legal) Committee of the United Nations. A proposal submitted by Canada two years before contributed to framing the terms of reference of this study, which looks essentially to the elaboration of certain basic Charter principles in the light of the practice of states and other world developments since the Charter was written.

Early in the summer, with the assistance of the Canadian National Commission for UNESCO, the Department organized a symposium at Stanley House, the property of the Canada Council in the Gaspé Peninsula, which was attended by professors of international law from various Canadian universities. The meeting devoted its main attention to the Canadian position vis-à-vis the Sixth Committee study and to other current topics of international law.

Canada was among the 27 countries invited by the President of the General Assembly to take part in the work of a United Nations Special Committee, which met in Mexico City from August 27 to October 2 in order to pursue the study. The results of the Special Committee's session were embodied in a substantial report for consideration by the Sixth Committee at the nineteenth session of the General Assembly.

Claims Against East European Countries

Renewed efforts were made during the year to achieve some progress toward a just settlement of long-outstanding claims of Canadian citizens against East European countries in respect of nationalized property.

A preliminary agreement was concluded with Hungary on June 11, 1964, to enter into negotiations at an early date on claims against Hungary. Subsequently, the Department issued public announcements, inviting Canadians who might have claims outstanding against Hungary to submit the details of their claims to the Claims Section of the Department for processing preparatory to negotiations. The Claims Section, with expanded staff, is currently engaged in considerable correspondence with individual claimants to elicit further information and documentation which the Canadian negotiators will require in order to advance the claims effectively during negotiations, due to commence some time in 1965.

It is hoped that similar progress with respect to claims outstanding against other East European countries can be made in the near future.

VIII

ADMINISTRATIVE AFFAIRS

Organization and Administration

The mushrooming growth of Canada's responsibilities abroad during the past few years has taxed the personnel, financial and administrative resources of the Department at home. With an expanding Department, which adheres, to a very large extent, to the rotational system of alternate postings of personnel in fulfilling its foreign and domestic responsibilities, problems of organization and administration are inevitably complex. Generally speaking, the formal structure of the Department has undergone a few alterations, but an earnest initiative has been taken to improve its administrative and support services.¹

Administrative Improvement Unit

Partly as a result of Report No. 21 of the Royal Commission on Government Organization, published in 1963, an attempt at long-term improvements, particularly with regard to the responsibilities shouldered by the Personnel, Finance, Administrative Services, Supplies and Properties and Registry Divisions, has been undertaken. For seven months during the past year, a firm of management consultants worked with the newly-created Administrative Improvement Unit, which is under the direction of a senior departmental officer. Working with members of the Treasury Board staff, the Bureau of Government Organization, and the Civil Service Commission, the consultants completed a partial report by September 1964, which resulted in the creation of an Organization and Methods Unit, the buttressing of the Supplies and Properties Division, and the splitting of the former Personnel Division into Personnel Operations Division and a Personnel Services Division. The Personnel Operations Division is to be responsible for recruitment, establishment, training, research, and employee services, and the Personnel Services Division, with promotions, postings, and career planning. Further, recommendations were made for the establishment of a General Services Division, embracing the existing Production Services, the Registry Section and a proposed unit to be called the Office Services Section, but these have yet to be adopted. During the year, the administrative divisions of the Department were re-grouped under a single Assistant Under-Secretary for Administration.

Administrative Services Division

This division is responsible for work relating to conditions of service for personnel at home and abroad, and for services performed for the Department as a whole. In the former category are the maintenance of

¹ See "Organizational Chart", Appendix VIII.

pay records and issuance of cheques, leave and attendance records, superannuation records, posting arrangements, co-ordination of hospital and medical claims, administration of rental allowances, procurement of staff housing, administration of foreign-service and head-of-post regulations, letters of administrative instructions for heads of posts, and maintenance of current information on conditions of service at posts abroad.

Responsibilities relating to departmental administration include editorial work and distribution of the *Manual of Regulations*, Personnel Administrative Notices and Circular Documents, maintenance of post reports dealing with conditions abroad, and operation of the Production Services unit.

Improvement of service abroad is under continuous review. During the past year an intensive study of emoluments for senior officers abroad has been undertaken. Improvements have been made regarding educational allowances, the extension of assisted leave to personnel at hardship posts, and in the provision of financial advances to employees abroad faced with extraordinary medical expense.

Finance Division

The chief responsibilities of the Finance Division are the preparation of main and supplementary estimates for External Affairs, general financial control over departmental expenditures, the financing of missions abroad and auditing of mission accounts, the arrangements for travel and removal and the handling of such claims, payments to international organizations, and administrative arrangements for Canadian participation at international conferences.

The rapid expansion in Canada's external relations during the post-war years has resulted in a budgetary increase to \$177,667,374 in 1964-65 (including external aid programmes) from \$4,975,137 in 1945-46. During 1964, as a result of the Glassco Commission recommendations, greater emphasis was given to the form of estimates presentation and the number of departmental votes was reduced substantially. New forms designed to simplify accounting procedures were put into use at all missions abroad and the departmental financial regulations were revised to provide a more effective system of financial control. The delegation by the Treasury Board of more financial authority to the Department during the past year has considerably improved administrative procedures.

Supplies and Properties Division

This division arranges for the purchase, leasing, furnishing, and maintenance of sites and premises for departmental use at posts abroad, as well as the planning and development of construction projects. It is also responsible for the purchase of furniture, furnishings, and equipment for chanceries, official residences, and departmentally-controlled staff quarters, as well as major schemes for the interior decoration of such properties. The purchase of all official vehicles for departmental use abroad and their servicing, maintenance, replacement, and insurance are undertaken by this division as well as the ordering, packing, and shipping of all stationery, office supplies and the removal of personal effects to and from Ottawa for personnel on official transfer.

During 1964, the acquiring of properties abroad continued with the purchase of several properties and the development of ten construction

projects. The Department now owns or leases 74 chanceries, 67 official residences, and 168 staff quarters abroad. In the field of property maintenance, Supplies and Properties has carried out repairs and improvements to a number of buildings in accordance with a planned programme.

The technical staff has undertaken major furnishing schemes at a number of posts and replaced worn furnishings in owned or leased accommodation. During the year, the Departmental fleet of motor vehicles, under the responsibility of the Division, has grown to 155, and the work of the Stores and Shipping Depot in processing orders for stationery and supplies, information material, and office equipment has increased with the creation of each new post.

Registry Division

The Registry, which has custody of the official records of the Department, succeeded in increasing interest in the records management field during the past year by making available a loose-leaf *Records Classification Guide* to the Department and its posts abroad. The *Guide* is not only a valuable manual for the training of Registry clerks and new personnel, but simplifies reference and research procedures for all users of the official files.

Other Activities

While the Inspection Service is temporarily in abeyance because of personnel pressures, post expansion has brought increased activity for the Communications Division, which handles the despatch and receipt of departmental communications by telegram, teletype, mail and diplomatic courier between Ottawa and Canadian missions around the world.

Personnel

In an attempt to achieve greater administrative efficiency in the Department, personnel affairs became the responsibility, in 1964, of two new divisions, Personnel Operations and Personnel Services. All matters affecting disposition, training, promotion and the general administration of personnel affairs are undertaken by these divisions. Representation of the Department on examining boards set up by the Civil Service Commission for recruitment of departmental staff, interviewing of candidates, the maintaining of personnel records and a variety of matters relating to the welfare of members of the Department also came within the purview of these divisions.

Entrants to the external service of Canada do so on a career basis under the merit system. Only Canadian citizens who have resided in Canada for at least ten years are eligible for admission. To enter foreign service officer competitions, they must possess a university degree, preferably with postgraduate study. These competitions, which are held annually, consist of two parts, a written test and an oral examination, with war veterans given preference in all appointments.

Such senior positions as ambassador and high commissioner are filled normally by the appointment of career officers but occasionally by the appointment of distinguished citizens from outside the Department.

Since shortly after the Second World War, women have been admitted to the Canadian diplomatic service on the same basis as men. At the end of 1964, the Departmental roll included 45 female officers, one of whom is of ambassadorial status.

During 1964, the Department's recruiting was intensified for almost all classes. The number of officers recruited was almost double that in 1963. In addition to Foreign Service and Administrative Officers, ten Junior Executive Officers were accepted. After the usual period of training and probation, they will become External Affairs Officers, specializing in the administrative, consular and information work of the Department at home and abroad. In the administrative-staff classes, the number recruited rose from 116 in 1963 to 214 at the end of 1964.

Consular and Passport Activities

Consular Division

The increasing number of Canadians travelling abroad or temporarily residing in foreign lands has had its effect on the pattern and extent of the Department's consular responsibilities. In many countries where the Immigration Branch of the Department of Citizenship and Immigration is not represented, its duties become part of the consular responsibilities of the various posts concerned. Because East European nationals have for some time been seeking to join relatives in Canada from whom they were separated during and after the Second World War, there has been a noticeable increase during 1964 in immigration applications handled by posts in Eastern European countries.

Following talks on commercial matters with the Hungarian trade delegation in Ottawa last June, an understanding was reached through an exchange of notes regarding claims of the Canadian citizens who had emigrated from Hungary and, also, agreement on the reciprocal observance of certain consular matters. The latter included assistance in securing exit arrangements for Hungarian citizens desiring to join relatives in Canada, and the status and treatment of dual nationals. Encouraging developments of this nature in Eastern Europe have been attended by a marked increase in the number of Canadian tourists visiting that part of the continent.

In an attempt to facilitate the reunion of Soviet citizens with their relatives in Canada from whom they had been separated since the close of the Second World War, the Division has originated several approaches to Soviet authorities to permit the exit from the U.S.S.R. of such citizens. During the summer, this attempt culminated in an exchange of letters between the Prime Minister of Canada and the Premier of the U.S.S.R. The Soviet Premier expressed sympathetic interest in the plea. At present there is an active list of some 800 families so affected. It is estimated, however, that three times this number of applications have lapsed during years of hopeless waiting.

On September 5, 1964, a reciprocal multi-entry visa and visa-waiver agreement was concluded with Japan whereby Canadian citizens, other than those seeking or taking employment, are admissible to that country without visas for up to three months and may be granted multi-entry visas valid for 12 months, without charge, when the intended visit is for a longer period. By agreement or arrangement, Canadian citizens enjoy similar privileges for entry to Austria, Belgium, Denmark, Finland, France, the Federal Republic of Germany, Greece, Iceland, Israel, Italy, Liechtenstein, Luxembourg, Monaco, the Netherlands, Norway, Portugal, San

Marino, Spain, Sweden, Switzerland and Turkey. By agreement, Canadian also receive multi-entry visas free of charge for entry to Iran and a half the normal fee for entry to Venezuela. In addition to Commonwealth countries, the United States and Ireland may be visited by Canadians without visas or entry permits.

Through the Canadian High Commissioner in Ceylon, the Canadian Government, on August 11, 1964, gave formal notice of the denunciation of the Immigration Agreement with Ceylon effected by an exchange of notes of January 26 and April 24, 1951, with effect from February 11, 1964.

Passport Division

The Passport Office, which works in liaison with the Department of Citizenship and Immigration, is responsible for issuing passports and certificates of identity to Canadian citizens going abroad.

As in past years, the demand for its services has continued to increase during 1964. This year, the Passport Office issued 184,569 passports and 32,784 were renewed. In addition 1,854 certificates of identity were issued and 1,313 were renewed. Gross revenue amounted to \$989,605.71.

Growth in the volume of passport work over the past ten years has increased by 265 per cent. The following table reflects the increase in work for the five-year period from 1960 to 1964 inclusive:

Year	Passports Issued	Passports Renewed	Certificates of Identity		Total Revenue
			Issued	Renewed	
1960	134,637	18,411	6,004	2,184	\$730,603.31
1961	139,218	19,988	4,237	3,209	759,320.08
1962	155,363	23,636	2,807	2,728	826,940.07
1963	164,445	26,964	2,133	1,748	879,920.85
1964	184,569	32,784	1,854	1,313	989,605.71

APPENDICES

Appendix I

PUBLICATIONS

A. Publications of the Department

The Department of External Affairs issues, free, two catalogues of its publications, one for residents of Canada, the other for residents of other countries. Free individual publications from the Department in Ottawa or from the most conveniently located Canadian mission abroad are so listed below. It should be noted that certain publications are available outside Canada only. Finally, a number of publications, with prices listed, are available from the Queen's Printer, Ottawa.

1. Publications Available in Canada and Abroad

External Affairs: A monthly bulletin containing articles on subjects of current international interest and official statements of Canadian foreign policy. Price: annual subscription, Canada, the United States and Mexico, \$2.00; other countries, \$2.50; students in Canada, \$1.00; other countries, \$1.50.

Report of the Department of External Affairs: Report to Parliament covering the work of the Department during each calendar year. Price: Canada, the United States and Mexico, 50 cents; other countries, 60 cents.

Canada and the United Nations: An annual report on Canadian participation in the work of the United Nations and its Specialized Agencies. Price: Canada, the United States and Mexico, 75 cents; other countries, 85 cents.

Canada Treaty Series: Texts of individual treaties, conventions and other agreements concluded between Canada and other countries. Price: Canada, the United States and Mexico, 35 cents each; other countries, 40 cents each.

Canadian Representatives Abroad and Representatives of Other Countries in Canada: Issued three times a year. A directory of Canadian diplomatic, consular and trade offices abroad, and of the diplomatic, consular and trade offices of other countries in Canada. Price: annual subscription, Canada, the United States, and Mexico, \$1.50; other countries, \$1.75. Single copies, Canada, the United States and Mexico, 60 cents; other countries, 70 cents.

Diplomatic Corps: A directory of diplomatic missions in Ottawa. Published three times a year. Price: annual subscription, Canada, the United States, and Mexico, \$1.50; other countries, \$1.75. Single copies, Canada, the United States, and Mexico, 60 cents; other countries, 70 cents.

The Law of the Sea: A Canadian Proposal, 1959.

Canada and the Colombo Plan, 1961: Price: Canada, the United States, and Mexico, 75 cents; other countries, 85 cents.

Canada from Sea to Sea: An illustrated booklet, dealing in popular style with various aspects of Canada—its history and geography, economic and trading position, its role in world affairs, its people, culture and traditions, its institutions and government. Published in English, French, Dutch, German, Italian, Polish, Portuguese and Spanish. Price: Canada, the United States and Mexico, 75 cents; other countries, 85 cents.

Facts on Canada: Information on Canada's history, government, international relations, resources, climate, transportation, industry and labour, and on the provinces of Canada, with a series of maps. This publication, which is sold in Canada in English and French for 50 cents a copy, is distributed free of charge in other countries by Canadian missions.

Reference Papers: Background information on various aspects of Canadian affairs (No charge).

- No. 69 The Department of External Affairs. (Revised, March 1963)
- No. 85 Canada and the International Labour Organization. (February 1964)
- No. 86 Canada's External Aid. (Revised, September, 1964)
- No. 87 Canada and the World Meteorological Organization. (Revised, May 1964)
- No. 88 Canada and ICAO. (Revised, April 1964)
- No. 93 Canada's Contribution to the United Nations. (Revised, February 1964)

Statements and Speeches: Texts of important official speeches on external and domestic affairs.

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|-----------|--|---|
| No. 64/1 | Development Aid and World Citizenship | Hon. Paul Martin
Advertising and Sales
Club,
Hamilton, January 6 |
| No. 64/2 | The Contribution of Immigrants to the
Canadian Economy. | Hon. Rene Tremblay,
Hull,
March 17 |
| No. 64/3 | The United Nations Conference on Trade
and Development. | Hon. Paul Martin,
Geneva,
March 24 |
| No. 64/4 | United Nations Peace-Keeping Operations
in Cyprus. | Hon. Paul Martin,
Brantford,
March 19 |
| No. 64/5 | The Role of the United Nations in the
Maintenance of Peace and Security. | Hon. Paul Martin,
London, Ont.,
March 12 |
| No. 64/6 | Canada at the Geneva Disarmament
Table. | Hon. Paul Martin,
Geneva,
March 26 |
| No. 64/7 | The United Nations in an Era of Limited
Peace. | Hon. Paul Martin,
Toronto,
April 2 |
| No. 64/8 | The University and International Affairs. | Hon. Paul Martin,
Ottawa,
April 20 |
| No. 64/10 | Notes for a Speech by the Secretary of
State for External Affairs . . . to the
Twenty-Fifth American Assembly. | Hon. Paul Martin,
New York,
April 23 |
| No. 64/11 | Text of a Speech by the Secretary of
State for External Affairs . . . to the
United Nations Association in Canada. | Hon. Paul Martin,
Ottawa,
May 4 |
| No. 64/12 | Keeping the Peace. | Rt. Hon. L. B. Pearson,
Ottawa,
May 7 |

- No. 64/13 Canadian Foreign Policy in a Changing World. Hon. Paul Martin, Ottawa, May 22
- No. 64/14 Diplomacy for Peace. Hon. Paul Martin, Detroit, June 18
- No. 64/15 The Expanding Commonwealth. Rt. Hon. L. B. Pearson, Ottawa, June 17
- No. 64/16 Latin America: Challenge and Response. Hon. Paul Martin, Banff, August 24
- No. 64/17 Educational Co-operation in the Commonwealth. Hon. Paul Martin, Ottawa, August 27
- No. 64/18 Japanese-Canadian Relations. Hon. Paul Martin, Hiroshima and Tokyo, September 6 and 7
- No. 64/19 Co-operative Federalism: Collective Suicide or Life Renewed? Hon. Maurice Lamontagne, Quebec, September 9
- No. 64/20 Canadian Foreign Policy and the Future of the Western Alliance. Hon. Paul Martin, Ottawa, September 15
- No. 64/21 The Need for Atlantic Partnership. Rt. Hon. L. B. Pearson, Ottawa, September 14
- No. 64/22 Canadian-American Economic Relations. Hon. Paul Martin, Detroit, September 21
- No. 64/23 The Challenge of Under-Development. Hon. Paul Martin, Cleveland, September 26
- No. 64/24 International Law in a Changing World. Hon. Paul Martin, Toronto, October 14
- No. 64/25 Some Reflections on the Twentieth Year of the United Nations. Hon. Paul Martin, Pittsburgh, October 20
- No. 64/26 Education for Responsibility. Hon. Paul Martin, Los Angeles, October 22
- No. 64/27 From a Speech by the . . . Secretary of State for External Affairs to the Thirty-Seventh Biennial National Convention of the Zionist Organization of Canada. Hon. Paul Martin, Montreal, October 26
- No. 64/28 Canadian-United States Relations. Hon. Paul Martin, Montreal, November 9
- No. 64/29 Speech by . . . the Secretary of State for External Affairs at the Dinner for Delegates to the Meeting of Military Experts to Consider the Technical Aspects of UN Peace-Keeping Operations. Hon. Paul Martin, Ottawa, November 5

- No. 64/30 Notes from the Remarks of the Prime Minister . . . at the Opening of the Meeting of Military Experts to Consider the Technical Aspects of UN Peace-Keeping Operations. Rt. Hon. L. B. Pearson, Ottawa, November 2
- No. 64/31 NATO: The State of the Alliance. Hon. Paul Martin, Windsor, November 23
- No. 64/32 Peace Keeping: Some Prospects and Perspectives. Hon. Paul Martin, Montreal, November 21
- No. 64/33 The Economic Price of Canadian Independence. Hon. Walter L. Gordon Peterborough, October 28
- No. 64/34 Inter-American Relations. Senator John J. Connolly, Lima, November 9
- No. 64/35 Canada and the United Nations. Hon. Paul Martin, New York, December 8.

Official Papers:

The Columbia River Treaty and Protocol—A Presentation: Price: Canada, the United States and Mexico, \$3.00.

Columbia River Treaty Protocol and Related Documents: Price: Canada, the United States and Mexico, \$3.00.

Report on Disarmament Discussions 1957: Price: Canada, the United States, and Mexico, 35 cents; other countries, 40 cents.

The Crisis in the Middle East: October-December 1956: Price: Canada, the United States, and Mexico, 75 cents; other countries, 85 cents.

London and Paris Agreements, September-October 1954: A selection of documents resulting from meetings held in London and Paris concerning the accession of the Federal Republic of Germany to the North Atlantic Treaty Organization. Price: Canada, the United States, and Mexico, 75 cents; other countries, 85 cents.

Canada and the Korean Crisis (1950): Price: Canada, the United States and Mexico, 25 cents; other countries, 30 cents.

2. Publications Distributed Abroad Only

In addition to *Statements and Speeches, Reference Papers, Facts on Canada* and *Canada from Sea to Sea*, which are distributed both in Canada and abroad and are described in Part I, the following publications are distributed abroad only:

Canadian Weekly Bulletin: A summary of important developments and announcements.

Reprints: Articles on Canada and Canadian affairs reprinted from various sources, chiefly Canadian periodicals.

No. 2 "A New Kind of Peace Force", by the Right Honourable J. B. Pearson, *Maclean's*, May 2, 1964.

Canada Pictorial: A small illustrated folder distributed abroad in English, French, Dutch, German, Greek, Italian, Japanese, Polish, Portuguese, Spanish, and Swedish.

B. Hansard References to Departmental Affairs

The following section consists of a list of the most important speeches and statements made in the House of Commons during 1964 regarding the work of the Department, its nature, policies and achievements and records of the Standing Committee on External Affairs. The former is arranged alphabetically by subject.

Canada. House of Commons: Debates 1964

Britain—pp. 9174-5, Oct. 19.

Canada-U.S. Committee on Joint Defence—pp. 4749-54, May 26.

Commonwealth Relations—pp. 9223, Oct. 20; 9309-10, Oct. 22.

Congo—p. 4033, June 8.

Cuba—pp. 5996-7, Jul. 27.

Cyprus—pp. 6-7, Feb. 19; 727-8, Mar. 10; 824-5, Mar. 12; 892-4 and 910-26, Mar. 13; 1491, Mar. 26; 1671-8, Apr. 1; 1701-10, Apr. 2; 1909-11, Apr. 8; 2081-2, Apr. 13; 2803-6, Apr. 30; 3162-3, May 12; 4402-3, June 17; 4931-2, Jul. 2; 5131-4, Jul. 8; 5233-4, Jul. 9; 5619-21, Jul. 17; 5679-80, Jul. 20; 5846-8, Jul. 23; 6059-61, Jul. 28; 6584-6628, Aug. 10; 6715-7, Aug. 12; 6811-3, Aug. 14; 8427-8, Sept. 25; 8479-82, Sept. 28.

Disarmament—pp. 4548-9, June 22.

Estimates—pp. 10254-302, Nov. 19; 10313-41, Nov. 20.

Foreign Aid—pp. 10153-4, Nov. 17.

GATT—pp. 3103-4, May 11.

India—pp. 9364-5, Oct. 23.

Indonesia—p. 7609, Sept. 3.

Joint U.S.-Canadian Committee—pp. 2819-22, May 1.

Laos—p. 3431, May 21.

Malaysia—p. 7782, Sept. 9.

NATO—pp. 9833-4, Nov. 6; 11306-10 and 11349-50, Dec. 18.

NATO and Cyprus—pp. 1701-16, Apr. 2.

Peaceful Uses of Atomic Energy—pp. 7783-4, Sept. 9.

Peace Keeping—pp. 5435, Jul. 14; 7823-4, Sept. 10; 9402-4, Oct. 26; 9879 and 9935 (Appendix), Nov. 9.

Throne Speech—pp. 1-2, Feb. 18.

United Nations—pp. 10051-2, Nov. 13.

Wheat Sales—pp. 5436, Jul. 14; 5537, Jul. 16.

Canada. House of Commons: Standing Committee on External Affairs

Minutes of Proceedings and Evidence, 1945—

Ottawa, Queen's Printer, 1945—

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(A list of books and articles which, in whole or in part, treat with Departmental affairs.)

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Note: The Department distributes information produced by a number of international organizations of which Canada is a member, such as NATO, the OECD, and the Colombo Plan, but excluding the United Nations. This material is distributed on request, and also to Members of Parliament, public libraries, universities, newspapers and interested voluntary organizations. The United Nations distributes its information material through its own information offices and through other authorized outlets which in Canada include the Department of Public Printing and Stationery and the United Nations Association.

Appendix II

DEPARTMENTAL PERSONNEL STATISTICS

The following is a comparison of staff on December 31, 1963, and December 31, 1964:

	(Dec. 31) 1963	(Dec. 31) 1964
Officers		
Ottawa	196	224
Abroad	269	273
Administrative Staff		
Ottawa	549	599
Abroad	533	577
Total	<u>1,547</u>	<u>1,673</u>
Locally-engaged staff abroad	612	625
Foreign Service Officers recruited during the year	25	32
Other appointments during the year	116	231
Separations during the year		
Officers	19	21
Staff	102	115

Appendix III

I. CANADIAN DIPLOMATIC REPRESENTATION ABROAD¹

1. Embassies

<i>Country</i>	<i>City</i>
Argentina	Buenos Aires
Austria	Vienna
Belgium	Brussels
*Bolivia (Peru)	
Brazil	Rio de Janeiro
*Burma (Malaysia)	
Cameroun	Yaoundé
*Central African Republic (Cameroun)	
*Chad (Cameroun)	
Chile	Santiago
Colombia	Bogota
*Congo Brazzaville (Cameroun)	
Congo (Leopoldville)	Leopoldville
Costa Rica	San José
Cuba	Havana
Czechoslovakia	Prague
*Dahomey (Nigeria)	
Denmark	Copenhagen
Dominican Republic	Santo Domingo
Ecuador	Quito
*El Salvador (Costa Rica)	
Finland	Helsinki
France	Paris
*Gabon (Cameroun)	
Germany	Bonn
Greece	Athens
Guatemala	Guatemala City
*Guinea (Ghana)	
Haiti	Port-au-Prince
*Honduras (Costa Rica)	
*Iceland (Norway)	
Indonesia	Djakarta
Iran	Tehran
*Iraq (Lebanon)	
Ireland	Dublin
Israel	Tel Aviv
Italy	Rome
*Ivory Coast (Ghana)	

¹ No resident diplomatic missions are maintained in countries marked with an asterisk. The country named in brackets after these names is the country in which resides the Canadian representative accredited to the country listed.

<i>Country</i>	<i>City</i>
Japan	Tokyo
*Korea (Japan)	
Lebanon	Beirut
*Luxembourg (Belgium)	
Mexico	Mexico
*Morocco (Spain)	
Netherlands	The Hague
*Nicaragua (Costa Rica)	
*Niger (Nigeria)	
Norway	Oslo
*Panama (Costa Rica)	
*Paraguay (Argentina)	
Peru	Lima
Poland	Warsaw
Portugal	Lisbon
*Senegal (Nigeria)	
South Africa	Pretoria
Spain	Madrid
*Sudan (United Arab Republic)	
Sweden	Stockholm
Switzerland	Berne
*Thailand (Malaysia)	
*Togo (Ghana)	
*Tunisia (Switzerland)	
Turkey	Ankara
Union of Soviet Socialist Republics	Moscow
United Arab Republic	Cairo
United States of America	Washington
*Upper Volta (Ghana)	
Uruguay	Montevideo
Venezuela	Caracas
Yugoslavia	Belgrade

2. Offices of High Commissioners

<i>Country</i>	<i>City</i>
Australia	Canberra
Britain	London
Ceylon	Colombo
*Cyprus (Israel)	
Ghana	Accra
India	New Delhi
Jamaica	Kingston
*Kenya (Tanzania)	
Malaysia	Kuala Lumpur
New Zealand	Wellington
Nigeria	Lagos
Pakistan	Karachi
*Sierra Leone (Nigeria)	
Tanzania	Dar-es-Salaam
Trinidad and Tobago	Port-of-Spain
*Uganda (Tanzania)	

3. Permanent Missions to International Organizations

<i>Organization</i>	<i>City</i>
North Atlantic Council	Paris
Organization for European Co-operation and Development	Paris
United Nations	New York
United Nations (European Office)	Geneva
European Atomic Energy Community	Brussels
European Coal and Steel Community	Brussels
European Economic Community	Brussels
United Nations Educational, Scientific and Cultural Organization	Paris

4. Offices of Canadian Commissioners

<i>Country</i>	<i>City</i>
British Guiana	Georgetown

II. CONSULAR OFFICES

1. Consulates General

<i>Country</i>	<i>City</i>
France	Bordeaux
Germany	Hamburg
Iceland	Reykjavik ²
Italy	Milan
Philippines	Manila
United States of America	Boston
	Chicago
	Los Angeles
	New Orleans
	New York
	San Francisco
	Seattle

2. Consulates

<i>Country</i>	<i>City</i>
Brazil	Sao Paulo
Germany	Duesseldorf
United States	Cleveland
	Detroit
	Philadelphia

III. MILITARY MISSION

Berlin

IV. INTERNATIONAL SUPERVISORY COMMISSIONS

<i>Country</i>	<i>City</i>
Cambodia	Phnom Penh
Laos	Vientiane
Vietnam	Saigon

² Honorary officer in charge.

Appendix IV

DIPLOMATIC AND CONSULAR REPRESENTATION OF OTHER COUNTRIES IN CANADA¹

1. Diplomatic Missions²

<i>Country³</i>	<i>Nature of Post</i>
Algeria	Embassy
*Argentina	Embassy
Australia	High Commissioner's Office
Austria	Embassy
*Belgium	Embassy
*Brazil	Embassy
Britain	High Commissioner's Office
Burma	Embassy
Cameroun	Embassy
Ceylon	High Commissioner's Office
*Chile	Embassy
*China	Embassy
*Colombia	Embassy
*Costa Rica	Embassy
*Cuba	Embassy
*Cyprus	High Commissioner's Office
*Czechoslovakia	Embassy
Dahomey	Embassy
*Denmark	Embassy
*Dominican Republic	Embassy
*Ecuador	Embassy
*El Salvador	Embassy
*Finland	Embassy
*France	Embassy
Gabon	Embassy
*Germany	Embassy
Ghana	High Commissioner's Office
*Greece	Embassy
Guinea	Embassy
*Guatemala	Embassy
*Haiti	Embassy
Hungary	Embassy
*Iceland	Embassy
India	High Commissioner's Office

¹ For further particulars, see the publications of the Department entitled "Canadian Representatives Abroad and Representatives of Other Countries in Canada" (thrice yearly) and "Diplomatic Corps" (thrice yearly).

² The Ambassadors of Algeria, Cameroun, Costa Rica, Dahomey, El Salvador, Gabon, Guatemala, Guinea, Iceland, Iraq, Ivory Coast, Korea, Luxembourg, Mali, Morocco, Niger, Panama, Senegal, Thailand and Tunisia and the High Commissioners for Cyprus and Uganda are also accredited as Ambassadors to the United States of America, where they are ordinarily resident.

³ The countries marked with an asterisk have consulates in Canada. The Embassy of Switzerland has charge of the interests of Liechtenstein.

