

Most of these agencies have today very little executive power. There is not much they can do except make recommendations to national governments, which national governments are free to carry out or to disregard. If the peoples of the Western world feel that there should be a greater transfer of effective power from national governments to these international organizations, the international agreements constituting these organizations can be amended. If, for example, they want the International Civil Aviation Organization to become an international civil aeronautics board, all that is necessary is to revise the I.C.A.O. constitution along the lines of the draft convention proposed by Canada at the Chicago Conference in 1944.

Since the Soviet Union is by its own choice not a member of most of the international economic and social organizations, it would have no voice in the adoption of amendments of this character to the constitution of these organizations. Thus the states of the Western world are not debarred by a Soviet veto or by Soviet membership in the United Nations from the creation of international federal institutions to deal with international economic and social questions if they decide that such institutions are required.

Nor are they debarred by the Charter of the United Nations or by Soviet membership in the United Nations from creating new international political institutions to maintain peace, if the time should come when it was generally agreed by them that this was necessary. Nothing in the Charter precludes the existence of regional political arrangements or agencies provided that they are consistent with the Purposes and Principles of the United Nations and these regional agencies are entitled to take measures of collective self-defence against armed attack until the Security Council has acted. The world is now so small that the whole of the Western world is in itself a mere region. If the peoples of the Western world want an international security organization with teeth, even though the Soviet Union is at present unwilling to be a member of such an organization, they do not need to amend the United Nations Charter in order to create such an organization; they can create it consistently with the United Nations Charter. They can create a regional security organization to which any state willing to accept the obligations of membership could belong. In such an organization there need be no veto right possessed by any great power. In such an organization each member state could accept a binding obligation to pool the whole of its economic and military resources with those of the other members if any power should be found to have committed aggression against any one of the members.

I am not saying that the time has come when these things ought to be done. What I do say is that it is not necessary to amend the Charter of the United Nations in order to do these things and that it would perhaps be better to do these things than to try to turn the United Nations itself into something which the Soviet Union is not at present prepared to accept.

We are fortunate today in this divided world to have in the United Nations an international organization which will soon include almost every state in the world. That universal international organization is far from perfect but, unless it stands in the way of something better, it would seem to be wise not to scrap it. I do not think it stands in the way of something better.

If this analysis is correct, it seems to me that Canada should continue to try to make the United Nations work as effectively as possible within the limits of the present Charter. That has been Canada's role in the past. I have tried to demonstrate that, by playing this role, we have helped to strengthen the prestige and authority of the United Nations, its organs and the specialized agencies, and to keep the United Nations in close touch with the peoples of the world in whose name the