



# EXTERNAL AFFAIRS BULLETIN

AUGUST, 1948

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DEPARTMENT OF EXTERNAL AFFAIRS

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BULLETIN



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DEPARTMENT OF EXTERNAL AFFAIRS  
OTTAWA, CANADA

# CANADA AND NEWFOUNDLAND

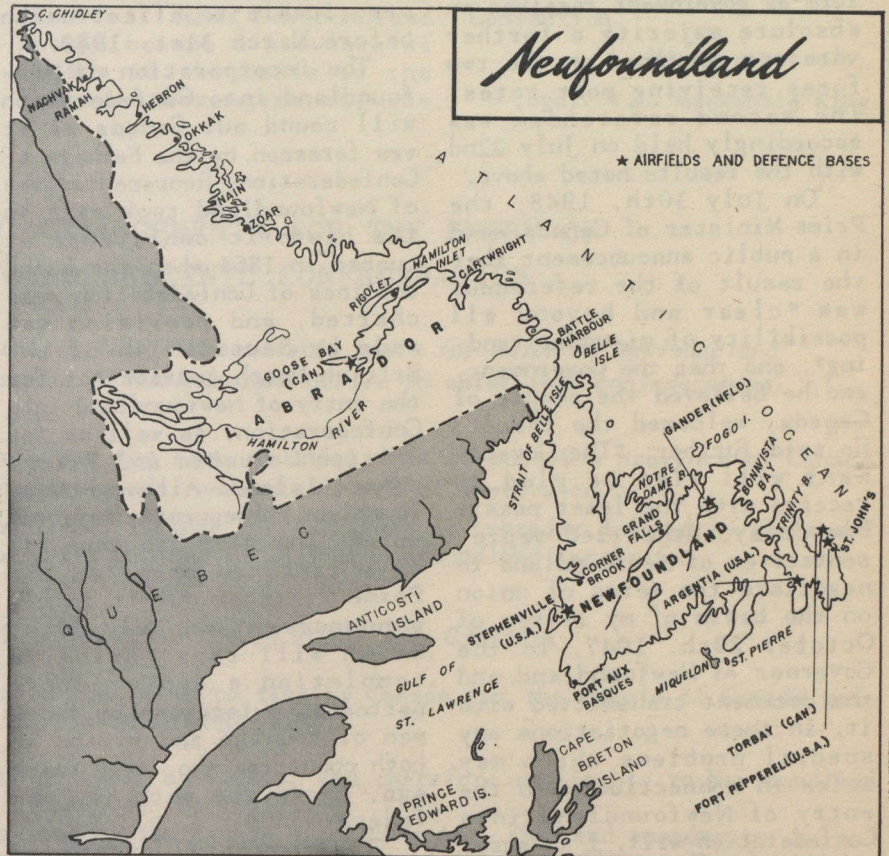
On July 22nd, 1948, the people of Newfoundland decided by a majority of over 7,200 to join Canada. The referendum on July 22nd, the second within less than two months on the question of Newfoundland's political future, was confined to two questions: restoration of the Island's pre-1934 constitution (or in popular terms "Responsible Government"), or Confederation with Canada, on the basis of the terms sent to the National Convention by the Canadian Government in October last. The vote in the referendum was unusually large, about 85 percent of the eligible voters exercising their franchise. On a geographical basis about 70 percent of the votes outside the Avalon Peninsula, which lies at the south-eastern corner of the Island, were in favour of Confederation. In the Avalon Peninsula, on the other hand, about 66 percent of the total vote was for the Responsible Government, the heaviest vote for Responsible Government, being in the City of St. John's. Eighteen of the 25 electoral districts, including two on the Avalon Peninsula, showed a clear majority in favour of Confederation.

## NO SNAP VERDICT

The vote on July 22nd was by no means a snap verdict. The future political status of the Island has been the subject of intensive discussion in Newfoundland over the past two years. In the spring of 1946, a National Convention was elected "to consider and discuss... the changes that have taken place in the financial and economic situation in the Island since 1934, ... to examine the position of the country, and to make recommendations to His Majesty's Government as to possible forms of future government to be put before the people at a national referendum." The Convention began meeting in September

1946. On February 28th, 1947, it passed a resolution to send a delegation to Ottawa "to ascertain from the Government of Canada what fair and equitable basis may exist for fed-

Government should be placed on the referendum ballot. A motion to include Confederation on the ballot was, however, defeated by 27 to 16 votes. Following this a flood of



eral union of Newfoundland and Canada." The delegation visited Ottawa late in June for discussions with a Committee of the Canadian Cabinet, remaining there until September. On October 29th, the Canadian Prime Minister wrote the Governor of Newfoundland setting forth a statement of terms believed by the Canadian Government to constitute a "fair and equitable basis for union."

## REFERENDUM BALLOT

After prolonged debate the National Convention recommended to the United Kingdom Government that restoration of Responsible Government and continuation of Commission of

telegrams containing, it is said, the names of about 50,000 voters poured in protesting the refusal of the majority of the Convention to include Confederation among the questions submitted for referendum. The United Kingdom subsequently decided to include the question on the referendum ballot on the ground that it would be unfair to the people of Newfoundland to deprive them of the opportunity of expressing their opinion on the question of federation.

At the first referendum, which was held on June 3rd after prolonged public discussion of the various alternatives, Responsible Govern-

ment received about 69,000 votes; Confederation, about 63,000; and continuation of Commission of Government for a five-year term about 22,000 votes. In accordance with the conditions of the referendum previously announced by the Secretary of State for Commonwealth Relations, since no form of government received an absolute majority a further vote was required on the two forms receiving most votes. The second referendum was accordingly held on July 22nd with the results noted above.

On July 30th, 1948, the Prime Minister of Canada said in a public announcement that the result of the referendum was "clear and beyond all possibility of misunderstanding", and that the Government, and he believed the people of Canada, welcomed the result. He said further: "The Government will also be glad to receive with the least possible delay authorized representatives of Newfoundland to negotiate the terms of union on the basis of my letter of October 29th, 1947, to the Governor of Newfoundland and the document transmitted with it. In these negotiations any special problems which may arise in connection with the entry of Newfoundland into Confederation will, I am sure, receive most careful consideration. Before final action is taken, the Government will recommend the resulting agreement to Parliament."

#### FORTHCOMING NEGOTIATIONS

On August 5th, the Governor of Newfoundland informed the Canadian Government that the following had been appointed to meet the Canadian Government in the forthcoming negotiations: the Honourable Albert J. Walsh, K.C., Chairman, F. Gordon Bradley, Esq., K.C., LL.B., Chesley A. Crosbie, Esq., Philip Gruchy, Esq., John B. McEvoy, Esq., K.C., LL.B., Joseph R. Smallwood, Esq., Gordon A. Winter, Esq. No announcement has yet been made as to the date on which meetings between Newfoundland

and Canadian delegations will commence.

Completion of the union will, of course, require time. Although no precise date for union has yet been announced, the Canadian Government on August 7th advised the Governor of Newfoundland that in its opinion it would not be practicable to effect union before March 31st, 1949.

The incorporation of Newfoundland into Confederation will round out Canada as it was foreseen by the Fathers of Confederation. Representatives of Newfoundland took part in the historic conference at Quebec in 1864 when the broad outlines of Confederation were charted, and provision was made by Section 146 of the British North America Act for the entry of Newfoundland into Confederation, as well as for British Columbia and Prince Edward Island. Although Newfoundland subsequently rejected union, the door has thus always remained open. As the Prime Minister put it in his announcement on July 30th, union will thus "bring to completion a constructive partnership foreseen by those men of courage and vision in both countries who, many years ago, began the work of Confederation."

The essential documents follow:

Office of the Prime Minister  
Ottawa, October 29, 1947.

His Excellency

Sir Gordon MacDonald, K.C.M.G.,  
Governor of Newfoundland,  
St. John's, Newfoundland.

My Dear Governor,--On March 20, 1947, at the request of the National Convention of Newfoundland, you enquired whether the Government would receive a delegation which had been appointed by the Convention to come to Ottawa to ascertain what fair and equitable basis for union with Canada might exist. The Government of Canada replied that it would be happy to receive this delegation, and that it was "of the opinion that the

questions to be discussed with the delegation are of such complexity and of such significance for both countries that it is essential to have a complete and comprehensive exchange of information and a full and careful exploration by both parties of all the issues involved so that an accurate appreciation of the position may be gained on each side."

As you know, a delegation from the National Convention came to Ottawa late in June returning to Newfoundland early in October. During their visit to Ottawa they met from time to time with a committee of the Canadian Cabinet to exchange information and explore the many questions that would be involved in union. On their return to Newfoundland the delegation of the Convention took with them a report of these discussions which it is hoped will be of use to the National Convention.

Following the discussions the committee of the Cabinet which met with the delegation advised their colleagues that in their opinion a basis for union exists that would be fair and equitable to both countries. The Government having considered and approved the recommendations of the committee of the Cabinet, I am now in a position to advise you regarding the arrangements which the Government would be prepared to recommend to Parliament as a basis for union. These proposed arrangements are set forth in the document annexed to this letter.

I feel I must emphasize that as far as the financial aspects of the proposed arrangements for union are concerned, the Government of Canada believes that the arrangements go as far as the Government can go under the circumstances. The Government could not readily contemplate any change in these arrangements which would impose larger financial burdens on Canada. On the other hand, with respect to those matters which are primarily of provincial

concern, such as education, the Government of Canada would not wish to set down any rigid conditions, and it would be prepared to give reasonable consideration to suggestions for modification or addition.

