

8th October, 1958.

With the Compliments of the Imbassador of the

Union of South Africa Washington, D.C.

LONDON .

EMBASSY OF THE UNION OF SOUTH AFRICA. 3101 MASSACHUSETTS AVENUE, N. W. WASHINGTON 8, D.C., U.S.A.

8th October, 1958.

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of the group of twelve which was eration was given to the question ees. You will recall that at the as reached on the wording of Item 2 roup therefore, today proceded to remaining four items, under Committee II.

we of New Zealand wondered whather 24 another chrase - he recented that

ettlement of any disputes which tory states relating to interpretation

he phrase "shong signatury states",

The representative of the United Kingdom wondered whether this item did not duplicate the first item of Committee II which relates to the administrative measures to ensure the successful accomplishment of the objectives of the Treaty. The representative of the United States did not agree. He stated that in his opinion administrative measures are continuing procedures to ensure accomplishment of the objects of the Treaty. However, it was always possible that two countries might have different views on action taken in pursuance of the Treaty and item 3 was designed to meet such cases. In his view two matters could be discussed under this item, namely:

- a) the possibility of a dispute between two or more countries being made a matter of joint interest to all,
- b) a provision that if two Governments reach difficulties in relation to any phase of the Treaty there would be recourse to the International Court.

The representative of Australia at this stage raised a matter which was the subject of considerable discussion. He pointed out that while Item 3 referred to signatory states it made no mention of non-signatory states. In his view it would be desirable to have some provision in the Treaty which covered this question also. He suggested that the phrase "or between signatory states on the one hand and non-signatory states on the other" might be inserted after the words "signatory states". Tour

The representative of France said that he was authorised to agree to the use of the word "considerations" and could not agree to the use of the words "rights and claims". This conforms to the French position on which we have already reported namely, that the French Government does not wish the conference to concern itself with the question of rights and claims. The representative of the U.S.S.R. also took this view but, of course, as you are aware

After some discussion the representative of Australia agreed to the use of the word "considerations" provided it was understood that they were agreeing to this on the basis that the word "considerations" covered the question of rights and claims. The Australian representative also made the point that it was his understanding that the question of rights and claims would be debated by the Group under Item 7 (III) of their draft agenda which was before the group, and it was generally agreed that such a debate would in fact take place. The Group with the exception of the Soviet representative who said he would have to seek instruction thereupon agreed that the wording of item 2 would be the following:-

"Provisions to ensure that political considerations do not prejudice the peaceful and constructive objectives of the proposed treaty". so on how much between the fixing of a date by the

ertral date of compasing the Conford Before adjourning the Soviet Representative proposed that the wording of item 5 of Committee II be recast as follows: - Severaments to assistant and the tenton

"Provisions concerning criminal cases which might arise".

The United States Representative as co-drafter of the paper before the Group expressed himself to be in agreement with the Soviet amendment and the item as amended will form the basis for discussion when this matter is taken up again next week. When It we would not out

The next meeting will be held on 8th October. such that you is a substant of the Aspectant Policyles

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friendly way and expressed himself as taken aback at the allegations made against him. Although he believed that it would be wrong to discuss questions of substance, as this was the task of the Conference itself, he nevertheless did not object to listening to remarks or suggestions made by other members of the Group at the preparatory meetings. If the Group had thought his position was different then there must obviously have been a misunderstanding.

In spite of his protests to the contrary the remarks of the Soviet Representative, as the Department will of course be aware, represent a departure from the Soviet's previously held position. Furthermore, it is highly unlikely that the Soviet Representative will be prepared to sit back and listen to other representatives discussing matters with which his Government is also vitally concerned without also making his contribution. In the circumstances and provided the Soviet representative maintains his attitude the talks may now be entering on a new stage when it may be possible for the Group to enter into discussions on matters which relate to the backbone of the Treaty instead of having to confine itself to procedural and other similar matters. It will no doubt therefore be necessary for the Embassy to seek further guidance on these matters from the Department from time to time during the coming weeks. The state that political

2. Appointment of Committees

COMMITTEE II, ITEM 2

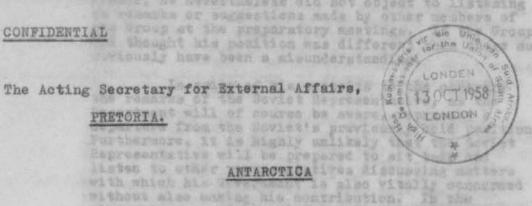
The Group next proceeded to take up the discussion on the question of appointment of Committees where it was left off last week and the remainder of the meeting was in fact devoted to consideration of the wording of Committee II - Item 2 of the United States/U.S.S.R. draft. You will recall (see my report of 24th September) that a number of representatives were not happy with the use of the words "rivalries" and "endanger" in Item 2 and that various alternatives were suggested for these two words.

Nearly all members of the Group favoured substituting the word "prejudice" for the word "endanger". The Soviet representative however, stated that he could not express an opinion until he received instructions. The Group encountered more difficulty in agreeing on the most suitable substitute for the word "rivalries". The Australian representative felt that "political rivalries" could only refer to rights and claims and that these words might as well be used in Item 2. In this he received the support of the Chilean representative. The United States representative agreed that he had had rights and claims in mind when the draft was drawn up, but he felt that there was no harm in using the broader terminology just in case something else should crop up.

4 October 1958

SPECIAL AIR MAIL

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, he nevertheless did not object to listening

A meeting of the Group of Twelve was held on 2 October, at the French Embassy and the following is a summary of the discussions:-

Time. According to practice, the Chairman of the day (the Japanese representative) asked whether 1. representatives wished to express any views on this subject. The United States representative thought it might be useful to hear the views of other representatives on how much time they considered should elapse between the fixing of a date by the Group and the actual date of convening the Conference. In the brief discussion that followed the consensus appeared to be that between six and eight weeks should be allowed to Governments to adequately prepare for the Conference. The United States representative also stated that at least this amount of time should be allowed for arrangements to be made for servicing the Conference.

