

INTRODUCTION

The present volume and the one to follow deal with Canada's external policies in the closing year and one-half of the Second World War and the first months of peace. As in the previous three volumes in this series, themes are examined as they developed over two years. Volume 10 opens with a chapter on the conduct of external relations. The remainder is devoted to policies related to the war and to its immediate aftermath: peace settlements, prisoner-of-war and similar questions, and relief for liberated and occupied territories. Volume 11 will deal with the organization of the United Nations, atomic energy and other aspects of longer-term post-war planning, along with international organizations and conferences, the Commonwealth, and bilateral relations.

If one were to choose a single expression to sum up the mood reflected in the documents published in this volume, it would be 'war weariness'. Although Canada had suffered no physical damage during the war, many of her troops in Europe had been far from home for a longer period than those of any other Allied nation. There therefore was a desire to bring the forces home as quickly as possible, once the fighting ceased. That, however, did not imply a desire to withdraw from involvement in international affairs, for there was at the same time a concern to have a share, commensurate with Canada's contribution to victory, in shaping the post-war world. Essential to the argument in pursuit of the latter objective was the principle of functional representation (Volume 9, p. XIII), which had become a centrepiece of Canadian external policy after the creation of the combined war organizations by Britain and the United States early in 1942.

The administrative framework within which Canada's objectives were pursued was altered during the period covered by this volume. Charts printed as the front and back endpapers illustrate the headquarters structure as it appeared before and after reorganization in 1945. The process will be described in detail in the forthcoming administrative history of the department.¹

The conduct of external relations was affected as well by the extended absences from Ottawa of the Prime Minister, still also Secretary of State for External Affairs, and senior officials as the approach of peace made foreign travel easier and the need for international consultations became more urgent. From May 1-20, 1944, the Prime Minister and the Under-Secretary were in London for a meeting of Commonwealth prime ministers (May 1-16); during their absence, J. L. Ralston served as acting Prime Minister, L. S. St. Laurent as acting Secretary of State for External Affairs and Hume Wrong as acting Under-Secretary. From April 23 until May 14 and again from June 22-27, 1945, the Prime Minister was in San Francisco for the founding conference of the United Nations (April 25- June 26). On this occasion, J. L. Ilsley was acting Prime Minister and Brooke Claxton acting Secretary of State for

¹Documents on departmental organization are in file 1086-40. See also *Report of the Secretary of State for External Affairs for the Year Ended December 31, 1944* (Ottawa: King's Printer, 1945), *Report ... for the Year Ended December 31, 1945* (Ottawa: King's Printer, 1946), and F. H. Soward, *Canada in World Affairs: From Normandy to Paris, 1944-1946* (Toronto: Oxford University Press, 1950), pp. 329-31.