It is our understanding that the National Convention is entrusted with the responsibility of making recommendations to the United Kingdom Government regarding future forms of government to be submitted to the people of

Newfoundland in a national referendum. The Government of Canada would not wish in any way to influence the National Convention nor the decision of the people, should they be requested to decide the issue of confederation. Should the people of Newfoundland indicate clearly and beyond all possibility of misunderstanding their will that Newfoundland should become a province of Canada on the basis of the proposed arrangements, the

Canadian Government, subject to the approval of Parliament, would for its part be prepared to take the necessary constitutional steps to make the union effective at the earliest practicable date.

I should be grateful if you bring this letter, together with its enclosure, to the attention of the National Convention.

Yours sincerely,

(Sgd). W.L. Mackenzie King

## PROPOSED ARRANGEMENTS FOR THE ENTRY OF NEWFOUNDLAND INTO CONFEDERATION

*Terms believed to constitute a fair and equitable basis for union of Newfoundland with Canada should the people of Newfoundland desire to enter into confederation.*

1. Newfoundland will have, as from the date of union, the status of a province of Canada with all the rights, powers, privileges and responsibilities of a province.
2. The Province of Newfoundland will include the territory of Labrador defined by the award of the Judicial Committee of the Privy Council in 1927 as Newfoundland territory.

### PUBLIC SERVICES PROVIDED BY CANADA

3. The public services provided from time to time by Canada for the people of Canada generally will be extended to the people of Newfoundland.
4. Welfare services presently provided by Canada, and therefore applicable to Newfoundland after union pursuant to clause 3, include the following:
  - (1) Family allowances, as provided by the Family Allowances Act, 1944 and amendments;
  - (2) Old age pensions and pensions for the blind, as provided by the Old Age Pensions Act, 1927 and amendments, subject to agreement with the Government of the Province;
  - (3) Unemployment insurance, as provided by the Unemployment Insurance Act, 1940 and amendments;
  - (4) Sick mariners' benefits for merchant seamen and fishermen, as provided under the Canada Shipping Act, 1934 and amendments;
  - (5) Assistance for housing, as provided under the National Housing Act, 1944 and amendments.
5. At the union, or as soon as practicable thereafter, the following services will be taken over by Canada and become subject to the jurisdiction of Parliament, Newfoundland to be relieved of the public costs incurred in respect of each service after it is taken over:
  - (1) The Newfoundland Railway, including steamship and other marine services;
  - (2) The Newfoundland Hotel, if requested by the Government of the Province of Newfoundland;
  - (3) Postal and publicly-owned telegraphic services;
  - (4) Civil aviation, including Gander Airport;
  - (5) Customs and Excise;
  - (6) Defence;
  - (7) Pensions and rehabilitation of war veterans and merchant seamen on the basis set forth in Annex I hereto;
  - (8) Protection and encouragement of fisheries;
  - (9) Geological, topographical, geodetic and hydrographic surveys;
  - (10) Lighthouses, fog alarms, buoys, beacons and other public works and services in aid of navigation and shipping;

- (11) Marine hospitals, quarantine and the care of ship-wrecked crews;
- (12) The public radio broadcasting system; and
- (13) Other public services similar in kind to those provided at the union for the people of Canada generally.

6. Canada will pay the salary of the Lieutenant-Governor and the salaries, allowances and pensions of superior court judges and of judges of district and county courts, if and when established.

## FINANCIAL ARRANGEMENTS

### *Debt*

7. Canada will assume and provide for the servicing and retirement of the 3 per cent Stock Issue maturing 1943-63 guaranteed by the United Kingdom. (This, in the opinion of the Canadian Government, represents a fair estimate of the amount of debt incurred for purposes which would presumably have been the responsibility of the Government of Canada had Newfoundland been a province of Canada when the debt was incurred.) All sinking funds against this portion of the debt will be taken over by Canada.

The Province of Newfoundland will continue to be liable for the remaining portion of the Newfoundland debt and retain all sinking funds against that portion.

The apportionment of the debt and sinking funds is set forth in Annex II hereto

### *Public Works*

8. The following Newfoundland public works and property will become the property of Canada when the service concerned is taken over (as provided for in clause 5 above), without prejudice to the rights of third parties in respect of any leasehold or other property interest therein:

- (1) The Newfoundland Railway, including rights of way, wharves, drydocks and other real property, rolling stock, equipment, ships and other personal property, Canada to assume the cost of the two steamships contracted for on behalf of the Railway and presently under construction in the United Kingdom;
- (2) The Newfoundland Airport at Gander, including buildings and equipment together with any other property used for the operation of the Airport, Canada to reimburse Newfoundland for payments made, and to forgo payments to be made, under article 2 of the Agreement effective March 31, 1946, between the United Kingdom, Canadian and Newfoundland Governments, providing for the purchase by Newfoundland of buildings and Royal Canadian Air Force equipment at Gander;
- (3) The Newfoundland Hotel and equipment, if taken over by Canada (*see clause 5, (2) above*);
- (4) Public harbours, wharves, break-waters and aids to navigation;
- (5) Military and naval property, stores and equipment;
- (6) Public dredges and vessels except those used for services which remain the responsibility of Newfoundland;
- (7) The public telegraph system, including rights of way, land lines, cables and other real and personal property;
- (8) Real and personal property of the Broadcasting Corporation of Newfoundland;
- (9) Customs houses and post offices; and
- (10) Generally all public works and property, real and personal, used primarily for services taken over by Canada.

Newfoundland public works and property not hereby transferred to Canada will remain the property of the Province of Newfoundland.

### *Accumulated Financial Surplus*

9. Newfoundland will retain its financial surplus accumulated to the time of union, subject to the following conditions:

- (1) One-third of the surplus at the time of union shall be set aside during the first eight years of union, either in trust or on deposit with the Government of Canada at Newfoundland's option, withdrawable by the Newfoundland Government as required only for expenditures on current account in order to facilitate the maintenance and improvement of Newfoundland public services, any unspent portion thereof at the end of the eight-year period to become available for the unrestricted use of Newfoundland;

- (2) The remainder of the surplus shall be available to the Newfoundland Government for developmental purposes within Newfoundland;
- (3) No part of the surplus shall be used to subsidize production or sale of Newfoundland products in unfair competition with similar products of other provinces, it being understood that this proviso does not preclude assistance to industry by such means as developmental loans on reasonable conditions or by ordinary provincial administrative services

Newfoundland will have the right within one year of union to deposit with the Government of Canada all or any part of the surplus held in dollars and to receive with respect thereto interest at the rate of two and five-eighths per cent annually during a maximum period of ten years after union on the minimum balance outstanding at any time in the year preceding payment of interest.

*Contract Rights Arising From Advances of Public Funds*

10. Newfoundland will retain its interest in, and any securities arising from or attaching to, any loans or advances of public funds made by the Government of Newfoundland before the union to municipalities, corporations or individuals.

*Subsidies to Provincial Government*

11. Canada will pay to the Province of Newfoundland the following statutory subsidies:
  - (1) \$180,000 and 80 cents per head of the population annually, subject to be increased to conform to the scale of grants authorized by the British North America Act, 1907, for the local purposes of the Province and the support of its government and legislature, provided that in no year shall the sums payable under this provision be less than those payable in the year of union;
  - (2) \$1,100,000 annually, in lieu of the various fixed annual awards, allowances and subsidies provided by statute from time to time for the Maritime Provinces or any of them, and in recognition of the special problems created for the island province of Newfoundland by geography and a sparse and scattered population.

*Tax Agreement*

12. Newfoundland will be entitled to enter a tax agreement for rental to Canada of the income tax, corporation tax and succession duty (inheritance tax) fields on either of the following bases, the option to be exercised within six months after union:

- (1) On the same basis as the existing agreements with other provinces which apply to fiscal years up to and including 1952;
- or, if Newfoundland prefers stability of revenue for a longer period,
- (2) An agreement providing for the same annual basis of payment by Canada as in existing agreements with other provinces (i.e., existing at the date of the exercise of the option), applying to fiscal years up to and including 1957, regardless of the terms which may be negotiated (after the date of the exercise of the option by Newfoundland) by other provinces in any renewals of the existing agreements.

If Newfoundland enters into a tax agreement, the subsidies under clause 11 above (\$180,000 and 80 cents per head of population and the fixed annual subsidy of \$1,100,000) will, as in the case of similar subsidies to other provinces, be included in the computation of tax agreement payments. (The methods of computing the payments to Newfoundland under such tax agreement are set forth in Annex III.)

*Transitional Grants*

13. In order to facilitate the adjustment of Newfoundland to the status of a province and the development by Newfoundland of revenue-producing services, Canada will pay to Newfoundland each year during the first twelve years of union a diminishing Transitional Grant payable as follows:

|                         |  |  |
|-------------------------|--|--|
|                         | The sum of \$3,500,000 annually during each of the |  |
|                         | first three years after union                      |  |
| In the fourth year..... | \$3,150,000;                                       |  |
| " " fifth year.....     | 2,800,000;   |  |
| " " sixth year.....     | 2,450,000;   |  |
| " " seventh year.....   | 2,100,000;   |  |
| " " eighth year.....    | 1,750,000;   |  |

|                         |              |
|-------------------------|--------------|
| In the ninth year ..... | \$1,400,000; |
| " " tenth year.....     | 1,050,000;   |
| " " eleventh year ..... | 700,000;     |
| " " twelfth year.....   | 350,000.     |

*Re-assessment of Newfoundland's Financial Position*

14. In view of the difficulty of predicting with sufficient accuracy the financial consequences to Newfoundland of adjustment to provincial status the Government of Canada will appoint a Royal Commission within eight years of union to review the financial position of Newfoundland and to recommend the form and scale of additional financial assistance, if any, which may be required by the Government of Newfoundland to enable it to continue public services at then prevailing levels without resorting to taxation more burdensome, having regard to capacity to pay, than that of the Maritime Provinces.