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The United Kingdom representative during the discussion voiced the opinion that it was not possible to agree to a date for the Conference until further progress had been achieved by the Group in the discussion of questions of substance which were of fundamental interest to all the parties concerned. He received support from the representatives of Australia, New Zealand and the Argentine. Following this cue the Chairman expressed the view that the slow progress which was being made at the talks was in fact, due to the objection of the Soviet representative to discussing matters of substance. He was of the opinion, however, that the Soviet stand should not prevent the other eleven representatives from exchanging views on these matters. He then appealed to the Soviet Representative not to raise any objection to other representatives discussing matters of substance, even although he did not participate in these discussions.

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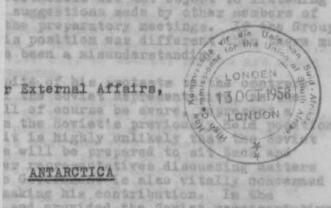
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Chapter VIII - Languages

Rule 33 - English, French, Russian and Spanish shall be the official languages of the Conference. These also shall be the working languages.

Rule 34 - Speeches made in any of the official languages shall be interpreted into the other three official languages.

Rule 35 - Any representative may speak in a language other than the official languages. However, in such cases, he shall provide for interpretation into one of the official languages.

Chapter IX - Records

Rule 36 - The Secretary General shall prepare summary records of all plenary sessions and of all committee meetings of the Conference. These records shall be distributed to all representatives as soon as possible after the conclusion of a meeting and the representatives shall inform the Secretary General within 48 hours after distribution of any changes which they wish to have made. The records of plenary sessions will be submitted to the Conference for approval and will then be issued in final form.

Rule 37 - Documents and summary records will be made available in the official languages of the Conference. The circulated a

Rule 38 - Any representative shall have the right to have circulated as a conference document any statement relative to an item under discussion.

Chapter X - Amendments

Rule 39 - Once these Rules of Procedure have been unanimously adopted by the Conference they may be amended only by the unanimous vote of the representatives participating therein.

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The following changes were agreed on -

- (a) Replace the phrase "offviners the will secondary them' in line 3 by the phrase forher southers of the delegation".
- (b) As the Secretary-General would only be appointed by the Conference it would be necessary to change the street Assesstary-Decessary to line to the Theoretarians.

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Rule 25 - During the discussion of any matter, a representative may move the suspension or the adjournment of the meeting. Such motions shall not be debated, but shall be immediately put to the vote. The Chairman may limit the time to be allowed to the speaker moving the suspension or adjournment of the meeting.

Rule 26 - Subject to rule 21, the following motions shall have precedence in the following order over all other proposals or motions before the meeting:

- (a) To suspend the meeting;
 - (b) To adjourn the meeting;
- (c) To adjourn the debate on the item under discussion;
- (d) For the closure of the debate on the item under discussion. Rule 27 - Proposals and amendments shall normally be introduced in writing and handed to the Secretary General, who shall circulate copies to the delegations. Except by unanimous consent of the Conference, no proposal or amendment shall be discussed or put to the vote at any plenary meeting of the Conference unless copies of it have been circulated to all delegations not later than the day preceding the meeting. The Chairman, may, however, permit the discussion and consideration of amendments, or of motions as to procedure, even though these amendments and motions have not been circulated or have only been circulated the same day. Rule 28 - Subject to rule 26, any motion calling for a decision on the competence of the Conference to adopt a proposal submitted to it shall be put to the vote before a vote is taken on the proposal in question. While of Procedure have been wrantsomely

Rule 29 - Each State represented at the Conference shall have one the representatives participating therein.

Rule 30 - Decisions of the Conference and of its committees on all matters of procedure shall be taken by a majority of the representatives participating in the Conference. The text of the treaty formulated by the Conference in accordance with the purpose for which the Conference is convened, shall be submitted for signature by the representatives at the Conference only if approved unanimously. Rule 31 - Voting shall normally be taken by a show of hands, but any representative may request a roll-call. The roll-call shall be taken in the order of precedence (Rule 6).

Rule 32 - When a proposal has been adopted or rejected it may not be reconsidered unless the Conference, by a two-thirds majority of the representatives participating in the Conference, so decides. Permission to speak on a motion to reconsider shall be accorded only to two speakers opposing the motion, after which it shall be immediately put to the vote.

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Chapter VII - Conduct of Business

Rule 18 - A quorum shall be constituted by a majority of the representatives participating in the Conference. A vote shall not be taken, however, on any substantive matter unless at least two-thirds of the representatives are present at the Session at which the vote is to be taken.

Rule 19 - The Chairman shall exercise the powers of his office in accordance with customary practice. He shall see to the observance of the rules of procedure and the maintenance of proper order. The Chairman in the exercise of his functions, remains under the authority of the Conference.

Rule 20 - No representative may address the Conference without having previously obtained the permission of the Chairman. The Chairman shall call upon speakers in the order in which they signify their desire to speak. The Chairman may call a speaker to order if his remarks are not relevant to the subject under discussion.

Rule 21 - During the discussion of any matter, a representative may rise to a point of order and the point of order shall be immediately decided by the Chairman in accordance with the rules of procedure. A representative may appeal the ruling of the Chairman. The appeal shall be immediately put to a vote and the Chairman's ruling shall stand unless overruled by a majority of the representatives present and voting. A representative rising to a point of order shall not speak on the substance of the matter under discussion.

Rule 22 - The Conference may limit the time to be allotted to each speaker and the number of times he may speak on any subject. When debate is thus limited and a representative has spoken his allotted time, the Chairman shall call him to order without delay.

