

INTRODUCTION

The documents reproduced in this volume complete the story, begun in Volume 10, of Canadian external policy during the closing months of the Second World War and the transition to peace. The contents of the present volume are more optimistic in tone than were those of its predecessor, which reflected the war weariness of the last stages of a long conflict. Volume 11 looks ahead to a reshaped world order, in which, it was hoped, repetition of the circumstances which had given rise to the war would be avoided. So important was this aspiration that, for the first time, special arrangements were made for planning the Canadian response to issues in foreign policy (Chapter I). As had been the case since the United States entered the war at the end of 1941, one of the main concerns of those responsible for developing policy was to ensure that Canada's contribution to international relations be fully acknowledged, on the basis of the functional principle (Volume 9, p. xviii).

As a creditor nation and one heavily reliant on international trade, Canada had a major interest in the negotiations to establish a basis for financial and commercial stability after the war (Chapter II). The contribution to the conference at Bretton Woods, New Hampshire in 1944, which produced agreement to establish the International Monetary Fund and the International Bank for Reconstruction and Development, is perhaps underrepresented here (documents 34-36). Owing to the informality which prevailed at Bretton Woods, the Canadian documentary record, like that of the conference itself,¹ is not substantial. Somewhat fuller is the documentation on negotiations for the reduction of trade barriers. While considerable attention was given to the search for a multilateral solution to this problem, the difficulty of reconciling a variety of divergent international interests lent attraction to the alternative of bilateral arrangements, especially with the United States (for example, documents 45 and 53).

Another activity in which international regulation was important to Canada was civil aviation (Chapter III). Bringing this about was considered vital not only to Canada's position as an air power but also to the effectiveness of a postwar world security organization (document 184). This conviction was reflected in the preparation of a draft international air transport convention and active participation in the International Civil Aviation Conference, held in Chicago between November 1 and December 7, 1944. At the conference, Canada, which the head of the delegation, C. D. Howe, described as one of "the great powers" present, assumed the role of "honest broker" in dealing with differences between the United States and the United Kingdom (document 282). Canada became a member of the Council, or executive, of the Provisional Civil Aviation Organization which emerged from the conference, a distinction whose value was diminished by the size of the body, which had twenty-one

¹J. Keith Horsefield, *The International Monetary Fund 1941-1965*, Volume 1: *Chronicle* (Washington: International Monetary Fund, 1969), p. 93.