REPRESENTATION

15. Representation of the Province of Newfoundland in the Senate and House of Commons of Canada will be in accordance with the British North America Acts, 1867 to 1946, as amended from time to time. Under the existing provisions, while the number of senators to which each province is entitled is fixed, the number of members of the House of Commons is determined from time to time on the basis of population, but in any case is not to be less than the number of senators to which the province is entitled. Under these provisions the Province of Newfoundland will be represented by six members in the Senate and, on the basis of its present population, by seven members in the House of Commons

MISCELLANEOUS PROVISIONS

*Transportation*

16. (1) Canada will maintain in accordance with the traffic offering a steamship service between North Sydney and Port aux Basques, which, on completion of a motor highway between Corner Brook and Port aux Basques, will include suitable provision for the carriage of motor vehicles.

(2) Railway services and railway rates over the Newfoundland Railway will be subject to regulation by the Board of Transport Commissioners of Canada as are railway services and rates elsewhere in Canada.

(3) For the purpose of rate regulation:

(a) Through-traffic moving between North Sydney and Port aux Basques will be treated as all-rail traffic;

(b) The Island of Newfoundland will be deemed to be within the Maritime region of Canada and any legislation of the Parliament of Canada (such as the Maritime Freight Rates Act, 1927, and amendments) providing for special rates on freight traffic moving within, into or out of, the Maritime region will, so far as appropriate, be made applicable to Newfoundland.

17. *Government Employees*

(1) Employees of the Government of Newfoundland in services taken over by Canada as provided for in clause 5 above will be offered employment in the corresponding Canadian service under the terms and conditions governing employment in that service, but without reduction in salary or loss of pension (superannuation) rights acquired under Newfoundland law.

(2) Canada will make all necessary payments in respect of such pension rights and may deduct from any subsidies payable to the Province of Newfoundland any payments made in respect of pensionable service of such employees with the Government of Newfoundland.

(3) Pensions of employees of the Government of Newfoundland superannuated or retired on pension before the service concerned is taken over by Canada will remain the responsibility of the Province of Newfoundland.

18. *Unemployment Benefits*

Since, under the Unemployment Insurance Act, 1940 and amendments, unemployment benefits are ordinarily available only to workers who have built up reserves by a period of continuous employment in insurable employment, Canada will provide for transitional unemployment benefits as follows:



Residents of Newfoundland in insurable employment who lose their employment within six months prior to the date of union and are still unemployed at that date, or who lose their employment within a six months' period after that date, will be entitled for a period of six months from the date of union or six months from the date of unemployment, whichever is the later, to assistance on the same scale and under the same conditions as unemployment insurance benefits. The rates of payment will be based on the individual's wage record for the three months preceding his loss of employment. The cost of this assistance will be borne directly out of moneys appropriated by Parliament for the purpose and not out of the Unemployment Insurance Fund.

#### 19. \*Education

The Legislature of the Province of Newfoundland will have exclusive authority to make laws in relation to education within the Province, provided that:

The Legislature will not have authority to make laws prejudicially affecting any right or privilege with respect to denominational or separate schools which any class of persons has by law in Newfoundland at the date of union, but the legislature may authorize any two or more such classes of persons to amalgamate or unite their schools and to receive, notwithstanding such amalgamation or union, their proportionate share of the public funds of Newfoundland devoted to education.

#### 20. Defence Establishments

Canada will provide for the maintenance in Newfoundland of appropriate reserve units of the Canadian defence forces which will include the Newfoundland Regiment.

#### 21. Oleomargarine

Notwithstanding anything contained in the Dairy Industry Act or any other Act of the Parliament of Canada, oleomargarine and other substitutes for butter may continue to be manufactured and sold in Newfoundland after union unless prohibited or restricted by the Parliament of Canada at the request of the Legislature of Newfoundland, provided that notwithstanding anything contained in Section 121 of the British North America Act, 1867, no such oleomargarine or other substitute for butter may be exported from the Province of Newfoundland to any other part of Canada except by authority of the Parliament of Canada.

#### 22. Economic Survey

Should the Government of the Province institute an economic survey of Newfoundland with a view to determining what resources may profitably be developed and what new industries may be established or existing industries expanded, the Government of Canada will make available the services of technical personnel and agencies to assist in the work.

As soon as may be practicable after union the Government of Canada will make a special effort to collect and make available statistical and scientific data about the natural resources and economy of Newfoundland, in order to bring such information up to the standard attained for existing provinces.

#### 23. General

Suitable provision will be made in the formal instrument of union or in other appropriate legislation for the following:

- (1) The extension of Canadian citizenship to the people of Newfoundland;
- (2) The continuation of Newfoundland laws, courts, commissions, authorities, etc. until altered by the appropriate authority;
- (3) The first constitution of the Province of Newfoundland, in accordance with the wishes of the appropriate Newfoundland authorities and subject to the provisions of the British North America Acts, 1867 to 1946, which are applicable to provincial constitutions generally;
- (4) The retention by Newfoundland of its natural resources on the same basis as other provinces;
- (5) The application to the Province of Newfoundland of the British North America Acts, 1867 to 1946 (except as otherwise provided in the terms of union), and of the federal laws of Canada.

*\*NOTE--See reference to education in the fourth paragraph of the covering letter from the Prime Minister of Canada.*

## PRIME MINISTER'S STATEMENT

On July 30, 1948, the Prime Minister, Mr. Mackenzie King, issued the following statement:

As Prime Minister of Canada, I sent to the Governor of Newfoundland on October 29th, 1947, a statement which made known to the people of Newfoundland the terms believed by the Canadian Government to constitute a fair and equitable basis of union between Newfoundland and Canada, should the people of Newfoundland desire to enter into confederation. In my covering letter, forwarding that statement, I said:

"Should the people of Newfoundland indicate clearly and beyond all possibility of misunderstanding their will that Newfoundland should become a province of Canada on the basis of the proposed arrangements, the Canadian Government, subject to the approval of Parliament, would for its part be prepared to take the necessary constitutional steps to make the union effective at the earliest practicable date."

On Thursday, July 22nd, the people of Newfoundland voted on the following alternative forms of government for that country.

- (a) Responsible Government as it existed in 1933 prior to the establishment of Commission of Government.
- (b) Confederation with Canada.

The result of this vote to date, as communicated officially to the Government of Canada by the Governor of Newfoundland, is as follows:

Out of a total registered

vote of about 176,000, the vote for Confederation is 77,869 and for responsible government 71,464. The total majority to date is thus over 6,400. It is estimated that about 500 votes are still to be counted but this will not materially alter the result. It would also appear that close to 85 percent of the eligible voters exercised their right to vote.

It will be noted from the above that a definite majority of the very high percentage of the electorate of Newfoundland which voted, has expressed its wishes in favour of Confederation. It would seem, therefore, that the result of the plebiscite in favour of union between the two countries is "clear and beyond possibility of misunderstanding." This result was attained without any trace of influence or pressure from Canada.

The Government welcomes, and I believe the people of Canada also welcome, the result of the plebiscite. We have ascertained that for its part the United Kingdom Government, which at present is responsible for the administration of Newfoundland under the United Kingdom-Newfoundland Act, 1933, in view of the result of the referendum, is in agreement with the entry of Newfoundland into Confederation. The union when effected, will seal in constitutional terms a close and fraternal association that has existed, in war and in peace, between the two countries over many years.

The Canadian Government is now consulting with the Governments of Newfoundland and the United Kingdom in the working out of appropriate

constitutional procedure for implementing the decision taken by the people of Newfoundland. The Government will also be glad to receive with the least possible delay authorized representatives of Newfoundland to negotiate the terms of union on the basis of my letter of October 29, 1947, to the Governor of Newfoundland, and the document transmitted with it. In these negotiations any special problems which may arise in connection with the entry of Newfoundland into Confederation will, I am sure, receive most careful consideration. Before final action is taken, the Government will recommend the resulting agreement to the Parliament of Canada for approval. In this connection, I would recall my statement made in the House of Commons on June 23rd, 1947, that, "on the part of Canada, no final decision would of course be taken without the approval of Parliament."

The union of Newfoundland and Canada, two North American democracies in the British Commonwealth of Nations, will add strength to both. Together, as partners, we may look forward to the future with more confidence than if we had remained separate political communities.

As Prime Minister of Canada, it is a pleasure for me on behalf of Canada to welcome, warmly and sincerely, the decision of the people of Newfoundland. As a member of the Government of Canada, it has been a privilege to have had to do with seeking to bring to completion a constructive partnership foreseen by those men of courage and vision in both countries who, many years ago, began the work of Confederation.

## DISPOSAL OF FORMER ITALIAN COLONIES

Under Article 23 of the Peace Treaty with Italy the final disposal of the former Italian colonies, to which Italy renounced all right and title, is to be determined jointly by the Governments of the Soviet Union, the United Kingdom, the United States of America and France within one year of the coming into force of the Peace Treaty, which took place on September 15, 1947. The Four Powers stated, in a declaration published as Annex XI of the treaty, that if they failed to agree on the disposal of any of the former Italian colonies within the allotted twelve-month period the matter would be referred to the General Assembly of the United Nations for a recommendation. They undertook to accept the Assembly's recommendation and to take appropriate measures for giving effect to it.