<i>Country</i>	<i>Nature of Post</i>
*Indonesia	Embassy
Iran	Embassy
Iraq	Embassy
Ireland	Embassy
*Israel	Embassy
*Italy	Embassy
Ivory Coast	Embassy
Jamaica	High Commissioner's Office
*Japan	Embassy
Korea	Embassy
*Lebanon	Embassy
*Luxembourg	Embassy
Mali	Embassy
*Mexico	Embassy
Morocco	Embassy
*Netherlands	Embassy
New Zealand	High Commissioner's Office
Niger	Embassy
Norway	Embassy
Pakistan	High Commissioner's Office
*Panama	Embassy
*Peru	Embassy
*Poland	Embassy
*Portugal	Embassy
Senegal	Embassy
South Africa	Embassy
*Spain	Embassy
*Sweden	Embassy
*Switzerland	Embassy
*Thailand	Embassy
Trinidad and Tobago	High Commissioner's Office
Tunisia	Embassy
*Turkey	Embassy
Uganda	High Commissioner's Office
Union of Soviet Socialist Republics	Embassy
United Arab Republic	Embassy
*United States of America	Embassy
*Uruguay	Embassy
*Venezuela	Embassy
*Yugoslavia	Embassy

2. Countries having Consulates but no Diplomatic Mission:

Bolivia	Monaco
Honduras	Nicaragua
Liberia	Philippines
	San Marino

Appendix V

INTERNATIONAL ASSOCIATIONS AND ORGANIZATIONS OF WHICH CANADA IS A MEMBER¹

COMMONWEALTH

Commonwealth Advisory Aeronautical Research Council
Commonwealth Advisory Committee on Defence Science
Commonwealth Agricultural Bureau Executive Council
Commonwealth Air Transport Council
Commonwealth Area Communications Scheme for Merchant and Naval
Shipping
Commonwealth Defence Science Organization
Commonwealth Economic Consultative Council
Commonwealth Education Liaison Committee
Commonwealth Forestry Conference
Commonwealth Liaison Committee
Commonwealth Scientific Conference
Commonwealth Telecommunications Board
Commonwealth War Graves Commission
South Pacific Air Transport Council
United Kingdom-Canada Continuing Committee on Trade and Economic
Affairs

EIGHTEEN-NATION DISARMAMENT COMMITTEE NORTH ATLANTIC TREATY ORGANIZATION

North Atlantic Council
Military Committee

UNITED NATIONS

United Nations Subsidiary and Ad Hoc Bodies

Advisory Committee on the Congo
Advisory Committee on the United Nations Emergency Force
Advisory Committee for the United Nations Memorial Cemetery in
Korea
Committee on the Peaceful Uses of Outer Space
Committee on United Nations FAO—World Food Programme
Executive Committee of the United Nations High Commissioner for
Refugees
International Law Commission²
Preparatory Committee for International Co-operation Year
Preparatory Committee for United Nations Conference on Trade and
Development
Scientific Advisory Committee
United Nations Scientific Committee on the Effects of Atomic Radiation
Working Group on the Examination of Administrative and Budgetary
Procedures of the United Nations (Working Group of 21)

¹ Inter-governmental bodies only are included.

² Mr. Marcel Cadieux, Canadian Under-Secretary of State for External Affairs, was elected President for a five-year term, 1962-66.

Specialized Agencies³

Food and Agriculture Organization
 Inter-governmental Maritime Consultative Organization
 International Atomic Energy Agency⁴
 International Bank for Reconstruction and Development
 International Civil Aviation Organization
 International Development Association
 International Finance Corporation
 International Labour Organization
 International Monetary Fund
 International Telecommunication Union
 United Nations Educational, Scientific and Cultural Organization
 Universal Postal Union
 World Health Organization
 World Meteorological Organization

Functional Commissions of the Economic and Social Council

Commission on Human Rights
 Commission on Narcotic Drugs
 Social Commission
 Statistical Commission

Standing Committees of the Economic and Social Council

Committee on Housing, Building and Planning

Special Bodies of the Economic and Social Council

Governing Council of the Special Fund

Regional Economic Commissions of the Economic and Social Council

Economic Commission for Latin America

Other Commissions

Inter-governmental Oceanographic Commission

UNITED STATES-CANADA

Canada-United States Committee on Joint Defence (Ministerial)
 Great Lakes Fishery Commission
 International Boundary Commission
 International Joint Commission
 International Pacific Halibut Commission
 International Pacific Salmon Fisheries Commission
 Joint United States-Canadian Committee on Trade and Economic
 Affairs (Ministerial)
 Permanent Joint Board on Defence
 Roosevelt-Campobello International Park Commission

INTER-AMERICAN

Inter-American Radio Office
 Inter-American Statistical Institute
 Pan-American Institute of Geography and History
 Postal Union of the Americas and Spain

³ Canada was a member during 1964 of the executive boards of all these Agencies, with the exception of UNESCO and WMO.

⁴ The International Atomic Energy Agency is not technically a Specialized Agency but an autonomous inter-governmental agency under the aegis of the United Nations.

COLOMBO PLAN

Consultative Committee on Co-operative Economic Development in
South and Southeast Asia
Council for Technical Co-operation in South and Southeast Asia

CONSERVATIONAL

International Commission for the Northwest Atlantic Fisheries
International North Pacific Fisheries Commission
International Whaling Commission
North Pacific Fur Seal Commission

ECONOMIC⁵

Contracting Parties to the General Agreement on Tariffs and Trade
Cotton Textiles Committee
International Bureau for the Publication of Customs Tariffs
International Cocoa Study Group
International Coffee Agreement
International Cotton Advisory Committee
International Rubber Study Group
International Sugar Agreement
International Tin Agreement
International Wheat Agreement
International Wool Study Group
Lead and Zinc Study Group
Organization for Economic Co-operation and Development

SCIENTIFIC

International Bureau of Weights and Measures
International Hydrographic Bureau

CANADA-JAPAN

Canada-Japan Ministerial Committee

SPACE TELECOMMUNICATIONS

Interim Communications Satellite Committee

⁵ See also under previous headings.

Appendix VI

INTERNATIONAL CONFERENCES HELD IN 1964 AT WHICH CANADA WAS OFFICIALLY REPRESENTED

(Partial List)

A. UNITED NATIONS CONFERENCES

- Food and Agriculture Organization Council: Rome, October 5-16.
- Inter-Governmental Maritime Consultative Organization, 2nd extraordinary assembly: London, September.
- International Atomic Energy Agency, 8th general conference: Vienna September 14-18.
- International Labour Conference, 48th session: Geneva, June 17-July 9.
- International Labour Organization, Building, Civil Engineering and Public Works Committee: Geneva, May 4-15.
- International Labour Organization, Coal Miners Committee, 8th session: Geneva, October 19-30.
- International Labour Organization, Governing Body, 158th session: Geneva, February 4-21; 159th session: Geneva, June 3-13 and July 10; 160th session: Geneva, November 9-20.
- International Labour Organization, Tripartite Technical Meeting for the Clothing Industry: Geneva, September 21-October 2.
- International Telecommunication Union, Extraordinary Administrative Radio Conference, Aeronautical Mobile High Frequency Radio Service: Geneva, January.
- International Telegraph and Telephone Consultative Committee: Geneva, May 22 (for approximately five weeks).
- Joint WHO/FAO/IAEA Export Committee on Legislation for Irradiated Foods at FAO: Rome, April 19-29.
- United Nations Cartographic Conference: Manila, November 21-December 1.
- United Nations Commission on Human Rights, 20th session: New York, February 17-March 13.
- United Nations Committee on Housing, Building and Planning: New York, January 22-February 4.
- United Nations Committee on Peaceful Uses of Outer Space, Legal Subcommittee: Geneva, March 9-26; New York, October 5-23; 6th plenary session: New York, October 26.
- United Nations Conference on the Peaceful Uses of Atomic Energy, 3rd conference: Geneva, August 31-September 9.
- United Nations Conference on Trade and Development, third preparatory meeting: New York, February 3-17.
- United Nations Conference on Trade and Development: Geneva, March 23-June 15.
- United Nations Economic Commission for Asia and the Far East: Tehran, March 2-17.
- United Nations Economic Commission for Latin America, Committee of the Whole: Santiago, January 20-25.

- United Nations Educational, Scientific and Cultural Organization, thirteenth session of the General Conference: Paris, October 20-November 21.
- United Nations General Assembly, 19th session: New York, December 1.
- United Nations High Commissioner for Refugees, Executive Committee: Rome, October 22-30.
- United Nations International Children's Fund, Executive Board: Bangkok, January 13-24; New York, June 15-24.
- United Nations Narcotic Commission: Geneva, May 4-8.
- United Nations Scientific Committee on the Effects of Atomic Radiation, 14th session: New York, June 29-July 3.
- United Nations Scientific Committee on the Effects of Atomic Radiation: Geneva, February 14.
- United Nations Special Committee Meeting on Principles of International Law: Mexico City, August 27-October 2.
- United Nations Special Fund, Governing Council: New York, January 13-20; The Hague, June 15-22.
- United Nations Technical Assistance Committee: Vienna, June 22-July 4; New York, November 25-27.
- Universal Postal Union, 15th congress: Vienna, May 29-July 10.
- Working Group on the Examination of Administrative and Budgetary Procedures of the United Nations (Working Group of 21): New York, September 9-onwards.
- World Health Organization, Conference on the Study of Uniformity in Air Pollution Measurements: Geneva, September 8-October 10.
- World Health Organization, Experts Committee on Health Statistics: Geneva, October 27-November 2.
- World Health Organization, Meeting of Directors: Geneva, July 2-27.
- World Meteorological Organization, Commission for Hydro-meteorology: Warsaw, October.

B. OTHER CONFERENCES

- Aerospace Medical Association Conference: Miami, May 10-14.
- American College of Chest Physicians Association Meetings: San Francisco, June 18-22.
- American Food Technologists Conference: Washington, May 24-25.
- American Nurses Association: Atlantic City, June 15-19.
- American Society of Microbiology Conference: Washington, May 3-7.
- Atlantic Policy Advisory Group: Ditchley, England, March 10-13.
- Atlantic Policy Advisory Group: Frascati, Italy, October 1-4.
- British American Parliamentary Congressional Conference: Hamilton, Ontario, February 9-16.
- British Commonwealth Scientific Committee: New Zealand, November 15-December 3.
- Canada-Japan Ministerial Meeting: Tokyo, September 4-5.
- Canada-United States Interparliamentary Group: Washington, January 14-19.
- Canada-United States Ministerial Committee on Joint Defence: Washington, June 25.
- Colombo Plan Consultative Committee meeting: London, November 7-21.
- Commonwealth Advisory Aeronautical Research Council, 8th meeting: New Delhi, November-December.
- Commonwealth Economic Consultative Council, ministerial meeting: Kuala Lumpur, September 2-3.

- Commonwealth Education Conference, third conference: Ottawa, August 21-September 4.
- Commonwealth Educational Liaison Committee: London, October 15.
- Commonwealth Parliamentary Association Conference: Kingston, Ontario November 1-22.
- Commonwealth Prime Ministers' Conference: London, July 8-15.
- Conference on Civil Engineering Problems Overseas: London, June.
- Conference of the International Union of Family Organizations: Munich July 19-26.
- Co-ordination of Information Facilities by Technological Sectors (Ceramics) Paris, June 11-12.
- Economic Co-operation and Development Fatigue Committee: Paris, March 19-20.
- Eighteen-Nation Disarmament Committee Conference: Geneva, January 21-September 17.
- European Radio Frequency Agency: Kleinhenbach, May 22 (for approximately one week).
- Fifth Inter-American Indian Conference: Quito, October 19-25.
- Fifth International Conference for Animal Reproduction and Artificial Insemination: Trento, Italy, September 6-13.
- First Meeting of the Governors of the Central Banks of the American Continent: Guatemala, April.
- Fourth Conference on Latin American Steel Making: Mexico City, June 19-24.
- GATT, 21st session: Geneva, February 23-March 21; Tariff and Trade negotiations ("Kennedy round"): Geneva, May 4 (for approximately one year).
- Great Lakes Fishery Commission: Ann Arbor, June 19.
- Institute of Food Technology, national meeting: Washington, May 24-28.
- Inter-American Statistical Institute meeting: Panama, September 2-15.
- Inter-Governmental Committee for the Northwest Atlantic Fisheries: Hamburg, May 25-30.
- Inter-Governmental Oceanographic Commission: Paris, June 10-19.
- International Association of Personnel in Employment Security, 51st annual convention: San Francisco, June 28-July 3.
- International Association of Chiefs of Police conference: Louisville, October 24-29.
- International Astronomical Union, 12th general assembly: Hamburg, August 24-September 3.
- International Botanical Congress: Edinburgh, August 3-13.
- International Commission of the North Atlantic Fisheries, Environmental Symposium: Rome, January 27-February 2.
- International Commission for North Pacific Fisheries: Tokyo, November 3.
- International Commission for the Northwest Atlantic Fisheries: Rome, January 27-February 2; Hamburg, June 1-6; Copenhagen, September 25-26.
- International Conference on Applications of Cobalt: Brussels, June 8-11.
- International Conference on Public Personnel Administration: Los Angeles, October 4-8.
- International Conference of Social Work, 12th session: Athens, September 20-25.
- International Conference of Water Pollution Research, 2nd session: Tokyo, August 24-28.

- International Congress of Applied Psychology, 15th session: Yugoslavia, August 6-7.
- International Congress on Archives: Brussels, September 1-5.
- International Congress on Fouling and Marine Corrosion: Cannes, June 5-28.
- International Congress of Parasitology, 1st session: Rome, September 21-26.
- International Congress on Pasturage, 9th session: Sao Paulo, December 30.
- International Congress of Photogrammetry, 10th session: Lisbon, September 7-19.
- International Congress on the Scientific Study of Mental Retardation: Copenhagen, August 7-14.
- International Criminal Police Organization, general assembly: Caracas, September 30-October 7.
- International Electrotechnical Commission meeting: Aix-les-Bains, May 13-17.
- International Galvanizing Conference: Paris, June 14-19.
- International Geographical Congress: London, July 21-28.
- International Geological Congress: New Delhi, December 14-22.
- International Harbour Conference: Antwerp, June 22-27.
- International Hydrological Decade, preparatory meeting: Paris, April 7-17.
- International Law Association: Tokyo, August 16-22.
- International Lead and Zinc Study Group: Madrid, October 21-30.
- International Oceanography Commission, International Indian Expedition: Paris, January 22-24.
- International Radiation Symposium: Leningrad, April 5-17.
- International Symposium on Combustion: Cambridge, August 17-21.
- International Union of Geodesy and Geophysics, Symposium on Atmospheric Radiation: Leningrad, August 5-12.
- International Upper Mantle Committee meeting: Moscow, May 11-19.
- Interparliamentary Union Conference: Copenhagen, August 20-28.
- Interpol, 33rd general assembly session: Caracas, September 30-October 7.
- Joint Conference on Dental Health: San Francisco, November 6-12.
- Meeting of the Parties to the International Convention for the High Seas Fisheries of the North Pacific Ocean: Ottawa, September 9-October 1.
- Mountain Pacific Regional Conference, International Association of Chiefs of Police: Port Angeles, June 1-3.
- Narcotic Drugs, Second International Seminar: Paris, November 16-28.
- National Fire Prevention Association, 68th annual meeting: Dallas, May 18-22.
- NATO Area Experts Meetings: Paris, March-April, October-November.
- NATO Foreign Ministers Meeting: The Hague, May 12-14.
- NATO Ministerial Meeting: Paris, December 15-17.
- North Atlantic Regional Conference, International Association of Chiefs of Police: Rye Beach, June 7-9.
- Overseas Road Research Meeting: London, June.
- Palaeomagnetism Procedures: Newcastle-on-Tyne, April 1-10.
- Pan-American Health Organization, meeting of the Directive Council: Mexico City, August 31-September 11.
- Pan-American Institute of Geography and History, Eighth meeting of Directing Council: Mexico City, June 10-20.
- Permanent Joint Board on Defence: Edwards Air Force Base, January 27-31; Fort Bliss, June 15-19; Quebec, September 14-18.

DEPARTMENT OF EXTERNAL AFFAIRS

- Plenipotentiary Conference to Establish Interim Arrangements for Global Commercial Communications Satellite System: Washington, July 20-21.
- Royal Society of Health, annual meeting: Torquay, May 2.
- Second Inter-American Meeting of Government Experts on Civil Aviation: Santiago, July.
- Territorial Sea and Fishing Zones of Canada (negotiations with France): Paris, July 19-23.
- Underwater Society of America Convention, 5th session: Mexico City, June 17-21.
- VELA Uniform Conference on Seismology: Orleans, October 6-8.
- World Petroleum Congress, Executive Committee of the Permanent Council: Mexico City, January 19-25.
- World Power Conference: Lausanne, September 13-18.

Appendix VII

INTERNATIONAL AGREEMENTS TO WHICH CANADA IS A PARTY:

DEVELOPMENTS DURING 1964

I. Bilateral Agreements

Czechoslovakia

Long-Term Wheat Agreement between Canada and the Czechoslovak Socialist Republic. Signed at Ottawa October 29, 1963. Entered into force provisionally October 29, 1963. Instruments of Ratification exchanged at Prague March 25, 1964. Entered into force definitively March 25, 1964.

Denmark

Exchange of Notes between the Government of Canada and the Government of Denmark providing for the continuation of the training programme in Canada for aircrew personnel of the Royal Danish Air Force. Ottawa, June 30, 1964. Entered into force June 30, 1964.

Exchange of Notes between the Government of Canada and the Government of Denmark providing for the mutual recognition of certificates of registry or other national documents denoting tonnage of merchant ships. Ottawa, October 15, 1964. Entered into force December 14, 1964.

Exchange of Notes between the Government of Canada and the Government of Denmark providing for the mutual recognition of certificates of registry or other national documents denoting tonnage of Merchant Ships. Signed at Ottawa, October 15, 1964. Entered into force December 14, 1964.

Supplementary Convention modifying the Agreement between the Government of Canada and the Government of the Kingdom of Denmark for the avoidance of double taxation and the prevention of fiscal evasion with respect to Taxes on Income signed at Ottawa on September 30, 1955. Signed at Ottawa, November 27, 1964.

Federal Republic of Germany

Exchange of Notes between the Government of Canada and the Government of the Federal Republic of Germany concerning the exchange of information relating to defence science (with a memorandum of understanding). Berlin, August 21 and 28, 1964. Entered into force September 28, 1964.

Hungary

Trade Agreement between Canada and the Hungarian People's Republic. Ottawa, June 11, 1964. Entered into force provisionally June 11, 1964.

Inter-American Development Bank

Agreement between the Government of Canada and the Inter-American Development Bank to provide for the administration by the Bank of certain funds to be made available by the Government of Canada for Economic,

Technical and Educational assistance to Latin American countries which are members of the Bank. Signed at New York, December 4, 1964. Entered into force December 4, 1964.

Japan

Convention between Canada and Japan for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income. Signed at Tokyo, September 5, 1964.

Exchange of Notes between the Government of Canada and the Government of Japan providing for the entry into Japan of Canadian citizens and the entry into Canada of Japanese nationals either without visas for limited periods or with visas for extended periods and for designated purposes. Tokyo, September 5, 1964. Entered into force September 20, 1964.

Mexico

Exchange of Notes between the Government of Canada and the Government of the United Mexican States to bring into force definitively the Air Agreement between the two countries signed at Mexico December 21, 1961. Ottawa, February 21, 1964. Entered into force February 21, 1964.

Norway

Exchange of Notes between the Government of Canada and the Government of Norway providing for the continuation of the training programme in Canada for aircrew personnel of the Royal Norwegian Air Force. Ottawa, June 30, 1964. Entered into force June 30, 1964.

Nigeria

Agreement between Canada and the Federal Republic of Nigeria regarding the terms and conditions of service of Canadian Armed Forces personnel on secondment to the Nigerian Armed Forces. Lagos, June 25, 1964. Entered into force June 25, 1964.

Peru

Exchange of Notes between the Government of Canada and the Government of Peru constituting an agreement permitting amateur radio stations of Canada and Peru to exchange messages or other communications from one to third parties. Lima, May 8, 1964. Entered into force May 8, 1964.

Spain

Agreement between Canada and Spain for co-operation in the Peaceful Uses of Atomic Energy. Signed at Ottawa, September 8, 1964.

Switzerland

Exchange of Notes between the Government of Canada and the Government of the Confederation of Switzerland to renew the Agreement to provide for co-operation in the peaceful uses of Atomic Energy, this renewal deemed to have been effective for a period of five years from July 31, 1963. Signed at Ottawa, November 26, 1964. Entered into force November 26, 1964.

United Kingdom of Great Britain and Northern Ireland

Exchange of Letters between the Government of Canada and the Government of the United Kingdom providing for the establishing of minimum prices for cereals imported into the United Kingdom from Canada. London, April 15, 1964. Entered into force April 15, 1964.

Exchange of Notes between the Government of Canada and the Government of the United Kingdom concerning the status of Canadian forces in Bermuda. London, September 11, 1964. Entered into force September 11, 1964.

United States of America

Exchange of Notes between the Government of Canada and the Government of the United States of America regarding sale of Canada's entitlement to downstream benefits under the Columbia River Treaty, signed at Washington, January 17, 1961. Washington, January 22, 1964. Entered into force January 22, 1964.

Exchange of Notes, with attached Protocol, between the Government of Canada and the Government of the United States of America concerning the Columbia River Treaty. Signed at Washington, January 17, 1961. Washington, January 22, 1964.

Agreement between Canada and the United States of America relating to the establishment of the Roosevelt Campobello International Park. Signed at Washington, January 22, 1964. Entered into force August 14, 1964.

Exchange of Notes between the Government of Canada and the Government of the United States of America terminating the Notes of December 28, 1962, for the establishment of a command and data acquisition station in Canada to serve an operational meteorological satellite system being established in the United States (Nimbus). Ottawa, February 4, 1964. Entered into force February 4, 1964.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning agreement for the winter maintenance of the Haines-Fairbanks Pipeline and for the associated winter use and maintenance of portions of the Haines Road. Ottawa, March 6, 1964. Entered into force March 6, 1964.

Exchange of Notes between the Government of Canada and the Government of the United States of America providing for the continuation in force, beyond April 1, 1964, of the agreement recorded in the Exchange of Notes of July 3 and 13, 1962, in relation to the Welland Canal. Ottawa, March 31, 1964. Entered into force March 31, 1964.

Exchange of Notes between the Government of Canada and the Government of the United States of America constituting an agreement on international satellites for ionospheric studies (with a Memorandum of Understanding) (ISIS). Ottawa, May 6, 1964. Entered into force May 6, 1964.

Exchange of Notes between the Government of Canada and the Government of the United States of America to amend the Agreement of September 7, 1961, relating to the Continental Air Defence System by cancelling the proposed gap-filler radar programme. Ottawa, May 6, 1964. Entered into force May 6, 1964.

Exchange of Notes between the Government of Canada and the Government of United States of America concerning the phasing-out of certain radar stations of the continental radar defence system within Canada. Washington, May 25, 1964. Entered into force May 25, 1964.

Exchange of Notes between the Government of Canada and the Government of the United States of America relating to the Agreement of March 9, 1959, concerning the tariff of tolls on the St. Lawrence Seaway. Ottawa, June 30, 1964. Entered into force June 30, 1964.

Exchange of Notes between the Government of Canada and the Government of the United States of America confirming the entry into force of the Protocol of January 22, 1964, to the Columbia River Treaty. Ottawa, September 16, 1964. Entered into force September 16, 1964.

Exchange of Notes between the Government of Canada and the Government of the United States of America authorizing the Canadian Entitlement Purchase Agreement provided for under the Columbia River Treaty. Ottawa, September 16, 1964. Entered into force September 16, 1964.

Exchange of Notes between the Government of Canada and the Government of the United States of America regarding the construction, operation and maintenance of a Loran C Station and a Monitor Control Station in Newfoundland. Ottawa, September 16, 1964. Entered into force September 16, 1964.

Exchange of Notes between the Government of Canada and the Government of the United States of America extending through the 1964-1965 winter season the provisions of the Agreement of March 6, 1964, for the winter use and maintenance of portions of the Haines Road in British Columbia and Yukon Territory. Ottawa, November 27, 1964. Entered into force November 27, 1964.

Treaty between Canada and the United States of America relating to co-operative development of the water resources of the Columbia River Basin. Signed at Washington, January 17, 1961. Instruments of Ratification exchanged at Ottawa, September 16, 1964. Entered into force September 16, 1964.

Venezuela

Exchange of Notes between the Government of Canada and the Government of Venezuela extending for a period of one year the Commercial Modus Vivendi of October 11, 1950. Caracas, October 13, 1964. Entered into force October 13, 1964.

2. Multilateral Agreements

Treaty Banning Nuclear Weapons Tests in the Atmosphere, in Outer Space and Under Water. Done at Moscow, August 5, 1963. Signed by Canada at London, Washington and Moscow, August 8, 1963. Canada's Instrument of Ratification deposited at London, Washington and Moscow, January 28, 1964. Entered into force for Canada, January 28, 1964.

Protocol to the International Convention for the Northwest Atlantic Fisheries. Done at Washington, July 15, 1963. Signed by Canada, July 15, 1963. Canada's Instrument of Ratification deposited January 23, 1964.

Indus Basin Development Fund (Supplemental) Agreement, 1964. Done at Washington, March 31, 1964. Signed by Canada, April 6, 1964. Entered into force April 6, 1964.

Protocol amending the Interim Convention on Conservation of North Pacific Fur Seals. Signed at Washington, October 8, 1963. Canadian Instrument of Ratification deposited November 12, 1963. Entered into force April 10, 1964.

Indonesian-Commonwealth War Graves Agreement. Signed by Canada, September 10, 1962. Entered into force April 19, 1964.

Agreement between the parties to the North Atlantic Treaty regarding atomic information. Done at Paris, June 18, 1964. Signed by Canada, June 30, 1964.

Agreement establishing Interim Arrangements for a global commercial communications satellite system. Washington, D.C., August 20, 1964. Signed by Canada, August 20, 1964. Entered into force August 20, 1964.

Amendments to the Charter of the United Nations, adopted by General Assembly Resolutions 1991 A and B (XVIII) of 17 December 1963. Done at New York, December 17, 1963. Canada's Instrument of Ratification deposited September 9, 1964.

Procès-verbal extending to December 31, 1966 the validity of the Declaration of November 18, 1960 on the provisional accession of the Government of Argentina to the GATT. Done at Geneva, October 30, 1964. Signed by Canada on November 25, 1964.

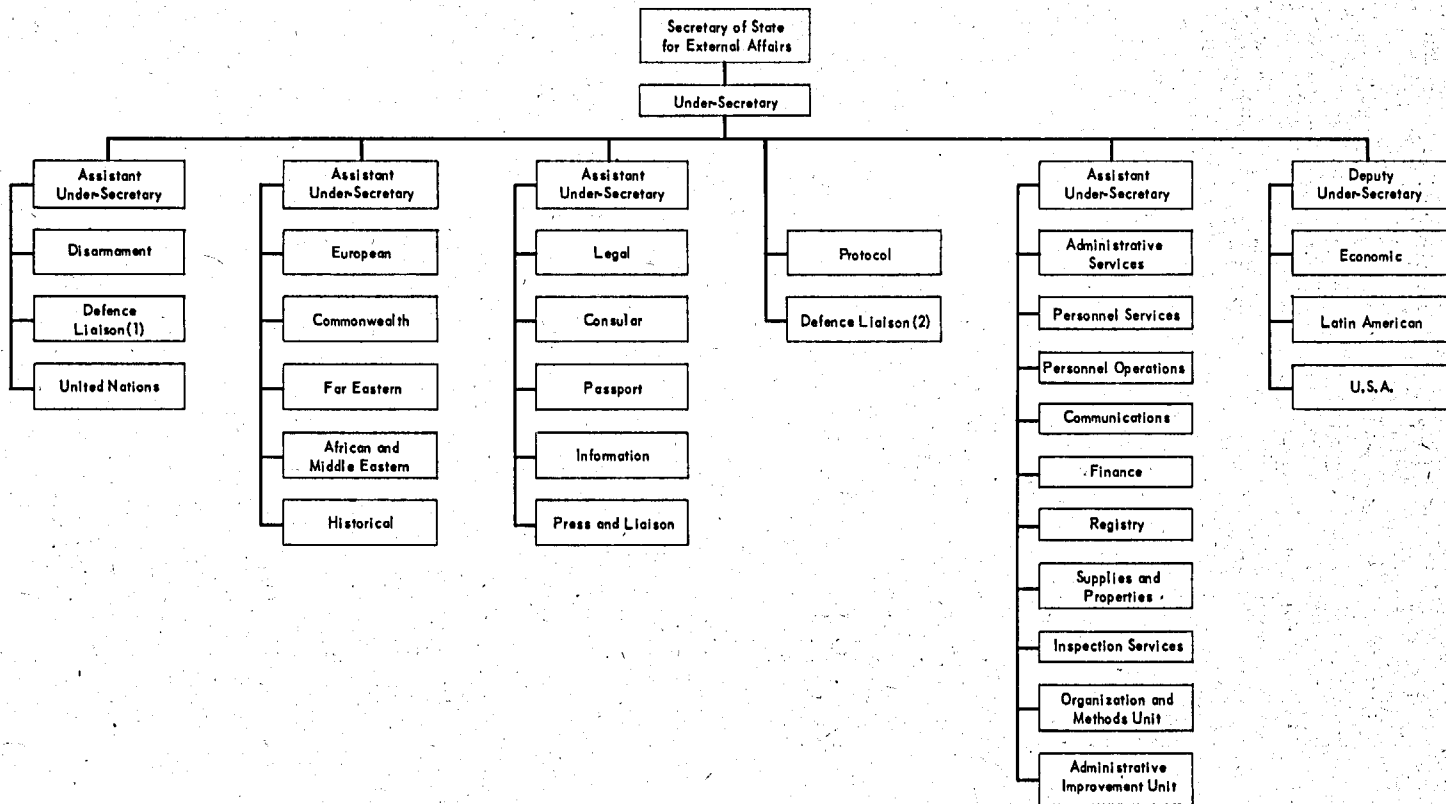
Procès-verbal extending to December 31, 1967 the validity of the Declaration of November 22, 1958 on the provisional accession of the Government of the Swiss Confederation to the GATT. Done at Geneva, October 30, 1964. Signed by Canada on November 25, 1964.

Procès-verbal extending to December 31, 1965 the validity of the Declaration of November 13, 1962 on the Provisional Accession of the Government of the United Arab Republic to the GATT. Done at Geneva, October 30, 1964. Signed by Canada on November 25, 1964.

International Labour Organization Convention No. 111 concerning discrimination in respect of employment and occupation adopted by the ILO at its forty-second session. Done at Geneva, June 25, 1958. Canada's Instrument of Ratification deposited November 26, 1964.

United Nations Single Convention on Narcotic Drugs, 1961. Done at New York, March 30, 1961. Signed by Canada, March 30, 1961. Canada's Instrument of Ratification deposited October 11, 1961. Entered into force December 13, 1964.

