

C 271726

S E C R E T

JAPANESE PEACE SETTLEMENT

Procedure:

I. Introduction

1. The difficult international negotiations involved in the drafting of Peace Treaties with the Ex-Axis satellite states of Europe, and the so far fruitless discussions of the Council of Foreign Ministers with respect to the future of Germany, have demonstrated the importance of achieving a satisfactory and workable procedure for the conclusion of a Peace Treaty with Japan.

2. Although not as immediately concerned as certain other Pacific nations, Canada by virtue of its geographic position cannot remain aloof from any settlement which affects the future pattern of relationships in the Pacific. The development of more rapid means of communication, the discovery of long range instruments of war, and the emergence of new powers in the Far Eastern theatre now make it impossible for Canada to regard as unimportant to its security political developments in Eastern Asia. It would appear essential, therefore, that Canada be permitted to play its part in the drafting of a Peace Treaty for Japan calculated to make a maximum contribution to peace and security in the Far East. Prior to the war Canada had extensive trading interests in the Orient and the form of their resumption will depend substantially on the position which Japan is to be permitted to assume in the economic field. This position will no doubt be governed by the Treaty terms and it is necessary for this reason to secure participation in their preparation. The emergence of national consciousness amongst the peoples of South Eastern Asia is a factor of increasing importance in international relations and represents a fruitful field for possible ideological conflicts. With this in mind, the Pacific settlement cannot properly be isolated from the problem of overall world stability. The settlement is therefore of direct concern to Canada. This direct concern can only be served if the procedure adopted for the preparation of a settlement with Japan is of a nature to permit Canada to participate freely in the drafting and final preparation of its terms.

3. Quite apart from the necessity of securing Canadian interest in the substance of the Japanese settlement, the procedural question has very important implications for Canada. Throughout the period of hostilities, because of military necessity, and in the interest of speed, secrecy and efficiency, it became customary for policy decisions to be reached by the major allies without consultation with the governments or representatives of other allied states taking part in the war. This practice has been carried into the post-war period particularly in respect of the European Peace Settlements where the Council of Foreign Ministers has had the deciding voice in the preparation of Peace Treaties with Italy,