Rule 23 - During the discussion of any matter, a representative may move the adjournment of the debate on the item under discussion. In addition to the proposer of the motion, two representatives may speak in favor of, and two against, the motion, after which the motion shall be immediately put to the vote. The Chairman may limit the time to be allowed to speakers under this rule.

Rule 24 - A representative may at any time move the closure of the debate on the item under discussion, whether or not any other representative has signified his wish to speak. Permission to speak on the closure of the debate shall be accorded only to two speakers opposing the closure, after which the motion shall be immediately put to the vote. If the Conference is in favor of the closure the Chairman shall declare the closure of the debate. The Chairman may limit the time to be allowed to speakers under this rule.

Chapter III - Officers

Rule 8 - A representative of the United States of America shall be the Temporary Chairman of the Conference and shall preside until the Conference elects a Permanent Chairman.

Rule 9 - At its inaugural session the Conference shall elect a permanent Chairman. The other eleven representatives shall serve as Vice Chairman of the Conference in the order of precedence as established pursuant to Rule 6. The Chairman shall preside at all sessions of the Conference. If he is absent from a session or any part thereof, the Vice Chairman, shall preside in rotation in order of precedence.

Rule 10 - The Chairman of the Conference or a Vice Chairman acting as Chairman, shall not have the right to vote but shall designate another member of his delegation to vote in his stead.

Chapter IV - Secretariat

Rule 11 - The Secretary General shall be appointed by the Conference upon the proposal of the Chairman of the Conference. He shall provide and direct such technical and administrative staff as may be required by the Conference. He shall be responsible for making all arrangements for the sessions of the Conference, its committees or working groups and generally to perform all other work which the Conference may require or direct. Me may designate a deputy to sit for him at any meeting.

Rule 12 -The Conference, to facilitate its work, may establish such committees as it may deem necessary for the performance of its functions, defining their terms of reference.

Rule 13 - The Chairmanship of each Working Committee shall rotate in the order of precedence as provided in Rule 6.

Rule 14 - The Committees shall operate under the Rules of Procedure of the Conference.

Rule 15 - Working groups may be established by the Conference or its Committees.

Chapter VI - Sessions

Rule 16 - Plenary sessions of the Conference shall be held in public unless the Conference shall determine otherwise. Meetings of committees and working groups shall be private unless the committees or working groups determine otherwise.

Rule 17 - At the close of any private meeting a statement, the content of which shall be agreed upon by the meeting, may be issued to the press through the Secretary General.

REVISED DRAFT RULES OF PROCEDURE WORKING PAPER

Chapter I _ Representation

Rule 1 - Each participating State shall be represented by a delegation composed of a representative who shall be vested with full powers and who shall be the Chairman, and such alternate representatives, advisers and secretaries as each State may doem necessary.

Rule 2 - An alternate representative or an adviser may act as representative upon his designation by the Chairman of the delegation.

Rule 3 - The credentials of the representatives and alternate representatives issued by the Head of State or Chief of Government or by the Minister for Foreign Affairs, and the names of the advisers who will accompany them, shall be submitted to the Secretary General of the Conference not later than 24 hours prior to the opening session thereof.

Rule 4 - At its opening session the Conference shall appoint a Credentials Committee consisting of three members who shall examine the credentials and report to the Conference without delay.

Rule 5 - Pending a decision of the Conference with respect to their credentials, representatives and alternate representatives shall be entitled to participate provisionally in the Conference.

Rule 6 - The order of precedence of the delegations shall be in accordance with the alphabet in the English language.

Rule 11 - The Chapter II - Observers Torking Committee Shall

Rule 7 - The following shall be invited by the Conference to participate as Observers:

- Procedure (a) The Secretary General of the United Nations or
- Antarctic Research of the International
 Council of Scientific Unions, or his
 representative.

Observers shall not have the right to vote but may speak upon invitation of the Chairman of the Conference on matters within their competence.

October 16, 1958 Obester I . Reprocessation Diagram - Nove purileignating State shall be represented by a duberparate empired of a regregentative mas shall be vewted with taki meetra and one shall be the Chairman, and such alternate representatives, advisors and secretaries as each fixth may door WERE SAFER TO SEE THE SECOND S Tale 2 - An elternate representative or an adviser may not as propasentative upon his designation by the Chairman of the Jergation, the Coldens of the Confederate as a few Miles Mily 3 - The oredentials of the representatives and alternate representatives issued by the Mond of State or Shief of Government or by the Einister for Poreign Affalva, and the means of the advisors who will accompany them, whill be submired to the Spendiery Connect OPAFT RULES OF PROCEDURE and 24 hours prior Bule A - At its opening social the Conference shall appoint a Rule T .- The fellowing shall be invited by the Contractor to

The attached revision of the Working Paper on Draft Rules of Procedure has been revised to reflect the views expressed by several representatives on the working group and is submitted herewith for further consideration.

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Rule 9:

- (a) The United Kingdom representative reserved his position on this rule. (See remarks under rule 6).
- (b) Some representatives were not happy about the wording in the last sentence as it did not make sufficiently clear that it would not be necessary for the Vice-Presidents to rotate each time the Chairman left the room during a session. The United States representative has agreed to redraft the sentence.

Rule 10:

The French representative as he has done in the past pointed out that his Government was against the use of the word "vote", since the object of the Conference will be to negotiate. He did not think it should be necessary to adopt a system of voting at the Conference. To this the United States representative replied that voting in this draft refers to procedural and not substantial matters. In reply the representative of France stated that this might well make a difference and intimated that he would seek instructions on this point.

