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under the control of the Council of Foreign Ministers, has led Australian officials to suggest informally that a Commonwealth panel might be established in order that Commonwealth influence could be brought to bear through United Kingdom representation in the Council of Foreign Ministers, or on other bodies where the United Kingdom vote is more effect than that of individual Commonwealth members. Evidence available suggests that the Australians take the view that the United Kingdom should follow the line in the Council of Foreign Ministers advocated by interested Commonwealth governments, that is, the United Kingdom representatives should speak not for the United Kingdom as such, but for the Commonwealth as a whole. A further development of this theory, which seems to have recommended itself to Australian officials, is that for purposes of the Pacific settlement, if Australia is not to be accorded an equal voice with the Great Powers, Australia rather than Great Britain should be empowered to present the Commonwealth viewpoint. Adoption of such a "one voice" procedure for the presentation of the interests of the various Commonwealths at international conferences is considered neither workable nor desirable by the Canadian Government. In the long run such practice would inevitably weaken the influence of individual Commonwealth members vis-a-vis other sovereign independent states. In addition it would seem unlikely that the various commonwealth members would have a single viewpoint on many problems which would arise. In particular is this true of Canada whose national interest frequently runs parallel to that of the United States rather than to that of other members of the Commonwealth. It is important therefore that in the Commonwealth conference which has been called for August 26th and in any subsequent Commonwealth consultations which may take place during the preparation of the Japanese peace treaty, the "one voice" theory, if presented, should be opposed.

7. With the above general considerations in mind, it is intended to examine below the existing precedents for the peace settlement with Japan, and such new proposals as have been made, with a view to ascertaining which of the approaches, if any, could most appropriately be given Canadian support.

II. Council of Foreign Ministers procedure for the preparation of Peace Treaties

8. At Potsdam in July 1945 the Heads of State of the United Kingdom, the United States of America, and the U.S.S.R. met to consider problems arising out of the defeat of Germany and its European satellite states. At this meeting agreement was reached on the establishment of a Council of Foreign Ministers to undertake preparatory work for the peace settlements. This Council was to be composed of the Foreign Ministers of the United Kingdom, the U.S.S.R., China, France and the United States. It was authorized, as its first task, to draw up peace treaties with Italy, Roumania, Bulgaria, Hungary, and France with a view to their submission to the United Nations, and to propose settlements to territorial