

country. Most important of all was the question of Canada's relationship to the Anglo-American direction of the war effort through the combined war organizations established in Washington and London. The Canadian objective was membership not in all the organizations but only in those dealing with matters in which this country had a major interest, particularly the Munitions Assignments Board and the Combined Food Board in Washington. The Canadian effort to overcome Anglo-American reluctance to open the boards to broader Allied membership was based on the functional principle – the idea that membership of an international body should be determined by a country's contribution to its work – suggested in this context by Hume Wrong on January 20, 1942 (Document 135) and endorsed by the Prime Minister in a speech in the House of Commons on July 9, 1943. Differences within the Canadian Cabinet, however, caused difficulty in formulating an approach on membership on the combined boards, and Britain and the United States proved reluctant to accept the Canadian case when it was made. Together, these circumstances produced a result which fell short of the ambitions of those who favoured a strong line: membership in the Combined Production and Resources Board and eventually in the Combined Food Board, but only limited association with the work of the Munitions Assignments Board.

A second consequence of United States involvement in the war was that many aspects of the Canadian effort which hitherto had been dealt with in a Commonwealth context assumed a broader international character. The deployment of Canadian forces was affected by decisions of the Combined Chiefs of Staff and by agreements between the leaders of the major powers. The British Commonwealth Air Training Plan was extended to include Canada's other allies who were invited to an international conference in Ottawa to discuss its future. Canada's economic assistance to co-belligerents extended beyond the Commonwealth with the inauguration of Mutual Aid, applicable to all allies, in 1943. In contributing to the development of atomic energy, Canada became involved in the uneasy relationship between the British and American research projects. At the same time, as a result of arrangements worked out in the earlier years of the war, the Commonwealth connection remained important to Canada's military role. The operation of those arrangements was the subject of intermittent disagreement between Canada and Great Britain, most seriously in connection with the shackling of prisoners of war after the Dieppe raid.

While the conduct of the war was of necessity the central concern of Canadian external policy in 1942 and 1943, the improving fortunes of the Allies gave urgency to post-war planning (Chapter III). Arrangements for the peace settlement involved problems of status for Canada similar to those encountered in connection with the combined war organizations. Canadians recognized that their country had an interest in plans for the European settlement but, by the end of 1943, the government had not reached conclusions about the material contribution it should make. Consequently, it was difficult to press claims for membership of the European Advisory Commission and the Advisory Council for Italy, which were established as a result of the Moscow conference in October 1943. There was, moreover, danger of challenge to Canada's international position from the Soviet Union, which refused to participate in the United