The Four Powers also agreed that in trying to reach a decision themselves on the disposal of the former Italian colonies they would take into consideration the views of other interested governments. Because of the time limit imposed on the deliberations of the Four Powers, Pakistan and the sixteen Governments which had signed the Peace Treaty with Italy, were invited to present general statements of their views not later than June 9. They were accorded the right, however, to submit supplementary statements at any time up to August 7, after they had had an opportunity to examine the reports of the Four-Power Commission of Investigation.

### VIEWS OF CANADIAN GOVERNMENT

The following is the text of the general statement of the views of the Canadian Government submitted on June 7, 1948:

"It is the understanding of the Canadian Government that until the African territories formerly administered as Ital-

ian Colonies are placed under Trusteeship or until they achieve independence or are incorporated in the territory of an independent State or States, they fall within the scope of Chapter XI of the United Nations Charter. This means that, in considering the disposition to be made of Eritrea, Somalia and Libya, the interests of the inhabitants should be recognized as paramount, according to the principle enunciated in Article 73 of the Charter, and that arrangements to ensure the future political, economic, social and educational advancement of the peoples concerned should be based on the ascertained condition of each territory and the needs and the wishes of its inhabitants.

"The Canadian Government has therefore been gratified to learn that it is the intention of the Deputies to send to interested Governments copies of the reports of the Four-Power Commission of Investigation as soon as these are available and that interested Governments will be accorded the right, after examining the reports, to present supplementary views to the Council of Deputies, either in writing or orally. Thus the contribution made by all interested Governments to the ultimate decision of the Council of Foreign Ministers may be based on a knowledge of the facts, without which it would be difficult to reach conclusions serving the best interests of the populations concerned.

"Should the reports of the Commission of Investigation indicate that any of the territories formerly administered as Italian Colonies are not ready for independence, or that the majority of the inhabitants do not desire incorporation in a neighbouring territory or in neighbouring independent State or States, the Canadian Government will support the application to these territories of the In-

ternational Trusteeship system under Chapter XII of the Charter. In the selection of administering authorities the Canadian Government will support the appointment of those best qualified to achieve the basic objectives of the Trusteeship system as set forth in Article 76, i.e.,

- a) To further international peace and security;
- b) To promote the political, economic, social and educational advancement of the inhabitants and their progressive development towards self-government or independence;
- c) To encourage respect for human rights and fundamental freedoms; and
- d) To ensure equal treatment for all members of the United Nations and their nationals, and equal treatment for the latter in the administration of justice."

The Canadian Government received at intervals during July the three reports of the Four-Power Commission of Investigation. The text of a press release of August 9 on the supplementary statement of the Canadian Government, dated August 7, 1948, follows:

### TEXT OF PRESS RELEASE

In common with other signatories of the Peace Treaty with Italy, Canada was invited on May 13, 1948, by the Secretary-General of the Deputies of the Council of Foreign Ministers to submit early in June its views on the disposal of the former Italian colonies. The invitation indicated that the Canadian Government, like other interested Governments, would enjoy the right to present supplementary views after it had had an opportunity to study the reports of the Four-Power Commission of Investigation which toured Eritrea, Italian Somaliland and Libya during the winter and spring. Canada's first statement, discussing the principles which should govern the disposal of

the three territories, was submitted on June 7. Its supplementary statement, dated August 7, has now been submitted to the Deputies through the Canadian High Commissioner in London, according to a statement released August 9 by the Department of External Affairs. The supplementary statement indicates the manner in which the Canadian Government believes that the principles enunciated in its statement of June 7 should be applied.

In its earlier statement the Canadian Government expressed the view that the former Italian colonies come within the scope of Chapter XI of the United Nations Charter, which deals with dependent territories. Accordingly, in considering the disposal of the former Italian colonies, the interests of the inhabitants must be recognized as paramount. Arrangements for the future administration of the territories should therefore be based on the ascertained condition of each and on the needs and wishes of its inhabitants.

The reports of the Four-Power Commission of Investigation were recently circulated by the Deputies to the signatories of the Peace Treaty with Italy, and it is on a careful study of these reports that the supplementary statement of the Canadian Government has been based.

#### TERRITORIES' FIRST NEEDS

The Canadian Government has concluded that one of the first needs of the three territories is the continuation of outside assistance. In conformity with its statement of June 7 it therefore supports the application of the international trusteeship system to the former Italian colonies, except where the majority of the inhabitants desire incorporation in a neighbouring state or territory. On the basis of the information now before it, the Canadian Government has arrived at the following provisional views regarding the

disposition to be made of the former Italian colonies

The Canadian Government is disposed to support the designation of Italy as administering authority for the trust territory of Italian Somaliland. It assumes that the terms of the trusteeship agreement for this territory will not preclude the establishment in due course of the closest possible economic, social and cultural relations among territories of East Africa which are inhabited principally by peoples of Somali race.

The Canadian Government is inclined to support the union with Ethiopia of that portion of the highlands of Eritrea in which the majority of the people wish to be included in the Ethiopian Empire. The remainder of the territory would be placed under trusteeship. So far as the control of this area is concerned, Canada is not at present prepared to go beyond expressing support for the designation of the United Kingdom as administering authority. In the trusteeship arrangements for this area the Canadian Government would welcome the inclusion of clauses providing Ethiopia with free ports at Massawa and Assab and exempting Ethiopia from the payment of transit dues on goods moving to and from the free ports across Eritrean territory.

The Canadian Government is not at present prepared to express a firm opinion on whether the former Italian colony of Libya should be established as a single trust territory or whether it should be divided into two separate trust territories of Tripolitania and Cyrenaica. If separatist sentiment in Cyrenaica is considered to be too strong to admit of the inclusion of that territory in a single trust territory of Libya, the Canadian Government would favour the creation of two separate trust territories. In this case Canada would support the choice of the United Kingdom as administering authority for Cyrenaica. Because of the close

ties already existing between Cyrenaica and Tripolitania and because of the desirability of establishing even closer relations between the two territories, the Canadian Government would favour the appointment of the United Kingdom as administering authority in Tripolitania as well as in Cyrenaica.

For the same reasons, if a single trusteeship agreement for the whole of Libya is planned, the Canadian Government is disposed to support the choice of the United Kingdom as the administering authority for the territory. A trusteeship agreement for Libya might contain provisions for the development of autonomous provincial administrations in Tripolitania and Cyrenaica and for the group settlement of Italians in Tripolitania:

Each administering authority chosen by the Four Powers should submit as soon as possible to the General Assembly of the United Nations a draft trusteeship agreement for the approval of that body. Until the Assembly's approval has been given, the Canadian Government assumes that no major change will occur in the administration of any of the territories.

In drafting the terms of the trusteeship agreements, administering authorities should bear in mind the need of various regions for agricultural development by non-indigenous agricultural settlers familiar with modern methods of intensive farming. There exists in Italy a considerable body of displaced agricultural and industrial workers already familiar with living conditions in North Africa and East Africa. The Canadian Government accordingly considers that in areas where foreign agricultural and industrial settlers are needed and where Italian settlers are welcomed by the native inhabitants, facilities should be provided at an early date for the settlement in the areas concerned of former residents of Africa now living in Italy.

## WORLD HEALTH ORGANIZATION

The First Assembly of the World Health Organization concluded its meetings on July 24 after a one-month session in Geneva which was marked by the same spirit of co-operation that has been characteristic of all sessions of the Interim Commission of the World Health Organization since its inception. Almost uniquely among the Specialized Agencies, the World Health Organization has been able to conduct its affairs without differences of opinion based primarily on divergencies of political views. Specifically the work of the World Health Organization has been distinguished by the very full co-operation on the part of the U.S.S.R. and by the Eastern States of Europe.

The World Health Organization is the most recent of the United Nations Specialized Agencies to have come into legal existence. Until this first World Health Assembly, this organization has been operating as an Interim Commission and has been financed by the United Nations. As a result of decisions taken in Geneva during this last month the World Health Organization will now be operating on a precise budget to which the various Member states, now numbering sixty-nine, will contribute in accordance with their resources. The budget for the first year's operations has been set at \$5,000,000 and of this Canada will contribute approximately \$200,000.

### PROGRAMME OF OPERATIONS

The function of the World Health Organization is to act as a directing and co-ordinating authority on international health work. At the recently concluded session in Geneva a programme of operations was adopted in accordance with decisions and policy which had been formed in earlier meetings of the Interim Commission.

At this first session of the World Health Organization there was some difference of opinion concerning the most effective manner in which the organization could operate. Certain representatives of the

Kingdom, judged that it was of great importance that advanced countries too should benefit from the work of the organization. As a consequence, a compromise programme was arranged which makes provision for the



**DR. GEORGE BROCK CHISHOLM**

*Formerly Canadian Deputy Minister of Health,  
and now Director-General of the World Health  
Organization.*

sixty-nine States present held the view that WHO should exist largely to help backward countries create health services comparable to those of more advanced countries. Other States, noticeably the United

plagues and pestilences that are still endemic in many parts of the world, but at the same time a generous part of the budget is to be devoted to public health administration, to maternity and child welfare.

to medical and drug standardization and to the control of diseases such as tuberculosis which are not confined to any specific area of the world.

