

unfledged dominions did not have the experience or the apparatus, and at that period, did not aspire to have independent machinery of ^{their} ~~its~~ own.

It might be true that in a few circles there was a vague desire to begin the establishment of an expert policy-guiding department, a "Foreign Office" which would be the functional manifestation of a desire for an independent foreign policy; but during the period under review, this desire had not developed. Borden, Christie and, toward the end, Pope and Skelton, saw glimmerings of this trend, and saw in the future, independent diplomatic machinery; but neither the public pressure nor the practical demand had yet moved from a static to dynamic state.

Consequently, throughout this period, the Department itself remained largely an administrative bureau, a functional piece of apparatus, for the assistance of the executive government, i.e., of the Prime Minister and his Cabinet, who retained the power of policy-making.

There was no idea or intention that the Department of External Affairs, an organ of civil servants, should usurp the prerogatives or role of the policy-branch of government, or should set up as a policy-organ itself. This was never implied in the original views of Sir Joseph Pope, or of Laurier or Borden, or of Earl Grey. There was not intended to be a special Foreign Minister or Secretary of State for External Affairs, functioning as a policy-