DEPARTMENT OF EXTERNAL AFFAIRS HEADQUARTERS ORGANIZATION, DECEMBER 31, 1964





CANADA

Report of the Department of

EXTERNAL

AFFAIRS

1965



CANADA

Report of the Department of

EXTERNAL

AFFAIRS

1965

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1966

Cat. No. E1-1965

THE HONOURABLE PAUL MARTIN, P.C., M.P.,
Secretary of State for External Affairs

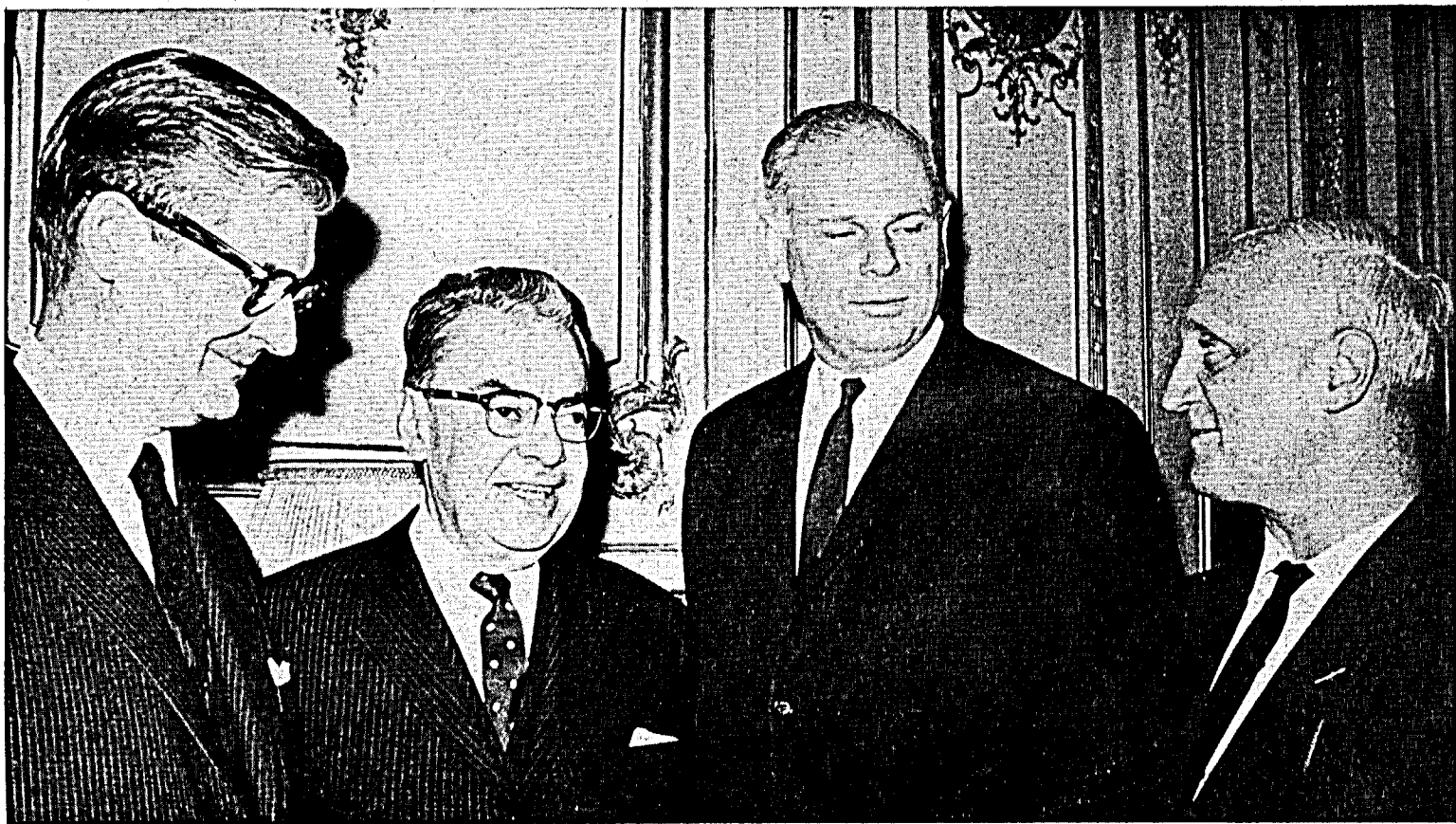
In accordance with the provisions of the Department of External Affairs Act, I have the honour to submit for presentation to Parliament the fifty-sixth annual report of the Department, covering its activities during the calendar year 1965.

The expanding role of the Department during the past year has made strenuous demands on its personnel, and I am happy to express my appreciation of the faithfulness and skill with which the members of the Department have carried out so diligently their manifold duties.



*Under-Secretary of State
for External Affairs*

Ottawa, January 3, 1966



The Secretary of State for External Affairs, the Honourable Paul Martin, at the annual NATO meeting, Paris, 1965. Left to right: Jules Léger, Canadian Ambassador to France; the Honourable Paul Martin; the Honourable Paul Kellyer, Canadian Minister of National Defence; Marcel Cadieux, Canadian Under-Secretary of State for External Affairs.

PREFACE

by the Secretary of State for External Affairs

In this Report of the Department of External Affairs for 1965, the reader will find concise notes on many aspects of Canada's external policies and on the leading topics of international affairs in the past 12 months. There is no need, therefore, in a preface, simply to summarize the events, decisions or activities described in the Report. What I should like to do is to comment on the significance of certain developments to which those interested in international affairs might pay particular attention. In so doing I shall, of course, be concerned very much with the role Canada has played in such developments.

It has been possible in some years to point to a single event or related series of events, usually at the level of great power interests, which dominated, strongly influenced or in some way represented or set the tone for international affairs in that period. The confrontation following upon the erection of the Berlin Wall in 1961, the Cuba crisis in 1962 and the Partial Nuclear Test Ban Treaty of 1963 were all major events of this type.

It is difficult, at least at present, to select any single comparable development for this year. The intensification of the conflict in Vietnam has, perhaps, been the source of the greatest continuing anxiety, but it is still difficult to predict its long-term consequences. The conflict between India and Pakistan and the unilateral declaration of independence in Rhodesia have also created wide concern. Diplomatic activity has centred to a very important extent on these three regional situations.

Before commenting on these particular problems, however, I should like to review relations between the major powers or blocs, which have remained more or less unchanged. Although the Soviet Union has made serious charges against the United States in connection with the Vietnam situation and has warned of the negative implications of United States policy there for the development or maintenance of good relations elsewhere, the relations between the two most powerful nations have continued to be characterized chiefly by restraint and a relative lack of tension. Communist China has obviously not abated its hostility towards the Soviet Union to any significant extent as a result of the changes in the Soviet Government in October 1964, and authorities in Moscow have now recognized this fact publicly. It is even more obvious that Communist China has not abated its hostility towards the United States and a great many other nations.

The nuclear stalemate between the United States and the Soviet Union and the remarkable development of the political, economic and military power of the European members of NATO which has taken place since the alliance was founded have created a situation in which there has been increasing emphasis by some of these members on the need for changes in the organization of the alliance.

Against this background, members have discussed among themselves various arrangements for the control and ownership of nuclear weapons. An *ad hoc* temporary committee of NATO defence ministers, in which ten

NATO countries, including Canada, are participating, has been established to explore questions relating to the alliance's nuclear arrangements. Throughout this period, Canada has emphasized the importance of preserving the unity, strength and stability of the alliance.

So far as the Afro-Asian group of nations is concerned, events have tended to emphasize a growing diversity of interest or viewpoint among them, although these nations continue to be united in their basic opposition to the vestigial forces of colonialism and in their insistence on an international economic order which will take greater account of the problems of the developing world.

Canadian policy in these particular areas has, of course, been determined in the light of some of the conditions noted above. It has been possible, as the relevant section of this Report points out, to develop greater trade and exchanges and contacts of various types with the Soviet Union and other nations in Eastern Europe. Canada has continued its attempts to increase its contacts with Communist China in trade and other non-diplomatic fields. In November, however, we found ourselves obliged to oppose admission of that nation to the United Nations on the conditions it had itself set. While we should have welcomed the opportunity to see Communist China take a seat in the organization, we decided that those conditions were unacceptable.

As I have suggested above, the most striking political events of 1965, involving sudden crises or important changes in the elements of a situation and in most cases demanding international action, were rather in areas where, in spite of great power involvement, local conflicts or tensions did not immediately alter great power relations and were not capable of being easily dealt with by great powers. The situations in Kashmir, Vietnam, Rhodesia and the Dominican Republic had roots deep in the particular history of the areas concerned. The nations most immediately interested and, where possible, the general membership of the United Nations or of a regional or other association have a heavy responsibility for trying to ensure limitation and eventual solution of these potential or active conflicts. These situations present varying degrees of potential danger to world peace.

The crises mentioned above were all of concern to Canada and required specific action in several instances. We urged upon India and Pakistan, from the standpoint of close friendship within the Commonwealth, the necessity of ending the fighting which began in August, and our Prime Minister offered his services to that end. We gave full support to United Nations action and contributed personnel and logistical support to the extension of United Nations peace keeping in that area. In the Rhodesian crisis, we have worked closely with Britain and with many other nations by taking economic and other measures which will, we hope, exert the maximum pressure on the Smith Government with the least risk of sheer chaos and bloodshed in the region.

With regard to the Vietnam conflict, we have taken the stand that an exclusively military solution is neither practicable nor desirable, and we are continuing to do what we can to see whether there are any promising openings for a negotiated settlement of this unhappy situation. On the basis of Canada's experience as a member of the International Control Commission over the past 11 years, the Canadian Government has also put before the Canadian Parliament and people the facts of the situation as we see them.

In some of the major subjects of debate and negotiation within the United Nations, such as peace keeping and disarmament, we might also

strike a balance between developments favouring and those casting a shadow on prospects for more peaceful and secure conditions in the world. There was no breakthrough to agreement on measures leading to general disarmament or on new collateral measures similar to the Partial Nuclear Test Ban Treaty of 1963, but neither was there any general breakdown into recriminations ending serious debate. On the contrary, the extent and intensity of discussions and the large majorities for the disarmament resolutions at the General Assembly reflected the very broad support of peoples and governments in this area. Some progress has been achieved in 1965 towards establishing nuclear-free zones in Latin America and Africa. Particularly when added to previous or parallel developments with respect to Antarctica, to the control of the peaceful uses of nuclear energy and to activities in outer space, these latest steps suggest that there could be a gradual development over a period of years towards comprehensive controls over nuclear and other armaments.

In the field of peace keeping, a consensus was achieved before the commencement of the twentieth session of the General Assembly that nations refusing to pay peace-keeping costs because of objections to the relevant operations would not be deprived of their votes. The basic disagreement over the relation between the Security Council and the General Assembly in the field of actions to keep the peace was not much nearer settlement by the end of the year, nor was the conception of collective responsibility for peace-keeping actions authorized by the Assembly any closer to general acceptance. These were debates over principles, however. We can welcome the fact that, in practice, the necessity of immediate action by the Security Council in the conflict between India and Pakistan was not a subject of dispute and that the Council had little difficulty in agreeing to renew the mandate of the United Nations Force in Cyprus.

In disarmament and peace-keeping discussions, Canada continued to play a very active role, in the many ways apparent in this Report. In addressing the financial and organizational implications of peace-keeping responsibilities and in continuing to make substantial contributions towards specific operations in Cyprus, the Middle East and the areas of tension between India and Pakistan, Canada went beyond debate over general principles to take such practical measures to help preserve peace as lay within its power.

I have suggested that a relatively static situation, so far as great power relations are concerned, does not preclude political developments of some significance. It can be said more emphatically that international progress in the economic and social field is not immediately dependent on the general course of political affairs, although political and ideological beliefs, interests and conflicts obviously determine certain basic operating conditions and, in specific areas of crisis, may interrupt or partially nullify that progress.

We have completed what was designated as International Co-operation Year and we are half-way through the International Development Decade. It is conceivable that, a few years from now, we may consider that the political crises of a given year, which loomed large at the time, were of less significance than the decisions taken and the work accomplished in economic co-operation. The scope of that co-operation, involving individual governments, groups of governments and international agencies in industrial and agricultural development, educational and technical assistance and trade, is such that even the detailed sections of this Report cannot comprehend it fully. There are now so many tributaries flowing

quietly past or around political obstacles that the main stream of such co-operation may in time transform the international landscape as we have known it.

Some specific examples of this trend are to be found in the activities of the United Nations Conference on Trade and Development, in the plans for a consolidated United Nations Aid Programme, in the re-examination by the Economic and Social Council of its role and in the details of Canadian aid programmes. In continuing to increase allocations for our programmes, to diversify the operations under those programmes and to expand their regional scope, we are continuing to play an important role in action by developed countries to assist developing countries.

Finally, I should like to stress the importance of some achievements in 1965 of particular interest to Canada, which could be overlooked in general reviews of international developments. In 1965 we have seen the Commonwealth confronted with the serious challenges involved in the India-Pakistan and Rhodesian situations. But it has also been the year in which a Commonwealth Secretariat has been established with a Canadian as Secretary-General, and progress has been made in developing closer relations with Commonwealth countries in the Caribbean. We strengthened our traditional relations with France by means of a general cultural agreement and other projects for co-operation. A significant and mutually beneficial development in our close relations with the United States has been the Canada-United States Automotive Agreement. These are a few examples worth noting of progress in long-standing associations which are of fundamental importance in Canadian external policy.

In reviewing the wide range of activities dealt with in this Annual Report, I might point out that some Canadians, either in a spirit of apprehension or of criticism, ask whether we have an independent foreign policy. The Canadian Government knows, as does any sovereign government willing to recognize realities, in how many ways it is dependent on external conditions and the actions of others. Canada has, however, freely chosen varied responsibilities and associations and has adhered to the particular lines of policy considered wise; the combination of those responsibilities, associations and convictions with the distinctive traits of our national heritage is obviously unique and not duplicated by other nations. Our decisions arise out of these determining factors and are not mere copies of decisions made by any one other nation or by groups of nations. In the Preface to the 1964 Annual Report, I described our role as a middle power, and I believe that the events of 1965 have continued to demonstrate that Canada pursues policies which serve its own interests and the interests of the world community.

This Report covers subjects of concern to many agencies of the Government. As the Minister responsible for external affairs, I should like to pay tribute to the spirit of co-operation in which so many branches of government have joined to give effective expression to the national interest in world affairs. I should like to express my personal appreciation to the members of the Department of External Affairs for their untiring work at home and abroad in service to Canada.

Paul Martin
Secretary of State
for External Affairs

Ottawa, January 3, 1966.

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I

INTRODUCTION

Established in 1909 by an Act of Parliament, the Canadian Department of External Affairs was placed directly under the Prime Minister by an Amending Act of 1912. It was not until March 1946, 34 years later, that the Prime Minister relinquished this additional portfolio and Mr. Louis St. Laurent became the first full-time Secretary of State for External Affairs.

As Canadian autonomy in international affairs increased, direct administration of Canada's external affairs, rather than their administration by British diplomatic and consular authorities, became desirable. In 1921, the Office of High Commissioner in London was taken over, and, in 1925, a Permanent Canadian Representative was appointed to Geneva. By an agreement reached at the Imperial Conference in 1926, the Governor General became the representative of the Sovereign in Canada, and correspondence from foreign governments and the Dominions Office in London was addressed to the Secretary of State for External Affairs, rather than to the Governor General. The first Canadian legation was opened in Washington in 1927, and in 1928 the former Commissioner-General in Paris was created Minister to France. In 1929, a legation was opened in Tokyo.

During the last quarter-century, Canada's representation abroad, given added impetus by participation in two world wars, has continued to expand from these early beginnings, until today Canada conducts its external relations with some 104 countries and international organizations and is represented at some 120 consular and diplomatic posts abroad. Of these 75 are embassies, 17 are offices of high commissioners, 18 are consulates and consulates general, and 8 are permanent missions to international organizations. In addition, Canada maintains a military and consular mission in Berlin and a commission in British Guiana. It also supports delegations to the International Supervisory Commissions in Vietnam, Laos, and Cambodia.

Expansion during the current year has included the appointment of non-resident ambassadors to Algeria, Hungary, Jordan, Kuwait, Syria and a non-resident High Commissioner for Malta. Embassies in Senegal (Dakar) and Ethiopia (Addis Ababa) have been announced for early 1966, with preparations for their opening well under way in late 1965.

The main responsibilities of the Department of External Affairs include:

- (a) the supervision of relations between Canada and other countries and of Canadian participation in international organizations; the protection of Canadian interests abroad;
- (b) the collation and weighing of information regarding developments likely to affect Canada's international relations;
- (c) correspondence with other governments and their representatives in Canada;

DEPARTMENT OF EXTERNAL AFFAIRS

- (d) the negotiation and conclusion of treaties and other international agreements;
- (e) the representation of Canada in foreign capitals and at international conferences.

At headquarters in Ottawa, the staff of the Department serving under the Secretary of State for External Affairs is headed by Mr. Marshall Cadieux as Under-Secretary. He is assisted by a Deputy Under-Secretary, four Assistant Under-Secretaries and the heads of 25 divisions¹, the latter answering to respective Assistant Under-Secretaries responsible for supervision of the work of various divisional groupings.

¹ See *Organization Chart*, Page 85.

II

INTERNATIONAL REPRESENTATION

A. United Nations

In 1965, the United Nations found the means to enable the General Assembly to resume its normal work through a consensus that the question of Article 19 (loss of vote in the General Assembly) should not be raised in the case of arrears owed to the United Nations in respect of the costs of the United Nations Emergency Force in the Middle East (UNEF) and the United Nations Operation in the Congo (ONUC). The twentieth session of the General Assembly, meeting from September 21 to December 21, completed action on a record agenda of 108 items, adopted more than 120 resolutions, and witnessed the visit of Pope Paul VI. Membership increased to 117 with the admission of The Gambia, the Maldives, and Singapore.

United Nations Financing

The financial problems of the United Nations remained unsolved in 1965, though there were indications of progress after the stalemate that had locked the nineteenth session was broken in September. The cause of the current financial crisis has been the refusal of certain countries, for political reasons, to pay their assessed share of the costs of major peace-keeping operations either in the Middle East or the Congo.¹

In company with Britain, the United States and the majority of members, Canada maintains that the General Assembly has residual authority in the peace-keeping field and is fully competent, therefore, to impose assessments on its member states for the costs of all duly authorized peace-keeping operations. In Canada's view, the 1962 advisory opinion of the International Court of Justice accepted by the General Assembly at its seventeenth session established conclusively that the UNEF and ONUC expenditures were "expenses of the Organization", which all members were obliged to pay or run the risk of the subsequent loss of vote under Article 19. Canada held that the penalty was mandatory.

As of January 1, 1964, the Communist states were in arrears in respect to their assessments for the preceding two full years. France came into the same category on January 1, 1965. In order to avoid a showdown at the nineteenth session, the General Assembly authorized the President, on February 18, 1965, to establish a Special Committee on Peace-keeping Operations to undertake "a comprehensive review of the whole question of peace-keeping operations in all their aspects, including ways of overcoming the present financial difficulties of the Organization". Canada was one of 33 states asked to sit on the Committee. The Assembly also approved without objection a resolution granting the Secretary-General blanket authority to make payments at levels not exceeding 1964 commitments. It also requested all member states to contribute towards 1965

¹ For further details on the financing question, see *Canada and the United Nations 1964*.

expenses of the UN at a level not less than 80 per cent of the total 1964 contributions. It then adjourned its session. Canada made advance contributions of \$551,000 towards 1965 UNEF costs and \$2,730,031 towards the regular budget, or the same amounts as in 1964.

In an effort to eliminate the accumulated deficit, Canada announced on June 21 an unconditional voluntary contribution of \$4 million in a concerted action with Britain, Denmark, Iceland, Norway and Sweden. On the same day, the Secretary of State for External Affairs stated the view of the Canadian Government that "we will not insist on the application of Article 19", without prejudice, of course, to its future application to defaulters to the regular budget, if this became necessary.

The Special Committee on Peace-keeping Operations was able to agree in late August that "the General Assembly will carry on its work normally in accordance with its rules of procedure", "the question of the applicability of Article 19 will not be raised with regard to UNEF and ONUC", and "the financial difficulties of the Organization should be solved through voluntary contributions by member states with the highly developed countries making substantial contributions". It was also agreed that the modalities for the continuance of the work of the Special Committee would be decided upon at the twentieth session.

When the twentieth session of the General Assembly convened on September 21, the Secretary-General reported that some \$20 million had been contributed or pledged voluntarily by member states, leaving some \$80 million that would still be required to overcome the Organization's financial difficulties. Canada therefore sought at the twentieth session to obtain support for a resolution that would call once again on member states to pledge voluntary contributions to make up the deficit and would also extend the mandate of the Committee of 33 in order to give it more time to complete its work. A resolution of this kind was adopted virtually unanimously.

Nevertheless, as the session ended in December 1965, the financial crisis remained acute. Nor was there any agreement about the fundamental issues of principle related to the authorization, control and financing of peace-keeping operations. What had been gained was time to tackle these issues and make up the deficit without the threat of Article 19 disrupting the prospects for agreement. In addition, the Assembly was able to agree, on the initiative of France, to establish a committee of experts to make a thorough investigation of the finances of the United Nations and of the Specialized Agencies. It is to be hoped that this committee, to which Canada was appointed, will help to clarify the uncertainties surrounding the financing of United Nations activities and thus encourage a greater willingness by member states to pay their fair share.

Peace Keeping

During the year, a new United Nations military observer group, the United Nations India-Pakistan Observation Mission (UNIPOM), was formed under a Canadian commanding officer and the United Nations Military Observer Group in India-Pakistan (UNMOGIP) was expanded. The United Nations Emergency Force in the Middle East (UNEF), the United Nations Truce Supervision Organization (UNTSO) and the United Nations Force in Cyprus (UNFICYP) continued to operate in essentially the same form throughout 1965 as in 1964. Canada took part in all five of these operations. A United Nations presence, in the form of a special

representative of the Secretary-General, was also established in the Dominican Republic following the adoption in May 1965 of a Security Council resolution calling for a cease-fire between the contending factions in that country.

India-Pakistan

The United Nations Military Observer Group in India-Pakistan was formed with Canadian participation after the cease-fire between India and Pakistan in Kashmir, January 1, 1949, to observe, report and investigate violations of the cease-fire. To help stop the fighting which broke out between India and Pakistan in August 1965, the Security Council authorized the Secretary-General, among other things, to strengthen UNMOGIP and, at his request, Canada agreed to send ten additional officers to join the nine already with the Group. Canada also provided Major-General B. F. Macdonald, DSO, CD, to command the new UN India-Pakistan Observation Mission which was established to supervise the cease-fire and the withdrawal of forces on the border outside Kashmir, as well as 12 officers to act as observers. In addition, Canada, which had previously provided a *Caribou* aircraft, with a crew, for UNMOGIP, sent a senior air adviser and an air-transport unit with nearly 100 men and six aircraft to serve both UNMOGIP and UNIPOM.

Middle East

Canada continued to provide approximately 950 men, including an air-transport unit, for the UN Emergency Force in the Middle East. Established in 1956, this force has had the function of guarding and patrolling along the Israel-U.A.R. armistice demarcation line in the Gaza area and to the south along the international frontier in the Sinai Peninsula, and has continued to serve effectively as a stabilizing influence in maintaining peace in this area. Canada increased to 20 the number of its officers serving with the UN Truce Supervision Organization (UNTSO). This group was founded in 1948 to observe the armistice agreements between Israel and its neighbours and to investigate complaints of border violations.

Cyprus

At the end of 1965, Canada was contributing nearly 1,000 men, consisting principally of an infantry battalion and a reconnaissance squadron, to the UN Force in Cyprus (UNFICYP). The Force was created by the Security Council in 1964 to help prevent a recurrence of fighting in Cyprus and to contribute to the maintenance and restoration of law and order and a return to normal conditions on the island. Although it proved possible to reduce the size of the Force slightly during the year, there was, unfortunately, little progress towards an agreed settlement of the problems confronting Cyprus.

In the field of peace keeping, the Department of External Affairs assisted in the formulation of Canadian policy and provided liaison between the Department of National Defence and the United Nations in dealing with both detailed operational problems and general questions. Because of the implications for NATO, the Commonwealth and the peace of the Eastern Mediterranean, the Department continued to be particularly concerned with the problems of Cyprus. As a contributor to UNFICYP, Canada refrained from advocating a particular solution but did urge the

necessity for negotiations between the parties. The Canadian High Commissioner to Cyprus became permanently resident in Nicosia, and continued to have a heavy burden of reporting and conducting business with the UN and local authorities in Cyprus.

United Nations Institute for Training and Research

The United Nations Institute for Training and Research (UNITAR) was approved at the eighteenth session of the United Nations General Assembly and officially established in March 1965. Its 16-member Board of Trustees, appointed on a broad geographic basis, includes Mr. Claude Ryan of *Le Devoir*, Montreal.

The objective of UNITAR is threefold:

- (a) basic training for personnel destined for service in the secretariats of international organizations or national administrations;
- (b) advanced training for international and national civil servants holding responsible positions in the field of economic development;
- (c) research into the operations and special problems of the United Nations and its affiliated agencies.

The initial work programme and approach to the Institute were formulated at the two sessions of the Board of Trustees held in 1965. The training and the research undertaken by the Institute are to be closely linked. While the initial emphasis will be on the economic and social problems of the developing countries, the Institute will study the political aspects of United Nations operations as well, notably peace keeping. The Board agreed that the Institute should maintain a marked degree of academic independence and develop links with non-UN research groups.

The Institute is an autonomous body within the United Nations, whose sole financial support is voluntary contributions from governments and private sources. Canada has pledged \$60,000 for each of the initial five years of the Institute's operation. As of December 1965, voluntary contributions totalling nearly \$4 million had been made by 65 governments and several foundations. The Institute's budget for 1966 is \$1 million. As resources become available, this will increase within a short time to \$2 million a year and to a final annual target of \$4 million.

International Co-operation Year

In 1963, the General Assembly adopted a resolution, co-sponsored by Canada, which designated 1965, the twentieth anniversary of the United Nations, as International Co-operation Year (ICY). The purpose of the resolution was to draw the attention of mankind to the much-neglected truth that the foundation of peace and progress in the world is international co-operation. Canada, which provided the rapporteur of the United Nations Committee on ICY and later its Chairman, has played a leading role in realizing the goals of the Assembly resolution. Domestically, the Government encouraged and helped to finance an effective non-governmental organization which publicized, advised on and assisted in the co-ordination of over 100 non-governmental Canadian programmes and projects in the field of international co-operation, including education, travel exchange, medical and food aid, town-twinning, and a variety of others.

Partly as a result of the success of ICY in Canada, the Centennial Commission has agreed to support the formation of the International Co-operation Agency for the Centennial of Confederation as the successor organization to ICY (Canada), to promote and co-ordinate contributions of private organizations throughout Canada to developing nations during 1967.

Economic and Social Council

Early in 1965, Canada was elected to its fourth three-year term on the 18-member Economic and Social Council by the nineteenth session of the General Assembly. In the course of the year, the Council met five times—twice in March (the resumed thirty-seventh and thirty-eighth sessions), in July (thirty-ninth session) and again in November and December (two resumed thirty-ninth sessions). In the course of its deliberations, Akira Matsui of Japan was elected as President for 1965 and nine additional non-voting members were elected to the sessional Economic, Social and Co-ordination Committees, which dealt with the detailed substance of the Council's work at its major session in July. The election of non-voting sessional members was a procedure adopted for the second year running to meet the need for a more representative membership, pending the ratification in September 1965 of Charter amendments to expand the full Council to 27. The Council reviewed the reports of all the Specialized Agencies of the United Nations system, as well as the economic and social activities of the United Nations itself and elected members to a variety of specialized commissions, committees and councils in the economic and social field. Canada was elected to the Statistical Commission, the Governing Council of the Special Fund (subsequently the United Nations Development Programme) and the Special Committee on Co-ordination.

An important aspect of the Council's work in 1965 arose from its decision at the resumed thirty-seventh session to begin an exhaustive review and reappraisal of its own role and functions within the United Nations framework. In the two post-war decades, the economic, social and human rights activities of the United Nations system have grown in range and volume in response to the needs of a rapidly changing membership. The efficient direction of this complex programme, which has become the responsibility of the Economic and Social Council, gave rise to the review and reappraisal which will continue in 1966.

As an interim measure, the thirty-ninth session decided to improve the management capacity of the Council by revising the composition and the terms of reference of the Special Committee on Co-ordination and directing that henceforth it meet with the Administrative Committee on Co-ordination (which brings together the heads of the Specialized Agencies) so that all the programmes of the United Nations system can be properly co-ordinated. A related resolution called upon the Specialized Agencies to produce budgets which could be more easily compared or even standardized, and supported efforts to produce a programme budget for the United Nations itself. These new management responsibilities required some administrative changes in the operation of ECOSOC itself and the Council called for an overhaul of the practices relating to the production and distribution of working documents (which exceeded 7,000 pages for the thirty-ninth session alone). A possible revision in the Council's meeting schedule proposed by Canada is currently being studied by member states.

In the economic development field, the Council took stock of progress at the mid-point of the Development Decade, heard the Secretary-General

point out that the growth-rate in developing countries and assistance to them from the developed countries had not increased significantly, and gave unanimous approval to a resolution calling for increased aid and greater forward planning. The Council agreed to the organization of industrial symposia designed to help countries benefit from the experience of others, recommended that more technical assistance funds should be devoted to industrial projects in developing countries, and asked the Secretary-General to suggest ways in which additional financing on a voluntary basis could be used for industrialization within the framework of the United Nations Development Programme.

The thirty-ninth session of the Council commended the Advisory Committee on the Application of Science and Technology to Development (ACAST) for identifying those areas in which scientific and technological advance should be adapted to the needs of developing countries and suggested a programme of co-ordinated priority action. The Council also established on a permanent footing the World Food Programme, which had been launched, on a Canadian initiative, on an experimental basis in 1962. It recommended to the General Assembly a target for 1966-68 of \$275 million, with not less than 33 per cent in cash and services. By unanimous agreement, the Council also authorized United Nations authorities to provide assistance to developing countries (at the latter's express request) in the field of population development.

Human Rights and Social Questions

Through its election to the Economic and Social Council in 1965 and its membership in a number of subsidiary or related bodies, Canada continued to support the United Nations during the year in its work in the human rights and social fields. It participated actively in the twenty-first session of the Commission on Human Rights held in Geneva in March and April 1965, where most of the discussion was devoted to a draft convention on religious intolerance. The Commission, with Canada's support, requested the Secretary-General to undertake a study of the question of "war criminals and crimes committed against humanity", and agreed to certain proposed activities for the International Year for Human Rights in 1968. Canada completed its three-year term on the Commission at the end of the year.

The high point of the United Nations human rights activities in 1965 was the adoption by the twenty-first session of the General Assembly of the Convention on the Elimination of All Forms of Racial Discrimination. The Convention requires states parties to report periodically to the Secretary-General on the steps that they have taken to give it effect, establishes a Conciliation Committee to deal with claims from a state party that another is not abiding by the terms of the Convention and, if the respective governments agree, allows organizations or individuals to complain to the Committee if they consider that they are victims of a violation of a Convention. The General Assembly also adopted a declaration concerning certain ideals which youth should be encouraged to pursue and a number of resolutions in the human rights field. Through lack of time it had to postpone to the twenty-first session further consideration of the Draft Covenants on Human Rights.

In the field of social development, Canada played a leading role in the activities and deliberations of the Narcotics and Statistical Commissions, the Building, Housing and Planning Committee, and the 13 Specialized Agencies. As a reflection of its interest in the United Nations Children's

Fund, Canada, apart from a three-year interval, has been a member of the Executive Board since the Fund's inception and contributed \$1 million to UNICEF in 1965. Canada continued to serve in 1965 as a member of the Executive Committee of the United Nations High Commissioner for Refugees.

