

our representatives. In most cases, considerations of wisdom and economy argue in favour of the Government purchasing and furnishing the required properties. The responsibility for the innumerable administrative decisions arising out of this side of our business, is becoming pretty heavy and it will be increasingly difficult for a Prime Minister to give them the consideration they require before submission to Treasury Board or to Parliament, as the case may be.

3. On the other hand, considerations of general policy argue pretty strongly for continuing to combine the posts of Prime Minister and Secretary of State for External Affairs. The central link in the system of Commonwealth consultation is the provision for direct exchanges of views between the Prime Ministers of the Commonwealth countries, and major policy questions would continue to be handled in this way, regardless of whether we had a separate departmental Minister. Similarly, the established medium for direct personal consultations between the Governments of Commonwealth countries is the meeting of Prime Ministers, not a meeting between the Dominion Secretary and Ministers for External Affairs. These conventions imply that the Prime Minister would have to supervise, very closely, the general conduct of external relations, even though he were assisted by a separate departmental Minister.

4. More or less similar considerations affect the handling of our diplomatic relations with the United States, where the major questions of policy have been handled for the United States by the President rather than by the Secretary of State, though the latter is the responsible administrative head of his department and of the diplomatic service, and is responsible for implementing major policy decisions which may have been negotiated by the President. (Cf., the Ogdensburg Agreement leading to the establishment of the Permanent Joint Board on Defence, the Hyde Park Declaration governing financial cooperation between our two countries, and the Washington Declaration on Atomic Energy.) Regardless of whether you decided to appoint a departmental Minister, the general character of Canadian-United States relations would continue, I think, to be the inescapable responsibility of the Prime Minister and the President.

5. A third peculiarly Canadian consideration is that the people and Parliament expect you to take a direct and major part in Canadian participation in getting the United Nations established and in the negotiation of the treaties of peace. This is a practical political commitment, which played an important part in deciding the outcome of the last general election, and should be given a good deal of weight in determining to what extent you can delegate responsibilities in the foreign affairs field which now rest upon you as Prime Minister.

6. The problem, as I see it, is to find a practicable arrangement which takes into due account the desirability of such administrative devolution as is indicated in para. 2, and the necessity of the Prime Minister being in a position to fulfill the special responsibilities in the field of foreign affairs referred to in paragraphs 3, 4 and 5. It would probably be difficult to work out this kind of