

Historical background

From Confederation in 1867 until 1914, Canada's position in the British Empire was essentially that of a self-governing colony, whose external relations were directed and controlled by the Imperial Government in Great Britain through the Colonial Office and through the Governor General. By 1914, however, Canada and the other British dominions had acquired considerable *de facto* power in the field of external relations. Therefore, partly because of its increasing importance in world affairs and partly out of a growing desire for autonomous status, which had been fostered particularly during the First World War, Canada sought, within the existing constitutional framework of the Empire, a fuller control over its external relations. This trend was subsequently emphasized by the participation at the Paris Peace Conference of 1919 of a delegation led by Sir Robert Borden, by the signature of the Peace Treaty with Germany as well as other peace agreements, and by full membership in the League of Nations as one of the original members. This long process culminated in the Imperial Conferences of 1923 and 1926.

Canada's first efforts concerning its own external relations, in the early 1900s, took the form merely of creating improved administrative machinery at home. The first formal suggestion that a separate department be established to deal with ex-

ternal relations, on the precedent of the government structure in Australia, came in 1907 from Joseph (later Sir Joseph) Pope, then Under-Secretary of State.

In May 1909, under the Government of Sir Wilfrid Laurier, which introduced a bill, Parliament authorized the establishment of a "Department of External Affairs". The title indicated that it was to deal with Canada's relations with other governments within the British Empire and with foreign states. The act creating the Department placed it under the Secretary of State, with an Under-Secretary of State for External Affairs ranking as the permanent deputy head of the Department. The establishment of the Department involved no constitutional change.

In 1912, an amending act was passed placing the Department directly under the Prime Minister instead of the Secretary of State, and from April 1 of that year the Prime Minister held the portfolio of Secretary of State for External Affairs. The appointment of a separate minister for the Department was considered from time to time, but no action was taken until March 1946, when a bill was introduced to repeal the section of the act of 1912 providing that the Prime Minister should be the Secretary of State for External Affairs. The bill was passed on April 2 and five months later, on September 4, 1946,