Colonialism

During 1965, there was further discussion at the United Nations regarding the problem of *apartheid* in South Africa. A Committee of Experts established under a Security Council resolution of the previous year submitted its report early in 1965. It stated that the South African Government had refused to accept the Security Council's invitation to agree with the main conclusion of the Special Committee on Apartheid, namely, that "all the people of South Africa should be brought into consultation and thus be enabled to decide the future of their country at the national level".

The Special Committee on Apartheid submitted a second report to the Security Council in August 1965, which recommended that South Africa should not execute persons for offences arising from opposition to racialist policies. It also called for a complete military and oil embargo and the recall of all heads of diplomatic and consular missions in South Africa. No Security Council resolutions based on this report have been passed.

The Special Committee of Twenty-four continued its consideration of outstanding issues affecting South West Africa. It recommended that the General Assembly condemn the Government of South Africa for establishing and permitting *apartheid* in South West Africa. It further recommended that South West Africa be given independence at an early date.

The 24-member Committee also continued its efforts to persuade the Portuguese Government to accept the principle of self-determination for the people of its overseas territories. The 1965 report of the Special Committee of Twenty-four contained an unprecedented appeal to all the Specialized Agencies of the United Nations, such as the International Bank and Monetary Fund, to refrain from granting Portugal any financial, technical or economic assistance.

Disarmament

During 1965, Canada continued to participate actively in international discussions on disarmament. These activities were directly related to developments in the disarmament negotiations in the United Nations Disarmament Commission (UNDC), which is composed of all members of the United Nations, the Eighteen-Nation Disarmament Committee (ENDC), of which Canada is a member, and the twentieth session of the United Nations General Assembly.

As an integral part of the Department, the Disarmament Division is responsible to the Under-Secretary of State for External Affairs, and is also charged specifically with the duty of assisting the Adviser to the Government on Disarmament, Lieutenant-General E. L. M. Burns, in carrying out his responsibilities. General Burns normally leads the Canadian delegation to the ENDC in Geneva and, in the absence of the Secretary of State for External Affairs, represents Canada in disarmament discussions at the United Nations.

In Ottawa, the Division is responsible for the preparation of reports and recommendations relating to policy, the direction and co-ordination of research, and the preparation of public information material on disarmament. In pursuance of these functions, it co-operates closely with other

divisions in the Department, with the Canadian delegations to ENDC and the UN General Assembly, and with interested departments or agencies of the Canadian Government, including the Defence Research Board and the Directorate of Long-Range Planning in the Department of National Defence. Among the main fields of study are the following: specific measures relevant to general and complete disarmament; measures for verifying the implementation of a disarmament programme; measures for ensuring international security as disarmament proceeds (e.g. improved procedures for consideration and arbitration of conflicts between states and the establishment of peace-keeping forces); measures to ensure an effectively-verified cessation of all nuclear-weapons tests; measures to prevent the wider spread of nuclear weapons; and measures to reduce the risk of war by accident, miscalculation or failure of communications.

Session of the United Nations Disarmament Commission

For the first time in almost five years, the UNDC met in New York, from April 21 to June 16. Since the nineteenth session of the United Nations General Assembly had not been able to consider the item on disarmament, the session, under the chairmanship of Ambassador El-Kony of the United Arab Republic, provided a useful opportunity for members of the United Nations to express their views on the course to be followed in further disarmament negotiations.

The general debate reflected widespread recognition of the continuing value and importance of the ENDC as a forum for constructive and detailed negotiations, both on general and complete disarmament and on interim disarmament measures. The consensus was that the question of a comprehensive nuclear test-ban treaty and an agreement on the non-proliferation of nuclear weapons should be given priority. The Commission adopted two resolutions. The first, sponsored by Yugoslavia and other non-aligned countries and adopted by a large majority (89 in favour, none opposed, with 16 abstentions), called for the convening of a World Disarmament Conference to include all countries. In voting for the resolution, Canada expressed support in principle, while pointing out that careful preparation would be necessary, that continued recognition of the agreed principles recommended as a basis for disarmament negotiations by United Nations General Assembly Resolution 1722 (XVI) was most important, and that a continuation of detailed negotiations in the ENDC would not be incompatible with such a conference. The second resolution represented a non-aligned compromise between two Soviet draft resolutions calling for the conclusion of a convention on the prohibition of nuclear weapons and the withdrawal of foreign bases and personnel from the territory of other states, and a United States draft resolution calling for the early reconvening of the ENDC to resume negotiations on a comprehensive test-ban treaty, a non-proliferation agreement, an agreement to halt or restrict the production or use of fissionable materials for military purposes and a freeze on nuclear delivery vehicles. The non-aligned resolution, which was adopted by a majority of 83 in favour, including Canada, one opposed, with 18 members, including the Soviet bloc, abstaining, recommended the early reconvening of the ENDC, so as to enable priority consideration of a comprehensive test-ban treaty and a non-proliferation agreement. The resolution also made reference to the application of military savings to peaceful programmes.

The proceedings were encouraging in that they demonstrated a responsible interest in and an increased understanding of complex disarmament problems on the part of many countries, which were clearly disinclined to allow the session to be exploited for propaganda purposes.

Eighteen-Nation Disarmament Committee

On July 27, the ENDC resumed its sessions in Geneva which had been adjourned since September 17, 1964, and debate centred on the two partial measures for which special priority had been proposed in a resolution adopted by the UNDC in June—the development of a comprehensive test-ban treaty and steps to prevent further nuclear proliferation.

As regards a comprehensive test ban, during the session the Soviet Union expressed agreement with a U.A.R. proposal to extend the 1963 test-ban treaty to include all underground tests above the level which could be verified by national means of detection, proposed an interim moratorium on all tests below this level, but omitted any reference to exchange of scientific information recommended by the U.A.R. to facilitate agreement on verification techniques. The Western representatives continued to oppose an unverified moratorium as inadequate because it provided no assurance of compliance with the obligations undertaken. Western representatives pointed out that, after being observed for nearly three years, a similar moratorium had been unilaterally broken in 1961 when the U.S.S.R. staged the largest atmospheric test ever held up to that time.

The British delegation submitted information on the encouraging results from their improved seismic instrumentation and the application of array techniques which they had developed during recent years. The U.S. representative explained in some detail the proposed improved array installation, which it was hoped would be capable of identifying up to 80 per cent of underground events. A Swedish proposal to establish an international "detection club" pooling seismic information was welcomed by Western and non-aligned delegates and Canada expressed a willingness to participate in such arrangements aimed at facilitating agreement on the extension of the partial test-ban treaty.

One of the most important events was the tabling by the U.S.A. on August 17 of a draft treaty to prevent the further spread of nuclear weapons, supported by the British, Canadian and Italian delegations. In response to Soviet criticism of possible NATO nuclear-sharing arrangements, Western delegates urged that, if the U.S.S.R. was genuinely concerned with a solution to the non-dissemination problem, the most constructive action would be to join in efforts to work out an agreed treaty on the basis of the Western draft. Before the conference adjourned, the Italian Foreign Minister, Sr. Fanfani, tabled proposals for the non-nuclear powers to renounce the acquisition of nuclear weapons as an interim approach to a permanent solution to the non-proliferation problem. The conference adjourned on September 16 after agreeing to hold its next meeting as soon as possible after the conclusion of the disarmament debate in the twentieth United Nations General Assembly.

Disarmament at Twentieth UN Assembly

Resolutions were debated in the First Committee and adopted by the General Assembly in plenary session on five of the six disarmament items included in the original agenda. A resolution submitted on the convocation of a world conference to outlaw the use of nuclear weapons was with-

drawn by its sponsor. The three principal subjects considered were those to which special attention had been directed earlier by the UN Disarmament Commission: (a) non-proliferation, (b) the suspension of nuclear tests, and (c) the convening of a World Disarmament Conference.

On non-proliferation, the United States tabled a purely procedural resolution referring both the U.S. and Soviet draft treaties to the Eighteen-Nation Disarmament Committee for further consideration. This precipitated a Soviet resolution seeking to establish the principles contained in the Soviet draft treaty as guide-lines for further ENDC discussion of this question. In an attempt to find middle ground between the resolutions submitted by the U.S. and the U.S.S.R., the non-aligned members of ENDC tabled a compromise resolution calling on all states to exert further efforts for the early conclusion of a treaty and enumerating certain principles to serve as guide-lines for the continued negotiations. The non-aligned resolution was approved by 93 votes in favour (including Canada), and none opposed, with five abstentions.

On nuclear tests, the Committee debated a 35-power resolution urging the suspension of all nuclear weapon tests and requesting continued efforts by the ENDC to reach agreement on a comprehensive test-ban treaty taking into account "improved possibilities for international co-operation in the field of seismic detection". The Canadian representative expressed Canada's willingness to participate in international efforts to this end. This resolution was approved in Committee by 86 votes (including Canada), none opposed, with 13 abstentions (including the Communist bloc except Roumania). In plenary, the resolution was approved by 92 votes (including Canada), one opposed (Albania), and 14 abstentions.

Discussion of the proposed World Disarmament Conference centred on a 43-power resolution endorsing the proposal adopted at the Cairo conference of non-aligned countries in 1964 to convene a world conference to which all countries would be invited and urging that the necessary consultations be conducted with all countries for the purpose of establishing a widely representative preparatory committee to take the appropriate steps to convene a World Disarmament Conference not later than 1967. The Secretary of State for External Affairs expressed the hope that the People's Republic of China would be invited to participate and emphasized the need for careful and thorough preparation in order to ensure the success of the conference. In the view of the Canadian Government, the principles adopted by the General Assembly in 1962 to govern disarmament discussions should continue to operate at the World Disarmament Conference. After discussion, the 43-power resolution was adopted by 112 votes in favour (including Canada), none opposed, with one abstention.

The question of an African nuclear-free zone, which first gained prominence in 1961, was again debated at the twentieth session of the UN General Assembly. A draft resolution representing a synthesis of a wide range of African views was discussed in the First Committee and was passed almost unanimously. Directed mainly at the nuclear powers, the resolution reaffirmed the appeal to all states to respect Africa as a nuclear-free zone and to refrain from the use or threat of use of nuclear weapons and from testing, manufacturing, using or deploying nuclear weapons on the African continent. Moreover, the resolution urged the nuclear states not to disseminate nuclear weapons directly or indirectly in Africa, and expressed the hope that the Organization of African Unity would initiate studies and take the necessary measures to implement the denuclearization of Africa. This resolution was adopted in plenary by 105 votes (including Canada), to none opposed, with two abstentions.

A fifth resolution, based on the report of the ENDC, referred back to the Committee the question of achieving general and complete disarmament. During discussion of this item in committee, a draft resolution sponsored by Malta requiring the ENDC to study the question of publicizing arms transfers between states narrowly failed of adoption, mainly because insufficient time had been allowed for consideration by governments.

During the disarmament debates at the twentieth session, five resolutions, all sponsored by non-aligned countries, were passed. While the number of abstentions varied from item to item, in no instance except that of the Maltese resolution on publicizing arms transfers was the total of abstentions large, and the only negative vote was cast by Albania, on the resolution to suspend nuclear tests.



The Secretary of State for External Affairs, the Honourable Paul Martin, shakes hands with a junior officer of the reconnaissance squadron of the Royal Canadian Dragoons that is serving with the United Nations Peace-keeping Force in Cyprus. Looking on (centre) is the officer commanding the squadron, Major A. K. Casselman.

B. North Atlantic Treaty Organization

As a guarantee of Canadian security within the Western alliance and as a forum for consultation on international matters, the North Atlantic Treaty Organization is an international institution of cardinal importance to Canada. The day-to-day work occasioned by Canadian membership in

NATO is carried out mainly by the delegation of Canada to the North Atlantic Council in Paris, and in the Defence Liaison(1) Division of the Department of External Affairs, in co-operation with other government departments and agencies, especially the Department of National Defence. Broader policy implications of matters involving NATO engage the attention of the Department as a whole, and also, of course, of other departments.

Canadian policy has continued to be guided by the overriding need to preserve the strength and stability of the alliance. While recognizing the need to adapt NATO to changed and changing conditions, particularly so that the European countries can play a larger role in the political and military direction of NATO, Canada has reiterated during the year its view that there should be continuing emphasis on the transatlantic nature of the alliance.

At their annual spring meeting, held in London from May 11 to 13, the NATO foreign ministers directed the Council in permanent session to continue its study of the state of the alliance and the purposes and objectives commonly accepted by all members.

The same meeting of foreign ministers considered Greek-Turkish relations. The Secretary-General reported on the watching brief conferred on him by the meeting of foreign ministers at the Hague in May 1964. As the Canadian Secretary of State for External Affairs had just visited Cyprus, where he had conferred with Cypriot and UN leaders, he was able to give the ministers his personal impression of the situation on that island and of the indispensable peace-keeping role being performed by the UN Force. The occasion of the meeting provided an opportunity for contact between the Ministers of Foreign Affairs of Greece and Turkey. The ministerial meeting concluded that these discussions should continue in the hope that normal relations between these two member countries might be resumed, with consequent improvement in the situation in Cyprus.

At a meeting of NATO defence ministers held in Paris on May 31 and June 1, the ministers gave particular attention to studies being made by the Council in permanent session of the interrelated questions of strategy, force requirements and resources. Secretary McNamara of the United States proposed at the meeting that an *ad hoc* committee of defence ministers be set up to consider and to prepare recommendations of consultation arrangements relating to nuclear matters.

On September 20, the Honourable Paul Martin, Canadian Secretary of State for External Affairs, was appointed Honorary President of the North Atlantic Council, a position which rotates among the member countries from year to year.

Secretary McNamara's proposal mentioned above led to a decision by the Council to establish a Special Committee of Defence Ministers, which held its organizational meeting in Paris on November 27 to examine various aspects of NATO's nuclear arrangements. This first meeting established, and approved terms of reference for, three working groups to study, respectively nuclear planning, communications, and the nature of the information needed by member governments considering their courses of action in a crisis. The Special Committee agreed to meet again in March 1966.

The full yearly NATO meeting, with foreign, defence and some finance ministers attending, was held in Paris from December 14 to 16.

The foreign ministers gave a comprehensive review of the international situation. In view of the lessening of East-West tension in the NATO area, there was more discussion than in previous years of problems

facing members of the alliance in other parts of the world. Particular attention was devoted to developments in Vietnam and Rhodesia and the member nations undertook to remain in close consultation on these and other problems.

The defence ministers reviewed military problems and gave tentative approval to a new force-planning procedure, involving a five-year projection and intended to bring national defence plans more closely into line with the overall requirements of NATO, while considering the means available to member countries.

The Secretary-General reported on his watching brief on Greek-Turkish relations, which originally had been the responsibility of his predecessor. The ministers reaffirmed their desire to see Greece and Turkey conduct effective consultations in order to improve their bilateral relations and agreed to prolong the watching brief in the interests of the solidarity of the alliance. The meeting provided an opportunity to remind members of NATO of the continuing need for the United Nations Peace-keeping Force in Cyprus and, consequently, of the importance of ensuring that the funds necessary for its continuance were forthcoming. The Canadian delegation argued strongly along these lines.

C. The Commonwealth

In the immediate post-war years, when membership in the Commonwealth was described as one of the four pillars on which Canadian foreign policy rested, the statement meant something very different from similar recent statements. From the time of the Statute of Westminster in 1947, the Commonwealth consisted of a small, like-minded group of nations of predominantly European stock having a common allegiance to the Crown. The present membership of 22¹ embraces a diversity of races, languages, cultures, religions, stages of economic development, forms of political organization and international attitudes. The newly-independent nations of Asia and Africa appear to appreciate the value of an association which transcends the usual bases for groupings, i.e. regional, racial, linguistic or ideological affinity. However, with the increase in numbers, the character of the institution has been fundamentally altered and it has developed a meaningful role in the relations of the developed countries with the new nations.

For Canada, membership in the Commonwealth has entailed in recent years not only entering into relations with and opening diplomatic missions in newly-independent countries in Asia, Africa and the Caribbean but also an increase in the functions conducted within the Commonwealth framework. Canadian programmes for the provision of capital and technical assistance to the less-developed countries were begun within the Commonwealth. Canada's largest effort in the field of higher education is the Commonwealth Scholarship and Fellowship Plan. Further, Canada has military training missions in three Commonwealth countries (one of these

¹Commonwealth members are enumerated according to the year (if post-1931, noted in brackets) when membership was proclaimed: Britain; Canada; Australia; New Zealand; India (1947); Pakistan (1947); Ceylon (1948); Ghana (1957); Malaya (1957); Nigeria (1960); Cyprus (1961); Sierra Leone (1961); Tanganyika (1961); Jamaica (1962); Trinidad and Tobago (1962); Uganda (1962); Zanzibar (1963); Kenya (1963); Malawi (1964); Malta (1964); Zambia (1964); The Gambia (1965); Singapore (1965). Early in 1965, Tanganyika joined Zanzibar to form the United Republic of Tanzania. When Singapore, Sarawak and Sabah joined the Federation in September 1963, Malaya became Malaysia. In August 1965, Singapore was separated from Malaysia. This compilation may be incorrect due to the Rhodesian crisis. It was correct when printed.

missions was established during 1965) and provides training places in Canada for the armed forces of several others. However, the most important expression of the Commonwealth relation continues to be the periodic meetings of the heads of Commonwealth governments.

The thirteenth meeting of Commonwealth prime ministers since the war was held in London from June 17 to 25. The prime ministers and presidents found their numbers again increased since their meeting of the previous year and welcomed the Prime Ministers of Malta, Zambia and The Gambia to their discussions. Two major problems occupied much of their time. At the outset of the meeting, attention was concentrated on the situation in Vietnam, and it was agreed to establish a Commonwealth mission to make contact with the parties principally concerned and to explore with them whether sufficient common ground could be found to justify the holding of a peace conference. The other main question involved Rhodesia, a matter of special concern to the nine African members. All members reaffirmed their irrevocable opposition to an unilateral declaration of Rhodesian independence and their insistence on the principle of majority rule.

The prime ministers approved the recommendations drawn up by an immediately preceding meeting of officials regarding the establishment of the Commonwealth Secretariat and agreed to appoint as the first Secretary-General a senior Canadian diplomat, Mr. Arnold Smith. The prime ministers also approved recommendations for the establishment of the Commonwealth Foundation, designed to increase interchanges in professional fields.

During 1965, the Commonwealth was subjected to severe stresses and strains. Tensions between India and Pakistan erupted into hostilities in the Rann of Kutch in March-April and in Kashmir and the Punjab in August-September, with very large forces committed on both sides. The Prime Minister of Canada offered his services on September 4 to the President of Pakistan and the Prime Minister of India to assist them in accepting proposals for a cease-fire presented by the United Nations Secretary-General, but the offer was not accepted in the terms proposed.¹

Incidental to the India-Pakistan hostilities came the severance of relations between Pakistan and Malaysia. Strain also marked the relations between Malaysia and Singapore after the separation of the latter from Malaysia in August. But the greatest stress of all, the full effects of which on the Commonwealth cannot yet be foreseen, evolved from the Rhodesian crisis.²

As is customary, there were numerous meetings of Commonwealth groups and organizations during 1965, including the meeting of financial ministers held at Kingston, Jamaica, in September, and the meeting of the Commonwealth Parliamentary Association in Wellington, New Zealand, November-December. Of further note was the convening of the first Commonwealth Medical Conference in Edinburgh in October. Many Commonwealth leaders visited Canada in 1965, including the Prime Ministers of India and Trinidad and Tobago. The Prime Minister of Canada held discussions with the British Government while in London for the Commonwealth prime ministers' meeting, and, in December, paid official visits to Jamaica and to Trinidad and Tobago.

¹ The Canadian contribution to the United Nations arrangements for supervising a cease-fire, later accepted by India and Pakistan, is noted on Page 5, under "Peace-Keeping."

² The Canadian response to the Rhodesian unilateral declaration of independence is noted on Page 35, under "African and Middle Eastern Affairs."

D. External Aid

The Canadian Government gives economic aid to developing countries in numerous forms, which may conveniently be considered under the headings Bilateral Assistance, Multilateral Assistance, and Emergency Relief Assistance. (In addition, export credits, which Canada is providing in substantial amounts, often constitute a form of economic aid, but these are not dealt with in this Report.)

Bilateral Assistance

Canadian bilateral assistance is extended to the Colombo Plan countries of South and Southeast Asia, Commonwealth and French-speaking African states, Commonwealth countries in the Caribbean and countries in Latin America which are members of the Inter-American Development Bank. The External Aid Office, which is generally responsible, under the direction of the Secretary of State for External Affairs, for the operation of the Canadian bilateral aid programme, has also assumed certain responsibilities with respect to the Commonwealth Scholarship and Fellowship Plan, which involves tasks similar to those connected with aid programmes.

During the fiscal year 1965-1966, a variety of increases was made to Canada's development assistance programme. Appropriations for bilateral grants were maintained at \$48.5 million, the Food Aid Programme reached a level of \$20 million, and an additional \$50 million was provided for special development loans. The objectives of the special development loans are the same as those which have governed the Canadian programme of grants over the past 15 years. Loans extended under this programme generally have a 50-year maturity period and ten-year grace period, with a service charge of three-quarters of one per cent, and no interest. The loan programme has been directed toward countries eligible to receive bilateral grant assistance and has also permitted further Canadian contribution to economic progress in Latin America. The development-loan programme for Latin America is carried out in close co-operation with the Inter-American Development Bank, enabling Canada to benefit from the extensive experience of that institution. In September 1965, the agreement with the Bank was amended to bring the level of Canadian aid funds available for use in Latin America from \$10 million up to \$20 million.

In 1965, Canada continued to assist member countries of the Colombo Plan with the implementation of their educational and industrial development plans. In Pakistan, Canada is now participating in the construction of major transmission-lines, a hardboard plant, a thermal-power station, a land-use survey, and a refugee housing project, and at the end of the year reached agreement on participation in an atomic reactor project. In India, construction of the Kundah and Idikki and expansion of the Umtru hydro-electric schemes are being carried out with Canadian Colombo Plan assistance. Canada is also assisting in a geological survey, and the supply of cobalt-therapy units and other types of equipment. In Ceylon, construction of the Katunayake Airport is under way and Canada is also participating in the expansion of the Mutwal Refrigeration Plant. Projects in Malaysia include the supply of equipment for 53 vocational-training centres and a natural resources survey. Vietnam was supplied with Canadian wheat flour; books and paper went to Laos under Canadian Colombo Plan aid. Industrial commodities were again supplied to India

and Pakistan in 1965 to overcome existing foreign-exchange difficulties and to allow for the expansion of secondary industry dependent on these imports. Technical assistance continued to play an important role in the area, with more than 90 teachers and advisers serving abroad at September 30, 1965, and over 800 trainees from South and Southeast Asia studying in Canada. Of these, 13 teachers and advisers were serving in Cambodia, Laos and Vietnam, while 230 trainees in Canada were from these French-speaking Colombo Plan countries.

The second phase of the Special Commonwealth Africa Aid Programme (SCAAP) continued into 1965, and assistance was again made available at the higher levels achieved in the preceding year. The principal recipients of Canadian aid under SCAAP to date have been countries which have achieved independence. When the Canadian programme was first extended to include Commonwealth Africa, governments of the African states concerned made it known that one of their major priorities was in the educational sector. Accordingly, the bulk of Canadian assistance has been directed to development of educational facilities. This emphasis was continued in the 1965-66 programme. At September 30, over 200 teachers and university staff were in the field, while almost 400 trainees from Commonwealth Africa were in Canada. Construction of the trade-training centre in Ghana is under way, for which Canada is providing architectural services, prefabricated building materials, instruction equipment and furnishings, as well as the training of Ghanaian vocational teachers. The project is scheduled for completion early in 1966. Apart from assistance directly related to formal education, Canada had 7 advisers in the region on September 30, working in such fields as forestry, health, geology, television and transportation.

Canada's Aid Programme to French-Speaking Africa was initiated in 1961. A substantially higher level of assistance was made available in 1964 and was increased further in 1965. The original educational aspect of the programme through provision of teachers and training places was maintained and the programmes were broadened to allow for consideration of other forms of technical assistance and capital projects. School buildings and equipment have been provided, a series of Canadian educational films has been prepared for eight countries, and substantial quantities of paper have been made available for the production of textbooks and educational pamphlets. Feasibility studies have been carried out for bridge construction and hydro-electric installations; a quantity of equipment has been provided for road construction. Education still retains a high priority, and it is worth noting that the number of Canadian teachers serving in French-speaking Africa rose from 67 in 1964 to a total of 155 in September 1965. There are at present 41 trainees from the area studying in Canada.

Higher levels of assistance were again made available to Commonwealth countries and territories of the Caribbean area in 1965. Primary schools were turned over to local authorities upon completion, while development of fresh water resources and the improvement of airport landing facilities continued. New projects were also implemented under the special development loans, including the provision of lumber, equipment, bridge construction and a rural schools project. Technical assistance was markedly increased, as well, with 96 teachers and advisers in the area and 308 trainees from the region studying in Canada at September 30, 1965.

The first project to be agreed upon for special development loan financing in co-operation with the Inter-American Development Bank in Latin America is the improvement of the port of Acajutla in El Salvador. It is expected that the IDB will be recommending to Canada a number of additional projects for development loan financing.

The Commonwealth Scholarship and Fellowship Plan came into operation in the academic year 1960-61 when Canada received 101 scholars. In the first year of the Programme, 17 Canadian students were awarded scholarships to study in other Commonwealth countries. In 1965, 77 Canadian students will be studying abroad and some 222 scholars will be studying in Canada under the Plan in the current academic year.

Under its various educational assistance programmes, Canada has provided training for increasing numbers of students from the developing countries. It is expected that, during 1965, at least 2,000 students will have received training under the Canadian Government's bilateral aid programmes.

In order to overcome some of the difficulties involved in individual training, Canada has provided group programmes based on formal instruction, followed by shorter practical attachments. Group-training programmes have been arranged in specialty-steel manufacture, co-operatives, community development, labour leadership and public administration.

Multilateral Assistance

The larger contributions to multilateral assistance schemes implemented in 1964 were continued in 1965, and Canada gave its support to proposals for substantially increased targets for the UN-FAO World Food Programme, the UN Special Fund and the UN Expanded Programme of Technical Assistance. As expected, the level of annual contributions to the Indus Basin Development Fund rose to \$7 million in 1965. Canadian contributions to the assistance activities of the United Nations and its Specialized Agencies exceeded \$9 million, including an increase to the United Nations Children's Fund, to which the Canadian contribution was \$1 million. The renewed pledge to the International Development Association (IDA), an affiliate of the World Bank, is \$15 million. The new Asian Development Bank also received substantial Canadian support and co-operation. The delegation attending the founding meeting of the ADB indicated that Canada would consider subscribing up to \$25 million over the next five years toward the initial capital of the institution.

In addition to strong support of the United Nations in its multilateral assistance programmes, Canada works closely with other international institutions designed to co-ordinate the bilateral programmes of donor countries. Aid has become a joint international undertaking, in which virtually all of the industrialized countries of the West have adopted common objectives and a concerted, integrated approach to problems. Under the World Bank, for example, regular meetings are held of consortia and consultative groups for countries such as India, Pakistan, Nigeria and Tunisia, where members can make a common assessment of the development needs of individual countries and work together with the recipient countries in the most effective way to meet those needs. The Development Assistance Committee of the OECD is probably now the most important of the co-ordinating international forums, and its members, which include most Western European countries, the United States, Japan and Canada, account for about 98 per cent of the total flow of aid from the

free world. In the DAC, Canada's aid programmes, along with those of all other members, are subject to close scrutiny and review. Canada contributes to this pooling of experience, and benefits from it.

Emergency Relief Assistance

Canada's emergency relief assistance is administered by the External Aid Office in close co-operation with the Canadian Red Cross and with the advice of the Department of External Affairs. Operated on a bilateral basis, this scheme is designed to offer quick response to disasters abroad. During 1965, emergency help from the Canadian International Emergency Relief Fund was provided to the victims of five disasters, resulting from earthquakes in Chile and Greece, floods in Yugoslavia and Korea, and a cyclone and tidal wave in Pakistan.

E. Missions Abroad

As remote but integral units of the Department, Canada's diplomatic missions and consular offices abroad have increased in number from five to 120 in the last 35 years. During the year 1965, the following new missions were opened: Algeria (Yugoslavia), Hungary (Czechoslovakia), Jordan (Lebanon), Kuwait (Iran), Syria (Lebanon), Malta (Italy).¹ New posts have been announced for Dakar and Addis Ababa for early in 1966.

A review of the role of Canadian posts abroad may be of value to those who are unfamiliar with this phase of Departmental responsibility. In a Canadian embassy, the head of post is of ambassadorial rank and acts as the chief representative of Canada in the country to which he is assigned. In Commonwealth countries, the Canadian officer of equivalent status has the title of high commissioner. The normal tour of duty for any such posting varies in length according to conditions of hardship and health in the country concerned but, in the main, is likely to range from two to three and a half years. The duties of the head of post consist of direction of the work of the mission, familiarization with the political, social and economic milieu in which he is placed, and representation of Canada throughout the country or countries to which he is accredited. Accreditation to another country adjacent to his primary base, with or without a resident chargé d'affaires, is sometimes the added role of chief of mission in the Canadian foreign service. The heads of permanent delegations to international organizations, who are usually of ambassadorial rank, are supported by diplomatic and other staff, normally without consular duties. Most missions have on their enrolment various locally-hired employees. The head of mission is usually supported by one or more foreign service officers, who, in descending order of rank, may have the title of minister, minister-counsellor, counsellor, first, second or third secretary, while abroad. In many posts, one or more officers may be appointed by the Department of Trade and Commerce, and the staff of larger missions may include immigration, military, agricultural or scientific specialists appointed by the government departments concerned.

In summary, the responsibility of a Canadian mission abroad is:

- (a) to conduct discussions and negotiations on many matters affecting Canada and Canadians and improve relations with the government to which it is accredited;

¹ Names of countries in brackets indicate where representatives normally reside.

- (b) to keep the home government fully informed of political, economic and other developments of significance in the country in which it is located, especially when they have a bearing on the policies or actions of the Canadian Government;
- (c) to watch over Canada's interests in the country, to serve resident Canadians and to assist visitors from Canada;
- (d) to make available information about Canada and its participation in world affairs.

Through varied means of communication, the Department and its missions keep in continuous touch on all significant matters.

F. Protocol

The Protocol Division deals with all matters of diplomatic protocol, precedence, privileges and immunities, and maintains close contact with diplomatic missions established in Canada.

It makes arrangements for the presentation of credentials by newly-arrived heads of diplomatic missions and for the recognition of consular representatives appointed to Canada. It also prepares credentials for Canadian heads of mission and consular officers who are to serve abroad and for Canadian delegations to international conferences.

The Division keeps diplomatic missions informed of Canadian laws and regulations which have an effect on the operation of diplomatic missions and consular offices in Canada, and assists the missions in resolving problems arising from the application of such laws and regulations.

The directory *Diplomatic Corps*, which lists the members of the diplomatic missions in Ottawa, is published under the direction of the Division, as is *Canadian Representatives Abroad and Representatives of Other Countries in Canada*.

