

24. In the Far Eastern Commission France does not occupy a special position such as it enjoyed in the preparation of the European settlements. Nevertheless, as a member of the Council of Foreign Ministers and as a signatory to the Japanese terms of surrender France might conceivably have grounds for seeking Great Power status in the Japanese settlement. However, acceptance by the French Government of the United States proposals for an eleven state conference for the preparation of the treaty for Japan under procedures which would give the veto to none of the Great Powers would seem to weigh against this possibility.

25. It does not seem likely that the Far Eastern Commission will be used for the preparation of the Japanese Treaty. In the first place the Commission is specifically excluded from making recommendations on military operations or territorial adjustments. Secondly and more important, the United States has already made proposals for an 11-nation conference outside of the Far Eastern Commission to prepare the Japanese Treaty under procedures which would eliminate the great power veto.

26. The history of negotiations in the Far Eastern Commission has demonstrated that the use of the veto proper or the threat of its use has effectively killed many majority policy recommendations or has reduced them to such innocuous terms as to render them quite ineffective. The United States has been guilty in this regard quite as often as the U.S.S.R. In this connection, Dr. Evatt, the Australian Foreign Minister, in his speech of June 6 said, "It would be wrong in principle to accept the F.E.C. as the peace making body for Japan. Its procedures are governed by the veto. Furthermore, the Commission was set up to deal with occupation policy and not with the functions of peace making."

27. In the first instance the Canadian Government would be inclined to subscribe to the views expressed by Dr. Evatt. If, however, the United States proposals for an 11-power conference fail of acceptance by the U.S.S.R. and if the United States Government and other governments concerned are unwilling to proceed with the Japanese settlement without Soviet participation it may then become necessary to consider alternative and less liberal procedures. In this event consideration may be given to the adoption of the Far Eastern Commission procedure which involves the veto right for each of the great powers (U.K., U.S.S.R., China and the U.S.A.). This might be an improvement over the peace treaty procedure adopted in the case of the European settlements in that Canada and the other lesser allies would be able to take a full and active part in the drafting of the settlement. Nevertheless, use of Far Eastern Commission procedure would involve the possibility that progress towards a settlement could be completely stalemated by the use of the veto by one of the Great Powers. A conference under F.E.C. procedures would be unable even to go on record with a majority recommendation if the recommendation were opposed by one of the veto powers.

28. For the above reasons the Canadian delegation should not support any proposals to allocate the task of preparing the Japanese settlement to the Far Eastern