

If this be granted, it would seem that a further application of this principle would be both logical and appropriate.

The contribution of states, other than the great powers, to the success of the organization will vary widely. It would be in the general interest to develop the idea, and to accept as a guiding principle that power and responsibility should, as far as possible, be made to coincide. If this could be done, the result would be to narrow the gap between the great powers and other nations, while maintaining the principle of the sovereign equality of all member states. It would mean that the smallest and least powerful members would not nominally be given the same responsibilities as, let us say, Australia or the Netherlands or Brazil. It is the view of the government that the constitutional position within the organization of important secondary countries should be clarified, and that the delegation from Canada should exert the utmost effort to secure due recognition of their relative standing among the nations of the world.

As the proposals stand, all states, other than the five great powers would have the same constitutional position in the organization. No regard would be paid to their international significance, or to their record in resisting aggression, or to their potential contribution to the maintenance of peace. It is surely desirable that among the states which are to be elected members of the security council there should be several countries which can make a valuable contribution to the maintenance of security. At the same time, there should, of course, be representation in the council of different parts of the world. Without doubt much consideration will be given at San Francisco to the character of the elected representation on the security council. Some method of selection which would have due regard for the power and responsibilities of secondary states would make the council a more powerful and efficient body.

The proposal that all members should bind themselves to carry out diplomatic, economic and military sanctions at the request of the security council raises another difficult question for Canada and other secondary states. As I have already mentioned, military action would be limited to whatever was undertaken by each state in a special military agreement. It would seem to be desirable to develop some procedure whereby states not represented on the security council would not be called upon to undertake serious enforcement action without the opportunity of participating in the

council's proceedings, or without agreeing separately to join in executing the decisions of the council.

To be effective, nearly all decisions of the council imposing sanctions would require the assistance of one or more states not represented on the council. The cooperation of states bordering on the offending state, or of states in which operational facilities might be essential, would be particularly needed. In practice, if the enforcement of sanctions required active aid from a country not represented on the council, its consent would probably be sought. The probable practice might well be made the formal rule.

A further question arises in connection with such transitional arrangements as may be necessary for the enforcement of the surrender and peace terms against Japan and Germany in the years following their defeat. Special arrangements will clearly be required so long as those countries are under full military occupation. It will be necessary to have a definition of the relations between the security council and any inter-allied authority which may be set up to supervise any long-term measures of control of the enemy countries.

In view of the difficulty of planning a world security organization, especially while the world itself is still at war, it might be desirable to include in the charter some provision for its general review after a term of years.

The government's views on the composition and powers of the security council and on other aspects of the proposed organization have already been communicated to the greater powers. It is not at present the intention of the government to propose particular provisions or amendments in advance of the discussions at the conference.

In considering this great plan for organizing peace, it is all-important that we think broadly and take a long view. The benefits which Canada may hope to gain from full participation in the organization are immense. They should not be weighed merely in terms of prestige. No country has a greater interest than ours in the prevention of another general war. That is the overriding consideration.

It was on the battlefields of an earlier war that our country reached the full stature of nationhood. On all the seas, in the skies over land and sea and in some of the bitterest land battles of the present world-encircling conflict, our fighting men have held high the name of Canada. Our contributions to the fashioning of victory have been far greater than could