When the Diplomatic Corps is invited to attend an official function, such as the opening of Parliament or the arrival of a visiting head of state, the Division makes arrangements for the extension of appropriate courtesies to the members of the Corps. It also assists the Minister in arranging the functions he holds for heads of diplomatic missions and for visiting dignitaries.

The Chief of Protocol is chairman of the interdepartmental Government Hospitality Committee, and the Division's Visits Section is concerned with the arrangements for official visits to Canada of leaders and senior officials of other countries and of international organizations, and for the extension to them of government hospitality.

During 1965, the Government Hospitality Committee made or assisted in arrangements for 52 visits to Canada by eminent personages and groups from outside its borders.

In May, Their Imperial Majesties the Shahanshah of Iran and the Empress Farah Pahlavi paid a state visit to Canada, the cities included in their programme being Ottawa, Quebec, Montreal and Toronto.

A reception was arranged for Their Majesties King Baudouin and Queen Fabiola of Belgium during their stop-over in Montreal in October.

The Government Hospitality Committee assisted in the preparations for a visit which Her Majesty Queen Elizabeth the Queen Mother made in June to the Toronto Scottish Regiment, of which she is Colonel-in-Chief.

The Prime Minister of India, the late Shri Lal Bahadur Shastri, was an official guest in Ottawa and Montreal in June, with a trip to Niagara Falls also included in his itinerary. Dr. Eric Williams, Prime Minister of Trinidad and Tobago, visited Toronto, Fredericton and Ottawa in May.

In September Their Imperial Highnesses Prince and Princess Mikasa of Japan, accompanied by their daughter, Princess Yasuko, were unofficial guests in Montreal, Ottawa, Toronto and Vancouver.

In October, arrangements were made for General Kong Le, Commander of the Neutralist Forces in Laos, to visit Ottawa and four other cities in Quebec and Ontario.

In December, the Right Honourable Harold Wilson, Prime Minister of Britain, paid a brief visit to Ottawa and conferred with the Canadian Prime Minister.

Assistance was also given by the Hospitality Committee in connection with the visits of certain parliamentarians from other countries, including a tour of Canada made by the Groupe d'Amitié France-Canada of the French Senate and a visit to five Canadian cities by members of the French National Assembly. The Committee also aided the Canadian Parliament with some of its arrangements for the fifty-fourth annual conference of the Inter-Parliamentary Union, held in Ottawa in September.

The list of official visitors during 1965 also included: Mr. Shen Chang-Huan, Foreign Minister of the Republic of China; Mr. Abbas Aram, Foreign Minister of Iran (who accompanied His Imperial Majesty the Shahanshah of Iran); Mrs. Indira Gandhi, Minister of Information and Broadcasting of India; Mr. J. Tembo, Minister of Finance, Trade and Industry, and Mr. J. W. Msonthi, Minister of Transport, Communications and Education, of Malawi; Mr. A. K. E. Shaba, Minister of Housing of Tanzania; Mr. A. Z. B. Dipcherima, Minister of Transport of Nigeria; Mr. A. Cachia-Zammit, Minister of Labour and Social Welfare of Malta; Mr. C. J. Obwangor, Minister of Justice, Mr. Kalule Settala, Minister of Finance, and Dr. J. T. Luyimbazi-Zake, Minister of Education, from Uganda; Mr. A. N. R. Robinson, Minister of Finance, and Mrs. Isabel Teshea, Minister of Health and Housing, from Trinidad and Tobago; Mr. C. V. Narasimhan, Under-Secretary for General Assembly Affairs and Chef du Cabinet for U Thant, and the late Mr. Adlai Stevenson, Permanent Representative of the United States to the United Nations.

In the course of the year, 23 new heads of diplomatic missions were accredited to Canada. Four of these, representing the Malagasy Republic, the United Republic of Tanzania, Kuwait and Rwanda, were the first diplomatic representatives of their respective countries to be accredited to Canada. The other new heads of mission accredited in Ottawa during 1965 were those from Denmark, France, Niger, New Zealand, Mali, Luxembourg, Greece, Jamaica, Korea, Colombia, the United Arab Republic, Ceylon, Haiti, Argentina, Chile, Turkey, Yugoslavia, Iceland and Mexico.

III

ECONOMIC AFFAIRS

Through its Economic Division, the Department participates actively and continuously in the formulation and execution of Canada's international economic policies. This work is, of course, shared among a number of departments and agencies in Ottawa. The Department of External Affairs has the particular responsibility of ensuring that international economic policies are conducted in harmony with the more general foreign-policy considerations and objectives of the Government.

The scope and variety of Canadian participation in international economic affairs increase with each passing year. In part, this reflects a prolonged period of expansion in the domestic economy. In part also, it results from the increasing reliance which the international community now places on a complex network of multilateral economic institutions. During 1965, the Economic Division was enlarged and reorganized to facilitate the discharge of new commitments, notably those arising from the work of the United Nations Conference on Trade and Development (UNCTAD). The range of Departmental activity in economic affairs may be illustrated by the present organization of the Economic Division in four specialist sections, as follows:

- (1) A Commercial Policy Section concerned with general economic and trade relations with Canada's major trading partners of the developed world, including the United States, and with Canadian participation in the GATT, IMF, OECD, FAO and other multilateral institutions.
- 2) A Trade and Development Section responsible for trade and economic relations with the developing nations and Canadian participation in the UNCTAD and other bodies concerned with the trade problems of these nations.
- 3) An Aid and Financing Section working closely with the External Aid Office on the formulation and execution of Canada's foreign-assistance programmes and with the Export Credits Insurance Corporation and other agencies in connection with the financing of Canadian exports.
- 4) A Transport, Communications and Energy Section responsible for the international ramifications of nuclear and other forms of energy, civil aviation, maritime transport, meteorology, telecommunications and science. This work includes Canadian participation in a variety of specialized international bodies such as the IAEA, ICAO, IMCO, WMO, ITU and the science activities of the OECD.

Commercial Policy

World economic conditions remained generally favourable during the year. Against a background of expansion both domestically and internationally, Canada strengthened its trade and economic relations with major trading partners and also took an active part in multilateral economic activity.

Multilateral Developments

An official of the Department led the Canadian delegation to the twenty-second session of the GATT Contracting Parties held in Geneva in March. GATT activities during the year, apart from the "Kennedy round" of tariff negotiations, were marked by increasing attention to the trading problems of the less-developed members. A special Trade and Development Committee, established to pursue GATT's work in this field, met several times. GATT is also seized of an application by Australia for a waiver to permit that country to establish a system of tariff preferences in favour of the developing countries on a specified list of products. In a somewhat different area, but of special interest to Canada, was a decision taken in December by postal ballot of the Contracting Parties to approve a waiver sought by the United States to cover its implementation of the Canada-United States Automotive Agreement.

One new member, Burundi, joined GATT during the year, bringing the total membership to 62. There are six other countries which have acceded provisionally, two which participate under special arrangements and six newly-independent countries which maintain a *de facto* application of the General Agreement pending final decisions as to their future commercial policy.

The progress of the "Kennedy round" was affected by the crisis which developed in June within the European Economic Community. Considerable work was, however, accomplished during the year in establishing the broad framework and organizational structure for the main negotiations which are expected to take place in 1966. Tariff offers, both industrial and agricultural, have been tabled. The major trading countries, other industrial countries, less-developed countries and other categories of participants have been drawn into the negotiations. In all, over 40 countries are participating. During 1965 the main focus of discussion was in terms of seeking to expand the scope of the negotiations and to improve existing tariff offers. From June on, the chief barrier to further progress was the limitation placed on the ability of the EEC to negotiate. Mr. N. A. Robertson, chief Canadian negotiator for the "Kennedy round", relinquished his assignment in the autumn to take up an academic appointment. He was replaced by Mr. Sydney D. Pierce, who formerly held concurrent appointments as Canadian Ambassador to Belgium, Luxembourg and the European Communities.

During the year, Canada continued to play an active role in the broad range of economic consultations, meetings, seminars and projects which comprise the main work of the Organization for Economic Co-operation and Development (OECD). As in previous years, the focal point for these activities was provided by the annual meeting of the OECD Council at ministerial level; this took place in Paris on November 25 and 26, the Minister of Industry, the Honourable C. M. Drury, representing Canada. During the meeting, the ministers conducted a detailed review of the economic situation in member countries. They noted that the progress made between 1960 and 1965 in increasing the collective GNP for member countries was well in advance of that required to meet the 50 percent growth target for the decade set by the ministers at their 1961 meeting. Special attention was devoted to the problems of inflation and balance of payments in certain member countries, as well as to the need for increased assistance for the less-developed OECD member countries, especially Greece and Turkey. However, the minister focused primary attention on

the trade problems of the developing countries. Recognizing the importance of increasing the export proceeds of developing countries, it was agreed that the Organization should undertake during 1966 a thorough review of trade relations between developed and developing countries.

Other important OECD developments during the year included a detailed review of the Organization's activities in the fields of industry and energy, which resulted in a decision to reduce substantially the number of special committees in this area. In the summer, against a background of relative stability in the total volume of aid to developing countries, the Development Assistance Committee held a high-level meeting to assess the situation. Two resolutions were adopted, one urging DAC members to meet—or, if possible, to exceed—the UNCTAD target of channelling one per cent of national income from developed to developing countries, and the other recommending improvements in the terms and conditions on which such aid was granted. During the year, OECD ministers of agriculture met to discuss the problems of agriculture and economic growth and preparations went forward for the meeting of ministers of science to take place in January 1966, when the implications of national science policies for scientific co-operation on the international plane will be reviewed.

The thirteenth Biennial Conference of the Food and Agriculture Organization (FAO) was held in Rome from November 20 to December 9. The Canadian delegation was led by the Honourable Maurice Sauvé, Minister of Forestry and Acting Minister of Agriculture, who was elected chairman of the Conference. The opening session was devoted to the celebration of the twentieth anniversary of the Quebec Conference, at which the FAO was founded and Prime Minister Pearson had served as chairman.

There was considerable activity during the year in a Commonwealth economic context. The prime ministers' meeting held in London in June decided to arrange for a meeting of Commonwealth trade ministers. As a result of this decision, senior Commonwealth trade officials met in London at the end of November to prepare the ground for the ministerial meeting, now expected to take place in the first half of 1966. The Commonwealth Economic Consultative Council (CECC) met in Jamaica in September; the then Minister of Finance, Mr. Gordon, headed the Canadian delegation to this meeting. Another significant development in a Commonwealth context was the negotiation which took place during the year between Australia and New Zealand for a partial free-trade area between the two countries; these arrangements are to be examined by the GATT early in 1966.

Following the Rhodesian unilateral declaration of independence, Canada acted in concert with Britain and other Commonwealth countries in taking economic measures against the illegal regime in Salisbury. By the end of the year, virtually all Rhodesian products were being denied entry to Canada and an embargo on the export to Rhodesia of oil and military equipment had been put into effect.

Bilateral Economic Relations

On January 16, Prime Minister Pearson and President Johnson signed an agreement concerning automotive products, thus culminating several months of intensive discussion and negotiation between officials of the two countries. The agreement, one of the most important trading arrangements ever made between Canada and the United States, provided for the removal by both countries of tariffs on motor vehicles and original equipment parts. It was designed to create a framework within which

automobile manufacturers in both countries could rationalize their production and, in particular, enable the Canadian industry to achieve economies of scale and greater efficiency through production for the larger North American market. Canada abolished its duties on cars and parts imported by manufacturers as soon as the agreement was signed. On the United States side, Congressional legislation was necessary and was passed in time for the abolition of United States duties late in the year. As expected, Canadian exports to the United States of automotive products increased rapidly during the year, and there was also some narrowing of the differential in automobile prices between the two countries.

Total Canada-United States trade continued to increase, a reflection of rapidly expanding economies in both countries. It appears that in 1965 the United States took slightly more than half of Canada's total exports. The conduct of mutual economic relations, so important to both countries, entailed close and continuous consultation on a variety of matters, such as stockpile disposals by the United States, the international trade in cereals, Canadian oil exports to the United States, financial relations, the Canadian legislation on magazine advertising and many others. During the year, a Committee composed of senior officials from both countries was established to review periodically balance-of-payments questions of mutual interest.

Following a recommendation of the U.S. Tariff Commission, United States quotas on the import of lead and zinc, which had been in effect since 1958, were removed in October. Late in the year, the two Governments signed an agreement in accordance with Article XXVIII of the GATT, incorporating an agreed settlement of certain changes which had been made earlier in the United States tariff on products of export interest to Canada.

Canadian-British trade has usually produced a very substantial surplus for Canada. Britain, especially in the light of its recent balance-of-payments difficulties, has been anxious to achieve a better balance in this trade by increasing its exports to Canada. In the light of British representations that certain features of Canadian customs law discriminated, in practice, against British exports, the Canadian Government amended the Customs Act by the introduction of a new Section 37A. Such a measure would, it was believed, encourage British exporters to renew their efforts to sell to Canada and the Canadian authorities generally welcomed subsequent British initiatives to mount a strong export campaign. Over the year as a whole, Britain appeared to be recovering steadily from the exchange crisis of 1964. However, the retention of import surcharges, though reduced in March from 15 per cent to 10 per cent, continued to have a pronounced adverse effect on Canadian exports.

Canada's trade and economic links with Japan are of increasing importance each year. To a large extent, the two economies are complementary, and Japan represents Canada's third largest single market, after the United States and Britain. In 1965, after unprecedented expansion in 1963 and 1964, the Japanese economy levelled off and Canadian exports to Japan declined moderately as a consequence. The Canadian election forced the postponement until 1966 of a meeting of the Canada-Japan Ministerial Committee which had been scheduled to take place in Ottawa in September.

In the countries of the European Economic Community, policy measures designed to curb cost and price inflation acted as a brake to economic expansion and the total volume of EEC imports from Canada seemed likely to be only marginally higher, if at all, than in 1964.

Senior officials of Canada and France met in Ottawa in November for a broad review of economic, financial and commercial relations between the two countries. This meeting reflected the renewed interest which both countries have lately demonstrated in closer relations in all fields of mutual interest. Further consultations of a similar character are envisaged in Paris next year.

Trade in cereals with the Communist countries of Europe and Asia continues to be an important element in total Canadian export trade. In August the Soviet Union bought wheat and flour worth approximately \$450 million for immediate delivery. By mid-1965 Communist China had purchased its entire wheat entitlement under a three-year agreement due to expire at the end of July 1966. Accordingly, negotiations were successfully concluded in October for a new three-year agreement covering the period August 1, 1966, to July 31, 1969, with the possibility of an extension to five years. On a three-year basis, this agreement envisages Chinese purchases of a minimum of three million tons and a maximum of five millions tons, prices and deliveries to be negotiated periodically.

Trade and Development

As a result of the United Nations Conference on Trade and Development held in Geneva in 1964, the economic prospects and trade problems of the developing countries have become the subject of concentrated international attention.

In 1965, UNCTAD was primarily concerned with the establishment of the new international machinery recommended by the Geneva Conference and later endorsed by the United Nations General Assembly. The governing body of 55 members, the Trade and Development Board, held two sessions, the first in New York from April 5 to 30 and the second in Geneva from August 24 to September 15. The Board established four main committees, on commodities, manufactures, invisibles and financing relating to trade, and shipping. All of these held sessions during 1965. Organizational problems, notably rules of procedure, the election of members and the drawing-up of terms of reference and work programmes, consumed most of the time of the Board and of these committees. Geneva was selected as the site of UNCTAD's headquarters at a special session of the Board on November 28. UNCTAD's preoccupation during the year with organizational questions left little opportunity for discussion of substantive trade and development problems, but it may be expected that the organization will address itself increasingly to these problems in 1966 in preparation for the second United Nations Conference on Trade and Development, which is to be held early in 1967.

An important development in 1965 was the formal action taken by the Contracting Parties of the General Agreement on Tariffs and Trade (GATT) on February 8, 1965, to amend the General Agreement to take account of the special needs and conditions of developing countries. New provisions were added which stressed the importance of increasing the export earnings of developing countries through improved access to world markets, both for their primary products, and for the products of their new manufacturing industries. The "Kennedy round" of tariff negotiations now taking place in Geneva provided an opportunity to give practical effect to the new provisions through the reduction of tariff and other barriers to trade in products of particular interest to the developing countries.

Almost 90 per cent of the exports of the developing countries are composed of primary commodities. In 1965 concerted efforts were made within the UNCTAD framework to improve and stabilize trading conditions for sugar and cocoa, two commodities of major importance to developing countries whose prices were seriously depressed. An International Sugar Conference was convened in Geneva from September 20 to October 15 to initiate discussion of a new International Sugar Agreement, which would help stabilize and expand the export earnings of sugar-producing countries dependent on sales to the free market. A United Nations working party on cocoa also met in 1965 to examine possible short-term measures to improve the situation in the cocoa market and to consider certain important problems involved in the negotiation of an International Cocoa Agreement.

Transportation, Communications and Energy

The year 1965 was a period of marked activity for Canada in the fields of international telecommunications, maritime transport, civil aviation, energy and science.

Telecommunications

The International Telecommunication Union (ITU) held a plenipotentiary conference at Montreux, Switzerland, from September 14 to November 12. The conference adopted a new International Telecommunication Convention, which will enter into force on January 1, 1967, agreed to the establishment of a study group to prepare a draft constitutional charter of a permanent character to replace the Convention, which is subject to revision every five years, and enlarged the membership of its Administrative Council from 25 to 29 to permit greater representation from Africa and Asia. Canada, a member of the Council since 1947, was re-elected.

The global commercial-satellite communications system established in 1964 made significant advances during the year. Forty-six countries now share in the financing and ownership of the system's "space segment", consisting of satellites, launchers, tracking and related facilities. Canada, one of the original signatories of the Interim Agreements establishing the system, and one of the largest investors, is represented on the committee which establishes policy for the system, and a Canadian serves as its executive secretary. On April 6, *Early Bird*, the first communications satellite for commercial use, was put into orbit and quickly demonstrated its capability of handling transatlantic communications, including live television.

A Commonwealth Telecommunications Conference held in London from April 26 to May 13 discussed future Commonwealth telecommunications requirements and the type of organization and financial arrangements best suited to meet them. Further to the initiative taken at the Commonwealth prime ministers' conference of 1964, Canada made specific technical-training proposals to help developing Commonwealth members prepare for eventual participation in satellite communications. The Conference established an Organizational Review Committee, which met in Nairobi from November 1 to 12 to develop proposals for a new Commonwealth telecommunications organization. An experts' meeting in Sydney, Australia, in October discussed the financial arrangements for the future telecommunications network. The results of these meetings will be considered at a resumed Commonwealth Telecommunications Conference

in March 1966. A Commonwealth Cable Conference to discuss the laying of a submarine telephone cable from Malaysia to the Indian subcontinent and Ceylon as part of the Commonwealth "Round-the World" system is also scheduled to take place in Colombo, from January 3 to 15, 1966.

Maritime Transport

The Inter-governmental Maritime Consultative Organization (IMCO), a United Nations Specialized Agency of which Canada is a member, held two major meetings during the year. A conference held in London from March 24 to April 9 adopted an International Convention on the Facilitation of Maritime Travel and Transport. The fourth session of the IMCO Assembly met in Paris from September 15 to September 29, with the other two organs of IMCO, the Maritime Safety Committee and the Council. Canada was re-elected to both the Council and the Committee.

Civil Aviation

The Assembly of the International Civil Aviation Organization (ICAO) held its fifteenth session in Montreal from June 22 to July 16. The twentieth anniversary of the Organization was celebrated at the opening ceremonies. Brigadier C. S. Booth, leader of the Canadian delegation, was unanimously chosen President of the Assembly. Canada, a member of the ICAO Council since its establishment in 1947, was re-elected to that body. The Assembly discussed a wide variety of international civil-aviation problems and approved a series of policy resolutions to guide the work of ICAO in the technical, legal, economic and administrative fields during the next three years.

On November 15, the United States denounced the Warsaw Convention relating to carriage by air on the grounds that the established limit for liability in case of death or injury was too low to provide the proper protection to air travellers. In response to this United States action, a special meeting will take place in Montreal during the first half of February 1966 under the auspices of ICAO to discuss the possibility of changing the liability limit.

The most significant developments in Canada's bilateral air relations were the announcement of a new civil-aviation policy and a series of negotiations looking to route extensions and improvements for Air Canada and Canadian Pacific Airlines. On June 1, the Minister of Transport announced in the House of Commons that the international aspect of the new air policy involved the establishment of separate areas of operations for Air Canada and Canadian Pacific Airlines. Thus CPAL would serve the Netherlands, Southern Europe, the Pacific area, Asia and Australasia and Latin America, while Air Canada would serve Britain, the main routes to Europe and the Caribbean. With regard to the United States, Mr. Pickersgill said: "... We continue to hope that negotiations for a new bilateral agreement will soon be completed. Once they have been completed, a decision will be made as to which of the new points is to be served by each of our national airlines."

As the result of negotiations with Britain during the year, Air Canada initiated a service from Halifax to Bermuda and from Montreal to Freeport in the Bahamas. Agreement was reached with the German authorities for a transfer of Air Canada's operations from Duesseldorf to Frankfurt, beginning in April 1966. Following agreement with the Netherlands, Canadian Pacific Airlines inaugurated a new service from Mon-

treat to Amsterdam. At the request of the Mexican authorities, consultations were held regarding the Canada-Mexico Air Transport Agreement of 1961. Finally, it is expected that negotiations with the United States on a revised bilateral air agreement to provide improved routes and services between the two countries will be concluded shortly.

Atomic Energy

The use of atomic energy in Canada and other countries is growing year by year, with the result that Canada is becoming increasingly involved in the international aspects of developments in this field.

These activities have centred in part in Vienna, the headquarters of the International Atomic Energy Agency (IAEA), to which Canada gives full support. In one of the most important areas of the Agency's responsibilities, a significant advance was made during the year with the implementation of a revised and improved safeguards system designed to ensure that the peaceful exploitation of atomic energy will not be diverted to the manufacture of weapons. This action was endorsed at the ninth General Conference of the IAEA, held in Tokyo in September. The revised system was the product of lengthy study by a working group on which Canada served. Reflecting Canada's firm adherence to the IAEA safeguards system, negotiations were concluded during 1965 for the transfer to the IAEA of the administration of safeguards under the Canadian bilateral atomic energy agreement with Japan, and the process of transferring to the IAEA the administration of safeguards under Canada's agreements with other countries is being actively pursued. General Canadian support for the international acceptance of safeguards was also given when the Prime Minister announced on June 3 that all future contracts to supply uranium would be subject to satisfactory safeguards arrangements.

At the ninth General Conference, Canada was designated again to hold one of the five seats on the IAEA Board of Governors reserved for members who are most advanced in the technology of atomic energy, including the production of source materials. Miss Meagher, the Canadian Ambassador to Austria, served as Chairman of the Board for 12 months from September 1964. In her capacity as a Board member, she has provided the principal channel of communication from the IAEA through the Department to Atomic Energy of Canada Limited, the Atomic Energy Control Board, and Eldorado Mining and Refining Limited.

During the course of the year, Canadian experts took part in a wide variety of panels and symposia organized under Agency auspices on various aspects of the peaceful application of atomic energy, and Canada has continued to provide competent atomic-energy experts for the staff of the Agency. As in the past, in addition to the assessed share of the IAEA's regular budget, Canada made a voluntary contribution of \$57,200 towards the \$2-million fund established to carry out the Agency's modest technical assistance programme.

Canadian bilateral atomic energy relations with other countries continued to grow. A technical co-operation agreement was signed by AECL with the Comitato Nazionale per Energia Nucleare (ENEN) of Italy and a number of exchanges took place under similar agreements entered into earlier with other countries, including one with the Soviet Union. Safeguards inspections of Canadian uranium were carried out under the bilateral atomic-energy agreements with Germany, India, Japan and Switzerland. Perhaps the most important achievement was the negotiation in February of an intergovernmental agreement with Pakistan for the

construction of a 137-megawatt nuclear power station near Karachi, which is to start in 1966 for completion in 1970. The agreement was formally signed in Karachi on December 24, 1965.

Science

The Department was represented at the successful launching in November of *Alouette II*, Canada's second space satellite, conducted under the co-operative programme for space research known as ISIS (International Satellites for Ionospheric Studies). Under this programme, in which the Defence Research Board is co-operating with the United States National Aeronautics and Space Administration (NASA), Canada has assumed responsibility for the design and construction of four ionospheric satellites. During the year, France placed two trainees with the satellite team working at Defence Research Telecommunications Establishment. In the same field, an agreement was signed with the United States in June providing for the assumption by Canada of full responsibility for the operation of the Rocket Research Range at Fort Churchill for the joint use of the two countries.

IV

DEFENCE AFFAIRS

Defence policy is an important element of foreign policy, and the interrelation of the two is reflected in the existence of the Cabinet Committee on External Affairs and Defence, the focal point in the development of Canadian defence policies and programmes having foreign policy implications. Many of the matters considered by the Committee are submitted jointly by the Secretary of State for External Affairs and the Minister of National Defence, and the two Departments co-operate closely in both the formulation and execution of those elements of defence policy which have a direct bearing on Canada's external relations.

The Department's two Defence Liaison Divisions are, therefore, concerned with matters involving Canada's international commitments and activities in the defence field. The most important of Canada's continuing international defence responsibilities include Canadian membership in NATO, co-operation with the United States in the defence of North America, participation in United Nations peace-keeping operations, and the provision of defence support assistance, including training and the supply of equipment, to a growing number of newly-independent countries. No less than in previous years, Departmental activity continued during 1965 to range over a wide variety of defence problems. Progress continued in the reorganization and integration of the Canadian Defence Forces, begun during the previous year, and in this reorganization the creation of the Mobile Command and decisions with regard to equipment procurement will be relevant to Canada's future external capabilities in the military field.

In the broad area of North American defence, close co-operation with the United States, in NORAD and elsewhere, continued as in previous years. In August, both Governments observed the twenty-fifth anniversary of the Canada-United States Permanent Joint Board on Defence, which since its establishment in 1940 by Prime Minister King and President Roosevelt, has served without interruption as one of the leading mechanisms of defence consultation between Canada and the United States.

Since the early sixties, Canada has responded on an *ad hoc* basis to certain number of requests from newly-independent countries for defence support assistance. To date, this has mainly taken the form of military training, provided either in Canada or by Canadian training teams abroad. While continuing this type of assistance, Canada undertook in 1965 substantial defence support programmes involving the provision of equipment for the benefit of Tanzania and Malaysia. In order to assist Malaysia in meeting external threats to its security, the Canadian Government undertook to give that country four *Caribou* military transport aircraft and to train in Canada up to 80 Malaysian military personnel over the next two years. Under a programme of assistance to the Tanzanian army, a 30-man Canadian advisory and training team has been built up in Tanzania since the beginning of the year and an equivalent number of Tanzanian personnel have received officer training in Canada. A Canadian

survey team has carried out a preliminary engineering study in connection with the proposed establishment of a military training centre in Tanzania, for which the Canadian Government has agreed to provide assistance. In addition, Canada will co-operate in a five-year programme for the establishment of a Tanzanian forces air wing. For this purpose, up to four *Caribou* and eight *Otter* aircraft will be supplied, and over 400 Tanzanian air force personnel will be given aircrew and groundcrew training. Under this programme, an air-training team of about 50 Canadian personnel will be set up in Tanzania.

Following a practice established in recent years, the Department of External Affairs assisted in the work of the National Defence College in 1965, through the provision of a senior officer to serve as a member of the directing staff and the provision of other officers from time to time to lecture to the College on various aspects of international affairs. The Department also helped in making arrangements for the College's annual North American and overseas tours. These extensive tours are designed to provide, through personal experience, additional insight into the affairs of widespread countries of interest and importance to Canada.



His Excellency General the Right Honourable Georges P. Vanier, Governor General of Canada, holds a lively conversation with His Imperial Majesty The Shah of Iran during the latter's visit to Ottawa, May, 1965.

V

AREA DIVISIONS

A. African and Middle Eastern Division

During 1965, the responsibilities of the African and Middle Eastern Division continued to grow with the development of Canada's relations with the independent states of Africa and the Middle East. In addition, part of the Division's activities was directed to the consideration of Canadian policy concerning dependent territories in the area and their emergence toward nationhood. The Division was responsible for providing information and advice to the Government on all aspects of political developments in Africa and the Middle East and on United Nations activities in the area, particularly as they involved Canada through its UN peace-keeping and relief operations¹.

Canada's preoccupation with African problems continued in 1965. Perhaps the most serious of these concerns the status of Rhodesia. At the Commonwealth prime ministers' conference in June, the Canadian Prime Minister supported the final communique in which the Commonwealth leaders expressed their view that Rhodesia should not become independent except under majority rule. After the Salisbury regime issued its unilateral declaration of independence on November 11, Mr. Pearson announced that Canada would not recognize the declaration or the allegedly independent state, would no longer extend Commonwealth preferences to Rhodesia, would bring to an end Canada's small technical assistance programme for Rhodesia, would implement an arms embargo and withdraw export-credit facilities. Further Canadian measures followed after the United Nations Security Council resolution of November 20 which recommended that states "do their utmost in order to break all economic relations with Rhodesia, including an embargo on oil and petroleum products". The effect of these measures was an ban on items which constituted 90 per cent of Canadian imports from Rhodesia in 1964. The ban included tobacco, sugar, ferrochrome, chrome ores and concentrates, asbestos and meat products. An embargo was also placed on oil and oil products going from Canada to Rhodesia and Canada decided to participate in an airlift to Zambia which became necessary as a result of the economic measures taken against Rhodesia.

In February, The Gambia became an independent country within the Commonwealth. Mr. J. H. Cleveland, Canada's High Commissioner in Nigeria, represented Canada at the independence celebrations.

During the year, it was decided that Canada should expand and strengthen its diplomatic representation in Africa in order to develop its ties with the independent countries of that continent, which now consti-

¹ The various other forms of aid in the fields of educational and technical assistance offered by Canada to countries of Africa are dealt with in Section II D of this Report.

tute about one third of the membership of the United Nations. The opening of posts in Dakar, Senegal, and Addis Ababa, Ethiopia, was announced. The Government also made public its intention to open four more posts in Africa during the next two years. When this programme has been completed, Canada will have resident diplomatic representation in five Francophone African countries, five Commonwealth African countries and three other African states. By means of non-resident accreditation from these and existing posts, Canada will thus be more able to establish diplomatic relations with all independent countries in Africa. One such link was established in November, when the Canadian Ambassador to Yugoslavia presented letters accrediting him to Algeria on a non-resident basis.

In the Middle East, Canada has embassies in Iran, Israel, Lebanon, and the United Arab Republic. By the dual accreditation of Canadian ambassadors resident in some of these countries, Canada also maintains diplomatic relations with Iraq, Jordan, Kuwait, the Sudan, and Syria, to which regular visits are undertaken by Canadian representatives. During the year, Canada entertained distinguished visitors from the Middle East area, most notable of whom were Their Imperial Majesties the Shah and Empress of Iran, who paid the country a week-long state visit during May. In addition to their stay in Ottawa, where the Prime Minister and other Ministers had the benefit of useful discussions with the Shah on a variety of international problems and on Canada-Iran relations, the tour of the royal visitors included stops in Quebec City, Montreal and Toronto.

