

Commission or to any other organization conducted under procedures similar to those in use in the F.E.C., unless it becomes apparent that a more liberal procedure, such as that suggested by the United States is not possible of acceptance, and if it becomes clear that no progress could be made in the settlement without granting the veto right to the Great Powers concerned.

29. There would be no objection however to having the valuable papers on the control of Japan which have been prepared in the Far Eastern Commission referred to the peace making body which it is eventually agreed to set up.

IV. THE ALLIED COUNCIL FOR JAPAN

30. The Allied Council as now constituted is not a suitable organization for handling the preparatory work for the Japanese peace settlement. It is strictly an advisory body, its main function being to consult with and advise the Supreme Commander "in regard to the implementation of the terms of surrender, the occupation and control of Japan and of directives supplementary thereto". There is no open clause in the Council's terms of reference which would enable it to extend its deliberations to include the peace settlement. The significance of the Council in the present context derives from two points:

1. The insistence of the U.S.S.R. on creation of such an organization; and
2. The system of joint representation on the Council of the United Kingdom, Australia, New Zealand and India.

Immediately after the cessation of hostilities the United Kingdom suggested a five-power control council for Japan to include the United Kingdom, the U.S.S.R., the United States, China and Australia and to be responsible for the formulation of policy towards Japan. In view of the strong opposition of the United States to any form of control commission in Tokyo and of the American counter-proposal of a Far Eastern Commission to be responsible for formulating policy, the United Kingdom withdrew their proposal. In attempting to have the control machinery for Japan put on the agenda of the Council of Foreign Ministers in September, 1945, Mr. Molotov stressed that the responsibility for establishing conditions for the elimination of all possibility of renewed aggression by Japan rested on the United Kingdom, the United States, China and the U.S.S.R., and maintained that an Allied Control Council representing these four powers should be established in Tokyo with executive powers to formulate and carry out policies towards Japan. The U.S.S.R. was not particularly interested at first in the establishment of any larger advisory council, and it was with a view to continuing the wartime pattern of co-operative action between a small number of first rank powers that the U.S.S.R. insisted on the establishment of the Allied Council.