Rule 11:

You will recall that the Soviet representative in the past has insisted that it was essential to maintain the principle that the Secretary-General should be appointed by the Conference. He however, intimated that his Delegation would vote at the Conference for the election of the nominee of the United States. The United States has now redrafted rule 11 in order to meet the point of the Soviet representative. Most representatives would have preferred the original wording of rule 11, but the group agreed that as it was understood that it would in any event be necessary in practice to have the Secretary-General and his staff operating long before the Conference convened and as it was understood that the United States nominee would serve in this capacity, the text of this rule as amended could remain as it is.

Rule 12: Approved without comment.

Rule 13:

- (a) The original text did not contain the word "Working" which has now been added.
- (b) The United Kingdom representative had reservations as to this rule as it now stands, particularly in respect of the word "rotate", since it might not be wise to rotate chairmen. He was in favour of a permanent chairman. In reply the United States representative pointed out that this word was chosen deliberately so as not to impose hardship on a few chairmen, as most delegations would be small.

The group adjourned at this stage until next week on Wednesday 22nd. The group will then continue with the discussion of rule 13 and the remaining rules of procedure.

Copies to London and Camberra.

- (111) The invitation should be extended to the United Nations in accordance with the requirements of international courtesy, i.e., that the United Nations is always included on the invitation list to an international conference.
- (c) Arguments against retention:
- (i) SCAR will not meet again for some 18 months and has no permanent secretary to whom an invitation could be extended. The Conference obviously could not be postponed so that the next meeting of SCAR, 18 months hence, could decide whether or not to send an observer.
- (ii) While in full agreement that the United Nations and SCAR be kept informed, there is no necessity to extend a formal invitation to these organizations. Furthermore, would not such an invitation to the United Nations have to be approved of by the General Assembly before the Secretary-General could accept it. (According to the United States representative this would not be necessary as the Secretary-General could act on his own).
- (iii) If these two organizations alone were invited, would others not feel discriminated against.

Although we and four others spoke against the desirability of inviting observers from the United Nations and SCAR it seems very doubtful whether it will be possible to prevent invitations from being extended to these two bodies. It might in the long run, in fact, be desirable to vote for the admission of observers from the United Nations and SCAR and so to ensure that the observers be limited to these two bodies only. The suggestion was for instance made at today's meeting that if no agreement could be reached on the text as at present worded then a more general wording should be adopted. This would of course, be most undesirable as it would open up the possibility of invitations also being extended to other bodies and member states to attend as observers.

(d) The words "of the conference" have been added after the word "Chairman" in the second sentence of the final paragraph of this rule.

Rule 8:

- (a) The change in wording between the original and the new draft conforms to the amendment suggested by the Soviet representative and there was no objection to it from any of the Group. to impose hurdahip on a few chairman, as
- (b) The United States of America preferred the word "A" (representative) instead of "the", as this would leave the Secretary of State free to elect any senior Government official to open the Conference, e.g. the Under-Secretary, who need not necessarily be a member of the United States Delegation.

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W. O. DU PERSON

- It was also pointed out that -
 - (a) delegates would not be entitled to diplomatic immunity:
 - the names of all the members of each delegation, including those of stenographers, must be submitted by the Secretary of each delegation to the Secretariat, so that identity cards could be issued to all. we come to see any to show an

Rule 4:

- 4:
 (a) The wording of this rule has been amended in order to meet Soviet objections to the Chairman of the Conference appointing the Credentials Committee. The revised rule provides that the Credentials Committee will be appointed by the so extend a furnita invitation to these organi-
- (b) Since some representatives had reservations on the rewording of this rule, it was decided to revert to it at a becreter-beneat could accept it. (According to the Builted Status representative this yould later stage.

Rule 5:

(a) No change from original United States draft.

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It also covers loss of Credentials.

Rule 6: sty of services thereton then was Chiten Suthans an (a) The United Kingdom representative wondered whether it was necessary to have any separate rule on this. He felt that rules 9 and 31 where it, in fact, appeared necessary to establish some order of precedence, could merely be reworded to ensure that the precedence would be established in accordance with the alphabet in the English language. (a) The United Kingdom representative wondered whether

Although we and four others spoke against the

(b) Other representatives, however, expressed the view that rule 6 should remain as it seemed necessary to have a clear, definite rule on precedence.

The United Kingdom representative thereupon stated that he reserved his position on this.

Rule 7:

- (a) There was some discussion on this with the United kingdom, France, Chile, Argentina and ourselves reserving our positions on the desirability of inviting observers from the United Nations and SCAR.
- (b) Arguments in favour of retention:-
- (i) It would only make for bad relations with the United Nations and SGAR should these two organizations not be invited to send representatives to the Conference.
 - (ii) As scientific matters will also be discussed at the Conference, SCAR should be invited.

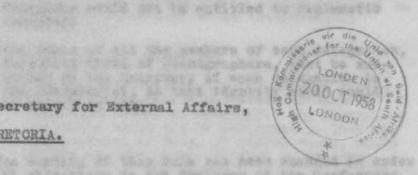
16 October 1958

AIR BAG

CONFIDENTIAL

The Acting Secretary for External Affairs,

PRETORIA.



ANTAROTICA

As stated in the penultimate paragraph of my evenly-numbered despatch of 9th October, the Group of Twelve at today's meeting started consideration of the draft rules of procedure.

The United States representative circulated a revised draft (attached) to the Group, and stated that as certain of the rules of procedure had already been discussed before, he had endeavoured to incorporate into the draft the suggestions made by representatives at previous meetings. He suggested that the Group should consider each rule and then submit the agreed texts to Governments for comment.