#### FIVE HEALTH REGIONS

A modest beginning has been made with the establishment of a system of "health regions". Five regions for international health purposes have been created: Europe, the Eastern Mediterranean, South-east Asia, West Pacific, Africa and North and South America. The chief work of the regional offices at first will be to collect and to forward to Geneva precise information and statistics concerning epidemics. Ultimately it is expected that the regional offices will undertake the supervision of field work in their areas and become increasingly responsible for the study and for the control of diseases in their respective areas of operation.

In view of the very modest budget under which WHO will operate, at least for its first year or two, the world health programme has been devised on a very strict principle of priorities. The first priority has been given to the most pressing matters which are of concern to specialists in public health: malaria, tuberculosis, material and child welfare, nutrition and hygiene. Other priorities, in order of importance are public health, parasitic diseases, virus diseases, mental health (including alcoholism and drug addiction), cancer rheumatoid diseases, leprosy and undulant fever. In addition to the six priorities, the World Health Organization will be concerned with other important activities. It will continue the long-established work on epidemiology and advisory services on quarantine and on pilgrimages. It will continue to provide medical fellowships so that students from less advanced countries may study in the world's great medical centres; and it will continue its studies and recommendations

for the standardization of medical terminology and of drugs, and will revise as necessary the international lists of diseases and of causes of death.

#### DR. CHISHOLM'S APPOINTMENT

Of particular interest to Canadians was the appointment at the First Session of the World Health Assembly of Dr. Brock Chisholm, formerly Canadian Deputy Minister of Health, as Director-General of the World Health Organization. Dr. Chisholm has served as Executive Secretary of the Interim Commission of WHO since its inception. The central office of the organization will remain in Geneva.

The World Health Organization is perhaps the least

spectacular and the most effective of all the various Specialized Agencies of the United Nations. In the Preamble to its Constitution it is stated that:

"The purpose of the organization is the attainment by all peoples of the highest possible level of health, because health is fundamental to the attainment of peace and security and is dependent upon the fullest co-operation of individuals and states."

The first World Health Assembly, which has been an undoubted but an unassuming success, suggests that a very effective step has been already taken toward the final goal which the organization has set itself.

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#### "LESSON OF PEACE TO ALL NATIONS"

*From an address by Hon. Brooke Claxton, Minister of Defence, at the unveiling of a plaque at Ogdensburg, N.Y., on August 17, 1948, in commemoration of the meeting of Franklin D. Roosevelt, President of the United States and Rt. Hon. W.L. Mackenzie King, Prime Minister of Canada, on August 17, 1940.*

Eight years ago today, two great leaders, your President and our Prime Minister met here in the black midnight of the war more than a year before Pearl Harbour and when the nations of the British Commonwealth alone withstood the enemy. The outcome was uncertain. Without American aid the Axis powers might be soon attacking our shores. At the President's invitation, Mr. King motored down from Ottawa and in the President's car standing on the siding here, these two old friends sat late into the night discussing the situation and what should be done to meet it.

The next day, after attending church, they continued the discussion and drafted what has since become known as the Ogdensburg Agreement. The agreement or declaration con-

sisted of a little more than a hundred words, and it was announced at once to the press. The agreement established the Permanent Joint Board on Defence "to consider in the broad sense the defence of the north half of the Western Hemisphere". Within two days the Board was set up and it has since worked in our common interest quietly and effectively.....

What Mr. Roosevelt and Mr. King did at Ogdensburg had far greater significance than the joint defence of North America. What the Ogdensburg Agreement symbolizes in friendship and cooperation between Canada and the United States should point the way to that larger cooperation between nations on which alike depend the hope of peace and the promise of happiness to mankind.

## THIRTY-FIRST CONFERENCE OF THE ILO

The recent Conference of the International Labour Organization held in San Francisco between June 17 and July 10, was the 31st meeting in a tradition that dates back for almost thirty years. Now established as one of the specialized agencies of the United Nations, the ILO is a product of the Treaty of Versailles, and was for years associated with the League of Nations.

Within the framework of the United Nations the ILO continues its task of seeking to improve world labour conditions through the advocacy of international standards, in the belief that "poverty anywhere constitutes a danger to prosperity everywhere", and that "universal and lasting peace can be established only if it is based upon social justice".

In the pursuit of its objectives, the ILO is distinguished among international organizations by its tripartite structure which brings together on each national delegation representatives of employers and workers as well as of governments, accompanied by their advisers. The non-governmental delegates have full voting rights and play an active role in all the proceedings of the Conference.

### TWO-THIRDS MAJORITY

The major decisions of the Conference are embodied in the form of Conventions, the adoption of which requires a two-thirds majority of the delegates present and voting. Governments are required under the ILO Constitution to consider each Convention to enact legislation, if necessary, and, if the Convention is ratified, to comply with its provisions and report annually to the ILO on its application. Less important decisions of the Conference take the form of recommendations or resolutions.

Preparatory work for the Conference is done by the In-

ternational Labour Office, which compiles information on the law and practice of the various countries regarding the subjects to be discussed, and also seeks the views of governments by distributing questionnaires dealing with the various technical points. For each item on the agenda, the Office prepares a comprehensive report setting forth the result of its findings, concluding with draft texts for Conventions or Recommendations. It has been found that these reports greatly facilitate the work of the Conference and substantially cut down the time necessary for the consideration of its agenda.

The recent San Francisco Conference brought together 443 delegates and advisers from fifty-one of the fifty-nine member states of the ILO.

### CANADIAN DELEGATION

The Canadian Delegation named to attend the Conference was headed by the Hon. Humphrey Mitchell, Minister of Labour; the other members were:

Government Delegates: Dr. Arthur MacNamara, Deputy Minister of Labour; Mr. Paul Goulet, Assistant to the Deputy Minister and Director of the ILO Branch of the Department.

Alternate Government Delegate: Major A.E. Wood, Head of Vocational Guidance and Vocational Training, National Employment Service, Ottawa.

Technical Advisers to Government Delegates: Mr. James Thomson, Deputy Minister of Labour for British Columbia, Victoria; Mr. John K. Starnes, Adviser to the Canadian Permanent Delegate to the United Nations, New York; Mr. G.R. Currie, Industrial Relations Officer of the Department of Labour, Vancouver.

Employers' Delegate: Mr.

Harry Taylor, Canadian National Carbon Company, Limited, Toronto.

Technical Advisers to Employers' Delegate: Mr. H.W. Macdonnell, Canadian Manufacturers' Association, Toronto; Mr. J.C. Adams, K.C., Central Ontario Labour Relations Institute, Toronto; Mr. Albert Deschamps, General Contractor and Engineer, Montreal.

Workers' Delegate: Mr. Percy Bengough, President, Trades and Labour Congress of Canada, Ottawa.

Technical Advisers to Workers' Delegate: Mr. Norman Dowd, Canadian Congress of Labour, Ottawa; Mr. J.B. Ward, Railway Transportation Brotherhoods, Ottawa; Mr. Romeo Ethier, Canadian and Catholic Confederation of Labour, Montreal.

Joint Secretaries to the Delegation: Mr. John Mainwaring, Assistant Editor of the Labour Gazette, and Miss Edith H. Hardy, Executive Assistant, ILO Branch, Department of Labour, Ottawa.

Mr. Mitchell and Mr. MacNamara were unable to attend the Conference and the Delegation was therefore headed by Mr. Goulet.

The Conference elected as its President Mr. Justin Godart, Government Delegate of France. Canada was honoured in the election of Mr. Percy R. Bengough, as Workers' Vice-President. The other Vice-Presidents were Mr. N.E. Sumer, Government Delegate, Turkey, and Mr. H.C. Oersted, Employers' Delegate, Denmark.

On the important committee on Freedom of Association and Industrial Relations, Mr. Harry Taylor was elected by the Employers' Group to the position of Employers' Vice-Chairman.

Probably the most important achievement of the Conference was adoption of a Convention on Freedom of association; the governments ratifying this

Convention will be expected to make effective the right of workers and employers to form and join organizations of their own choosing.

Consideration of this subject, and of industrial relations in general, arose out of the newly established relationship between the ILO and the United Nations

Although freedom of association has been a basic ILO principle since the first Constitution of 1919, its full study, with a view to the adoption of a series of international agreements, is new. The subject was referred to the ILO by the Economic and Social Council as a result of memoranda which had been submitted by the World Federation of Trade Unions and the American Federation of Labour. It was first considered at the 1947 Conference held in Geneva, where, following a discussion of general principles, a programme was worked out aiming at a series of international regulations at successive Conferences.

The adoption of a Convention covering the general principles of Freedom of Association and the Protection of the Right to Organize completes the first stage of the ILO's work in this field.

#### RIGHT TO ORGANIZE

The Convention provides, in substance, that workers and employers shall have the right to establish and to join organizations of their own choosing, including federations and international organizations of workers and employers. Governments which ratify the Convention undertake to "take all necessary and appropriate measures" to protect the right to organize. Limitations to the guarantees provided in the Convention provide for the armed forces and the police, and also for non-metropolitan territories for whose international relations the ratifying Government is responsible. The Conference succeeded in working out the provisions of this Convention so as to achieve

virtual unanimity; the text was adopted by a vote of 127 to 0, with, however, 11 abstentions.

An unusual feature of the Conference's treatment of this subject was the decision to consult further with the United Nations, in particular with the Commission on Human Rights, on the enforcement through international machinery of the right of freedom of association. This decision was taken in spite of the existence in the ILO Constitution of procedures for the supervision of Conventions since the right of freedom of association by employers and workers might be rendered ineffective by interference with other fundamental rights. The safeguarding of these rights lies within the competence of the United Nations.