B. European Division

The European Division is responsible for the administration of Canada's political relations with the countries of a continent with which Canada has intimate ties of history, kinship, and common interest. Almost 30 states are included in this area of responsibility, in both Eastern and Western Europe, where some 32 Canadian missions (including those accredited to various international organizations) are located. The countries of the area maintain 20 missions in Ottawa, while three other missions are dually accredited but resident elsewhere.

During 1965, the close and cordial ties already established between Canada and the countries of Western Europe continued to grow in strength. This was particularly true in the case of France. The Secretary of State for External Affairs and the French Foreign Minister met for regular consultations on international and bilateral matters in Paris in May and in New York in October. In May, a second Canadian Consulate General in France was opened at Marseilles. In the cultural and scientific field, the Government announced in the spring its intention to spend annually some \$1 million on exchanges with France, Belgium, and Switzerland; to assist in the implementation of this programme, a general cultural agreement was signed with France in November. During the visit to Ottawa of a French parliamentary delegation in September, a Canada-France Inter-parliamentary Association was formally constituted to promote close contacts in this field. After a lapse of 15 years, regular economic consultations were resumed at a senior official level, and further efforts made to expand commercial relations. Other joint committees were established to promote co-operation in such fields as defence research and development.

The excellent relations existing between Canada and the Federal Republic of Germany (re-affirmed a year ago during Chancellor Erhard's visit to Ottawa) were continued during 1965. Trade between the two countries remained at a high level, and student exchanges increased.

In March, diplomatic relations were established with the newly-independent Government of Malta, through the dual accreditation of the Canadian Ambassador to Italy as High Commissioner. During the year, in addition to the Honourable Paul Martin, eight Canadian Ministers visited a number of Western European countries in either official or informal capacities.

Meanwhile, with the Communist countries of Eastern Europe Canada continued to pursue a policy of developing closer contacts and trade, as part of a general pattern of improving relations between East and West. During the summer, a 14-member Canadian Parliamentary delegation led by the Speaker of the House of Commons and Senator David Croll visited the Soviet Union and Czechoslovakia. Another parliamentary delegation, from Yugoslavia visited Canada in September. In May, as a result of agreements reached during the previous year, the first Canadian Ambassador to Hungary (resident in Prague) presented his credentials in Budapest; by that time, a resident Hungarian Embassy had already been established in Ottawa. Throughout the year, a wide variety of other exchanges of a cultural, academic and scientific nature have taken place between Canada and the East European states, as well as visits to their homelands by thousands of Canadians. In the trade field, large shipments of wheat continued to be made to Eastern Europe and, in the first seven months of 1965, total Canadian exports to the area increased slightly over the level of the same period of 1964.

As with other countries in the area, Canadian relations with the Soviet Union continued to develop satisfactorily. Evidence of this was the Soviet decision announced in March to participate in the Montreal Exposition of 1967. A number of important scientific, parliamentary and cultural visits were exchanged in May. Among the most important of these was the visit to the Soviet Arctic by an official delegation led by the Minister of Northern Affairs and National Resources, followed in July by the official visit to the U.S.S.R. (and later Czechoslovakia) of the Canadian Parliamentary delegation already mentioned. Among the many Soviet visitors to Canada was a delegation of the State Committee for Construction (Gosstroy), led by a member of the U.S.S.R. Council of Ministers, who was returning the visit of the Minister of Northern Affairs. At this time, agreement in principle was reached to exchange information and personnel in the field of construction in permafrost areas. A similar bilateral technical-exchange agreement was signed during the summer between the Departments of Mines and Technical Surveys and the Soviet State Committee specialists in such varied fields as ice-breaking and paper-making, and a number of Soviet cultural groups, such as the Leningrad Ballet, the Moscow Symphony, and the Moiseyev Ensemble, came to Canada, while the Théâtre du Rideau Vert of Montreal appeared in Moscow and Leningrad.

In August 1965, Canada sold \$450-million worth of wheat to the U.S.S.R. Under this contract, approximately 222 million bushels will be delivered between August 1965 and July 1966. Preliminary discussions were also initiated to renew the current three-year trade agreement between Canada and the U.S.S.R., which will expire in April 1966.

C. Far Eastern Division

The geographical area dealt with by the Far Eastern Division includes East Asian countries other than those which are members of the Commonwealth. There are resident Canadian diplomatic missions in Japan, Hong Kong, the Philippines and Indonesia, and Canadian delegations have participated in the International Commissions for Supervision and Control in Vietnam, Laos and Cambodia since 1954. These three Commissions are the concern of the Far Eastern Division, which also has primary responsibility for the whole range of questions arising out of the Geneva settlements of 1954 and 1962.

Canadian links with the countries of Asia continued to increase during 1965. The first resident Ambassador of the Republic of Korea, Mr. Sun Yup Paik, presented his credentials on August 23. General Kong Le, the Commander of the Neutralist Armed Forces of Laos, visited Canada in October. Although a meeting of the Canada-Japan Ministerial Committee (which was established in 1961 in order to enable the ministers of the two governments to meet regularly to discuss matters of common interest) could not be arranged during 1965, the fourth such meeting is expected to take place in Ottawa early in 1966.

The long-standing crisis in Vietnam became more acute during 1965. The scale of Viet Cong insurgency and North Vietnamese aggression increased, as did the response from South Vietnam and the countries providing it with the military assistance required for its self-defence. By the end of 1965, United States participation in the hostilities had increased substantially.

As a member of the International Commission in Vietnam, Canada continued its efforts to ensure that the Commission carried out its responsibilities in a fair and objective manner. As part of this policy, the Canadian delegation appended a minority statement to the Special Message of the Vietnam Commission of February 13, 1965. In this message, the Indian and Polish representatives had dealt only with air strikes against North Vietnam, which had taken place in early February. While not denying the facts on which the majority report was based, the Canadian Government considered that it presented an oversimplified and misleading impression of the root causes of instability in Vietnam. The Honourable Paul Martin, when he tabled the Special Message in the House of Commons, emphasized that "the factor which underlies the grave situation in that country is the determined and long-standing attempt of the Hanoi regime to bring South Vietnam under its control through the pursuit of aggressive policies". He drew attention to the Commission's Special Report of June 2, 1962, which Canada had supported and which, he said, "presented a balanced account of the situation by drawing attention to Northern violations of the Geneva Agreement and also the military assistance the United States was giving South Vietnam at the latter's request to combat Northern interference . . .".

Throughout 1965, the Canadian Government supported the many attempts which were made to bring about a cessation of hostilities in Vietnam and discussions of outstanding differences. However, although the President of the United States, in a speech on April 7, indicated his Government's willingness to enter into unconditional discussions, the North Vietnamese authorities rejected the approaches made to them, among others, by a group of 17 non-aligned countries and by the Commonwealth prime ministers. In Vietnam, Canada used the channels open to it by

virtue of its Commission membership to establish contact with senior members of the North Vietnamese administration. These soundings did not indicate any willingness on the part of the Hanoi authorities to work towards a settlement on terms other than their own.

In April, Prime Minister Pearson suggested that a suspension of air strikes against North Vietnam at the right time might induce the North Vietnamese authorities to enter into negotiations. Although a suspension which took place the following month produced no apparent response from Hanoi, the Canadian Government continued to support attempts to promote negotiations. The Prime Minister also emphasized that the Vietnam problem was the responsibility of the whole international community, which would be obliged not only to make available the means of supervising and guaranteeing a settlement but also to assist in establishing the economic, as well as the political, foundations of future understanding and security. He singled out the Mekong River Basin project as an example of the kind of social and economic enterprise which could provide a basis for stability and peace in the area. In line with this policy, the Canadian Government announced that it was giving favourable consideration to a substantial contribution to the proposed Nam Ngum hydro-electric project in Laos. Canada also became a charter member of the Asian Development Bank, which came into being in December.

Chinese Representation at UN

At the twentieth session of the United Nations General Assembly, the question of Chinese representation in the United Nations was once again discussed. Two draft resolutions were put before the General Assembly. The first was designed to re-affirm the 1961 decision of the General Assembly that any proposal to change the representation of China was an important question as defined in Article 18 of the UN Charter and, accordingly, required a two-thirds majority for adoption; the second called for recognition of representatives of the People's Republic of China as the only lawful representatives of China in the United Nations and for the expulsion of "the representatives of Chiang Kai-Shek".

On November 17, 1965, the resolution defining this as an important question was adopted by a vote of 56 in favour to 49 against, with 11 abstentions; the Canadian delegation voted in favour. As a result of its adoption, the President of the Assembly announced that a two-thirds majority would be required for adoption of the substantive resolution, which was then put to a vote. It was defeated by a vote of 47 in favour, 47 against, with 20 abstentions; the Canadian delegation voted against.

In a statement issued the same day, the Secretary of State for External Affairs explained Canadian policy on this question. He said that Canada would have welcomed the opportunity to see Communist China take a seat in the world organization had Peking made this possible. If that had not happened, it was because Peking itself had set a price on participation which was unacceptable. Canada had consistently supported the principle of universality in the United Nations, and believed that it was in the interests of the international community to have Communist China exposed to the currents and cross-currents of international opinion. Canada also considered that there were problems in the realm of international peace and security, such as the problem of disarmament, which required the co-operation of Communist China for their solution.

On the other hand, the Canadian Government could not be unmindful of the fact that the Government of the Republic of China was a founding member of the United Nations and one which exercised control over a population of some 12 million people. Nor could Canada ignore the new conditions which the Communist Chinese Foreign Minister had stipulated on September 29 as the price for his Government's participation in the work of the United Nations.

D. Latin American Division

Canada's political and other relations with the 20 republics of Latin America are the concern of this Division, as well as liaison with those specialized agencies of the Organization of American States to which Canada belongs, or in which it is interested. The operation of the inter-American system as a whole, including the OAS itself, receives its careful attention. Official observers attended the Special Inter-American Conference in Rio de Janeiro in November, which met to consider matters of fundamental importance in strengthening the inter-American system. Friendly remarks were made by a number of delegations regarding possible Canadian membership in the OAS.

While prohibiting the export of military or strategic goods or the re-export of articles of U.S. origin to Cuba, Canada continued to maintain diplomatic and commercial relations with Cuba, in keeping with the traditional Canadian practice—as well as that of most Western nations—of generally carrying on relations with countries even where there are differences in political outlook or constitution.

The serious disturbances in the Dominican Republic, which began on April 24 and which were brought to an uneasy settlement at the end of August through the efforts of the OAS, the Inter-American Peace Force and the UN, have been a source of Canadian concern. Many Canadian residents were evacuated shortly after the outbreak of violence. On September 8, Canada recognized the new provisional government, and at that time donated to the Republic salt fish valued at \$310,000 to relieve its food shortage.

Canada's development loan programme for Latin America was expanded during 1965.¹

On June 6, the Government of Canada was represented at the inauguration of President Oswaldo López Arellano in Tegucigalpa, Honduras, by Mr. W. M. Olivier, Canada's Ambassador to Costa Rica, who is also accredited to Honduras.

In September, the Minister of National Health and Welfare, the Honourable Judy LaMarsh, presented a Canadian painting by Jean McEwen to the new headquarters of the Pan-American Health Organization in Washington, D.C.

At the beginning of the year, a Canadian-led medical team conducted a two-month research expedition on Easter Island in the South Pacific Ocean. Dr. Stanley Skoryna, of the staff of McGill University, headed a special research group transported by a Canadian naval ship to study the habits and physical condition of the people of this remote Pacific area.

Under the auspices of the Canadian National Section of the Pan-American Institute of Geography and History (PAIGH), a technical

¹ For details, see Section II D, "External Aid".

conference on special maps was held in Ottawa from January 18 to 26, 1965. In addition to Canadian and United States participation, the conference was attended by representatives from Argentina, Brazil, Chile, the Dominican Republic, Ecuador, Guatemala, Mexico, Peru, Uruguay and Venezuela. During the year, Canada has been represented at a growing number of conferences and meetings concerned with Latin American and inter-American affairs. These included:

International Congress on Pasturage, ninth session: Saõ Paulo, January 1-21;

Inter-American Tropical Tuna Commission, seventeenth annual meeting: Mexico City, March 23-26;

Second Meeting of the Governors of the Central Banks of the American Continent: Punta del Este, April 29-May 5;

Economic Commission for Latin America, eleventh session: Mexico City, May 6-18;

Pan-American Tenth Meeting of Consultation on Cartography: Guatemala City, June 27-July 6;

Pan-American Institute of Geography and History, eighth Congress: Guatemala City, June 25-July 10;

Latin American Iron and Steel Congress, fifth and sixth General Assemblies: Santiago, July 22-31, and Buenos Aires, August 1-5;

Brazilian Society of Metal Congress: Rio de Janeiro, July 29-August 3;

Commission for Denuclearization of Latin America, preparatory meeting: Mexico City, August 23;

Conference on Latin America Volunteer Programmes: Buenos Aires, September 6-9;

ILO—Inter-American Advisory Committee, first meeting: Buenos Aires, September 20-25;

Pan-American Health Organization XVI Directing Council Meeting: Washington, D.C., September 27;

Second Special Inter-American Conference: Rio de Janeiro, November 17-30.

E. United States Division

During the past year, Canada and the United States maintained close and beneficial contacts at both governmental and official levels. The Prime Minister and the Secretary of State for External Affairs met the President and the Secretary of State at Mr. Johnson's ranch in Texas in January, and the Prime Minister again saw the President at Camp David in April. Mr. Martin and Mr. Rusk have met on several further occasions, and other members of the Canadian and United States Cabinets have conferred from time to time during the course of the year.

In May, the eighth annual meeting of the Canada-U.S. Inter-Parliamentary Group again provided an opportunity for exchanges of views between Canadian and U.S. legislators and for the further development of mutual understanding with respect to matters of common concern.

As an outcome of the meeting between the President and the Prime Minister in January 1964, Mr. A. D. P. Heeney, Chairman of the Canadian Section of the International Joint Commission, and Mr. Livingston T. Merchant, former U.S. Ambassador in Ottawa, were appointed to study the possibility of defining certain principles mutually acceptable to both

countries which would make it easier to avoid divergences in Canadian-United States economic and other policies. The subsequent report by Mr. Heeney and Mr. Merchant, presented in June, is now under consideration by the two Governments.

In addition to the overall interest of the United States Division in all matters pertaining to Canada-U.S. relations, a multitude of bilateral questions continued to occupy the attention of the Division in consultation with other governmental departments and agencies. In their international context, such matters as water resources, the St. Lawrence Seaway, international bridges, international fisheries and transportation links between Canada and Alaska are a continuing responsibility of the Division. Liaison is maintained with the International Joint Commission, which, at the request of both Governments, is at present considering several water resource problems in the vicinity of the Canada-U.S. boundary, including possible means of controlling pollution of the Great Lakes and variations in their water levels.

VI

PRESS AND LIAISON DIVISION; INFORMATION DIVISION; HISTORICAL DIVISION

A wide variety of services is performed by the above trio of divisions. Their responsibilities include liaison with press and public; the production of departmental publications; the editing and publishing of state papers; the maintenance and operation of the departmental library and press clipping services; the preservation of departmental archives and problems of access to them; historical research; liaison with UNESCO and with national and international educational, cultural and journalistic groups; and the distribution to missions abroad of printed materials, exhibits, Canadian art, photographs and films, books, periodicals and newspapers.

The objectives of these divisions are variously to make known and explain Canada's external policies, attitudes and history, with Information Division in particular providing materials and initiating programmes designed to make Canada better known and understood abroad. Culturally, the projection of Canadian achievements in academic, scientific, and artistic fields helps to increase national prestige, and, by the same token, to enrich Canada through such exchanges with other countries.

Press and Liaison Division

All aspects of Departmental relations with the writing press, radio and television are the concern of this Division. Its activities involve the handling of a continuing flow of inquiries by the representatives of communications media throughout the country regarding the foreign policy of Canada and of other governments, and the immediate position of the Canadian Government relative to current international developments. Greater Canadian involvement in international affairs and the recognized need to provide information for the encouragement of well-informed public attitudes have evoked an increasing number of requests during the year for facts, comment, and background briefings. As a result of the increased activity the Division has been strengthened to meet its expanded responsibilities.

Press and Liaison Division assists in setting up press interviews, prepares press conferences for the Secretary of State for External Affairs, and makes public information arrangements for international conferences at home and abroad and for visiting foreign dignitaries. It issues Departmental press releases and background material, policy statements, announcements of major diplomatic appointments and the opening of new posts abroad, and distributes advance texts of statements and speeches by the Secretary of State for External Affairs. When Canadian journalists travel on assignment to foreign countries, the Division assists them in making their plans.

Externally, the Division gives aid to posts abroad through the provision of daily news summaries, important statements of government policy



The Prime Minister of Canada, the Right-Honourable L. B. Pearson, chats with the Prime Minister of Britain, the Right Honourable Harold Wilson during the latter's visit to Ottawa in December.

on international and domestic affairs, and guidance for their dealings with the press of the country to which they are accredited. Whenever occasion demands, the Division prepares special advisory programmes for Canadian missions. In this connection, detailed information was forwarded regarding the Ottawa conference on peace keeping, the proclamation of the new Canadian flag, the Ottawa meetings of the Fifty-fourth Inter-Parliamentary Conference and the national elections.

Working with Information Division, the Division serves in a consultative capacity to the CBC International Service. The CBS-IS broadcasts in 11 languages to countries in Eastern and Western Europe, Africa, Latin America and Oceania, providing news about Canada as well as programmes of comment on international affairs, and entertainment features. In those countries where the CBC has no direct links with local networks on stations, Canadian missions are supplied with transcriptions for re-broadcast. The CBC-IS television programme "Canadian Magazine" is also distributed to overseas posts for use by local outlets.

Information Services

Information on Canada's External Relations

The Information Division provides missions with material on Canadian external relations as part of a wider responsibility to make Canada better known and understood abroad. Within Canada, mainly in answer to public inquiries, it provides information on the country's participation in world affairs. In addition to the publications described in the section below entitled "Publications and Photographs", statements by ministers and reference papers are issued on various aspects of Canadian affairs, including external relations.

Co-operation with Interested Non-Governmental Organizations

Close co-operation with non-governmental organizations interested in Canada's external relations was maintained throughout the year. Financial assistance was given to the United Nations Association, the Commonwealth Institute and the Canadian Atlantic Co-ordinating Committee.

Administrative liaison was provided for the annual meetings of the NATO Parliamentarians' Association (New York, October 4 to 9), the eleventh Assembly of the Atlantic Treaty Association (Rome, September 27 to October 1), and the fifty-fourth conference of the Inter-Parliamentary Union (Ottawa, September 8 to 17).

The Information Division also co-operated with the various international and regional organizations of which Canada is a member, such as the United Nations, the OECD, NATO and the Colombo Plan, by distributing their information material within the country.

Publications and Photographs

In addition to its periodic publications, the *Canadian Weekly Bulletin*, the monthly *External Affairs*, the *Annual Report, Canada* and the *United Nations*, and such formal publications as treaties, state papers and diplomatic lists, the Department produces a number of general-information publications designed to make Canada better known and understood abroad. These include a new booklet, *Colourful Canada*, for general

distribution and for use at exhibitions and trade fairs, produced in six languages during 1965 (English, French, Polish, Spanish, German and Italian); *Facts on Canada*, an instructional booklet for schoolroom use, which is being reprinted in Japanese and Spanish and is available in English, French, Dutch, Finnish, German, Greek and Portuguese; and *Canada from Sea to Sea*, a more comprehensive booklet for selective distribution, now being reprinted in Spanish and available in eight languages.

The Department and posts abroad continued to distribute photographs, transparencies and photo-features to publishers and to provide photographic materials for display purposes.

Visits of Broadcasters, Correspondents, and Students

Assistance was provided during the year to foreign correspondents and broadcasters who visited Canada. In addition to material help in many instances, interviews were arranged for them with officials in Ottawa and other Canadian communities, and itineraries were drawn up for visits to areas of Canada in which they were interested. In this connection, excellent co-operation was received from other government departments at all levels and from non-governmental organizations. Programmes were arranged also for several university groups from the United States.

Films

In the first six months of 1965, Canadian posts abroad arranged 126,695 screenings of National Film Board films with an estimated total attendance of 19,075,166, the highest figure ever achieved in a comparable period. There was a large increase in films at post libraries, in foreign-language versions, and in films made available for television use.

Prestige film showings were arranged by missions in Hong Kong, Helsinki, Cape Town, Paris, Seattle, Berlin, Warsaw, Caracas, Bogota, Boston, Colombo, Georgetown, Beirut, Quito, Copenhagen, Dublin and Warsaw. This was a greater number than in any previous year.

The Department extended assistance to the National Film Board in connection with visits of representatives of the Board to countries in Europe, Africa and the Middle East and with participation in foreign film festivals.

Films and projection equipment were presented, on behalf of the Canadian Government, to The Gambia as an independence gift.

International Trade Fairs

The Department, in co-operation with the Canadian Government Exhibition Commission, sponsored participation in the Poznan International Trade Fair (June 13 to 27) and the Berlin Industries Fair (September 22 to October 5). At the Tokyo International Trade Fair (April 16 to May 5), the Department also co-operated in the information aspects of the exhibit sponsored by the Department of Trade and Commerce.

Portable Exhibits

Portable information exhibits for display under Canadian Government auspices by posts in Africa, the Middle East, Asia and Latin America were completed by the Exhibition Commission in co-operation with the Department.

Work was begun on similar exhibits for showing in France, Belgium, Switzerland and the United States.

1967 World Exhibition

As part of the celebration of Canada's centennial in 1967, the Government of Canada has been authorized by the International Bureau of Exhibitions to hold a first-category Universal and International Exhibition in Montreal from April 28 to October 27. In 1964, on behalf of the Canadian Government, the Department extended invitations to 136 countries and territories and 25 international organizations to participate in the Exhibition. Since then, missions have been active in disseminating information about the project, encouraging participation in it, and helping countries to organize their exhibits. Further, the Department has co-operated with the Canadian Corporation for the 1967 World Exhibition by advising it on questions affecting Canada's external relations.

Cultural Relations

UNESCO Affairs

Canadian participation in the affairs of the United Nations Educational, Scientific and Cultural Organization (UNESCO) included co-operation in the implementation of many of the resolutions of the 1964 General Conference, which had approved the Organization's programme for 1965 and 1966. The year 1965 marked the opening of the International Hydrological Decade, with Canada as a member of the Co-ordinating Council. Another event of importance, at which Canada was represented by a delegation of five, was the World Congress on the Eradication of Illiteracy, which was held in Tehran in September on the invitation of His Imperial Majesty, the Shah of Iran, under the sponsorship of UNESCO. The conference reviewed the problem of illiteracy throughout the world and examined a variety of methods used in literacy work. It recognized that the elimination of illiteracy should not be treated as an end in itself but rather as an integral part of programmes of economic and social development. The Conference expressed support for the five-year experimental programme which UNESCO is expected to begin in 1966, designed to explore ways and means of continuing the struggle against illiteracy.

Close relations were maintained with the Canadian National Commission for UNESCO, on which the Department has *ex officio* membership. The Director-General of UNESCO visited Canada in March to give the closing address at the Commission's Fourth National Conference in Montreal, and later visited Ottawa to meet Government leaders and officials.

Franco-Canadian Cultural Agreement

The first general cultural agreement between France and Canada was signed in Ottawa on November 17 by the French Ambassador, His Excellency François Leduc, and the Secretary of State for External Affairs, the Honourable Paul Martin.

The new agreement aims at establishing, in the light of current conditions, a framework for carrying out co-operation in the cultural field between France and Canada. This initiative is in accord with the desire for a policy of close co-operation between the two countries expressed by General de Gaulle and the Prime Minister during their meeting in Paris in

January 1964. The objectives of the agreement as set out in its preamble are to strengthen the traditional ties of Franco-Canadian friendship by developing cultural, scientific, technical and artistic exchanges, and to encourage the dissemination of the French language. The arrangement provides for the establishment of a Franco-Canadian joint commission to examine how the agreement can best be implemented, and, in particular, to draw up a programme for submission to the two Governments.

An exchange of letters between the two Governments is included as part of the understanding which will enable the Canadian provinces to make their own arrangements with France, either within the framework provided by the general agreement (and the exchange of letters) or with the assent of the Canadian Government.

Cultural Programme with French-Language Countries

In keeping with the spirit of the new cultural agreement with France, the Canadian Government's programme of cultural relations with countries entirely or partially of French expression, which was inaugurated in 1964, received an expanded appropriation of \$1 million, which made it possible, in the academic year 1965-66, to offer awards for teaching in Canada to 16 professors from France and to 118 scholars from France, Belgium and Switzerland. A group of 14 distinguished scholars and scientists from these three countries visited Canada in May to familiarize themselves with the facilities and activities of Canadian universities and scientific institutions. In the field of the arts, grants were made to the Toronto Symphony Orchestra for a series of three concerts in France and to the Montreal theatre company "Les Apprentis Sorciers" to attend the International Amateur Theatre Festival in Monaco. A meeting of senior French and Canadian officials was held in Paris in September to review the existing programme of exchanges between France and Canada, and to formulate future plans.

In the operation of this programme, the Government has the advice and assistance of the Canada Council, which also conducts its administration.

Education Liaison

The Department provides liaison with competent national organizations on educational matters deriving from Canada's relations with other countries and its membership in various international organizations. Included are such activities as the NATO Academic Exchange Programme and the ICETEX Scholarships Programme with Colombia, membership on the Commonwealth Education Liaison Committee in London¹ and questions of Canadian representation in international meetings concerned with various aspects of education.

In carrying out these responsibilities, the Department has the invaluable advice and assistance of the Association of Universities and Colleges of Canada on matters of interest to institutions of higher education, the Canadian Education Association, which provides liaison with the provincial departments of education, and many other organizations with specialized interests in the educational field.

Among other activities in the field of education was the awarding of grants to the German-Canadian Association of Hanover-Cologne to facilitate the visit to Canada of 26 German students in co-operation with the

¹ See also Chapter II, P. 15, regarding the Commonwealth Scholarship Programme.

Department of Citizenship and Immigration, and to the Maison canadienne of the Cité universitaire in Paris to help defray the cost of improvements to student living quarters.

The Arts

The increasing momentum of recent years in the expansion of Canada's cultural relations abroad was maintained in 1965.

The most important single event of the year was the first Commonwealth Arts Festival, held in Britain from September 16 to October 2. The Festival, which sought to reveal the diversity of cultural development in various Commonwealth countries, attracted 1,500 musicians, dancers and singers from 22 countries. In addition to London, the cities of Glasgow, Liverpool and Cardiff were Festival centres. Canadian participation was arranged by the Department, and financed through a vote in its estimates. The Toronto Symphony Orchestra, the Royal Winnipeg Ballet, Le Théâtre du Nouveau Monde, and Les Feux Follets were chosen to represent Canada in the field of the performing arts, and a collection entitled "Art Treasures of Canada" was sent as Canada's contribution to the "Treasures of Commonwealth Art" exhibition at the Royal Academy. Among the other events at the Festival for which the Department helped arrange Canadian participation were the "Children's Art from the Commonwealth" exhibit and the "Commonwealth Textiles, Ceramics and Wood Carving" exhibit. Assistance in transportation was given to a number of artists who participated.

Throughout the year the Department and its missions co-operated with the National Gallery, the National Museum and other agencies in presenting Canadian art exhibitions abroad and bringing foreign exhibitions to Canada. Abroad, these included the Eighth Biennial of Contemporary Art in São Paulo, Brazil, and the Second American Biennial of Modern Engraving in Santiago, Chile. Outstanding foreign exhibitions shown in Canada included those of the important French artists, Robert and Sonia Delaunay, which were shown at the National Gallery in Ottawa in October and sent on tour to other Canadian cities, and the Dead Sea Scrolls from Jordan, which attracted a large attendance at the National Museum in Ottawa and the Royal Ontario Museum in Toronto.

The Department organized a photographic exhibition entitled "Three Centuries of Canadian Architecture", which included the winning entries of the 1964 Massey Medals for Architecture competition. The exhibit was shown in three cities in Czechoslovakia, opening a tour which is expected to continue for another year in various European countries.

As usual, assistance was given to performing groups and individual artists going overseas, and Canadian cultural organizations were informed of cultural events abroad in which they might wish to participate. These included song competitions, dramatic art competitions, architectural events and children's art exhibitions.

Book Presentations

Arrangements were made for the presentation of major collections of Canadian books to the National University of Rwanda, the University of the Philippines, the University of Costa Rica, and Aarhus University, Denmark. Smaller presentations were made to the National Library, Sierra Leone, the University of Hue, Republic of Vietnam, the Sekondi Regional Library, Ghana, and the University of Concepción, Chile. A total of 154 libraries in 54 countries now have full or selective depository status with the Queen's Printer.

Historical Division

In addition to tasks involving historical research and selection of materials for publication, the Historical Division incorporates Library Services, an Archives Section, and the Departmental Press Clipping Service.

The Division has been engaged for some time in the selection, compilation, editing and publication of documents illustrating Canada's external relations. A series of volumes is projected, beginning chronologically with the establishment of the Department in 1909; the first volume, covering the period from 1909 to the end of the First World War, is nearing completion. A second volume will deal exclusively with the Paris Peace Conference of 1919, with subsequent volumes illustrating succeeding periods in the history of Canada's external relations.

In addition to this "state papers" project, the Division undertakes historical research as required in support of the activities of the Department. Assistance is given to scholars working on official research projects for other government departments, and, as facilities permit, to private scholars to the degree permitted by current restrictions on access to official documents. This assistance occasionally takes the form of the reading of manuscripts, the correction of factual errors, and the provision of pertinent background information.

The main function of the Archives Section is the preservation and appropriate disposition of material permanently required for historical and other purposes. This includes an examination of Departmental records valuable for research work and the correlation of source materials. Many of these have been systematically indexed and made available to the Department for reference and research purposes. Responsibility for the systematic retirement of large quantities of obsolete files, both in Ottawa and at posts abroad, was transferred during the year to the Registry Division.

The Press Clipping Service reads, clips and distributes press items of topical interest to the Department, to the office of the Secretary of State for External Affairs and to certain other officials upon request. It examines a wide and representative selection of Canadian and other newspapers and periodicals for the purpose.

Library Services

The Departmental libraries hold for circulation to members of the Department valuable collections of some 15,000 books in Ottawa, about 60,000 in posts abroad, and many thousands of periodicals and pamphlets on international affairs. One major responsibility of Library Services is the provision of periodical literature, newspapers, reviews and specialized publications to foreign service officers and other members of the Department in Ottawa and at the posts abroad. Including air-mail editions of newspapers and periodicals for circulation in Ottawa and overseas, the cost of subscriptions absorbs three-quarters of the library budget.

The Departmental Library in Ottawa also supervises the establishment and growth of library units varying in size and importance in all posts abroad. When a new mission is opened, a basic library of *Canadiana* (some 450 books) is provided, with subscriptions to newspapers and periodicals relevant to departmental work. In addition to books and periodicals provided by the Department in Ottawa, the missions are at liberty to purchase locally, within a fixed budget, books, newspapers and periodicals essential to their work. Publications of the Queen's Printer are also forwarded on a generous scale.