The following is a brief summary of the discussions Rule 1: to that he precedence could severy be remarked in accor-

- (a) To avoid any confusion between the Chairman of the Conference and the Chairman of Delegations, the word "Chairman" has been changed to "Head of the delegation".
- (b) By "secretaries" is meant the secretaries of the various delegations and not stenographers and administrative personnel.
- Rule 2: Two alterations were agreed on, viz. deletion of "his" and consequent on the amendment to Rule 1 the word "Head" was substituted for the word "Chairman". In the United

Rule 3: 1 stone on the destroblisher of inviting observant from

- 1. The following changes were agreed on -
 - (a) Replace the phrase "advisers who will accompany them" in line 3 by the phrase "other members of the delegation".

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(b) As the Secretary-General would only be appointed by the Conference it would be necessary to change the word "Secretary-General" in line 4 to "Secretariat".

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Ref. 43/44

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16th October, 1958

With the

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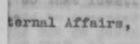
Embassy

Union of South Africa

Washington, D.C.

LONDON

16 October 1958





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Rule 3:

- The following changes were agreed on -
 - (a) Replace the phrase "advisers who will accompany them' in line 3 by the phrase "other members of the delegation".
- (b) As the Secretary-General would only be appointed by the Conference it would be necessary to change the word "Secretary-General" in line 4 to "Secretariat".

RULE 18:

There was some support amongst the group for a proposal that a quorum should require the presence of two-thirds and not a majority of the representatives participating in the Conference.

desirable to amend the second sentence of this rule to provide that no decision could be taken unless representatives of all participants were present. Others felt that this sentence should be eliminated altogether. As the hour was, however, getting late it was decided to take this matter no further but to resume the discussion at the next meeting which will be held on Wednesday, 29th October, 1958.

Any comments you may wish to make on the above will be appreciated.

stated that it was not clear to him may there a such he a par-

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consists of this rule by reaffirming his opposition to the

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Committees, The representatives of Ecrosy, See Realant and coverlyes also spoke in favour of appointing paresport chalimon

of the County been. In was noted We C. DU PLESSIS

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RULE 15:

The Group agreed to retain the present wording of this rule.

RUIE 161

With the exception of the Russian representative, who reserved his opinion, it was agreed to change this rule as follows:-

"The opening plenary sessions of the Conference shall be held in public. The other plenary sessions shall be held in private. Meetings of committees and working groups shall be private".

drafted provided that plenary sessions would be public unless the Conference determines otherwise it has now been revised to read that these sessions, except for the opening sessions, shall be private unless the Conference determines otherwise. The revised rule also prevents committees and working groups from holding public meetings. It was considered that the provisions of rule 17 make adequate provision for providing the public with information regarding the work of the committees.

RULE 17:

In order to make it clear that statements could only be issued to the press by the Conference and by Committees and not by working groups the following phrase has been added after the word "meeting" in line 1:- .. "of the Conference or a Committee".

after some discussion it was decided that statements could only be issued to the press if this was agreed to by all participants and the word "unanimously" has therefore been inserted after "agreed upon" in the second sentence of this rule.

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Most representatives were not prepared to express an opinion on the Australian proposal and as the Group remained divided on the question of rotation it was decided to postpone further consideration of this rule and return to it at a later meeting. In the meantime representatives would seek instructions on this question from their respective Governments. I shall be grateful therefore to receive your views on the above.

RULE 14:

The phrase "in so far as possible" has been omitted from the revised text.

The Australian, New Zealand, United States and Argentine representatives thought the deletion of the bove phrase made the rule too rigid and that the Committees should be allowed some flexibility in so far as their rules of procedure are concerned. It was suggested that the words "guided by" might be suitably substituted for the words "operate under".

The Soviet and United Kingdom representatives, however, were not in favour of flexibility, as this might lead to
endless trouble. Since it was likely that most of the work
would be done in the Committees it was important to have the
rules of procedure under which they would operate clearly defined.
If this was not done the rules could be interpreted in different
ways by the various delegations.

retain the words "operate under" but as some of the rules of procedure are applicable only to the Conference and not the Committees it was decided to add the following phrase at the end of the rule as at present drafted:- "... except where they are inapplicable".

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would be an experienced person; a new problem would be created if it was decided to have permanent chairmen, since it would be difficult to decide on who should be elected and from which delegation; numerous cases were known to him where the system of rotating chairmen had been employed successfully.

The United States representative expressed the opinion that as Delegations to the Conference would no doubt be small it might be difficult for an individual Delegation to provide a Chairman for the duration of the Conference. He nevertheless intimated that the United States position was flexible on this point and that it would abide by the view of the majority. The Australian representative also expressed himself in favour of the rotation of chairmen - he felt that the election of permanent chairmen might present a difficult problem and he considered that the rotation of chairmen was a more democratic way of proceeding. To overcome the difficulty of lack of continuity if the Chairmanship should rotate he suggested that each Committee should appoint a rapporteur. His functions would be the following: he would be primarily responsible, as a servant of the Committee, for its records and for their authenticity; he would also be in charge of the secretariat of each Committee and would submit reports to the plenary through the Committee; he might also help with minor drafting in cases of a difference of opinion on the wording of a text.

The Australian representative then proposed that the following rule should be inserted in the rules of procedure in order to provide for the appointment of rapporteurs:

"Each working Committee shall appoint a permanent rapporteur from among its members who would be responsible for recording the work of the Committee, reporting the decisions of the Committee to the Plenary Conference, and such other functions as the Committees might direct".

EMBASSY OF THE UNION OF SOUTH AFRICA. 3101 MASSACHUSETTS AVENUE, N. W. WASHINGTON 8, D.C., U.S.A.

22nd October, 1958.

AIR BAG.

SECRET.

The acting Secretary for External Affairs,



ANTARCTICA.

Further consideration was given at today's meeting of the Group of Twelve to the draft rules of procedure, circulated to the Group at last week's meeting.