The Conference also gave first discussion to a proposed Convention or Recommendation dealing with the more detailed application of the principle of freedom of association and of the right to organize. This gave rise to disagreement: the employers' group advanced the claim that the text should protect the workers' right not only to join trade unions but also *not* to join trade unions.

#### OPPOSITION BY WORKERS

The workers strongly opposed this suggestion taking the view that if protection were given by law to an individual's right not to join an organization, it might follow that collective agreements providing for the closed shop or union shop might become illegal. This basic disagreement was not resolved; it will be raised again when the text comes up for second discussion at the 1949 Conference.

Most of the other items on the agenda were less contentious. Dealing with wages, the Conference gave first discussion to proposed Conventions concerning Labour Clauses in Public Contracts, and concerning the Protection of Wages. A resolution endorsing the principle of the Guaranteed Wage

and calling for its detailed consideration at a future Conference, was adopted over the opposition of the Employers' Group. Another resolution reaffirmed the principle of Equal Pay for Work of Equal Value for male and female workers, and contemplated the adoption of international regulations on this subject at a future Conference.

The Conference unanimously adopted a Convention on Employment Service Organization, the terms of which conform with the practices and policies of Canada's National Employment Service. The Conference also adopted a Recommendation on this subject.

#### VOCATIONAL GUIDANCE

First discussion was given to a proposed recommendation on standards and general principles of vocational guidance, as a guide to member countries in their development of vocational guidance services. Since the present techniques and methods used in vocational guidance are still largely experimental, it was not considered appropriate at this stage to adopt a Convention. The principles accented by the Conference are in accord with those now being developed in Canada.

The Conference undertook the revision of two Conventions, adopted in 1919, concerning the Night Work of Women and of Children. The purpose of the revision was to make the terms of the Conventions more flexible, to facilitate the working of the double day-shift system which has been increasingly important in the post-war economy of many countries

#### DIRECTOR GENERAL'S REPORT

An important feature of the Conference was the debate which took place on the Report of the Director-General of the International Labour Office. This was the last Report to be submitted by Mr. Edward Phelan as Director-General before retirement. Mr. Phelan has been succeeded by Mr. David



Morse, Acting Secretary of Labour of the United States, who was elected to the position by the Governing Body of the ILO.

Mr. Paul Goulet and Mr. Percy Bengough participated in this debate. Mr. Goulet, describing recent social developments in Canada in relation to the Report's summary of world trends, spoke in part as follows: "In Canada, the past year has been one of social progress. Labour standards have been improved both federally and provincially. Employment and income have continued at the very high levels that have been characteristic of the post-reconversion period, and against this favourable background labour and management have for the most part conducted their negotiations peacefully."

He noted in particular the progress made by the National Employment Service in its various special services, and the passage by Parliament of industrial relations legislation and of amendments to the Canada Shipping Act which among other things will permit the ratification of four of the Conventions adopted at the Seattle Maritime Conference of the International Labour Organization in 1946.

#### GOVERNING BODY ELECTED

The triennial election of the Governing Body took place during the Conference. Prior to the balloting, the Governing Body agreed that the United States, the United Kingdom, France, India, China and Canada should retain the seats they hold as the most prominent of the eight countries of chief industrial importance. It was decided that Brazil should replace the Netherlands among these eight states, and that the list should be reviewed again before the next session of the Conference; Belgium will continue to occupy the eighth non-elective seat meanwhile.

In the election, the following were chosen to occupy the eight elective Government

seats on the 32-member body: Argentine Republic, Australia, Cuba, Denmark, Italy, Peru, Poland and Turkey. Eight Workers' and eight Employers' representatives were chosen by the Workers' and Employers' Delegates to the Conference.

Mr. Harry Taylor was elected by the Employers as first Deputy Employers' Member; and Mr. Percy Bengough was elected to the corresponding position on the Workers' representation.

The Conference admitted Ceylon to membership in the Organization, and during the session El Salvador and the Philippines became members by notifying the ILO of their acceptance of the obligations imposed by the Constitution. Burma, Pakistan and Syria,

which became members since the 1947 session, were represented by delegations

The Conference accepted for the ILO the United Nations Convention on the privileges and immunities of Specialized Agencies as modified by an annex relating to the ILO.

The session's other major decision was the adoption on the recommendation of the Governing Body, of a budget of \$5,215,539 for the Organization's operations in 1949.

As a result of the decisions of the Conference, the total number of International Labour Conventions adopted by the Organization was brought to 90, and the total of Recommendations to 83.

## CANADA'S FAITH IN THE UNITED NATIONS

*From an address by General A.G.L. McNaughton,  
(Canadian Permanent Delegate to the United Nations),  
to the United Nations Summer Course Lecture Series,  
New York City, August 2, 1948.*

My Government also recognizes that the effectiveness of the United Nations is, at present, greatly reduced by the divisions which have grown up between the countries of Eastern Europe and the countries of the rest of the world. Until, therefore, there has been some measure of settlement of the issues that divide the world, we should not expect too much from the United Nations in its present form and organization. No one, for instance should expect that the machinery of the United Nations will produce a solution to problems on which the two most powerful nations of the world may have diametrically opposed views, which cannot be reconciled.

During the last two years, our faith in the United Nations, as an effective organization for peace and security, has been shaken. What is un-

shaken is our determination to make of it, or within it, an effective organization for these purposes. Unshaken also, is our faith that this can be achieved. It is therefore important that the United Nations be kept in existence and that we make every possible use of the very high degree of vitality which it has shown, particularly in those disputes which are not directly within the area of conflict between the Eastern European states and the rest of the world.

Canada's willingness to stand for, and our ability to secure election to the Security Council last Autumn was an earnest of our desire to play our full part in the United Nations.

(Text of General McNaughton's speech is available from the Information Division, Department of External Affairs, Ottawa).

## CANADA AND THE UNITED NATIONS

### PALESTINE

Before the end of the first Palestine truce on July 9, the Security Council attempted to bring about an extension of the armistice. The Jews agreed to the proposal in principle; the Arabs, however, were not prepared to accept a prolongation of the truce under existing terms. Consequently fighting again broke out in Palestine.

A United States resolution calling for an immediate cease-fire within three days of its adoption, and providing that failure by either side to comply would constitute a breach of the peace within the meaning of Article 39 of the Charter and require consideration by the Security Council with a view to using diplomatic, economic or even military sanctions, was adopted on July 15 by a vote of seven to one with three abstentions. The resolution further provided that the original truce terms would remain in force until a final political solution was reached.

Canada gave full support to the resolution, the strongest in the Council's history. General A.G.L. McNaughton, Canada's representative on the Council, said the Council had no alternative but to employ "imperatives" under the circumstances. Canada fully recognized the gravity of this step but considered that hostilities had to be ended in order that efforts toward a lasting settlement could be resumed. A Canadian proposal to allow the Mediator to postpone the cease-fire's three-day limit if necessary was defeated. On previous proposals for the use of force if necessary, Canada had taken the stand that all efforts at negotiation should be exhausted before force was resorted to.

A Syrian resolution requesting the International Court of Justice for an advisory legal opinion as to the

international status of Palestine after the end of the British mandate on May 15 was rejected by a vote of six to one (Ukraine) with four abstentions (Canada, France, U.S.A. and U.S.S.R.). Canada opposed the resolution on the grounds that to open the general question of the legal basis upon which the United Nations was acting seemed "neither necessary nor desirable" and would "inevitably hinder and postpone the negotiations for peaceful settlement". The Canadian delegate suggested, however, that during the negotiations "specific" legal questions might arise on which the Court might rule.

### INTERIM COMMITTEE

The Interim Committee met during July to discuss three sub-committee reports: on voting procedure in the Security Council, on the study of methods for the promotion of international co-operation in the political field, and on the advisability of establishing a permanent committee. (As set up by the General Assembly last year, the Interim Committee was to function for a trial period of one year.)

In preparing its report on voting procedure, the sub-committee (of which Canada was a member) considered an exhaustive list of the possible decisions which the Security Council might have to take on the basis of each article of the Charter. It then indicated which decisions might be regarded as procedural (decided by a straight majority vote), and which, even though substantive (and therefore subject to the veto under present rules) should be decided by a vote of any seven members of the Council. Speaking in support of the report, the Canadian representative said that Canada's position should not be taken to indicate any modification of its desire "for a

more radical solution" to the problem of voting procedure or of its discontent over the way the veto had been misused. The present recommendations were regarded by Canada merely as a first step in a gradual approach to the whole problem of voting procedure. Until the underlying problem of lack of unanimity among the Big Five was solved, voting difficulties could not be settled merely by constitutional reform. Canada consequently did not support an Argentine resolution to ask the General Assembly to consider calling a general conference (as provided under Article 109 of the Charter) to review the Charter. The proposal, however, was adopted by a vote of 19 to 7 with ten abstentions.

The second report considered by the Interim Committee dealt with the promotion of international co-operation in the political field and, more specifically, with the peaceful settlement of disputes. Among the recommendations brought forward by the sub-committee and unanimously approved by the Interim Committee were the restoration to full effect of the General Act for the Pacific Settlement of Disputes of 1928, the creation of a panel of conciliators and changes in Security Council and General Assembly rules of procedure relating to the performance of conciliation functions by a rapporteur or a conciliator. The Canadian delegate commended the sub-committee for its report and said that it represented a "very promising beginning" in the study of international political co-operation.

