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expect to receive suggestions for similar tripartite committees from the Dutch and Norwegians. Experience of these committees will be a useful guide to further development. It seems likely however that some of the United Nations, particularly after restoration to their homelands, will feel that they require more direct association with the machinery for the planning or allocation of particular supplies. We think that such aspirations can probably be met at any rate in the period before the defeat of Japan without upsetting the existing membership of the Combined Boards.

5. In considering the arrangements which can be made to satisfy the aspirations of United Nations the different circumstances of each of the Combined Boards must be allowed for. Generally speaking two alternative lines of development are open:-

- (a) to bring individual United Nations into the machinery for the control of those supplies in which they are interested, not to alter the composition or scope of the Boards themselves;
- (b) to develop an international machinery for control and allocation upon which all interested governments would be represented while maintaining the Combined Board as the focus at which Anglo-American policy is unified. (This is the method adopted in the International Maritime Administration proposal).

6. There are many reasons why method (b) is suitable for shipping; in particular the shipowning Allies will almost certainly demand more direct participation in the control over the allocation of their shipping once they are restored to their own countries; at the same time the international administration will be to a large extent dependent upon Anglo-American views since the United States and United Kingdom between them will continue to control a very high proportion of the total shipping pool. In the case of the supply Boards the conditions are different and we feel that the suggestion in 5(a) is more promising. This suggestion might be employed in different ways to suit the conditions of particular Boards or commodities. In some cases it might be appropriate for an Allied government actually to participate in the work of a Combined Board sub-committee dealing with a particular commodity: in others it might be more appropriate for the particular Combined Board to recommend the constitution of a separate committee including the representatives of third countries to deal with specific problems. If the latter alternative were adopted we think the separate committees should, at the outset at least, be linked with the appropriate Combined Board at the Secretariat level, if not also through their

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