

Achieving an Atmosphere of Mutual Trust and Confidence": Henry A. Wallace Offers an Alternative to Cold War Containment

Allies during World War II, the U.S. and the Soviet Union disagreed over a number of issues after the war. These included control of Eastern Europe, division of Germany, atomic energy, international loans, and the Middle East. On February 9, 1946, Soviet premier Josef Stalin asserted that the continued existence of capitalism in the West would inevitably lead to war. Foreign Service senior diplomat George Kennan sent President Harry Truman, still forming a Soviet policy, a lengthy telegram advocating containment. Commerce Secretary Henry A. Wallace—Secretary of Agriculture (1933–1941) and Vice-President from (1941–1945)—was one of the few liberal idealists in Truman's cabinet. Wallace envisioned a "century of the common man" marked by global peace and prosperity. In the following excerpt from a letter dated July 23, 1946, Wallace urged Truman to build "mutual trust and confidence" in order to achieve "an enduring international order." Truman asked Wallace to resign. In March 1947, Truman asked Congress for money "to support free peoples who are resisting attempted subjugation by armed minorities or by outside pressures." Thus articulated, the "Truman Doctrine" of containment served as the rationale for future American Cold War foreign policy initiatives.

The Secretary of Commerce Washington 25

July 23, 1946

The President
The White House

My Dear Mr. President:

I hope you will excuse this long letter. Personally I hate to write long letters, and I hate to receive them.

My only excuse is that this subject is a very important one—probably the most important in the world today. I checked with you about this last Thursday and you suggested after Cabinet meeting on Friday that you would like to have my views.

I have been increasingly disturbed about the trend of international affairs since the end of the war, and I am even more troubled by the apparently growing feeling among the American people that another war is coming and the only way that we can head it off is to arm ourselves to the teeth. Yet all of past history indicates that an armaments race does not lead to peace but to war. The months just ahead may well be the crucial period which will decide whether the civilized world will go down in destruction after the five or ten years needed for several nations to arm themselves with atomic bombs. Therefore, I want to give you my views on how the present trend toward conflict might be averted. . . .

How do American actions since V-J Day appear to other nations? I mean by actions the concrete things like \$13 billion for the War and Navy Departments, the Bikini tests of the atomic bomb and continued production of bombs, the plan to arm Latin America with our weapons, production of B-29s and planned production of B-36s, and the effort to secure air bases spread over half the globe from which the other half of the globe can be bombed. I cannot but feel that these actions must make it look to the rest of the world as if we were only paying lip service to peace at the conference table.

These facts rather make it appear either (1) that we are preparing ourselves to win the war which we regard as inevitable or (2) that we are trying to build up a predominance of force to intimidate the rest of mankind. How would it look to us if Russia had the atomic bomb and we did not, if Russia had 10,000-mile bombers and air bases within a thousand miles of our coastlines, and we did not?

Some of the military men and self-styled "realists" are saying: "What's wrong with trying to build up a predominance of force? The only way to preserve peace is for this country to be so well armed that no one will dare attack us. We know that America will never start a war."

The flaw in this policy is simply that it will not work. In a world of atomic bombs and other revolutionary new weapons, such as radioactive poison gases and biological warfare, a peace maintained by a predominance of force is no longer possible.

Why is this so? The reasons are clear:

FIRST. Atomic warfare is cheap and easy compared with old-fashioned war. Within a very few years several countries can have atomic bombs and other atomic weapons. Compared with the cost of large armies and the manufacture of old-fashioned weapons, atomic bombs cost very little and require only a relatively small part of a nation's production plant and labor force.

SECOND. So far as winning a war is concerned, having more bombs—even many more bombs—than the other fellow is no longer a decisive advantage. If another nation had enough bombs to eliminate all of our principal cities and our heavy industry, it wouldn't help us very much if we had ten times as many bombs as we needed to do the same to them.

THIRD. And most important, the very fact that several nations have atomic bombs will inevitably result in a neurotic, fear-ridden, itching-trigger psychology in all the peoples of the world, and because of our wealth and vulnerability we would be among the most seriously affected. Atomic war will not require vast and time-consuming preparations, the mobilization of large armies, the conversion of a large proportion of a country's industrial plants to the manufacture of weapons. In a world armed with atomic weapons, some incident will lead to the use of those weapons.