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RULE 13:

The United Kingdom representative opened the discussion of this rule by reaffirming his opposition to the rotation of the Chairmanship of the Working Committees. He stated that it was not clear to him why there should be a permanent chairman for the Conference and rotating chairman for the Committees. The representatives of Norway, New Zealand and ourselves also spoke in favour of appointing permanent chairmen of the Committees. It was pointed out that the appointment of permanent chairmen would make for continuity and good order and would mean that the Committees work could be conducted expeditiously. A system of rotating chairmen on the other hand would be cumbersome.

of retention of the rule as it appears in the new draft for the following reasons: every delegation would share the burden of the work; the effectiveness of conducting the work would not be hampered, as it was assumed that the Leader of each delegation



24th October, 1958.

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EMBASSY OF THE UNION OF SOUTH AFRICA 3101 MASSACHUSETTS AVENUE, N. W. WASHINGTON 8, D.C., U.S.A.

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The Soviet representative, however, was in favour of retention of the rule as it appears in the new draft for the following reasons: every delegation would share the burden of the work; the effectiveness of conducting the work would not be hampered, as it was assumed that the Leader of each delegation

Rule 35: Approved without comment.

It was also agreed that:-

- (a) In view of the fact that there had been a number of deletions and additions to the rules the present numbering will be examined later when the group gives final consideration to the draft rules.
- (b) A new chapter headed "Decisions of the Conference" should be inserted to cover rules 28 to 32.

November 5, when it will complete consideration of the rules of procedure. It is however, not the intention that the group should then revert to the consideration of those parts of the rules of procedure upon which the group has not yet been able to agree. The general feeling was that these should be taken up at a later stage. After completion of the rules of procedure the group will then pass on to the consideration of item 7 of the draft agenda circulated by the Australian representative. This item is entitled "Consideration of the draft Treaty" and if the Department has had an opportunity to give further consideration to any of the sub-items falling under the item, we would be glad to receive any comments you may wish to offer. A copy of the agenda was forwarded to you under cover of our minute 43/44 of 28 August 1958.

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eddition of the phrase "Subject to the growest rules" at the beginning of the first ments ". C. DU PLESSIS the words "The

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of the group, however, was that the americant was unnecessary since the phrase via accordance with oursonary practice." already makes the rule sufficiently clear. As there was no

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themselves in the same position when it came to agreement on the final text and so the unanimity rule might as well operate right from the start. There would appear to be a good deal of force to this argument and I would be grateful for your comments in due course.

Rule 31: In view of his previously reported reservations on Rule 6, the United Kingdom representative reserved his position on this rule.

Rule 32: We suggested that this rule should apply not only to proposals but also to amendments and we therefore proposed that the words "or an amendment" be inserted after the word "proposal" in the first line. The group agreed to this. It was also pointed out by the representative of the Argentine that this rule could only refer to matters of procedure and that for the purpose of clarity it was desirable to add the words "on matters of procedure" after the word "amendment" in the first line. The group also agreed to this and approved the rule as amended.

Rule 33: This rule was approved without objection although the Norwegian representative expressed some misgivings at having four working languages instead of only one.
Rule 34:

- (a) The United States representative explained that it was the intention that simultaneous translation would be provided at the Plenary Conference and in the Committees, but that such a guarantee for practical reasons could not be given in respect of any working groups which might be established.
- (b) The United Kingdom representative did not favour the use of the word "speeches" as it savoured too much of long prepared dissertations. The group accommodated him by agreeing to delete this word and to substitute for it the word "statements".

5. Rule 30: (a) This rule now comprises the second sentence of the rule as originally drafted. (b) You will be aware that the rule as redrafted provides that the text of the Treaty will have to be approved unanimously. This is interpreted as meaning that except on matters of procedure there will be no voting at any stage of the proceedings. Before any progress can be made at any stage on the text of the Treaty there will have to be unanimity between all participants. Most of the members of the group have now come round to the view that this is the most desirable way to proceed. Only ourselves the representatives of New Zealand and Norway voiced doubts about the desirability of following this procedure and wondered whether it would not have been preferable to adopt a provision whereby matters of substance would be decided by a two-thirds majority vote. The representatives of Norway and New Zealand, however, added that as the majority appeared to be agreed on following the unanimity procedure they would go along with this. We indicated that we reserved descentle section birthing bevou our position for the time being. NOT NOTE HERE THE In view of the preference amongst the group for following the unanimity procedure it seems that we will have no alternative but to agree to this when the group at a later stage gives its final approval to the rules of procedure. Those who favour following the unanimity procedure argue that the Conference will not be like the United Nations where the emphasis is on voting resolutions; the emphasis at the Conference will be on the negotiation of a Treaty, the final text of which will require the agreement of all parties, or otherwise there will be no Treaty. They argue that even if the two-thirds majority procedure permitted some progress being made in the preliminary stages, those Delegations who had found / /themselves unable to agree on a text at the preliminary stage would no doubt still find

redrafted in order to make a clear distinction between matters of substance and matters of procedure.

(e) As it was apparent that there was a good deal of dissatisfaction with the rule as drafted, the Norwegian representative proposed the following simplified redraft of the rule:-

"Proposals and amendments shall normally be introduced in writing and handed to the Secretary General, who shall circulate copies to the delegations not later than the day preceding the meeting at which they are to be discussed."

The Norwegian proposal met with the general approval of the group and it was agreed that this rule should be revised accordingly and transmitted to Governments for consideration.

Rule 28:

- (a) The Australian representative expressed the view that it was not clear to him what the purpose of this rule was. He in fact did not think that it was necessary to have any such rule and proposed that it be deleted.
- (b) The United States representative, however, thought that retention of the rule might be useful in order to keep the Conference within prescribed limitations.
- (c) It was eventually decided to delete the rule for the present, but it was agreed that any representative who wished to do so could resubmit a redraft of the rule for consideration when the group at a later stage again reverted to these rules in order to give them its final approval.

