scribing to any automatic commitment of their forces at the behest of the great powers in the Security Council. Its pragmatic and cautious attitude was in accordance with a Canadian policy that had become known as the "functional approach". It had been devised during the war in connection with Canada's demand for representation on the Executive Committee of UNRRA, and had subsequently been followed consistently in relation to representation in other international organizations. It was first enunciated by the Prime Minister in the House of Commons on July 9, 1943, when he said:

> ". . . Authority in international affairs must not be concentrated exclusively in the largest powers. On the other hand, authority cannot be divided equally among all the 30 or more sovereign states that comprise the United Nations, or all effective authority will disappear . . . . In the view of the Government, effective representation . . . should neither be restricted to the largest states nor necessarily extended to all states. Representation should be determined on a functional basis which will admit to full membership those countries, large or small, which have the greatest contribution to make to the particular object in question."

The representatives of the great powers, at their Dumbarton Oaks conference, rejected the functional approach when they were elaborating a formula for electing members of the Security Council and other bodies. A Canadian memorandum addressed to the great powers before the San Francisco Conference reminded them of Canada's position, and at the conference the Canadian delegation never tired of espousing it. Canadian persistence was eventually rewarded in the final wording of Article 23, which directs that, in the election of non-permanent members of the Security Council, due regard should be "specially paid, in the first instance to the contribution of Members of the United Nations to the maintenance of international peace and security and to the other purposes of the Organization . . .". Although the principle of functional representation was accepted in theory, in practice equitable