

*United Nations Agreement*

proposed would not delay action, since it would only incorporate in the charter itself a step towards action which would probably have to be taken in any event. Unless this need for consultation is recognized in some manner in the charter, the process of securing public support for the ratification of the charter will be made considerably more difficult in a number of countries other than the great powers.

I think I could not do better in explanation of the way in which this provision is expected to work in practice than to quote from the report which Mr. Stettinius, Secretary of State of the United States and chairman of the United States delegation to the conference, made to the President of the United States. Mr. Stettinius has referred to the Canadian amendment in the following terms:

One significant and constructive change resulted from the debate, in the adoption of a wholly new article, 44, which contains the substance of an amendment submitted to the conference by the delegation of Canada and strongly supported by other "middle powers." It gives realization on the level of international security arrangements to the cherished axiom of American history, "no taxation without representation." Once the security council has determined on the employment of armed forces, it must give to each state asked to contribute contingents a voice in the decisions concerning the employment of its own forces. For the purpose of such decisions, in other words, the voting membership of the security council may be increased by one—but not more than one—for each decision.

Here is the way article 44 will work: If four states not represented on the security council are to be asked to furnish armed forces to cope with an emergency, they may if they desire send representatives to sit temporarily with the council; but each of these four ad hoc representatives would participate only in the decision which concerns the use of the armed forces of his own country. No similar right is given to states when the contribution involved is only the use of facilities and assistance they have agreed to provide, and the amendment to give such a right was rejected. The conference felt that there is a substantial difference between sending men to fight and, for example, making an airfield available.

It is particularly important to notice that the membership of the security council remains unchanged for all decisions leading up to and including the decisions to impose military sanctions. Thus the operation of the security machinery will not be dangerously slowed by the new provision. Moreover the provision will not affect the use of the contingents of the great powers, which will doubtless constitute the bulk of the forces used to carry out the council's decisions. Even the process of consulting the states that are not members of the council should not appreciably delay the effective functioning of their contingents.

The peace enforcement powers of the security council are concerned with the negative aspects of keeping the peace. But I think all hon. members will agree that peace is not merely the absence of war. It is a positive

[Mr. St. Laurent.]

condition in which nations can cooperate for the common good. This side of the work of the new organization is of particular importance to Canada. In the field of economic and social progress Canada has, I believe, an important contribution to make. The Canadian delegation therefore were particularly concerned with the provisions of the charter which deal with the economic and social council.

This body, which had been allotted a subsidiary place in the Dumbarton Oaks proposals, has now been made a principal organ of the united nations. Moreover its scope, which had originally been limited to economic and related social problems, has now been much widened. The objects of the economic and security council are defined in article 55 of the charter in the following words:

With a view to the creation of conditions of stability and well-being which are necessary for peaceful and friendly relations among nations based on respect for the principle of equal rights and self-determination of peoples, the united nations shall promote:

(a) higher standards of living, full employment, and conditions of economic and social progress and development;

(b) solutions of international economic, social, health and related problems; and international cultural and educational cooperation; and

(c) universal respect for, and observance of, human rights and fundamental freedoms for all without distinction as to race, sex, language, or religion.

Mr. BLACKMORE: Will the minister permit a question, or would he rather finish his speech before he entertains a question?

Mr. ST. LAURENT: Perhaps, if it is convenient to the hon. member, I might be allowed to complete, and then if there is further information that I can supply I would be glad to answer.

Mr. BLACKMORE: Will the minister tell us at this time at what point—

Some hon. MEMBERS: Order.

Mr. BLACKMORE: It is a perfectly justifiable question. I wish to ask the minister at what point in our discussion it will be best that we do ask questions? On his speech, for example?

Mr. ST. LAURENT: I shall be prepared as best I can to answer any question which you, Mr. Speaker, may allow me to answer, after I have completed my speech.

Mr. BLACKMORE: And suppose he does not allow it; when can we ask it, then?

Mr. ST. LAURENT: I would not like to anticipate Mr. Speaker's decision in that re-