Rule 29: The group decided that this rule could preferably be incorporated in the first sentence of rule 30 which will now read as follows:-

"Decisions of the Conference and of its Committees on all matters of procedure shall be taken by a majority of the representatives participating in the Conference, who shall each have one vote."

would no doubt still find

/themselves muchle to agree on a text at the preliminary other

(a) We stated that it appeared to us that there was a contradiction between the second and third sentences in particular as it had been made clear by Mr. Allen (the special United States representative on Conference procedure) that the word "amendments" referred to in the third sentence referred to "amendments" of substance. We pointed out that whereas the second sentence provided that no amendment could be discussed unless circulated not later than the day preceding the meeting, the third sentence permitted such discussion even if the amendment had not been so circulated.

- (b) The United Kingdom representative thought the second sentence was too rigid and suggested that the words "As a general rule" should be substituted for the words "Except by unanimous consent of the Conference".
- (c) As the Department is aware, the French representative has repeatedly voiced objection to the use of the word "vote" in relation to questions of substance and this objection was again voiced in respect of its use in the second sentence of this rule.
- (d) The Australian representative agreed with our view that there appeared to be a contradiction between the second and third sentences of this rule and suggested that it should be

support for his suggestion, the United Kingdom representative withdrew his amendment.

Rule 20:

There was no Statementon of the Instruction rep The representative of New Zealand wondered whether it was necessary to include the whole bloc of rules from rule 20 to 28. He was in favour of shortening the rules wherever possible and he did not think that this bloc of rules was necessary as they in any event operated in practice. In this he received the support of the representative of France. The Australian representative, however, expressed the view that it was desirable to have explicit and straightforward rules of procedure drafted and agreed upon beforehand, so as to avoid the possibility of long arguments at the actual Conference over such matters. He therefore was of the opinion that rules 20 to 28 should be retained. After the United Kingdom and ourselves had also expressed our opposition to deleting these rules the group decided that they should be retained. rould by districted THE REAL PROPERTY AND PERSONS ASSESSED.

The group thereupon approved of the present wording the day proceeding the mostling, of rule 20. sentence paralited such discussion even if the

Approved without comment. Rule 21:

After a brief discussion this rule was approved with-Rule 22: out change.

Approved without comment. Rule 23:

the Words "Neprot by Rule 24: The Australian representative thought this rule did not seem suitable for the type of Conference that is to be held, as it would give a majority the right to terminate discussions, something that would be particularly inappropriate in regard to the work of the Committees. While he would agree that the rule could be applied in the plenary he could not agree that it with our view should operate also in the Committees. He therefore proposed that the following additional sentence should be added at the suggested that it chould be end of the present rule:-

29 October 1958

AIR BAG

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The Acting Secretary for External Affairs, of rules was

Australian representative ANTARCTICA expressed the view that it

by received the support of the representative of France. The

poster for his suggestion, the United Kingdom representative

was recessory to include the whole blog of rules from rule

20 to 25. He was in favour of shortening the rules wherever

representative of New Tenland wondered whether

further consideration was given to the draft rules of procedure, a copy of which was attached to our despatch of 16th October, 1958.

Rule 18: retained. After the United Kingdom and surselves

- at the last meeting on the suggested amendments put forward by certain representatives.
- (b) After a brief discussion it was agreed:
 - (i) that a quorum should be constituted by a two-thirds majority of the representatives participating in the Conference. The first sentence was therefore amended by adding the words "two-thirds" in the first line before the word "majority" and
 - (ii) that the second sentence be deleted.

Rule 19:

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The United Kingdom representative suggested the addition of the phrase "Subject to the present rules" at the beginning of the first sentence, i.e. before the words "The Chairman". The general feeling amongst the other members of the group, however, was that the amendment was unnecessary since the phrase "in accordance with customary practice" already makes the rule sufficiently clear. As there was no



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enable non-signatory countries also to participate in scientific research. The principle of equal treatment is contained in the second part of the sentence "in conformity with the provisions

of the present Treaty."

Article III: It will be possible for countries to cooperate without certain countries themselves conducting research
in Antarctica. Non-signatory countries will be permitted to
co-operate - hence the word "international". The setting-up
of administrative machinery for the exchange of data and
contact between Governments should be worked out later.

The group did not progress very far in the discussion of these three articles and there is very little that can be usefully recorded here. Apart from the fact that representatives had not received instructions on the articles in question. it became clear during the course of the discussion that it was going to be exceedingly difficult to consider individual articles in isolation from the other articles of the Treaty. In other words it seems doubtful whether any progress will be made until the group has a complete draft Treaty before it. Thus the Australians we understand are suggesting to Ambassador Daniels that he circulate the complete United States Treaty at the next meeting of the group. They also suggest that the meetings of the group might then usefully be suspended for a few weeks in order to enable governments to consider the draft and instruct their representatives. It is not known as yet, however, whether this suggestion will be acceptable to the Americans.

The next meeting of the group will be on Tuesday 18 November.

Copies to Bondon and Canberra.

promised, drafts of the first three articles (already forwarded to you under cover of my minute 43/44 of 3 November) of the draft agenda dealing with peaceful uses and scientific research in Antarctica.

Before proceeding to a discussion of these articles, however, the representative of Australia said that since the Soviet representative at the conclusion of last week's meeting had mentioned that he did not like the wording of sub-item three (Status quo on rights and claims) under Article 7 of the original Australian draft, he would like to make it clear that his Government regarded the question of rights and claims as an important element in the Treaty. Some such provision in the Treaty was essential to ensure that no country would be either better or worse off than another.

The representatives of Argentina and Chile fully supported Australia's views and reserved their right to comment more fully on this item when it comes up for discussion later.

