

## FOREWORD

This report describes the main events in the United Nations from the beginning of 1951 to the middle of 1952, as they appeared to Canadian eyes, and the part played by Canada in those events.

The United Nations is neither a military alliance against communism nor an embryonic form of world government. Essentially the Charter of the United Nations is a multilateral treaty which has been ratified by the great majority of sovereign states. It is a treaty with enormous scope and has led to the establishment of machinery for nearly every form of international political, social, economic, cultural and humanitarian co-operation. Yet it is a treaty which is meant specifically to protect the jurisdiction of states in essentially domestic matters. Moreover, it is a treaty which in collective security matters requires for its full enforcement unanimity among the great powers. Not only does this unanimity not exist; there is acute division between these powers — between the free world and the Soviet world. The United Nations did not create this division but it does reflect it. Yet the division would exist, and almost certainly in a more dangerous form, if there were no world organization. Because the United Nations is a mirror of the world, we should not say that it has failed because it reflects an unhappy picture.

If the United Nations may be compared to a mirror, this does not mean that it is an institution which has no personality of its own — that it simply reflects the personalities of the 60 states which comprise its membership. In politics, if not in mathematics, the whole can be greater — or less — than the sum of its parts. Nevertheless it is the member states which give the United Nations life and colour. And the machinery for discussion and conciliation provided by the United Nations is only effective to the extent that compromise and understanding can be achieved between member governments. That the machinery can help tremendously in achieving such compromise and understanding goes without saying.

We must not, however, expect to solve our problems merely by joining a particular international institution, or by discarding one international institution in favour of another. We must rather ask ourselves to what extent we, working with and through one or several international institutions, can best advance towards a solution of the difficulties which beset us. Thus there should be no necessity for Canada to choose between the United Nations and the North Atlantic Treaty Organization. We need the strength for peace that membership in both these organizations can give us. The great purposes for which the United Nations was established and the more circumscribed purposes of NATO are fully consistent with each other and are in their essence not competitive but complementary.

Nor should it be thought that Canadian policies in the United Nations and in NATO will be inconsistent or in conflict with each other. Whatever the international institutions in which Canada may participate, we are the same people, occupying the same geographic position in the world, proud of the same achievements and worried by the same problems. The basic principles of our national life —