When the question of recommending that the Interim Committee be made permanent was discussed, the Canadian representative voted with the majority and said the Committee had done useful work and urged that the experiment be carried

on for another year. The Soviet Union and the five countries which usually support it have boycotted the Interim Committee from its inception. Because of the absence of these countries, India was opposed to continuing the Committee.

#### COMMISSION FOR CONVENTIONAL ARMAMENTS

Canada voted with the majority of nine to two in the working committee of the Commission for Conventional Armaments to decide that discussions on the regulation and reduction of armed forces and armaments would be ineffectual until the Soviet Union and the other big powers agreed on the forces to be made available to the Security Council and on a system for the international control of atomic energy. Peace treaties with Germany and Japan were also an essential preliminary. The decision will be referred to the Commission (which is composed of the same members as the working committee) and to the Security Council for approval. This decision comes two months after a somewhat similar decision of the Atomic Energy Commission that its discussions

be suspended until prospects for agreement should improve.

The seventh session of the Economic and Social Council opened in Geneva on July 19 with a record agenda of 50 items, six of which were dropped during the first week. The Council set up three committees (Economic, Social and Human Rights) consisting of representatives of all 18 member countries. It also established two 12-member committees - a Co-ordination Committee and a Procedure and Organization Committee - with Canada a member of the former. The three committees of the whole began discussion on the reports of the various permanent Commissions.

Canada's three-year term on the Council comes to an end on December 31, 1948.

Mrs. Donald B. Sinclair, Executive Assistant to the Canadian Deputy Minister of Welfare, and chairman of the International Children's Emergency Fund's 10-nation Programme Committee, presided over a meeting of the Committee in Paris from July 3 to July 5.

A meeting of the 26-nation Executive Board opened in Ge-

neva on July 16 to consider the recommendations of the Programme Committee. Mrs. Sinclair, who has served as Canada's representative on the Executive Board from its beginning in January, 1947, again represented Canada.

The Executive Board recommended extension of the Fund's aid to German children in all zones from which applications have been received (i.e. the three western zones). It is also planned to extend operations in the Far East.

The Fund is currently helping to supply a daily supplementary meal for some 4,500,000 children and pregnant and nursing women in 12 European countries and in China. Much of the large quantity of food which has been shipped has come from Canada. Canada has been the main source of supply for meat and has also supplied a considerable amount of powdered milk. Canada has contributed \$5,200,000 to the Fund and is one of 21 nations that so far have given their financial support. A provisional budget of \$78,000,000 for 1949 was adopted by the Board.

### CANADA'S AIR POLICY ABROAD

The concepts behind Canada's stand in international civil aviation are common to many states:

- 1) the sovereignty of every state in the air above it;
- 2) international regulation of world air routes in place of restrictive national barriers;
- 3) competitive conditions which permit rewards for efficient operation of airlines;
- 4) prevention of unfair competition between airlines of different states. Canada believes that rates should be established by an international body; and
- 5) maintenance of the princi-

ple of non-discrimination and equal opportunity of all states to share in the world's air traffic.

Canada has already accepted the Transit Agreement, covering the first two Freedoms of the Air, in the belief that its action would contribute to the cause of world peace. In so doing it gave up the bargaining power its broad expanses might give in restricting the flight of others. Any country may now land in and fly over Canadian territories. The traffic rights of Freedoms Three, Four and Five are still reserved by Canada for bilateral agreements.

The Canadian Government, while continuously striving for a multilateral agreement which would remove or reduce

the necessity for bilaterals, has nevertheless produced, with the development of its own international services and the conclusion of its bilateral agreements, a fairly consistent pattern. Canada has agreements with the United Kingdom, Ireland and Newfoundland covering operations across the North Atlantic to each of these countries. It has an agreement with the United Kingdom providing for the operation of a Canadian air service to Bermuda and British territories in the West Indies. There is an agreement with the United States by which numerous trans-border routes are exchanged. Another agreement is with Australia and in principle with New Zealand covering the operation of a trans-Pacific air service.

## APPOINTMENTS AND TRANSFERS

### NEW APPOINTMENTS:

William G.M. Oliver appointed Foreign Service Officer in July 1948 and posted to the Consular division.

Kenneth C. Brown appointed Foreign Service Officer in July 1948.

### TEMPORARY DUTY:

H. Allard will act as the Chargé d'Affaires of the Canadian Embassy, Brussels, Belgium, during Mr. Doré's absence.

D.S. Cole, during the absence of the Ambassador and Mr. Rogers, will act as Chargé d'Affaires of the Canadian Embassy, Mexico.

H.F. Feaver will be Chargé d'Affaires of the Canadian Embassy, The Hague, The Netherlands, during the absence of Mr. Dupuy.

J.G.H. Halstead, Third Secretary, has returned from leave of absence effective July 1, 1948, and has been assigned to the Office of the High Commissioner for Canada, London, with temporary duty in Geneva for the summer months.

### TRANSFERS:

L.V.J. Roy arrived in Buenos Aires, Argentina, July 6, 1948, to assume his duties as First Secretary at the Canadian Embassy.

D.V. LePan, former First Secretary, Office of the High Commissioner, London, arrived in Ottawa July 22, 1948. (He will be on annual leave until September 18, 1948, when he will proceed on leave of absence to pursue his studies under a Guggenheim Fellowship.)

E.B. Rogers, First Secretary, Canadian Embassy, Rio de Janeiro, Brazil, arrived in Ottawa July 28, 1948.

J.B.C. Watkins, former chief of the European Division has been appointed Chargé d'Affaires, Canadian Embassy, Moscow, U.S.S.R. The date of his departure from Ottawa was July 28, 1948.

L. Mayrand has been appointed chief of the European Division effective June 21, 1948.

P.E. Morin, former Vice-Consul, Lisbon, Portugal, left Lisbon July 19, 1948, to return to Canada.

Capt. R.C.O. O'Hagan has been seconded from the Department of National Defence to the Canadian Military Mission in Berlin as Administrative Officer. He reported for duty effective July 16, 1948, in Berlin. He succeeds Capt. A.W. Clabon.

F.M. Tovell, former Second Secretary, Canadian Embassy, Lima, Peru, arrived in Ottawa July 13, 1948. He will be assigned to the Latin Section, American and Far Eastern Division.

D.M. Cornett arrived in Oslo, Norway, July 8, 1948, to assume his duties as Third Secretary, Canadian Legation, Oslo, Norway.

## APPOINTMENTS AND TRANSFERS OF REPRESENTATIVES OF OTHER COUNTRIES

### DIPLOMATIC

His Excellency Mato A. Jaksic presented on July 8 his Letter of Credence to the Governor General as Minister of Yugoslavia. The new Minister was born and educated in Dubrovnik and is 45 years old. He studied law at the Sorbonne and attended the Free School of Political Science in Paris. Mr. Jaksic practiced law in Dubrovnik, and was appointed Honorary Consul of France. During the war Mr. Jaksic served in the National Liberation Movement of Yugoslavia and was elected a Member of the Provincial Parliament. He later was in charge of the Yugoslav Military Mission in Cairo. After the war he was elected Deputy to the Constituent Assembly. In December 1945, he was appointed Minister of Yugoslavia in Paris. Prior to his present appointment he was Director of Protocol in the Foreign Office at Belgrade.

His Excellency Primo Villa Michel, Ambassador of Mexico, left Ottawa on June 30 for a visit to Mexico. Luis Ibarguen, Third Secretary, is Chargé d'Affaires a.i. during the Ambassador's absence.

His Excellency Dr. Victor Nef, Minister of Switzerland, left on July 16 for a two month's stay in Switzerland. Mr. Emile Bisang, Counsellor, is Chargé d'Affaires, a.i.

His Excellency G.B. Holler, Minister of Denmark, returned to Ottawa from a visit to Denmark and resumed the direction of the Legation on July 16.

His Excellency Alfredo Benavides, Ambassador of Peru, was absent from Ottawa for a period of two weeks from July 24, attending in London meetings of the International Olympic Committee, of which he is a member. Senor José Alvarado-Sanchez was in charge of the Embassy during his absence.

#### NEW APPOINTMENTS:

Otho Colclough, Attaché, Embassy of the United States of America, July 8.

Luis A. Soto, First Secretary, Legation of Uruguay, July 19.

Captain Benjamin S. Custer, Naval Attaché and Naval Attaché for Air, Embassy of the United States of America, July 21.

Ismail Kavadar, Commercial attache, Embassy of Turkey, July 27.

Major C.S. Kotze, Military and Air Adviser to the High Commissioner for the Union of South Africa, July 29.

L.E. Lang, Civil Air Liaison Officer, Office of the High Commissioner for the Union of South Africa, July 29.

#### DEPARTURES:

Leo J. Callanan, Consul of the United States of America at Victoria, British Columbia, July 2.

Miss Dorothy T. Brown, Vice Consul of the United States of America at Ottawa, July 8.

Juan Martin, Vice Consul of Argentina at Montreal, July 12.

Dr. Adrio Carlos Durando, Attaché, Embassy of Argentina, July 17.

Captain John Raby, Naval Attaché and Naval Attaché for Air, Embassy of the United States of America, July 21.

#### CONSULAR

##### *PROVISIONAL RECOGNITION WAS GRANTED TO:*

José Carlos de Sousa Palhares, as Vice Consul of Brazil at Montreal, July 2.

Luis Mena Solorzano, as Consul General of Nicaragua at Montreal, July 6.

Guillermo Fernando Mejia, as Vice Consul of Argentina at Montreal, July 7.

Ramiz Shammah, as Consul of Lebanon at Ottawa, July 13.

