

7. Washington Exploratory Conversations on Security

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Developments in the international situation since the end of hostilities make clear the urgent need for further measures which will contribute effectively to peace and security.

The establishment of the O.E.E.C. and the signature of the Brussels Treaty are important achievements which indicate the intent of the peace-loving countries of Europe to work together in their common interest, and additional steps designed to bring about a substantial and permanent degree of cooperation and unity among these countries would materially improve the present position. But the situation demands further measures: those nations having a primary interest in the security of the North Atlantic area should collaborate in the development of a regional or collective defence arrangement for that area. Such action should be taken within the framework of the Charter of the United Nations.

1. THE SITUATION IN EUROPE AS IT AFFECTS SECURITY

1. The war, by weakening the Western European countries and by creating a vacuum in Germany has increased the strength of the Soviet Union relative to the strength of Western Europe. This has resulted in a situation in which the security of this area is immediately threatened and that of North America is seriously affected.

2. Soviet ideology is self-admittedly expansionist. Moreover, according to this ideology and doctrine the peaceful coexistence of the Soviet and non-Soviet worlds is impossible on any permanent basis. The Kremlin leaders aim at the maximum extension of their power and influence. International communism serves them as a powerful instrument for the achievement of this aim.

3. The westward expansion of Soviet power since the defeat of Hitler has rendered the Soviet Union strategically capable at the present time of dominating the continent of Europe by force. Soviet forces are so grouped and organized that they could take the initiative in military action at short notice. The military strength of the Soviet satellite countries of Eastern Europe has been so organized as to make a material contribution to Soviet striking power. These factors support the Kremlin program of intimidation designed to attain the domination of Europe. The Communist International under the new title of the Cominform is again active in the field of indirect aggression.

4. While there is no evidence to suggest that the Soviet Government is planning armed aggression as an act of policy, there is always the danger that, in the tense situation existing at the present time, some incident might occur which would lead to war. War might also come about by a miscalculation of western intentions on the part of the Soviet Government. Alternatively, a sudden decision by the Kremlin leaders to precipitate war might result from fear:

- (1) that their own personal power was being undermined, or
- (2) that Soviet strength in relation to that of the western nations was declining, or
- (3) that these nations had aggressive intentions toward the Soviet Union.

5. Soviet plans have suffered a political setback as a result of the implementation of the European recovery program, the growing determination of the western powers to draw together for their well-being and mutual protection, and recent developments in Europe such as the trend of events in Greece and Tito's breach with the Cominform. There remains, however, a justified sense of insecurity among the peoples of Western Europe. The continued presence of U.S. forces in Western Europe is important since an attack upon them would bring the United States immediately and directly into war. Nevertheless, something more is needed to counteract the fear of the peoples of Western Europe that their countries might be overrun by the Soviet Army before effective help could arrive.

6. The U.S.S.R. under Kremlin dictatorship, utilizing the technique of indirect aggression and the threat of direct aggression, is an implacable enemy of western civilization and the present situation in Europe must be regarded as extremely insecure. The problem is to consider how the countries of Western Europe and those of the North American continent can most effectively join together for mutual aid against this common danger and achieve security. The immediate purpose is, in the first place, to prevent a Soviet attack; in this respect weak measures might only be provocative; firm measures may well prove a deterrent. In the second place, it is to restore confidence among the peoples of Western Europe. United States and Canadian association in some North Atlantic security arrangement would be a major contribution to this.

II. TERRITORIAL SCOPE OF A NORTH ATLANTIC SECURITY ARRANGEMENT AND ITS RELATIONSHIP TO THE SECURITY OF OTHER NATIONS

1. A North Atlantic security system composed exclusively of the United States, Canada and the present parties to the Brussels Treaty would not be fully effective. On the other hand, even the combined military resources of these nations would be inadequate to warrant their assuming hard and fast commitments for the security of a large number of geographically scattered countries. A line must be drawn somewhere. The problem is to devise an arrangement which would best meet the security needs of the nations here represented without over-extending their military capabilities.

2. To be fully satisfactory, a North Atlantic security system would have to provide not only for the security of the countries mentioned above but also for that of the North Atlantic territories of Denmark (especially Greenland), Norway, Iceland, Portugal (especially the Azores) and Ireland, which, should they fall into enemy hands, would jeopardize the security of both the European and the North American members and seriously impede the flow of the reciprocal assistance between them.

3. Furthermore, other free European nations must be taken into account in view of: (1) the effect on the security of the nations participating in these talks should the political or territorial integrity of these other nations be menaced; (2) the necessity for maintaining and strengthening their Western orientation; and (3) the importance of avoiding any Soviet miscalculation to the effect that these nations could be absorbed into the Soviet orbit with impunity.

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