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First Stages

Professor Skilling has amply related the development of an independent Canadian consular service commencing in the early days of the Second World War. (1) This, as he makes explicit, was based on practical and pragmatic grounds of urgent necessity; it was not a planned or doctrinaire system of expanded representation abroad. Indeed it was at that time a provisional and special wartime arrangement, and to some degree it was discontinued (as in Greenland and St. Pierre and Miquelon) when the War ended, or before. Full planning of an organized Consular Service with appropriate regulations and instructions was not undertaken in the Department in Ottawa until 1946, when a Consular Division was created, headed by Mr. Leslie Chance, advised by Mr. K.P. Kirkwood and invaluabley assisted by Mr. Harrison Cleveland.

The growth of a Canadian Consular Service passed through three stages. The first stage was a temporary arrangement, based on wartime needs and for only war-time duration; it included the consular posts in Greenland, and St. Pierre and Miquelon. The second stage was the granting of consular powers to certain diplomatic officers abroad as auxiliary to their diplomatic role and functions; it began with the Chargés d'Affaires in Paris and Tokyo in 1940, and this dual arrangement was continued and extended to other posts. The third was the setting up of independent Consulates General in areas where there was no diplomatic representation; the

(1) Skilling: Canadian Representation Abroad, pp.256-260.