There is a school of military thinking which recognizes these facts, recognizes that when several nations have atomic bombs, a war which will destroy modern civilization will result and that no nation or combination of nations can win such a war. This school of thought therefore advocates a "preventive war," an attack on Russia *now* before Russia has atomic bombs.

This scheme is not only immoral, but stupid. If we should attempt to destroy all the principal Russian cities and her heavy industry, we might well succeed. But the immediate countermeasure which such an attack would call forth is the prompt occupation of all Continental Europe by the Red Army. Would we be prepared to destroy the cities of all Europe in trying to finish what we had started? This idea is so contrary to all the basic instincts and principles of the American people that any such action would be possible only under a dictatorship at home. . . .

In general there are two overall points of view which can be taken in approaching the problem of the United States-Russian relations. The first is that it is not possible to get along with the Russians and therefore war is inevitable. The second is that war with Russia would bring catastrophe to all mankind, and therefore we must find a way of living in peace. It is clear that our own welfare as well as that of the entire world requires that we maintain the latter point of view. I am sure that this is also your opinion, and the radio address of the Secretary of State on July 15 clearly indicates that he is prepared to negotiate as long as may be necessary to work out a solution on this basis.

We should try to get an honest answer to the question of what the factors are which cause Russia to distrust us, in addition to the question of what factors lead us to distrust Russia. I am not sure that we have as a nation or an Administration found an adequate answer to either question, although we have recognized that both questions are of critical importance.

FACTORS IN AMERICAN DISTRUST OF RUSSIA

Our basic distrust of the Russians, which has been greatly intensified in recent months by the playing up of conflict in the press, stems from differences in political and economic organization. For the first time in our history defeatists among us have raised the fear of another system as a successful rival to democracy and free enterprise in other countries and perhaps even our own. I am convinced that we can meet that challenge as we have in the past by demonstrating that economic abundance can be achieved without sacrificing personal, political and religious liberties. We cannot meet it as Hitler tried to by an anti-Comintern alliance.

It is perhaps too easy to forget that despite the deep-seated differences in our cultures and intensive anti-Russian propaganda of some twenty-five years standing, the American people reversed their attitudes during the crisis of war. Today, under the pressure of seemingly insoluble international problems and continuing deadlocks, the tide of American public opinion is again turning against Russia. In this reaction lies one of the dangers to which this letter is addressed.

FACTORS IN RUSSIAN DISTRUST OF THE WESTERN WORLD

I should list the factors which make for Russian distrust of the United States and of the Western world as follows: The first is Russian history, which we must take into account because it is the setting in which Russians see all actions and policies of the rest of the world. Russian history for over a thousand years has been a succession of attempts, often unsuccessful, to resist invasion and conquest—by the Mongols, the Turks, the Swedes, the Germans and the Poles. The scant thirty years of the existence of the Soviet Government has in Russian eyes been a continuation of their historical struggle for national existence. The first four years of the new regime, from 1917 through 1921, were spent in resisting attempts at destruction by the Japanese, British and French, with some American assistance, and by the several White Russian armies encouraged and financed by the Western powers. Then, in 1941, the Soviet State was almost conquered by the Germans after a period during which the Western European powers had apparently acquiesced in the rearming of Germany in the belief that the Nazis would seek to expand eastward rather than westward. The Russians, therefore, obviously see themselves as fighting for their existence in a hostile world.

Second, it follows that to the Russians all of the defense and security measures of the Western powers seem to have an aggressive intent. Our actions to expand our military security system—such steps as extending the Monroe Doctrine to include the arming of the Western Hemisphere nations, our present monopoly of the atomic bomb, our interest in outlying bases and our general support of the British Empire—appear to them as going far beyond the requirements of defense. I think we might feel the same if the United States were the only capitalistic country in the world, and the principal socialistic countries were creating a level of armed strength far exceeding anything in their previous history. From the Russian point of view, also, the granting of a loan to Britain and the lack of tangible results on their request to borrow for rehabilitation purposes may be regarded as another evidence of strengthening of an anti-Soviet bloc.

