

even Empire war activities difficult and tended toward decentralization within the Empire. "Clearly the more trammelled governments are by expressions of opinion in parliament, by conventions limiting their discretion in external relations, the less free are they to secure popular approval after the event by recourse to reasons of State and an attitude of Olympian aloofness, and the wider becomes the area which must be persuaded beforehand. Back-benchers and their constituents are apt to be less interested than members of the Government upon such issues, - more provincial, it might be said, in their outlook, and the mobilization of co-operative activity be retarded in consequence."(1)

Lord Bryce, writing his chapter on "Democracy and Foreign Policy" in 1918, published in Modern Democracies in 1921, drew a distinction between ends and means; and concluded that in the execution of foreign policy, the role of the executive government could not easily be diminished or that Parliament could take a more direct role. "The Means", he wrote, "used for attaining the Ends sought cannot be safely determined by legislatures so long as our international relations continue to be what they have heretofore been, because secrecy is sometimes, and expert knowledge is always, required."(2)

(1) A.G. Dewey; The Dominions and Diplomacy. Vol.1, pp.353-4.

(2) Lord Bryce: Modern Democracies. (London 1921). Vo. 2, p. 420.

See also Pearson footnote next page.