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Roumania, Hungary, Bulgaria and Finland. Another indication of this concentration of authority is the principle of action by "unanimity" which is followed by the Great Powers in the Control Council for Germany, the Far Eastern Commission, and to some extent in the United Nations, where substantive decisions of the Security Council require the concurring votes of the Great Powers represented thereon. The use or threatened use of this veto power by one or other of the Great Powers has in large measure reduced the effectiveness of these organizations in that it allows any one power to prevent action by majority decisions even on unimportant matters.

4. While admitting in some degree the special position which the Great Powers hold in regard to the Peace Settlements because of their greater responsibilities, Canada has protested on many occasions, against the practice of decisions being taken by the Great Powers in fields which affect Canadian interest without adequate consultation with, or participation by, the Canadian Government or its representatives. These protests were ineffective in the case of settlements with the ex-Axis satellite states and have not yet been fruitful in the case of the German settlement.

5. Perpetuation of the principle of action by the Great Powers in world affairs, without adequate consultation with states concerned, will make it more and more difficult for countries such as Canada to protect their interest in important fields of their international relations. A body of precedent will be established which will become increasingly difficult to reverse, and which will serve to continue into the future an unsatisfactory great power - small power relationship which arose during the war. From this point of view it is necessary to ensure, if at all possible, that the settlement with Japan will have a less restrictive and more popular basis than has been the case with the preceding settlements. It would therefore seem desirable for a procedure to be adopted which would permit all allies with a substantial interest in the Japanese settlement to participate from the beginning in its drafting and in a manner which would preclude veto action by any one of the Great Powers concerned.

6. For Canada, and other members of the British Commonwealth, the Pacific settlement may have a particular significance with respect to the development of Commonwealth relations. Australia, because of its geographic position and the extent of its war effort in the Far East, attaches the highest importance to the settlement with Japan. It is probably fair to say that Australia's efforts to liberalize the procedure adopted for the settlements with the ex-Axis satellite states, and its bitter dissatisfaction with the refusal of the Council of Foreign Ministers to allow the other allies an equal voice in the settlement with Germany, have been conditioned by its fears that a similar restrictive procedure might obtain for the treaty with Japan. Failure to achieve a satisfactory role in the European Peace Settlements, which have been developed