VII

LEGAL AFFAIRS

Under the Direction of the Departmental Legal Adviser, who is an Assistant Under-Secretary of State for External Affairs, the Legal Division works to ensure that, so far as Canada is concerned, international undertakings are conducted in accordance with approved legal principles and practices. It provides the Department with advice on public and private international law and on constitutional and comparative law, and maintains contact on certain matters with the Department of Justice, the Office of the Judge Advocate General and other government legal branches. In addition, the Legal Division follows closely the work of the Sixth (Legal) Committee of the United Nations General Assembly and the International Law Commission. It concerns itself, in a variety of other ways, with Canada's role in respect of the development of international law.

Organizationally, the Division comprises a Head of Division, two Deputy Heads, and several sections. The Legal Planning Section is designed to co-ordinate and assist in planning Canadian policy on legal and quasi-legal questions and to handle problems referred to the Legal Division from political divisions. An Interdepartmental Legal Planning Committee has been established to anticipate the need for legally qualified personnel to participate in international conferences and negotiations, to help ensure that all government departments concerned with such conferences and negotiations are adequately consulted in the formulation of guidance on legal matters, and, in general, to assist in providing liaison and co-ordination between departments.

A Treaty and Economic Section assists in the preparation and interpretation of international agreements and is responsible for the maintenance of treaty records, the registration of treaties under the United Nations, their publication in the Canada Treaty Series and their tabling in Parliament, and deals with problems of an economic nature.

The Claims Section is concerned with the protection of the properties and interests of Canadian citizens which might be subject to nationalization, confiscation or other arbitrary measures by foreign governments. This Section seeks to assist such Canadians, for example, by presentation of international claims through diplomatic channels to recover property abroad which has been wrongfully seized or to obtain compensation in accordance with established principles of international law.

Certain officers deal with boundary-waters questions and private international law matters. In the course of 1965, the Legal Division has been responsible for such matters of special interest to Canada as the peaceful uses of outer space, the Gut Dám Tribunal, and the settlement of claims with Eastern European countries.

Peaceful Uses of Outer Space

The Twenty-Eighth Legal Sub-committee of the United Nations General Assembly Committee on the Peaceful Uses of Outer Space, with Canada as a member, held its fourth session in New York from September 20 through October 1, 1965.

For this session, the Legal Sub-committee continued with the task assigned to it by the United Nations General Assembly of preparing draft international agreements on liability for damage caused by objects launched into outer space and on assistance to and return of astronauts and space vehicles. Although good progress was made, with the Committee's efforts being particularly focused on the draft agreement on liability, considerable additional work remains to be done and the Legal Sub-committee will resume work on the two conventions at its next session.

Gut Dam Tribunal

(Proposed new name: Great Lakes Claims Tribunal)

On March 25, 1965, the Secretary of State for External Affairs, the Honourable Paul Martin, and the United States Ambassador to Canada, His Excellency W. Walton Butterworth, signed an agreement between the Government of Canada and the Government of the United States of America concerning the establishment of an international arbitral tribunal to dispose of United States claims relating to Gut Dam.

A three-man international arbitral tribunal is to be established, in accordance with the terms of this agreement, to deal with claims for damage to property owned by United States citizens on the United States side of Lake Ontario, allegedly attributable, in whole or in part, to the construction by the Government of Canada of a small navigation improvement in the international section of the St. Lawrence River known as Gut Dam.

The construction of Gut Dam was carried out at the beginning of the century pursuant to arrangements entered into between the Canadian and United States Governments of the day. Gut Dam itself was removed in 1953 as part of the St. Lawrence Seaway construction programme. It is expected that the tribunal will be duly constituted during the early part of 1966 and that its hearings will commence shortly thereafter.

The position which the Government of Canada has continued to maintain is that there is no basis, either in law or in fact, for these claims. However, it was realized that a suitable forum had to be provided in which to have claims dealt with on their merits, and the Governments of the United States and Canada reached the decision that the most expeditious way to achieve this result would be by means of an international arbitral tribunal.

Claims Against Eastern European Countries

Further efforts were made during the year to achieve some progress towards an equitable settlement of claims against Eastern European countries by Canadian citizens whose property had been nationalized or confiscated without compensation in the post-war period.

Preparatory to negotiations with the Hungarian Government, which are expected to commence in Budapest early in 1966, the Claims Section of the Department has been engaged in considerable correspondence with Canadians having claims outstanding against Hungary.

The Secretary of State for External Affairs announced on December 1, 1964, that claims of Canadians against Bulgaria should be submitted to the Department of External Affairs previous to negotiations with that country. Discussions between Canada and Bulgaria were commenced in Sofia in April 1965, at which time the Bulgarian authorities expressed a willingness in principle to make compensation for Canadian properties in Bulgaria taken over by the Bulgarian Government. No agreement was reached during the first round of exchanges concerning the basis of compensation for such properties, but talks are expected to be resumed in the near future.

On September 1, 1965, the Secretary of State for External Affairs announced that the Canadian and Polish Governments had agreed to begin talks at an early date towards the provision of a lump-sum settlement on nationalization claims by Canadian citizens against Poland. Canadians having property and financial claims against Poland were accordingly invited to submit the details of their claims to the Department of External Affairs before a deadline of January 1, 1966, in order that they could be considered prior to the forthcoming negotiations. The Department announced on December 14, 1965, that this deadline had been extended to May 1, 1966, in response to numerous requests from Canadians who had asked for a further period in order that they might obtain the necessary documentation and information for the submission of their claims. The procedure for registering a claim with the Department for this purpose was outlined in instructions and questionnaires provided by the Claims Section.

VIII

ADMINISTRATIVE AFFAIRS

Organization and Administration

The personnel, financial and administrative resources of the Department at home have been under heavy strain during the past few years because of the rapid multiplication of Canada's responsibilities abroad. In fulfilling its foreign and domestic duties, the Department, which is committed in high degree to a rotational policy regarding alternate postings of personnel, inevitably faces complex problems of organization and administration. Accordingly, an earnest effort has been made recently to improve its administrative and support services, although the formal structure of the Department has undergone few alterations.¹

Administrative Improvement Unit

During 1965, this Unit was responsible for carrying out the recommendations of the management consultants who made a survey of departmental administration during the previous year. One major recommendation had stressed the need for a strengthening of administrative personnel in order to provide support for the expanded operations of the Department. On the basis of these recommendations, and with the support of the control agencies, the total number of positions in the administrative divisions under review was increased by 53 positions. Increases were made as follows: Supplies and Properties, 14; Personnel, 19; Administrative Services, 11; Registry, 2; Organization and Methods, 7.

The Administrative Improvement Unit was involved in the arrangements for Civil Service competitions through which a number of the new positions were filled. It had been agreed that the Department needed more technical competence in various administrative parts of its organization and, accordingly, attention was given to hiring engineers and other specialists for Supplies and Properties work and personnel administrators for the Personnel Divisions. Detailed advice regarding new practices and techniques was supplied to the divisions concerned. Further, the Unit applied itself to the formulation of a departmental policy on manuals and directives. It completed the preparation of a Manual of Departmental Procedures and prepared outlines of several additional manuals to be used as guides to the Department's administrative procedures.

In the latter part of the year, the Unit's work included detailed assistance with the conversion of departmental positions at home and abroad to the new Civil Service classifications, a review of departmental policy on press and information work, and the preparation of planning information for the new headquarters building. It also gave preliminary attention to the financial systems required in the Department for the new conception of programme budgeting.

¹ See *Organization Chart, Appendix VIII.*

Administrative Services Division

In conjunction with other interested departments, this Division reviews and recommends improvements in conditions of service abroad. Continuing consideration is given to such matters as the allowances provided for living, rent, education, representation and hardship situations, as well as to foreign service leave, the medical problems of posted personnel, and superannuation.

Such personnel support services as control of the payment of salaries and allowances and the maintenance of leave, attendance and superannuation records are provided by this Division, which also assumes responsibility for the co-ordination of posting arrangements for personnel proceeding to and returning from posts abroad, the preparation of letters of administrative instructions for heads of post, the processing of hospital and medical claims from personnel abroad, and, in co-operation with other divisions and posts abroad, the provision of living accommodation at overseas missions.

Amendments to the Departmental Manual of Regulations, the production of Circular Documents, Personnel Administrative Notices and Post Reports and the maintenance of a departmental system for recording and distributing regulations and authorities issued by the Privy Council and Treasury Board are additional responsibilities of this Division. Further, its Production Services Unit prints and distributes abroad certain reference papers and general information, and provides facilities for the reproduction of departmental documents.

Organization and Methods Unit

As a result of the study of administrative divisions completed in 1964 by a firm of management consultants, an Organization and Methods Unit has been added to the Department to provide, on a continuing basis, improvement in departmental management and operating procedures.

A three-year programme of studies has been drawn up, stemming from the projects suggested by the management consultants and proposals submitted by heads of division and by senior management. One of these studies, now completed, concerns the mailing-list procedures followed in the distribution of departmental publications. Recommendations advanced for improving the effectiveness of related operations and reducing their cost have been implemented and the project has encouraged staff members to develop further improvements on their own. A second study involves a comprehensive examination of personnel records and is expected to provide more effective service through analysis of all phases of personnel work.

A long-range form improvement programme has been inaugurated and day-to-day advice and assistance have been provided to those divisions affected by the change.

All divisions have been made aware of the purpose and objectives of the O and M Unit and have been invited both to submit proposals for formal projects and to seek advice in solving management problems.

Because of the shortage of qualified candidates, the recruitment of staff has been a major problem for the new Unit, but, with two of the key officer positions now filled, it is hoped that additional help will be secured within the next few months.

Finance Division

The chief responsibilities of the Finance Division are the preparation of main and supplementary estimates for External Affairs, general financial control over departmental expenditures, the financing of missions abroad and the auditing of mission accounts, arrangements for travel and removal, and the handling of such claims, payments to international organizations, and administrative arrangements for Canadian participation at international conferences.

The rapid expansion of Canada's external relations during the post-war years has resulted in a phenomenal budgetary increase from \$4,975,-137 in 1945-46 to \$205,120,774 for 1965-66, including external aid programmes.

During 1965, preliminary studies were undertaken to establish procedures necessary to implement the Glassco Commission recommendations on financial management. Further detailed studies by a management consulting firm will be required to assess the immediate and long-term organization implications of programme budgeting and financial control as envisaged in the above-mentioned report. The Department's commitment control procedures were improved throughout the year, a new audit section for certain types of travel was established and arrangements were completed for the appointment of a senior financial officer to assist in the development of a financial management programme.

Supplies and Properties Division

During 1965, the Division was reorganized by adding several technically qualified personnel to handle its increasing work load and give better service to missions abroad.

As the name of this Division implies, its main preoccupation is the making of arrangements for the acquisition of sites and for the purchase and construction of buildings abroad. As a further concern it deals with the leasing of office accommodation, official residences for heads of post, as well as staff quarters at some missions. It implements a preventive maintenance programme and supervises major schemes of interior decoration for new premises. Arrangements for the purchase of furniture, furnishings and equipment for chanceries, official residences and staff quarters fall within the province of its responsibilities.

All official vehicles for the Department's use abroad are purchased through the Supplies and Properties Division, which also controls the replacement, servicing, maintenance and insurance of these vehicles. Its Stores and Shipping Depot orders, packs and ships stationery, office supplies and equipment for missions abroad, and arranges for the packing and transportation of the household and personal belongings of the rotational staff of the Department, and secures customs clearance of their effects.

A number of construction projects are under examination and it should soon be possible to call tenders for several new buildings. In the course of the year, repairs and improvements have been made to various structures overseas. The interior design staff has undertaken major furnishing schemes for new properties and has developed a refurbishing programme to replace worn equipment in owned or leased accommodation.

The Department now owns or leases 74 chanceries, 71 official residences (including three purchased during the last 12 months) and 176 staff quarters throughout the world.

Registry Division

The work of the Division has now been reorganized on the basis of six decentralized Records Units situated close to the Division they serve, with the Central Records Services being attached to Registry headquarters. Supervisors of the Records Units submit regular reports on the processing of various types of correspondence, on the performance of unit personnel, and on a regular programme of file examination and upkeep.

With reclassification of positions to meet the requirements of extended service now achieved, vigorous efforts have been made to bring the establishment of the Division up to its permitted strength.

Through the organization of a new Training Section, the development of a Registry Division Manual of Procedures, and greater emphasis on the Records Classification Guide, the modernized procedures of the Registry Division have gained wider acceptance. A new guidance section on proper handling of files has been incorporated in the manual of departmental procedures for the benefit of file users.

During the year, the responsibility for the preparation of records schedules to use as a guide in systematically retiring large quantities of obsolete records was transferred from the Historical Division to the Registry. This activity entails also the supervision of the retirement of obsolete records in posts abroad. In 1965, some 1,000 linear feet of files, excluding those of the Passport Division, were eliminated in Ottawa and abroad.

Personnel

The personnel affairs of the Department have recently become the charge of two divisions—Personnel Operations and Personnel Services—which deal with all matters affecting disposition, training, promotion and the general administration of personnel affairs. They handle matters concerning the organizational structure and staff requirements of the Department as well as the classification of its positions. Recruitment, induction of personnel and the representation by the Department on examination boards set up by the Civil Service Commission are undertaken by these two divisions. The welfare of members of the Department, including its locally-engaged staff abroad, comes within their province, as well as the maintenance of personnel records and research studies of all phases of personnel management.

Entrants to the foreign service of Canada do so on a career basis under the merit system. Only Canadian citizens who have resided in Canada for at least ten years are eligible for admission. To enter foreign service officer competitions, they must possess a university degree, preferably with post-graduate study. Competitions for entry at the junior level, which are held annually, consist of two parts, a written test and an oral examination, with war veterans given preference in all appointments. A few candidates with particularly good academic standards and experience are also recruited at somewhat higher levels.

Such senior positions as those of ambassador and high commissioner are filled normally by the appointment of career officers, but occasionally by the appointment of distinguished citizens from outside the Department.

Since shortly after the Second World War, women have been admitted to the Canadian diplomatic service on the same basis as men. At the end of 1965, the Departmental roll included 62 female officers, one of whom has the rank of ambassador.

The Department's active recruiting programme continued during 1965. In addition to Foreign Service and Administrative Officers, ten Junior Executive Officers were accepted. After the usual period of training and probation, they will become External Affairs Officers, specializing in the administrative, consular and information work of the Department at home and abroad. In the administrative-staff classes, the number inducted rose from 116 in 1963 to 214 in 1964, with 210 being recruited in the first ten months of 1965.

Consular and Passport Activities

Consular Division

As in past years, the increasing number of Canadians travelling abroad or in temporary residence overseas has been reflected in the form and scope of the responsibilities which are administered by the Consular Division of the Department. These responsibilities are well illustrated by the general consular services performed by posts abroad: issuing and renewing passports; issuing emergency certificates; renewing identity certificates; granting diplomatic and courtesy visas; issuing immigrant and non-immigrant visas at posts where the Canadian Immigration Service is not represented; providing advice and assistance on matters concerning citizenship and immigration; registering births of children born to Canadian parents abroad; granting extensions of Canadian citizenship; registering Canadian citizens abroad; providing relief and repatriation for Canadians temporarily distressed or disabled; protecting Canadian interests in matters of estates, claims, etc.; assisting Canadian ships and aircraft and their crews; performing notarial acts, including authentication of legal and other documents; assisting in locating missing persons; and generally protecting the rights and interests of Canadians abroad.

Canadian citizens travelling abroad have their journeys facilitated by the fact that Canada has reciprocal multi-entry visa and visa-waiver agreements with many countries. This procedure allows Canadian citizens to enter a country with which such agreement is established for a period of up to three months without visas or to obtain, without charge, multi-entry visas valid for 12 months when their intended visit would extend for a longer period. These or similar privileges are enjoyed by Canadian citizens who travel to Austria, Belgium, Denmark, Finland, France, the Federal Republic of Germany, Greece, Iceland, Israel, Italy, Japan, Liechtenstein, Luxembourg, Monaco, the Netherlands, Norway, Portugal, San Marino, Spain, Sweden, Switzerland and Turkey. Agreements are also in effect which allow Canadians to receive multi-entry visas, free of charge, for entry into Iran and at half the normal fee for entry into Venezuela. Visas or entry permits are not required by Canadians who visit the United States, Ireland or Commonwealth countries.

A Canadian Government delegation attended the twentieth International Red Cross Conference in Vienna this year from October 2 to 9. The material and commentary for the delegation were compiled by the Consular Division. Canada continued to take a strong stand in support of the humanitarian services performed by the Red Cross.

Passport Division

Demand by the Canadian public for passport services, including the provision of certificates of identity to eligible stateless persons, continued to increase during 1965.

Last year the Passport Office issued 203,571 passports, and 38,456 were renewed. In addition, 1,190 certificates of identity were issued and 1,003 were renewed. For the first time, gross revenues exceeded \$1 million, amounting to \$1,087,190 for the 12-month period.

Growth in public demand for passport services has increased by 135 per cent over the past ten years. For the six-year period from 1960 to 1965 inclusive, the increase in passport work is reflected in the following table:

Year	Passports		Certificates of Identity		Total Revenue
	Issued	Renewed	Issued	Renewed	
1960	134,637	18,411	6,004	2,184	\$ 730,605.31
1961	139,218	19,988	4,237	3,209	759,323.08
1962	155,363	23,636	2,807	2,728	826,940.07
1963	164,445	26,964	2,133	1,748	879,929.85
1964	184,569	32,784	1,854	1,313	989,605.71
1965	203,571	38,456	1,190	1,003	1,087,190.92

APPENDICES

Appendix I

PUBLICATIONS

A. Publications of the Department

The Department of External Affairs issues, free, two catalogues of its publications, one for residents of Canada, the other for residents of other countries. Free individual publications from the Department in Ottawa or from the most conveniently located Canadian mission abroad are so listed below. It should be noted that certain publications are available outside Canada only. Finally, a number of publications, with prices listed, are available from the Queen's Printer, Ottawa.

1. Publications Available in Canada and Abroad

External Affairs: A monthly bulletin containing articles on subjects of current international interest and official statements of Canadian foreign policy. Price: annual subscription, Canada, the United States and Mexico, \$2.00; other countries, \$2.50; students in Canada, \$1.00; other countries, \$1.50.

Report of the Department of External Affairs: Report to Parliament covering the work of the Department during each calendar year. Price: Canada, the United States and Mexico, 50 cents; other countries, 60 cents.

Canada and the United Nations: An annual report on Canadian participation in the work of the United Nations and its Specialized Agencies. Price: Canada, the United States and Mexico, 75 cents; other countries, 85 cents.

Canada Treaty Series: Texts of individual treaties, conventions and other agreements concluded between Canada and other countries. Price: Canada, the United States and Mexico, 35 cents each; other countries, 40 cents each.

Canadian Representatives Abroad and Representatives of Other Countries in Canada: Issued three times a year. A directory of Canadian diplomatic, consular and trade offices abroad, and of the diplomatic, consular and trade offices of other countries in Canada. Price: annual subscription, Canada, the United States and Mexico, \$1.50; other countries, \$1.75. Single copies, Canada, the United States and Mexico, 60 cents; other countries, 70 cents.

Diplomatic Corps: A directory of diplomatic missions in Ottawa. Published three times a year. Price: annual subscription, Canada, the United States, and Mexico, \$1.50; other countries, \$1.75. Single copies, Canada, the United States and Mexico, 60 cents; other countries, 70 cents.

The Law of the Sea: A Canadian Proposal, 1959.

Canada and the Colombo Plan, 1961: Price: Canada, the United States, and Mexico, 75 cents; other countries, 85 cents.

Canada from Sea to Sea: An illustrated booklet, dealing in popular style with various aspects of Canada—its history and geography, economic and trading position, its role in world affairs, its people, culture and traditions, its institutions and government. Published in English, French, Dutch, German, Italian, Polish, Portuguese and Spanish. Price: Canada, the United States and Mexico, 75 cents; other countries, 85 cents.

Facts on Canada: Information on Canada's history, government, international relations, resources, climate, transportation, industry and labour, and on

the provinces of Canada, with a series of maps. This publication, which is sold in Canada in English and French for 50 cents a copy, is distributed free of charge in other countries by Canadian missions.

Reference Papers: Background information on various aspects of Canadian affairs. (Selected list only, no charge)

- No. 69 The Department of External Affairs. (March 1963)
- No. 70 The Constitution and Government of Canada. (June 1964)
- No. 78 Atomic Research in Canada. (June 1963)
- No. 84 Bilingualism in Canada. (October 1963)
- No. 85 Canada and the International Labour Organization. (February 1964)
- No. 86 Canadian External Aid. (September 1964)
- No. 88 Canada and ICAO. (April 1964)
- No. 93 Canada's Contribution to the United Nations. (February 1964)
- No. 115 Canadian Technical and Educational Assistance Programme. (May 1965)
- No. 116 The Canada-United States Permanent Joint Board on Defence. (August 1965)
- No. 117 Notes for the Guidance of Students Considering University Study in Canada. (August 1965)
- No. 118 Canadian Technical and Educational Assistance: Teacher, University and Adviser Programmes. (October 1965)

Statements and Speeches

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| 65/1 | Notes for a Speech . . . at the Conference on Canada and the French-speaking Nations of Africa. | Hon. Paul Martin,
Montreal,
January 23 |
| 65/2 | Principles and Purposes of Foreign Aid. | Hon. Paul Martin,
Ste. Anne de Bellevue
(Quebec),
February 9 |
| 65/3 | Extracts from an Address . . . to the Canadian Club of Ottawa. | Rt. Hon. L. B. Pearson,
Ottawa,
February 10 |
| 65/4 | Excerpts from an Address . . . to the Board of Evangelism and Social Service of the United Church of Canada. | Hon. Paul Martin,
Toronto,
February 18 |
| 65/5 | The United Nations Crisis. | Hon. Paul Martin,
Vancouver,
February 20 |
| 65/6 | U.S.-Canada Co-operation. | Rt. Hon. L. B. Pearson
New York,
March 5 |
| 65/7 | Canada and the Atlantic Community. | Hon. Paul Martin,
Cleveland,
March 4 |
| 65/8 | Statement . . . on Tabling . . . the Special Message of February 13, 1965, of the International Commission for Supervision and Control in Vietnam. | Hon. Paul Martin,
House of Commons,
March 8 |
| 65/9 | Canada and Vietnam. | Hon. Paul Martin,
Toronto,
March 26 |
| 65/10 | A Fourth Pillar of Canada's External Policy. | Mr. Jean-Luc Pepin,
Montreal,
March 26 |

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| 65/11 Canada and the Commonwealth. | Hon. Paul Martin,
London (Ontario),
April 12 |
| 65/12 Canada's Role in the Development of World Trade. | Hon. Paul Martin,
Windsor,
April 24 |
| 65/13 Peace Keeping and Disarmament. | Hon. Paul Martin,
Geneva,
May 3 |
| 65/14 Vietnam—Canadian Reply to British Co-Chairman's Message. | Hon. Paul Martin,
House of Commons,
April 30 |
| 65/15 Statements Relating to the 17-Nation Appeal for a Vietnam Settlement. | Hon. Paul Martin,
Ottawa,
April 14 |
| 65/16 Interdependence in the Modern World. | Hon. Paul Martin,
Windsor,
May 18 |
| 65/17 Canada and the Evolving United Nations. | Hon. Paul Martin,
Montreal,
June 4 |
| 65/18 New World, New Problems. | Hon. Paul Martin,
Toronto,
June 8 |
| 65/19 Preventing the Spread of Nuclear Weapons. | Hon. Paul Martin,
Ottawa,
August 17 |
| 65/20 Twenty-Fifth Anniversary of Ogdensburg Declaration. | Hon. Paul Martin,
Ogdensburg,
August 18 |
| 65/21 Educational Aid to French-Language Nations. | Hon. Paul Martin,
Montreal,
September 3 |
| 65/22 International Tensions and the United Nations. | Hon. Paul Martin,
Ottawa,
September 9 |
| 65/23 Dramatic Growth in Canada's Pacific Trade. | Hon. Mitchell Sharp,
Anchorage,
September 13 |
| 65/24 Canada and World Problems. | Hon. Paul Martin,
UNGA,
September 24 |
| 65/25 Canadian Youth Serves the Developing Countries. | Rt. Hon. L. B. Pearson,
Ottawa,
October 1 |
| 65/26 Three Lines of Approach to Canadian Foreign Policy. | Hon. Paul Martin,
Winnipeg,
October 10 |
| 65/27 Prospects for Peace Keeping. | Hon. Paul Martin,
Cambridge, (Mass.),
November 17 |
| 65/28 Chinese Representation in the United Nations. | Hon. Paul Martin,
Ottawa,
November 17 |
| 65/29 World Brotherhood. | Rt. Hon. L. B. Pearson,
New York,
November 17 |

Official Papers:

The Columbia River Treaty and Protocol—A Presentation: Price: Canada, the United States and Mexico, \$3.00.

Columbia River Treaty Protocol and Related Documents: Price: Canada, the United States and Mexico, \$3.00.

Report of Disarmament Discussions 1957: Price: Canada, the United States, and Mexico, 35 cents; other countries, 40 cents.

The Crisis in the Middle East: October-December 1956: Price: Canada, the United States and Mexico, 75 cents; other countries, 85 cents.

Canada and the Korean Crisis 1950: Price: Canada, the United States and Mexico, 25 cents; other countries, 30 cents.

2. Publications Distributed Abroad Only

Canadian Weekly Bulletin: A summary of important developments and announcements.

Reprints: Articles on Canada and Canadian affairs reprinted from various sources, chiefly Canadian periodicals.

No. 2 "A New Kind of Peace Force", by the Right Honourable L. B. Pearson, *Maclean's*, May 2, 1964. (Reprinted 1965).

No. 6 "Good Neighborhood", by the Right Honourable L. B. Pearson, *Foreign Affairs*, January 1965. (Reprinted 1965)

Colourful Canada: A new booklet replacing *Canada Pictorial*, illustrated in colour, available in English, French, Polish, Spanish, German and Italian.

B. Hansard References to Departmental Affairs

The following section consists of a list of the more important and illuminating speeches, statements and replies to questions delivered to the House of Commons during 1965 regarding the work of the Department, its nature and policies. The references are listed alphabetically by subject. Also included separately are references to the reports of the Standing Committee on External Affairs.

Canada. House of Commons: Debates 1965

Commonwealth Conference—Pp. 2314-5, June 14; 3050-7, June 29.

Cyprus—Pp. 12636, March 22; 1285-6 and 1333-4, May 14.

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Appendix II

DEPARTMENTAL PERSONNEL STATISTICS

The following is a comparison of staff on December 31, 1964, and December 31, 1965:

	(Dec. 31) 1964	(Dec. 31) 1965
Officers	1964	1965
Ottawa	224	249
Abroad	273	306
Administrative Staff		
Ottawa	599	641
Abroad	577	629
Total	1,673	1,825
Locally-engaged staff abroad	625	819
Foreign Service Officers recruited during the year	32	37
Other appointments during the year	231	253
Separations during the year		
Officers	21	20
Staff	115	118

Appendix III

I. CANADIAN DIPLOMATIC REPRESENTATION ABROAD¹

1. Embassies

<i>Country</i>	<i>City</i>
*Algeria (Yugoslavia)	
Argentina	Buenos Aires
Austria	Vienna
Belgium	Brussels
*Bolivia (Peru)	
Brazil	Rio de Janeiro
*Burma (Malaysia)	
Cameroun	Yaoundé
*Central African Republic (Cameroun)	
*Chad (Cameroun)	
Chile	Santiago
Colombia	Bogotá
*Congo Brazzaville (Cameroun)	
Congo (Leopoldville)	Leopoldville
Costa Rica	San José
Cuba	Havana
Czechoslovakia	Prague
*Dahomey (Nigeria)	
Denmark	Copenhagen
Dominican Republic	Santo Domingo
Ecuador	Quito
*El Salvador (Costa Rica)	
Ethiopia ²	
Finland	Helsinki
France	Paris
*Gabon (Cameroun)	
Germany	Bonn
Greece	Athens
Guatemala	Guatemala City
*Guinea (Ghana)	
Haiti	Port-au-Prince
*Honduras (Costa Rica)	
*Hungary (Czechoslovakia)	
*Iceland (Norway)	
Indonesia	Djakarta
Iran	Tehran
*Iraq (Lebanon)	
Ireland	Dublin
Israel	Tel Aviv
Italy	Rome
*Ivory Coast (Ghana)	
Japan	Tokyo
*Jordan (Lebanon)	
*Korea (Japan)	
*Kuwait (Iran)	

¹ No resident diplomatic missions are maintained in countries marked with an asterisk. The country named in brackets after these names is the country in which resides the Canadian representative accredited to the country listed.

² Announced in 1965, to be effective early in 1966.

<i>Country</i>	<i>City</i>
Lebanon	Beirut
*Luxembourg (Belgium)	
Mexico	Mexico
*Morocco (Spain)	
Netherlands	The Hague
*Nicaragua (Costa Rica)	
*Niger (Nigeria)	
Norway	Olso
*Panama (Costa Rica)	
*Paraguay (Argentina)	
Peru	Lima
Poland	Warsaw
Portugal	Lisbon
*Senegal (Nigeria)	
South Africa	Pretoria
Spain	Madrid
*Sudan (United Arab Republic)	
Sweden	Stockholm
Switzerland	Berne
*Syria (Lebanon)	
*Thailand (Malaysia)	
*Togo (Ghana)	
*Tunisia (Switzerland)	
Turkey	Ankara
Union of Soviet Socialist Republics	Moscow
United Arab Republic	Cairo
United States of America	Washington
*Upper Volta (Ghana)	
Uruguay	Montevideo
Venezuela	Caracas
Yugoslavia	Belgrade

2. Offices of High Commissioners

<i>Country</i>	<i>City</i>
Australia	Canberra
Britain	London
Ceylon	Colombo
*Cyprus (Israel)	
Ghana	Accra
India	New Delhi
Jamaica	Kingston
*Kenya (Tanzania)	
Malaysia	Kuala Lumpur
*Malta (Italy)	
New Zealand	Wellington
Nigeria	Lagos
Pakistan	Karachi
*Sierra Leone (Nigeria)	
Tanzania	Dar-es-Salaam
Trinidad and Tobago	Port-of-Spain
*Uganda (Tanzania)	

3. Permanent Missions to International Organizations

<i>Organization</i>	<i>City</i>
North Atlantic Council	Paris
Organization for Economic Co-operation and Development	Paris

<i>Organization</i>	<i>City</i>
United Nations	New York
United Nations (European Office)	Geneva
European Atomic Energy Community	Brussels
European Coal and Steel Community	Brussels
European Economic Community	Brussels
United Nations Educational, Scientific and Cultural Organization	Paris
Conference of the Eighteen-Nation Committee on Disarmament	Geneva
General Agreement on Tariffs and Trade Negotiating Conference	Geneva

4. Offices of Canadian Commissioners

<i>Country</i>	<i>City</i>
British Guiana	Georgetown

II. CONSULAR OFFICES

1. Consulates General

<i>Country</i>	<i>City</i>
France	Bordeaux
	Marseilles
Germany	Hamburg
Iceland	Reykjavik ³
Italy	Milan
Philippines	Manila
United States of America	Boston
	Chicago
	Los Angeles
	New Orleans
	New York
	San Francisco
	Seattle

2. Consulates

<i>Country</i>	<i>City</i>
Brazil	Saõ Paulo
Germany	Duesseldorf
United States	Cleveland
	Detroit
	Philadelphia

III. MILITARY MISSION

Berlin

IV. INTERNATIONAL SUPERVISORY COMMISSIONS

<i>Country</i>	<i>City</i>
Cambodia	Phnom Penh
Laos	Vientiane
Vietnam	Saigon

³ Honorary officer in charge.