The United States, United Kingdom, New Zealand and Soviet representatives also reserved their right to comment on this question at a later stage.

The United States representative then proceeded to explain his three articles as follows:-

Article I: In the United States view the concept of the principle of peaceful purposes should be separated from measures of an administrative character which should be dealt with elsewhere in the Treaty. The second paragraph was a necessary qualification for those countries which do not have the civilian personnel to conduct research in Antarctica. It was, therefore, necessary to include such a provision in order to continue with the research work already begun, with the clear understanding, however, that there would be no question of military armed intervention.

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13 November 1958

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AIR BAG CONFIDENTIAL

The Secretary for External Affairs,

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ANTARCTICA

The following matters were discussed at this week's meeting of the group of twelve:-

I. Draft Rules of Procedure: " Out and the state of Procedure:

The United States representative circulated clean copies of the draft rules of procedure at the meeting. Two copies of this second revision of the working paper are attached for consideration.

The Soviet representative objected to the use of the word "agreed" in the second sentence of the introductory paragraph. The Soviet objection seemed somewhat unnecessary as the introductory paragraph makes it clear that there is only tentative agreement and that the rules are subject to final approval by the respective governments. However, to meet the Soviet objection it was decided to substitute the word "discussed" for the words "tentatively agreed".

While no date was set for further consideration of these rules, it was agreed that Governments would be asked to let their views be known as soon as conveniently possible and that any representative would be at liberty at any time to request further discussion of the rules.

II. Agenda to would be no quarters of sale sery open

The United States representative circulated, as

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the lines of the draft on Organisation of Committees forwarded to you under cover of my minute 43/44 of 9 October 1958. Other representatives felt that it was desirable to keep the agenda as brief as possible.

It was eventually decided that since items 7 and 8 are inter-related, further discussion on the question of the wording of item 7 would take place after the group had completed consideration of item 8. Consideration of this item will be commenced at next week's meeting on Wednesday 12th November.

During the consideration of item 8 the group will have before it the various papers on the text of the Treaty which have already been circulated. The United States representative also gave notice of his intention to circulate drafts on peaceful uses and scientific co-operation. (Please see in this connection my minute 43/44 of 5 November 1958).

Copies to London and Canberra.

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The cale of clarity the words "to other delegations" antile he added after the word "election". It was agreed that the use of the words "reletive to" might permit of the circulation of documents which had too rapis a relation to the item under discussion and the group therefore substituted the word "comments" for these two words.

Approved without comment.

At the request of several representatives the United States representative kindly occupanted to couple a tions copy of the Graft raise of procedure incorporating all the occup-

names and to let such representative have a copy tourself by early arit week. Representatives while them all to some you wished a utilities were of the craft raise of presents to

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There was some discussion as to when the group should return to a final consideration of the rules of procedure. Some representatives felt that this should take place within two weeks of the circulation of the clean draft. It was eventually agreed, however, that no date should be fixed but that the views of Governments on the draft should be obtained as soon as conveniently possible.

Your views on the revised draft and in particular on the unsettled question of rotation of chairmen and the appointment of rapporteurs would, therefore, be appreciated as soon as possible. The Department is, of course, aware that we, together with United Kingdom, France, Chile and the Argentine, have entered a reservation on the question of admission of observers from the United Nations and SCAR. From paragraph 3 of your telegram No. 107 of 7 August, we assume that we have some discretion in this matter and we shall continue to co-ordinate on this with other representatives who share our views. With regard to the reservation made by us in respect of the rule relating to voting procedure, there would hardly seem to be any point in maintaining this as all the other members of the group (Norway and New Zealand reluctantly) have given their approval.

II. AGENDA

The order of the first eight items on the draft agenda, submitted by the Australian representative to the meeting on 27th August (our despatch of August 28) was changed as follows:-

- 1. Opening statement by temporary chairman.
- 2. Election of Chairman.
- 3. Adoption of the Agenda.
- 4. Adoption of the rules of procedure.
- 5. Appointment of Secretary-General.
- 6. Appointment of Credentials Committee.
- 7. Appointment of Committees.
- 8. Consideration of the draft Treaty.

The question of whether the wording of item 7 should remain as indicated above, or whether it should be more explicit about the number of committees and the distribution of the work amongst them, evoked some discussion. The representatives of Chile, Australia, New Zealand and the U.S.S.R. were in favour of expanding the wording of item 7 to indicate the number of committees and the distribution of the work amongst them along

5 November 1958 The Secretary for External Affairs, LONDON PRETORIA de, therefore, be appreciated as I'm Requirement to, of course, awars that se, to the Wingless, France, Chile and the Argentine, here ANTARCTICA of minionion of observers The weekly meeting of the group of twelve took place today and the following matters were discussed:-I. DRAFT RULES OF PROCEDURE se akare our views. With Rule 36: Agreed without comment. Rule 37: In order to make it clear that the documents and summary records would be made available to Delegations and not to the public, it was agreed to add the words "to delegations" after the word "available". Rule 38: Two amendments to the present text were agreed upon:-(a) As in the case of rule 37 it was agreed that for the sake of clarity the words "to other delegations" should be added after the word "circulated". (b) It was agreed that the use of the words "relative to" might permit of the circulation of documents which had too vague a relation to the item under discussion and the group therefore substituted the word "concerning" for these two words. Rule 39: Approved without comment. At the request of several representatives the United States representative kindly consented to compile a clean copy of the draft rules of procedure incorporating all the amendments and to let each representative have a copy thereof by early next week. Representatives will then all be able to submit a uniform text of the draft rules of procedure to their Governments for consideration. The clean copy will also indicate the texts on which agreement has not yet been reached and will show, probably in the form of an addendum, the few rules on which certain representatives had made reservations.



5 November 1958

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