Paul W. Meyer, as Consul of the United States of America at Victoria, British Columbia, July 13.

George S. Roper, as Consul of the United States of America at Ottawa, July 14. Mr. Roper is First Secretary and Civil Air Attaché.

Italo Rader, as Acting Honorary Consul of Italy at Vancouver, July 19.

Paul Martin, as Consul of France at Toronto, July 19.

Miss Marie C. Chabot, as Vice Consul of the United States of America at Montreal, July 19.

Denis Inwood, as Honorary Vice Consul of El Salvador at Montreal, July 23.

Harry MacTaggart Elliot, as Honorary Consul General at Montreal, July 29.

Ralph Miller, as Consul of the United States of America at Saint John, New Brunswick, July 29.

##### *DEFINITIVE RECOGNITION WAS GRANTED TO:*

Charles T. Warner, as Vice Consul of the United States of America at Montreal, July 29.

#### VISITS

On Wednesday, July 7, the Prime Minister, Right Honourable W.L. Mackenzie King, gave a luncheon in honour of the Honourable Dr. Chen Li-fu, Vice President of the Legislative Yuan of China. His Excellency Liu Chieh, Ambassador of China; Dr. Huan Ting Young, Counsellor of the Embassy of China at Ottawa, and Y.T. Hsiung, Consul General of China at Toronto, attended.

## CANADIAN REPRESENTATION AT CONFERENCES

Complete details about the following conferences have been announced in previous Bulletins.

Interim Committee of the United Nations General Assembly - New York - January 5 and thereafter periodically.

Headquarters Advisory Committee of the United Nations - New York - January 6 and thereafter periodically.

United Nations Security Council - New York - January 7 (first meeting in 1948 and continuously thereafter) - (Canada began a two-year period of membership on January 1, 1948.)

United Nations Commission for Conventional Armaments - New York - January 12 (first meeting in 1948 and periodically thereafter) - (As a member of the Security Council, Canada began a two-year period of membership on January 1, 1948.)

United Nations Temporary Commission on Korea - Seoul, Korea - January 12 (first meeting in 1948 and continuously thereafter).

International Telecommunications Union, Provisional Frequency Board - Geneva - January 15 and continuously thereafter - (The International Telecommunications Union is a Specialized Agency of the United Nations.)

International Labour Conference (Thirty-first Session) - San Francisco - June 17 to July 10 - This Conference has been held annually since 1919 in accordance with Article 13 of the Treaty of Versailles. The Canadian delegation also included representatives of employers and employees.)

General Assembly of the World Health Organization - Geneva - June 24 - (This was the first session of the World Health Assembly which previously has met as an interim commission.)

International Wheat Council - Washington - July 6 - (This is an intergovernmental organization formed in 1942 by a nucleus group of states, including Canada. On March 6 it completed a draft World Wheat Agreement which loosely defines conditions of exporting and importing wheat for countries adhering to it.)

European Commission on Forestry and Forest Products - Geneva - July 6 - Col. R.D. Roe, Office of the Canadian High Commissioner, London - (This is a Commission of the Food and Agriculture Organization.)

First International Poliomyelitis Conference - New York - July 12 to July 17 - (This Conference is held under the sponsorship of the United States National Foundation for Infantile Paralysis.)

Governing Body of the International Labour Organization (106th Session) - San Francisco - July 8 to July 12.

Executive Board, United Nations Educational, Scientific and Cultural Organization (Eighth Session) - Paris - July 12.

North Pacific Regional Air Navigation Meeting - Seattle - July 13 - (This meeting is sponsored by the International Civil Aviation

Organization and is the first of its kind. It will have important results for Canada's participation in North Pacific flying and facilities.)

Executive Board, International Children's Emergency Fund - Geneva - July 16 - (The I.C.E.F. was established by the General Assembly of the United Nations and reports to the Economic and Social Council.)

The following conferences are also scheduled:

United Nations Economic and Social Council (Seventh Session) - Geneva - July 19 to August 13 - L.D. Wilgress, Canadian Minister to Switzerland; Dr. G.F. Davidson, Deputy Minister of National Health and Welfare (Welfare). Advisers: H. Allard, Canadian Embassy, Brussels; G.G. Crean and J.G.H. Halstead, both from Department of External Affairs; S. Pollock, Department of Finance; and L.A.D. Stephens, Canadian Legation, Berne - (The Council will consider the reports of its commissions and of the Specialized Agencies of the United Nations and will submit a report to the General Assembly.)

International Congress on Mental Health - London - August 11 to August 21 - (This conference will draw up a constitution for a World Federation of Mental Health.)

Executive Committee of the International Meteorological Organization - Oslo - August 12 to August 17 - (This committee outlines the general policy for the International Meteorological Organization. The I.M.O., founded in 1880, will ultimately be replaced by the World Meteorological Organization when it comes into legal existence.)

Contracting Parties to the General Agreement on Tariffs and Trade - Geneva - August 6 - L.D. Wilgress, Canadian Minister to Switzerland; L.E. Couillard, Department of Trade and Commerce; and S.S. Reisman, Department of Finance - (The Contracting Parties will discuss problems arising from the application of the General Agreement on Tariffs and Trade.)

Seventh Part of the First Session of the Preparatory Commission of the International Refugee Organization - August 20 and August 21 - (Canadian delegates will attend.)

Seventeenth International Red Cross Conference - Stockholm - August 20 to August 30 - M.H. Wershof, Office of the Canadian High Commissioner, London; Lt.-Col. J.N.B. Crawford and Capt. W.B. Armstrong, both from Department of National Defence - (This is a Conference of experts preliminary to the diplomatic conference to be held at a later date in Geneva.)

Executive Committee of the Interim Commission of the International Trade Organization - Geneva - August 22 - L.D. Wilgress, Canadian Minister to Switzerland; L.E. Couillard, Department of Trade and Commerce; and S.S. Reisman, Department of Finance - (This Interim Commission was established by a resolution of the United Nations Conference on Trade and Employment at Havana. It will make preparations for the first session of the International Trade Organization after this is brought into existence.)

Inter-American Conference on Conservation of Renewable Natural Resources - Denver, Colorado - September 7 to September 20 - Observer: Dr. O.H. Hewitt, Dominion Wildlife Service, Department of Mines and Resources - (This Conference will be sponsored by the United States at the request of the Pan-American Union. It is a technical conference with no power to negotiate agreements. It is hoped that this Conference will contribute materially to the United Nations 1949 Conference on the Conservation of Natural Resources.)



Annual Meeting of the International Association of Game, Fish and Conservation Commissioners - Atlantic City - September 13 to September 15 - (This Conference is of first importance from a wildlife standpoint and will probably be attended by members of the Department of Mines and Resources.)

General Assembly of the United Nations (Third Session - Paris - September 21.

Board of Governors Meeting, International Bank for Reconstruction and Development and International Monetary Fund - Washington - September 27 - (These are Specialized Agencies of the United Nations.)

International Labour Organization: Industrial Committee on Petroleum Refining - Geneva - September - (This is one of the ILO's special tripartite Committees which will give attention to problems concerning social and labour conditions in the petroleum refining industry.)

Fourth Inter-American Radio Conference - Bogota - October - (This is a Conference of American governments on inter-American radio matters.)

International Tin Study Group - The Hague - October - (This will be a consultative meeting of experts.)

Ninth General Conference on Weights and Measures - Sèvres - October 12 to October 21 - (This Conference is sponsored by the International Bureau of Weights and Measures.)

Pan-American Conference on Indians - Cuzco, Peru - October - (A Canadian observer may possibly attend.)

Textile Committee of the International Labour Organization (Second Session) - Cairo - Late in 1948 - (This Committee will discuss problems of social and labour conditions in the textile industry.)

United Nations Educational, Scientific and Cultural Organization - Beirut - October 18 to November 10 - (This will be the third Session of the General Conference of UNESCO.)

Council of the Food and Agriculture Organization - Washington - November 1 - (The Council takes policy decisions regarding the future work of F.A.O.)

Annual Convention, Association of Military Surgeons of the United States - San Antonio, Texas - November 10 to November 13 - (Canadian delegates may attend.)

Conference of the Food and Agriculture Organization - Washington - November 15 - (This will be the fourth annual Conference of F.A.O.)

## PRESS RELEASES

Text of July 1 messages from foreign governments. (July 2, No. 55.)

Canadian participation in collective security discussions. (July 5, No. 56.)

Signing of Agreement for Air Services to Bahamas by Canada and United Kingdom (July 7, No. 57.)

Presentation of Letter of Credence by Yugoslav Minister, Mato Jaksic. (July 8, No. 58.)

Appointment of T.F.M. Newton as Consul in Boston. (July 13, No. 59.)

Announcement of Canadian delegation to Economic and Social Council opening July 19 at Geneva. (July 15, No. 60.)

Implementation of U.N. Economic and Social Resolutions by Canada. (July 22, No. 61.)

Transfers and Postings of J.B.C. Watkins, F. Charpentier, P. Malone, M.A. Crowe and J.M. Cook. (July 22, No. 62.)

Congratulatory message from Secretary-General of UNESCO on work of the Canadian Council for Reconstruction through UNESCO. (July 30, No. 63.)

# EXTERNAL AFFAIRS BULLETIN

NUMBER 100

THE U.S. DEPARTMENT OF STATE

FOR INFORMATION OF THE PUBLIC

UNITED NATIONS GENERAL ASSEMBLY

ECONOMIC AND SOCIAL COUNCIL

INTERNATIONAL TRADE CONFERENCE

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