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questions outstanding on the termination of the war in Europe. For the discharge of each of these tasks the Council was to be composed of the Members representing those states which were signatory to the terms of surrender imposed upon the enemy state concerned. The Council was also charged with the preparation of a peace settlement for Germany and was authorized to deal with other matters to be referred to it from time to time by agreement between the Member Governments. The terms of reference agreed for the Council permitted of its procedure being adapted to particular problems under consideration. It was envisaged that in some cases it would hold its own preliminary discussions prior to the participation of other interested states and that in other cases it might convoke a formal conference of the states chiefly interested in the question under study.

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9. While it seems clear from the terms of the Potsdam Agreement that some form of participation in the preparation of the peace settlement by representatives of Allied States other than those making up the Council of Foreign Ministers was envisaged, it became clear at the first meeting of the Council in London in September 1945 that wide differences existed as to the exact form this association should take. In general, the United States and United Kingdom representatives considered that an early opportunity should be given the other allies to take part effectively in the peace making, while the Soviet Foreign Ministers held that the treaties should be prepared exclusively by those members of the Council of Foreign Ministers signatory to the terms of surrender of the various enemy states. A procedural deadlock occurred on this issue which was not resolved until the meeting of the Foreign Ministers of the United Kingdom, the United States of America and the Soviet Union in Moscow in December 1945. It was agreed at that meeting that the peace treaties would be prepared in the Council of Foreign Ministers and would be presented thereafter to a peace conference composed of representatives of certain names states which actively participated in the war against Germany. The final texts of the treaties would then be drawn up by members of the Council of Foreign Ministers concerned, in the light of the recommendations of the conference. This procedure was in fact implemented and after two more meetings of the Council of Foreign Ministers the Paris conference was convoked.

10. Canada and other allies not members of the Council of Foreign Ministers were confronted at Paris with treaty texts which had in large measure already been agreed upon in the Council of Foreign Ministers, the details of which were unfamiliar to them. After long procedural wrangles it was agreed that the Conference would forward to the Council those of its recommendations which gained either a simple or a 2/3 majority. There was however no guarantee that such recommendations of the Conference as were adopted would be utilized by the Members of the Council of Foreign Ministers responsible for drawing up the final drafts of the treaties. The Prime Minister in his opening address at the Paris Conference took exception to the procedure which had been adopted in the case of these treaties and which rendered the contribution of other allies all but ineffective. He said, "The process of peacemaking is seldom an easy process. Let us frankly admit that the course which has been followed