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In the establishment of the Combined Boards such consideration as was given to the position of the other United Nations seems to have involved the assumption that they were divided into two groups, one dependent on London and the other dependent on Washington, with Russia in a special position. The London group would include the Governments-in-exile, the Middle Eastern states, India and the Dominions. The Washington group would be composed of Latin American countries and China. It has been obvious from the first that Canada does not fit into this pattern. Australia and New Zealand have made it evident that for most war purposes they feel closer to Washington than to London. The Dutch and some of the other European allies are also concerned with strengthening their position in Washington. The effort to divide the free world into two parts and to concentrate through the United Kingdom and the United States their contact with the Combined organizations has not been satisfactory. It is now fairly generally recognized in both London and Washington that Canada in particular cannot maintain her contacts through London, and must in some fashion have direct links with the Combined Boards in Washington. There is, however, evidence of a strong desire in both capitals not to depart from the two-power basis of membership on the Boards.