

members. The conference decided that the headquarters of the interim organization should be in Canada. On August 15, 1945, the Council met in Montreal.

The centrepiece of Canadian planning for the postwar world was the prospective United Nations Organization (Chapter IV). Canadian policy makers paid close attention to the drafting of the charter, by representatives of the United States, the United Kingdom, the Soviet Union and China meeting at Dumbarton Oaks in the summer of 1944, the Canadian comments being conveyed through the British. Of paramount importance to Canada was the position of states which, while not great powers, had revealed through their participation in war "both readiness to join in concerted action against aggression and the possession of substantial military and industrial capacity" (document 409). Considerable effort was expended in seeking an enhanced role for such states, on the basis of the functional principle. By the time of the San Francisco conference a year later, however, the Canadian delegation had concluded that, if a world organization were to come into being and include the Soviet Union and states within its orbit, great power domination would have to be accepted. "Our view," Norman Robertson reported from San Francisco on June 10, 1945, "is that it is better to take the Organization that we can get and, having come to that decision, to refrain from further efforts to pry apart the difficult unity which the Great Powers have attained" (document 478). Such realism did not destroy the optimism characterizing much of what is published here, especially when "penthouse meetings" of the great powers were not a determining factor (document 499). There was more scope for smaller states when the Executive Committee of the Preparatory Commission met later in London to develop the practical arrangements for the new organization. These sessions, and those of the commission itself, encouraged hopeful expectations of Canada's role in the organization.

More troubling for the makers of foreign policy were the consequences of atomic warfare (Chapter V). Prior to the first use of the atomic bomb on August 6, 1945, the principal Canadian concerns were production and coordination with the United States and the United Kingdom. Thereafter, attention shifted to the implications for war and diplomacy and to the arrangements for international control. Despite concern about a possible great power monopoly (document 614), Canada, as one of the three atomic powers and the source of uranium, was a full participant with the United States and the United Kingdom in the discussions which produced agreement to create the United Nations Atomic Energy Commission.

As the arrangements for the regulation of atomic energy indicated, the United Nations assumed an importance far surpassing that of other international organizations (Chapter VI). The most important such organization before the war, the League of Nations, was of course supplanted by the new international body. The aspirations of another, the International Labour Organization, were regarded with some reserve because of the possibility of conflict with United Nations bodies (document 669). The attitude towards the Pan-American Union was cautious, in the absence of an indication that