Appendix IV

DIPLOMATIC AND CONSULAR REPRESENTATION OF OTHER COUNTRIES IN CANADA ¹

1. Diplomatic Missions ²

<i>Country</i>	<i>Nature of Post</i>
Algeria	Embassy
*Argentina	Embassy
Australia	High Commissioner's Office
*Austria	Embassy
*Belgium	Embassy
*Brazil	Embassy
Britain	High Commissioner's Office
Burma	Embassy
Cameroun	Embassy
Ceylon	High Commissioner's Office
*Chile	Embassy
*China	Embassy
*Colombia	Embassy
*Costa Rica	Embassy
*Cuba	Embassy
Cyprus	High Commissioner's Office
*Czechoslovakia	Embassy
Dahomey	Embassy
*Denmark	Embassy
*Dominican Republic	Embassy
*Ecuador	Embassy
*El Salvador	Embassy
*Finland	Embassy
*France	Embassy
Gabon	Embassy
*Germany	Embassy
Ghana	High Commissioner's Office
*Greece	Embassy
Guinea	Embassy
*Guatemala	Embassy
*Haiti	Embassy
Hungary	Embassy
*Iceland	Embassy
India	High Commissioner's Office

¹ For further particulars, see the publications of the Department entitled *Canadian Representatives Abroad and Representatives of Other Countries in Canada* (thrice yearly) and *Diplomatic Corps* (thrice yearly).

² The Ambassadors of Algeria, Cameroun, Costa Rica, Dahomey, El Salvador, Gabon, Guatemala, Guinea, Iceland, Iraq, Ivory Coast, Kuwait, Luxembourg, the Malagasy Republic, Mali, Morocco, Niger, Panama, Rwanda, Senegal, Thailand and the High Commissioner for Cyprus are also accredited as ambassadors to the United States of America and are ordinarily resident in Washington. The Ambassador of Tunisia and the High Commissioners for Uganda and for the United Republic of Tanzania are also accredited as ambassadors to the United Nations in New York, where they are ordinarily resident.

* The countries marked with an asterisk have consulates in Canada. The Embassy of Switzerland has charge of the interests of Liechtenstein.

<i>Country</i>	<i>Nature of Post</i>
*Indonesia	Embassy
Iran	Embassy
Iraq	Embassy
Ireland	Embassy
*Israel	Embassy
*Italy	Embassy
Ivory Coast	Embassy
*Jamaica	High Commissioner's Office
Japan	Embassy
Korea	Embassy
Kuwait	Embassy
*Lebanon	Embassy
*Luxembourg	Embassy
Malagasy Republic	Embassy
Mali	Embassy
*Mexico	Embassy
Morocco	Embassy
*Netherlands	Embassy
New Zealand	High Commissioner's Office
Niger	Embassy
Norway	Embassy
Pakistan	High Commissioner's Office
*Panama	Embassy
*Peru	Embassy
*Poland	Embassy
*Portugal	Embassy
Rwanda	Embassy
Senegal	Embassy
South Africa	Embassy
*Spain	Embassy
*Sweden	Embassy
*Switzerland	Embassy
*Thailand	Embassy
Trinidad and Tobago	High Commissioner's Office
Tunisia	Embassy
*Turkey	Embassy
Uganda	High Commissioner's Office
Union of Soviet Socialist Republics	Embassy
United Arab Republic	Embassy
United Republic of Tanzania	High Commissioner's Office
*United States of America	Embassy
*Uruguay	Embassy
*Venezuela	Embassy
*Yugoslavia	Embassy

2. Countries having Consulates but no Diplomatic Missions

Bolivia	Nicaragua
Honduras	Philippines
Liberia	San Marino
Monaco	

Appendix V

INTERNATIONAL ASSOCIATIONS AND ORGANIZATIONS OF WHICH CANADA IS A MEMBER

COMMONWEALTH

Commonwealth Advisory Aeronautical Research Council
Commonwealth Agricultural Bureau Executive Council
Commonwealth Air Transport Council
Commonwealth Area Communications Scheme for Merchant and Naval
Shipping
Commonwealth Defence Science Organization
Commonwealth Economic Committee
Commonwealth Economic Consultative Council
Commonwealth Education Liaison Committee
Commonwealth Forestry Conference
Commonwealth Liaison Committee
Commonwealth Scientific Committee
Commonwealth Telecommunications Board
Commonwealth War Graves Commission

EIGHTEEN-NATION DISARMAMENT COMMITTEE NORTH ATLANTIC TREATY ORGANIZATION

Military Committee
North Atlantic Council
Science Committee

UNITED NATIONS¹

Councils and Selected Organs of the General Assembly

Board of Trustees of United Nations Institute for Training and
Research
Economic and Social Council (ECOSOC)
Executive Committee of the High Commissioner for Refugees
International Law Commission²
Scientific Advisory Committee
Scientific Committee on the Effects of Atomic Radiation
United Nations Committee on the Peaceful Uses of Outer Space
United Nations Conference on Trade and Development (UNCTAD)
Trade and Development Board
United Nations Disarmament Commission.

Functional Commissions and Other Selected Bodies of the Economic and Social Council

Commission on Human Rights
Commission on Narcotic Drugs
Economic Commission for Latin America
Executive Board of the United Nations Children's Fund (UNICEF)

¹ A more comprehensive list of United Nations bodies of which Canada is a member is available in *Canada and the United Nations 1964*.

² Marcel Cadieux, Under-Secretary of State for External Affairs, was elected a member for a five-year term, 1962-1966.

Governing Council of the United Nations Special Fund
 Statistical Commission
 Technical Assistance Committee

Specialized Agencies and other Agencies¹

Food and Agriculture Organization
 United Nations-FAO World Food Programme
 International Atomic Energy Agency
 International Bank for Reconstruction and Development
 International Civil Aviation Organization
 International Development Association
 International Finance Corporation
 International Labour Organization
 International Maritime Consultative Organization
 International Monetary Fund
 International Telecommunication Union
 United Nations Educational, Scientific and Cultural Organization
 Universal Postal Union
 World Health Organization
 World Meteorological Organization

CANADA—BRITAIN

Canada-United Kingdom Continuing Committee on Trade and Economic Affairs

CANADA—FRANCE

Canada-France Joint Economic Committee

CANADA—JAPAN

Canada-Japan Ministerial Committee

CANADA—UNITED STATES

Canada-United States Committee on Joint Defence (Ministerial)
 Canada-United States Joint Civil Emergency Planning Committee
 Great Lakes Fishery Commission
 International Boundary Commission
 International Joint Commission
 International Pacific Halibut Commission
 International Pacific Salmon Fisheries Commission
 Joint United States-Canadian Committee on Trade and Economic Affairs (Ministerial)
 Permanent Joint Board on Defence
 Roosevelt-Campobello International Park Commission
 Senior Policy Committee on the Canada-United States Defence Production and Development Sharing Programme

COLOMBO PLAN

Consultative Committee on Co-operative Economic Development in South and Southeast Asia
 Council for Technical Co-operation in South and Southeast Asia

COMMODITIES

Cotton Textiles Committee
 International Bureau for the Publication of Customs Tariffs
 International Cocoa Study Group
 International Coffee Agreement

¹ During 1965, Canada was a member of the executive boards of all these Agencies, with the exception of UNESCO and WMO.

International Copper Study Group
International Cotton Advisory Committee
International Lead and Zinc Study Group
International Rubber Study Group
International Sugar Agreement
International Tin Agreement
International Tungsten Study Group
International Wheat Agreement
International Wool Study Group

CONSERVATIONAL

International Commission for the Northwest Atlantic Fisheries
International North Pacific Fisheries Commission
International Whaling Commission
North Pacific Fur Seal Commission

**CONTRACTING PARTIES TO THE GENERAL AGREEMENT ON
TARIFFS AND TRADE****INTER-AMERICAN**

Inter-American Radio Office
Inter-American Statistical Institute
Pan-American Institute of Geography and History
Postal Union of the Americas and Spain

**INTERNATIONAL CRIMINAL POLICE ORGANIZATION
ORGANIZATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT
SCIENTIFIC**

International Bureau of Weights and Measures
International Hydrographic Bureau

SPACE TELECOMMUNICATIONS

Interim Communications Satellite Committee

Appendix VI

INTERNATIONAL CONFERENCES HELD IN 1965 AT WHICH CANADA WAS OFFICIALLY REPRESENTED

(Partial List)

A. UNITED NATIONS CONFERENCES

- Economic Commission for Asia and the Far East, meeting on the proposed Asian Development Bank: Bangkok, October 21-29
- FAO/WHO Codex Alimentarius Commission, Expert Committee on Food Additives: The Hague, May 10-14
- Food and Agriculture Organization, Biennial Conference: Rome, November 20-December 9
- Food and Agriculture Organization, Committee on Commodity Problems, 38th session: Rome, June 7-18
- Food and Agriculture Organization, Council meeting, 44th session: Rome, June 21-July 2
- Inter-governmental Maritime Consultative Organization, Conference on Facilitation of International Maritime Traffic: London, March 24-29
- Inter-governmental Maritime Consultative Organization, 4th session: Paris, September 15-29
- International Atomic Energy Agency, 9th general conference: Tokyo, September 20-30
- International Labour Organization, 49th Session: Geneva, June 2-24
- International Labour Organization, Governing Body and its committees, 161st session: Geneva, February 15-March 15; 162nd session: Geneva, May 28-29; 163rd session: Geneva, November 16-19
- International Labour Organization, Inter-American Advisory Committee: Buenos Aires, September 20-25
- International Law Commission: Geneva, May 3-July 9
- International Monetary Fund: annual meeting of Governors: Washington, September 27-October 1
- International Telecommunication Union: Montreux, September 14-November 12
- United Nations Committee on Housing, Building and Planning, 3rd session: New York, September 6-21
- United Nations Conference on Trade and Development, Committee on Commodities, 2nd session: Geneva, August 24-September 14
- United Nations Conference on Trade and Development, Committee on Invisibles and Financing Related to Trade, 1st session: Geneva, December 6-22
- United Nations Conference on Trade and Development, Committee on Manufacturing, 1st session: Geneva, August 10-19
- United Nations Conference on Trade and Development, Committee on Shipping, 1st session: Geneva, November 8-23
- United Nations Congress on Prevention of Crime and the Treatment of Offenders, 3rd session: Stockholm, August 9-18
- United Nations Disarmament Commission: New York, April 21-June 16
- United Nations Economic and Social Council, 39th session: Geneva, June 30-July 31

DEPARTMENT OF EXTERNAL AFFAIRS

- United Nations Economic Commission for Europe, Steel Meetings: Geneva, March 13-29.
- United Nations General Assembly, 19th session (resumed): New York, September 1; 20th session: New York, September 21.
- United Nations General Assembly, Legal Sub-Committee: New York, September 20-30.
- United Nations Special Fund, Governing Council, 13th meeting: New York, January 11-18; 14th meeting: New York, June 1-8.
- United Nations High Commissioner for Refugees, Executive Committee, 13th session: Geneva, May 10-19; 14th session: Geneva, October 25-29.
- United Nations Human Rights Commission, 21st session: Geneva, March 22-April 15.
- United Nations International Children's Emergency Fund, Executive Board, 36th session: New York, June 14-23.
- United Nations International Civil Aviation Organization, 15th assembly: Montreal, June 22-July 16.
- United Nations Seminar on Multi-national Societies: Ljubljana, Yugoslavia, June 8-22.
- United Nations Special Committee on Co-ordination, 3rd session: New York, June 1-7.
- United Nations Statistical Commission: New York, April 20-May 10.
- United Nations Sugar Conference: Geneva, September 20.
- United Nations Trade and Development Board, 1st session: New York, April 5-13.
- United Nations Trade and Development Board, 2nd session: Geneva, July 19-August 6; New York, October 25-29.
- United Nations World Congress on Illiteracy: Tehran, September 8-19.
- Universal Postal Union, Committee Meetings of the Executive Council: Berne, April 28-May 22.
- World Health Organization, World Health Assembly, 18th session: Geneva, May 4-21.
- World Population Conference, 2nd session: Belgrade, Yugoslavia, August 30-September 10.

B. OTHER CONFERENCES

- American Association on Mental Deficiency: Tacoma, September 23-25
- Brazilian Society of Metals Congress: Rio de Janeiro, July 29-August 3
- Canada-United States Continuing Committee meeting: Montebello, May 27-28
- Canada-United States Joint Civil Emergency Planning Committee: Washington, April 21
- Central Bank of the American Continent, 2nd meeting of the Governors: Punta del Este, April 29-May 5
- Codex Alimentarius Expert Committee Meeting on Food Hygiene: Rome, June 12-16
- Colloquium of International Astrophysical Union: Bamberg, West Germany, August 11-15
- Commission for Denuclearization of Latin America, preparation meeting: Mexico City, August 23-September 22
- Commonwealth Economic Consultative Council: Kingston, Jamaica, September 22-23
- Commonwealth Medical Conference: Edinburgh, October 4-13
- Commonwealth Meeting of Law Ministers and Chief Justices: Canberra, September 2-3

- Commonwealth Mining and Metallurgical Congress, 8th session: Sydney and Wellington, February 27-April 15
- Commonwealth Prime Ministers' Conference: London, June 13-27
- Commonwealth Telecommunications Conference: London, April 26-May 13
- Commonwealth Telecommunications Financial Experts meeting: Sydney, October 4
- Commonwealth Telecommunications Organization, Review Committee meeting: Nairobi, November 1-12
- Conference for Continuing Education: Chicago, October 15-16
- Conference on Latin American Volunteer Programmes: Buenos Aires, September 6-9
- Congress of the International Fiscal Association, 19th session: London, September 13-17
- Dutch Groundwater Agencies meeting: Amsterdam, October 15-19
- Economic Commission for Latin America, 11th session: Mexico City, May 6-18
- Eighteen-Nation Disarmament Committee Conference: Geneva, July 27-September 16
- Fifth International Criminological Congress: Montreal, August 29-September 3
- General Agreement on Tariffs and Trade ("Kennedy round"): Geneva, January 19.
- Health Physics Society, annual meeting: Los Angeles, June 14-17.
- Inter-American Tropical Tuna Commission, 17th annual meeting: Mexico, March 23-26.
- Inter-governmental Oceanographic Commission, 4th session: Paris, November 3-12.
- Inter-governmental Oceanographic Commission, Bureau and Consultative Council, 5th meeting, Rome, June 14-18.
- Inter-Parliamentary Conference, 54th session: Ottawa, September 8-17.
- International Association of Chiefs of Police: Miami, October 2-7.
- International Association of Hydrologists Congress: Hanover, Germany, September 14-25.
- International Commission on Glass: Brussels, June 29-July 3.
- International Committee of the Red Cross, 20th conference: Vienna, October 2-9.
- International Conference on Health and Health Education: Madrid, July 10-17.
- International Conference on Polar Bear: Fairbanks, September 6-10.
- International Congress on Combustion Engines: London, April 26-30.
- International Congress of Paediatrics: Tokyo, November 7-13.
- International Congress on Pasturage, 9th session: São Paulo, January 1-21.
- International Congress of Physiological Sciences, 23rd session: Tokyo, September 1-9.
- International Congress of Surveyors, 11th session: Rome, May 25-June 5.
- International Criminal Police Organization, annual meeting: Rio de Janeiro, June 16-23.
- International Criminal Police Organization, North American regional conference: Rio de Janeiro, June 14-15.
- International Hydrological Decade, 1st session of the Co-ordinating Council: Paris, May 24-June 3.
- International Lead and Zinc Study Group, Special Working Group, 9th session: Geneva, June 28-July 2.

- International North Pacific Fisheries Commission, annual meeting: Seattle, November 8-12.
- International Radio Consultative Committee, Study Group 5: Geneva, June 8-22.
- International Union of Forest Research Organization: London, July 23-30.
- International Whaling Commission, annual meeting: London, June 28-July 2.
- Latin American Iron and Steel Congress, 5th and 6th general assemblies: Santiago, July 22-31 and Buenos Aires, August 1-5.
- National Conference on Social Welfare: Atlantic City, May 23-28.
- NATO Advanced Study Institute on Planetary and Stellar Magnetism: Newcastle, April 26-May 1.
- NATO Exercise CIVLOG 65: Paris, May 17-21.
- NATO defence ministers meeting: Paris, November 26-27.
- NATO ministerial meeting: London, May 11-13; Paris, December 14-16.
- NATO Science Committee Meeting: Munich, November 3.
- Naval Tripartite Meeting: London, April 5-13.
- North American Fisheries Conference: Washington, April 30-May 5.
- North Atlantic Fisheries Commission, annual meeting: Halifax, May 28-June 5.
- North Pacific Fur Seal Commission, annual meeting: Tokyo, February 22-26.
- Organization for Economic Co-operation and Development, Agriculture Committee, meeting of ministers: Paris, June 17-19.
- Organization for Economic Co-operation and Development, council meeting of ministers: Paris, November 25-26.
- Pan-American Institute of Geography and History, 8th congress: Guatemala City, June 27-July 10.
- Pan-American Health Organization, Directing Council, 16th meeting: Washington, September 27.
- Pan-American 10th Meeting of Consultation on Cartography: Guatemala City, June 27-July 6.
- Permanent International Association of Navigation Congresses: Copenhagen, June 25-27.
- Permanent Joint Board on Defence: Jacksonville, February 1-5; Esquimalt, June 7-11; Winnipeg, September 20-24.
- Pink Salmon Problems Conference: Washington, October 9-16.
- Quadrennial Congress International Council of Nurses: Frankfurt, June 16-24.
- Radiological Society of North America, conference: Chicago, December 1-4.
- Safety in Mines Research: Sheffield, July 13-16.
- Second Special Inter-American Conference: Rio de Janeiro, November 17.
- Senior Policy Committee on the Canada-United States Defence Production and Development Sharing Programme: Montebello, October 14.
- Sixth Pan-American Congress of Endocrinology: Mexico City, October 10-15.
- Technical Sessions of the 20th Congress of International Union Pure Applied Chemistry: Moscow, July 12-18.
- Working Panel on Metals for the Tripartite Technical Co-operation Programme, 6th meeting: London, May 27-June 2.
- World Conference on Earthquake Engineering, 3rd assembly: Wellington and Auckland, January 22-February 1.
- World Gravity Network, Study Group 5: Paris, September 12.
- World Politics, 5th conference: The Hague, September 13.

Appendix VII

INTERNATIONAL AGREEMENTS TO WHICH CANADA IS A PARTY: DEVELOPMENTS DURING 1965

I. Bilateral Agreements

Bulgaria

Trade Agreement between Canada and the People's Republic of Bulgaria. Signed at Ottawa October 8, 1963. Entered into force provisionally October 8, 1963. Instruments of Ratification exchanged at Sofia April 5, 1965. Entered into force definitively April 5, 1965.

Denmark

Supplementary Convention modifying the Agreement between Canada and the Kingdom of Denmark for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income signed at Ottawa on September 30, 1955. Signed at Ottawa November 27, 1964. Instruments of Ratification exchanged at Copenhagen June 25, 1965. Entered into force June 25, 1965.

Federal Republic of Germany

Exchange of Notes between the Government of Canada and the Government of the Federal Republic of Germany amending the Air Agreement of September 4, 1959, between the two countries. Signed at Bonn December 10, 1965. Entered into force December 10, 1965.

Finland

Supplementary Convention modifying the Convention between Canada and the Republic of Finland for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income, done at Ottawa March 28, 1959. Signed at Helsinki December 30, 1964. Instruments of Ratification exchanged at Ottawa June 15, 1965. Entered into force June 15, 1965.

France

Cultural Agreement between the Government of Canada and the Government of the French Republic. Signed at Ottawa November 17, 1965. Entered into force December 6, 1965.

Hungary

Trade Agreement between Canada and the Hungarian People's Republic. Signed at Ottawa June 11, 1964. Entered into force provisionally June 11, 1964. Instruments of Ratification exchanged at Budapest May 25, 1965. Entered into force definitively May 25, 1965.

Inter-American Development Bank

Exchange of Notes between the Government of Canada and the Inter-American Development Bank amending the Agreement of December 4, 1964, in order to provide additional funds for assistance to Latin American countries which are members of the Bank. Signed at Ottawa and Washington September 20 and 30, 1965. Entered into force September 30, 1965.

Jamaica

Exchange of Notes between the Government of Canada and the Government of Jamaica concerning the training of Jamaican military personnel by the Canadian Forces in Canada. Kingston July 16, 1965. Deemed to have entered into force September 9, 1964.

Japan

Convention between Canada and Japan for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income. Signed at Tokyo September 5, 1964. Instruments of Ratification exchanged at Ottawa April 30, 1965. Entered into force April 30, 1965.

Netherlands

Supplementary Convention further modifying the Convention between Canada and the Kingdom of the Netherlands for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income, signed at Ottawa April 2, 1957. Signed at Ottawa February 3, 1965. Instruments of Ratification exchanged at The Hague June 23, 1965. Entered into force June 23, 1965.

Republic of Tanzania

Agreement between the Government of Canada and the Government of the United Republic of Tanzania concerning the provision of military training and advisory assistance. Signed at Dar-es-Salaam November 4, 1965. Entered into force November 4, 1965.

Spain

Agreement between Canada and Spain for co-operation in the peaceful uses of atomic energy. Signed at Ottawa September 8, 1964. Instruments of Ratification exchanged at Madrid May 15, 1965. Entered into force May 15, 1965.

Union of Soviet Socialist Republics

Protocol renewing the Trade Agreement between Canada and the Union of Soviet Socialist Republics signed on February 29, 1956, and renewed on April 18, 1960. Signed at Ottawa September 16, 1963. Entered into force provisionally September 16, 1963. Instruments of Ratification exchanged at Moscow May 12, 1965. Entered into force definitively May 12, 1965.

United Kingdom

Agreement between the Government of Canada and the Government of the United Kingdom for the avoidance of double taxation with respect to taxes on certain classes of income. Signed at Ottawa December 6, 1965.

United States of America

Agreement concerning automotive products between the Government of Canada and the Government of the United States of America. Signed at Johnson City January 16, 1965. Entered into force provisionally January 16, 1965.

Agreement between the Government of Canada and the Government of the United States of America concerning the establishment of an international arbitral tribunal to dispose of United States claims relating to Gut Dam. Signed at Ottawa March 25, 1965.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning the establishment, operation and maintenance of a torpedo test range in the Strait of Georgia. Ottawa May 12, 1965. Entered into force May 12, 1965.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning the loan by the United States of certain Loran-A equipment for use in Canadian Loran-A stations. Ottawa June 8, 1965. Entered into force June 8, 1965.

Exchange of Notes between the Government of Canada and the Government of the United States of America extending until December 31, 1965, the Agreement of June 14, 1960, for the joint use, operation and maintenance of the Churchill Research Range at Fort Churchill, Manitoba. Ottawa, June 11, 1965. Entered into force June 11, 1965.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning the continued joint use, operation and maintenance with effect from January 1, 1966, of the Churchill Research Range at Fort Churchill, Manitoba. Ottawa, June 11, 1965. Entered into force June 11, 1965.

Exchange of Notes between the Government of Canada and the Government of the United States of America amending the Annex to the Agreement of October 24, 1962, for the co-ordination and use of radio frequencies above 30 megacycles per second. Ottawa June 16 and 24, 1965. Entered into force June 24, 1965.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning the continuing operation in Canada of mobile seismic laboratories until June 30, 1968. Ottawa, May 18, June 28 and 29, 1965. Entered into force June 28, 1965.

Exchange of Notes between the Government of Canada and the Government of the United States of America relating to the establishment of directions to be followed by the Permanent Engineering Board established under Article XV of the Columbia River Treaty in relation to its administration and procedures. Signed at Washington October 4, 1965. Entered into force October 4, 1965.

Exchange of Notes between the Government of Canada and the Government of the United States of America extending through the 1965-66 winter season the provisions of the Agreement for the winter use and maintenance of portions of the Haines Road in British Columbia and Yukon Territory. Signed at Ottawa, November 17, 1965. Entered into force November 17, 1965.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning the establishment, maintenance and operation of a back-up and interceptor control system to strengthen the Continental Air Defence System. Signed at Ottawa November 24, 1965. Entered into force November 24, 1965.

Interim Agreement between Canada and the United States relating to the renegotiation of Schedule XX (United States) to the General Agreement on Tariffs and Trade. Signed at Washington December 17, 1965.

2. Multilateral Agreements

Protocol Amending the General Agreement on Tariffs and Trade to introduce a Part IV on Trade and Development. Signed by Canada February 8, 1965.

Agreement between the parties to the North Atlantic Treaty for co-operation regarding atomic information. Signed by Canada June 30, 1964. Entered into force March 12, 1965.

Constitution of the International Labour Organization Instrument of Amendment (No. 1) 1964, adopted by the Conference at its forty-eighth session, Geneva, July 6, 1964. Canadian Instrument of Ratification deposited March 15, 1965.

Constitution of the International Labour Organization Instrument of Amendment (No. 3) 1964. Adopted by the Conference at its forty-eighth session, Geneva, July 9, 1964. Canadian Instrument of Ratification deposited March 15, 1965.

Convention on Facilitation of International Maritime Traffic. Done at London April 9, 1965. Signed by Canada April 9, 1965.

Procès-verbal extending the Declaration on the Provisional Accession of Tunisia to the General Agreement on Tariffs and Trade. Done at Geneva December 12, 1963. Signed by Canada April 15, 1965.

Declaration on the Provisional Accession of Iceland to the General Agreement on Tariffs and Trade. Done at Geneva March 5, 1964. Signed by Canada April 15, 1965.

Protocol for the extension of the International Wheat Agreement, 1962. Done at Washington March 22, 1965. Signed by Canada April 22, 1965.

International Convention for the Safety of Life at Sea, 1960. Done at London June 17, 1960. Signed by Canada June 17, 1960. Canadian Instrument of Acceptance deposited May 26, 1965. Entered into force May 26, 1965.

Amendments to the Charter of the United Nations, adopted by General Assembly Resolutions 1991 A and B (XVIII) of December 17, 1963. Done at New York December 17, 1963. Canada's Instrument of Ratification deposited September 9, 1964. Entered into force August 31, 1965.

Revised regulations for preventing collision at sea. Done at London June 17, 1960. Canadian Instrument of Acceptance deposited March 25, 1963. Entered into force September 1, 1965.

Geneva Convention for the amelioration of the condition of the wounded and sick in armed forces in the field of August 12, 1949. Signed by Canada December 8, 1949. Canadian Instrument of Ratification deposited May 14, 1965. Entered into force for Canada November 14, 1965.

Geneva Convention for the amelioration of the condition of wounded, sick and shipwrecked members of armed forces at sea of August 12, 1949. Signed by Canada December 8, 1949. Canadian Instrument of Ratification deposited May 14, 1965. Entered into force for Canada November 14, 1965.

Geneva Convention relative to the treatment of prisoners of war of August 12, 1949. Signed by Canada December 8, 1949. Canadian Instrument of Ratification deposited May 14, 1965. Entered into force for Canada November 14, 1965.

Geneva Convention relative to the protection of civilian persons in time of war of August 12, 1949. Signed by Canada December 8, 1949. Canadian Instrument of Ratification deposited May 14, 1965. Entered into force for Canada November 14, 1965.

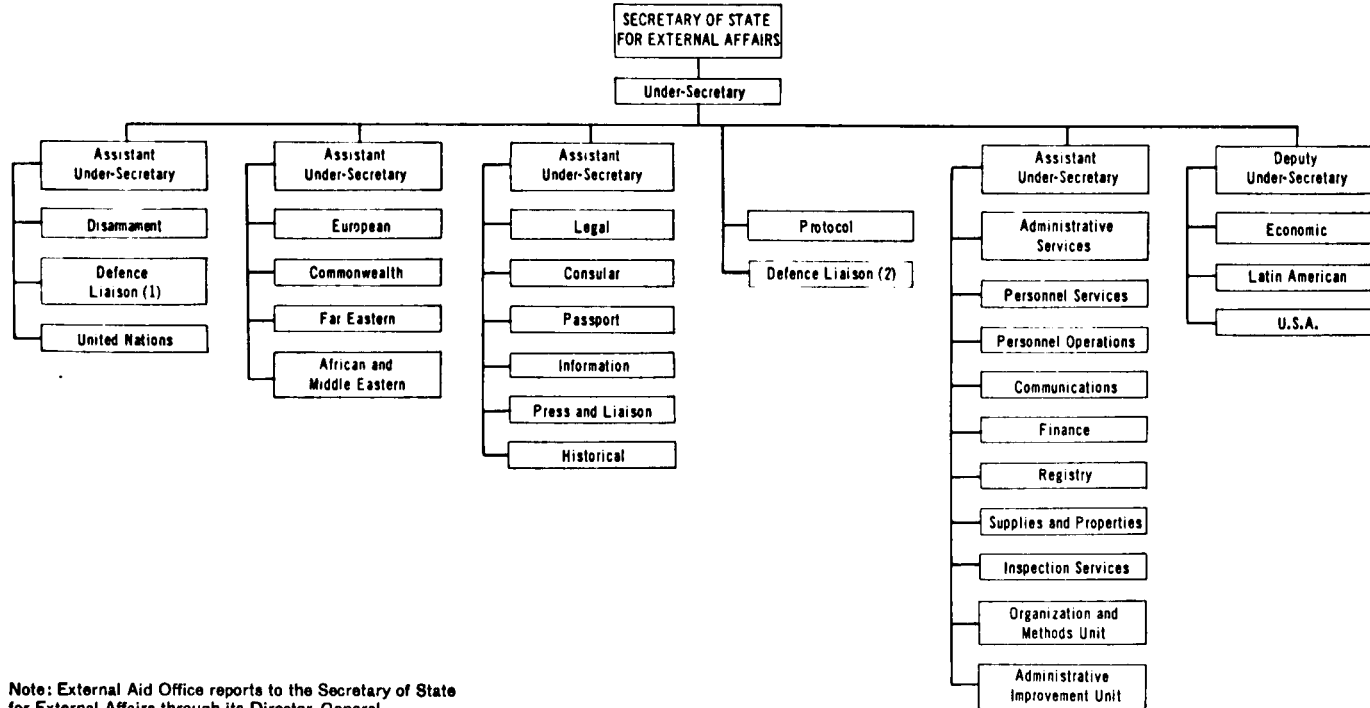
Third International Tin Agreement. Done at London. Signed by Canada December 6, 1965.

Protocol for the prolongation of the International Sugar Agreement, 1958. Done at London November 1, 1965. Signed by Canada December 21, 1965.

Convention on Road Traffic. Done at Geneva September 19, 1949. Canada's Instrument of Acceptance deposited December 23, 1965.

Appendix VIII

DEPARTMENT OF EXTERNAL AFFAIRS HEADQUARTERS ORGANIZATION, DECEMBER 31, 1965



Note: External Aid Office reports to the Secretary of State for External Affairs through its Director-General.

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