Finally, our resistance to her attempts to obtain warmwater ports and her own security system in the form of "friendly" neighboring states seems, from the Russian point of view, to clinch the case. After twenty-five years of isolation and after having achieved the status of a major power, Russia believes that she is entitled to recognition of her new status. Our interest in establishing democracy in Eastern Europe, where democracy by and large has never existed, seems to her an attempt to reestablish the encirclement of unfriendly neighbors which was created after the last war and which might serve as a springboard of still another effort to destroy her.

WHAT WE SHOULD DO

If this analysis is correct, and there is ample evidence to support it, the action to improve the situation is clearly indicated. The fundamental objective of such action should be to allay any reasonable Russian grounds for fear, suspicion and distrust. We must recognize that the world has changed and that today there can be no "one world" unless the United States and Russia can find some way of living together. For example, most of us are firmly convinced of the soundness of our position when we suggest the internationalization and defortification of the Danube or of the Dardanelles, but we would be horrified and angered by any Russian counter-proposal that would involve also the internationalizing and disarming of Suez or Panama. We must recognize that to the Russians these seem to be identical situations.

We should ascertain from a fresh point of view what Russia believes to be essential to her own security as a prerequisite to the writing of the peace and to cooperation in the construction of a world order. We should be prepared to judge her requirements against the background of what we ourselves and the British have insisted upon as essential to our respective security. We should be prepared, even at the expense of risking epithets of appeasement, to agree to reasonable Russian guarantees of security. . . .

We should be prepared to negotiate a treaty which will establish a definite sequence of events for the establishment of international control and development of atomic energy. This, I believe, is the most

important single question, and the one on which the present trend is definitely toward deadlock rather than ultimate agreement.

We should make an effort to counteract the irrational fear of Russia which is being systematically built up in the American people by certain individuals and publications. The slogan that communism and capitalism, regimentation and democracy, cannot continue to exist in the same world is, from a historical point of view, pure propaganda. Several religious doctrines, all claiming to be the only true gospel and salvation, have existed side by side with a reasonable degree of tolerance for centuries. This country was for the first half of its national life a democratic island in a world dominated by absolutist governments.

We should not act as if we too felt that we were threatened in today's world. We are by far the most powerful nation in the world, the only Allied nation which came out of the war without devastation and much stronger than before the war. Any talk on our part about the need for strengthening our defenses further is bound to appear hypocritical to other nations.

SUMMARY

This proposal admittedly calls for a shift in some of our thinking about international matters. It is imperative that we make this shift. We have little time to lose. Our postwar actions have not yet been adjusted to the lessons to be gained from experience of Allied cooperation during the war and the facts of the atomic age.

It is certainly desirable that, as far as possible, we achieve unity on the home front with respect to our international relations; but unity on the basis of building up conflict abroad would prove to be not only unsound but disastrous. I think there is some reason to fear that in our earnest efforts to achieve bi-partisan unity in this country we may have given way too much to isolationism masquerading as tough realism in international affairs.

The real test lies in the achievement of international unity. It will be fruitless to continue to seek solutions for the many specific problems that face us in the making of the peace and in the establishment of an enduring international order without first achieving an atmosphere of mutual trust and confidence. The task admittedly is not an easy one. There is no question, as the Secretary of State has indicated, that negotiations with the Russians are difficult because of cultural differences, their traditional isolationism, and their insistence on a visible quid pro quo in all agreements. But the task is not an insuperable one if we take into account that to other nations our foreign policy consists not only of the principles that we advocate but of the actions we take. Fundamentally, this comes down to the point discussed earlier in this letter, that even our own security, in the sense that we have known it in the past, cannot be preserved by military means in a world armed with atomic weapons. The only type of security which can be maintained by our own military force is the type described by a military man before the Senate Atomic Energy Commission—a security against invasion after all our cities and perhaps 40 million of our city population have been destroyed by atomic weapons. That is the best that "security" on the basis of armaments has to offer us. It is not the kind of security that our people and the people of the other United Nations are striving for.

I think that progressive leadership along the lines suggested above would represent and best serve the interests of the large majority of our people, would reassert the forward looking position of the Democratic Party in international affairs, and, finally, would arrest the new trend towards isolationism and a disastrous atomic world war.

Respectfully,

[Signed] H. A. Wallace

Source: Secretary of Commerce Henry A. Wallace to President Harry S. Truman, July 23, 1946, in Papers of Harry S. Truman, President's Secretary's Files, Harry S. Truman Library, Independence, Missouri.