

Nations Commission, said that there was no great difference in principle between the old and new drafts. Certain valuable alterations in arrangement and otherwise had been made in pursuance of the papers presented by Sir Robert Borden and Mr. Hughes. (See W.C.P. 245¹ and W.C.P. 346.) The word "Council" had been accepted instead of "Executive Council," and care had been taken to avoid the impression that a super State was being created. The new Article 1 introduced a substantial change by providing that the original members of the League should be determined by reference to an annex instead of by reference to the signatures to the Treaty. This was necessary in order to exclude Germany from the League, since the Covenant was to form a part of the Treaty of Peace.

Article 4

Mr. Sifton pointed out that, as Article 4 now stood, the Dominions were not eligible for election to the Council of the League, and that this disability would have unfortunate effects in Canada.

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Mr. Barnes said that he had always understood that there should be only one representative from the British Empire on the Council.

Sir Robert Borden pointed out that the position was difficult, and in some respects delicate. On the one hand we wished to be regarded as a unit for particular purposes, such as Imperial preference, and on the other hand we wanted to secure for the Dominions the right of separate representation in the Council and Assembly of the League. There was some danger of arousing the sensibilities of other nations.

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Lord Robert Cecil said that there had been no intention to exclude the Dominions, and that he had been advised by the drafting authorities that the Article would admit them. By explicitly recognizing the Dominions as eligible for membership in the League, Article 1 clearly contemplated that, in addition to the representative of the mother country, there might be separate Dominion representation. Throughout the whole discussion in the Commission there had never been a suggestion that the Dominions should be treated differently from other members.

Mr. Sifton suggested that the point could be met by striking out the words "States which are" in the first sentence of Article 4, so that it would read:

The Council shall consist of representatives of the United States of America, of the British Empire, of France, of Italy and of Japan, together with representatives of four other Members of the League.

Lord Robert Cecil agreed. It had been intended to change the word "State" throughout the document and to substitute the phrase "Member of the League". He thought that this had been done, but in any case it could well be done, since it was merely a consequential drafting amendment and involved no change in substance.

¹ Document n° 74.