

question had to be faced from this point of view alone before the broader aspects could be carefully examined. No one should blame the President of the United States and the Prime Minister of the United Kingdom for concentrating on the effective co-ordination of the war machinery of their own countries. Complaint becomes justified only if the legitimate rights of other belligerent Governments are ignored as the machinery is developed or if decisions vitally affecting a particular Government are taken without consultation with it, as the Dutch claim was the case in the establishment of unified command in the South-west Pacific.

One can think of a large number of permutations and combinations to provide for Canadian representation on the combined bodies which are in process of formation. I do not possess sufficient knowledge of several important aspects of the problem to enable me to formulate definite suggestions. Here are some of the possibilities:

1. To seek Canadian representation on all the combined bodies, both in London and in Washington, with the Canadian representatives at least formally equal in status to those of the U.S. and the U.K. If this were done, several other Governments could justly claim equal treatment, and I think that such a proposal would be rejected both here and in London.

2. To seek Canadian representation on all the combined bodies either in London or in Washington. To this there is the grave objection that the bulk of our troops are in the United Kingdom theatre of war, whereas we are vitally concerned in the defence of North America, which will inevitably be directed from Washington. I have gathered that the President and Mr. Churchill reached the conclusion that the influence of the Dominion Governments and of the Governments-in-exile in the United Kingdom should be exerted in London. At any rate, the Australian Government has been so informed.

3. To seek representation only on those combined bodies, either in London or in Washington, with whose activities Canada is most vitally concerned. Clearly any process of selection, however, is very difficult. We might easily forego any representation on the proposed Combined Shipping Organization, and we might be satisfied with representation on the body in Washington concerned with raw materials. The Combined Service bodies, however, in both capitals (which present the most serious problems) will all be dealing frequently with matters of immediate concern to Canada.

4. To seek representation on all or most of the combined bodies in collaboration with the United Kingdom representatives or as part of a general Commonwealth representation. This presents obvious political difficulties, but it may be the best way out, especially since it would help to avoid claims for equal treatment from belligerent Governments outside the Commonwealth. The combined organizations must be kept small if they are to be efficient and rapid in action. Through joining forces on them with the British, we ought to be able to ensure that we are fully informed of their activities and can participate in their discussions when our interests are directly involved. If this is the line we adopt, the question will become in the first place one for arrangement between Canada and the United Kingdom.