

in the war against Japan than might be considered just in some quarters, regarding their war effort as being second only to that of the United States for sustained intensity and power. Their aspirations to leadership have been whetted by the part they have played in the occupation of Japan, where an Australian has been in command of the British Commonwealth Occupation Forces and an Australian has been the joint representative for Australia, New Zealand, the United Kingdom and India in the Allied Council for Japan.

6. The Australian Government has been extremely dissatisfied with the minor role which has been allotted to the middle powers in the European peace negotiations and is determined to secure full participation for Australia in the peace negotiations with Japan. Faced with the prospect that their claims to be a first-rank power in the Pacific area may not be universally recognized, the Australians apparently wish to establish themselves as the recognized leader of British Commonwealth countries in that region, thereby ensuring themselves of an influential voice in the Japanese settlement. This attitude may serve to explain the energy with which the Australian Government has promoted the Canberra Conference of Commonwealth representatives and the suggestion that the conference might provide an approach to broad agreement on main policies.

7. The attitude of the other Commonwealth Governments may be more briefly summarized. The United Kingdom, faced with the pressing necessity of reducing her overseas commitments, is not likely to contest seriously Australian claims to leadership in the Pacific area; on the other hand, the United Kingdom Government has indicated on several occasions that it does not think the Canberra meeting should aim at the formulation of a Commonwealth policy on the Japanese peace settlement, much less a Commonwealth draft of the peace treaty. It is most unlikely that the United Kingdom Government is prepared at this stage to enter into any arrangements for joint Commonwealth action or representation in the peace negotiations for Japan.

8. The New Zealand Government has in the main shown considerable sympathy for its fellow Labour Government in Australia. New Zealand may be prepared to go some considerable distance in co-operating with the Australian Government in the peace negotiations for Japan, but at every stage it will be restrained by the desire not to become a satellite of the Australian Government.

9. South Africa had a comparatively minor role in the war against Japan and is unlikely to play a prominent part in the August meetings in Canberra or in the later peace negotiations.

10. It is very difficult to estimate what attitude the Indian Government will take at the Canberra conference, in view of the vast impending changes in the internal organization of the Indian Government. It is most unlikely, however, that they will be inclined to look with much favour on any suggestions for close Commonwealth co-operation in the peace negotiations.

11. It must be recognized that owing to their geographical position, the other Commonwealth countries may be more inclined to sympathize with Australian views on the peace settlement for Japan than Canada will. There will, of course, be some resistance to the formulation of a Commonwealth policy