

done in various other detailed histories.<sup>\*</sup> The Department, as an administrative bureau, played but a small role in the foundation of Canada's foreign policy and the development of its evolving imperial relationships. Except possibly for the work of L.C. Christie, the Department was not concerned with policy. This was left to the Prime Ministers and Cabinets. Throughout this study, the Department of External Affairs appears as a form of machinery, or an additional apparatus in the general machinery of government. The development of Canada's foreign relations would have gone on without the Department, but in a more cumbersome manner; the Department was instituted to expedite and facilitate the operation of those increasing relations. It did not provide a road-map; it served as a more efficient engine. It was essentially functional.

#### Imperial Connection

Nevertheless, a few notes may be sketched to give the setting of the Department of External Affairs. Canada, in the first decade of the century, was still a new country, thinly populated by between 5,300,000 (in 1901) and 7,200,000 (in 1911) inhabitants widely settled in the far-scattered areas of a half-continent. Since 1867 the primary task of government had been to unify the provinces, to assist immigration and settlement, to integrate the racial groups and maintain

\* Such as those of Glazebrook, Kennedy, Berriedale Keith, Porritt, Skilling, Brebner, Borden, Skelton, Massey, Rowell and others.