

of its own, barely adequate informational sources, and scarcely any policy-guiding body of experts at home, before 1927.

During the First War, Sir Robert Borden had conducted Canadian foreign and imperial policy through frequent personal visits and conferences in London, with little reference to Parliament sitting in Ottawa. By virtue of necessity in war-time, policy had to be concentrated in the hands of the Executive; and wide emergency powers for this were granted by Parliament. Periodical reviews were given, and debates followed, in parliament; but control was retained by the government of Sir Robert Borden and his Ministers.

After the war was over, matters of foreign affairs were largely European, and so complicated that they became the business of experts, rather than of private members of Parliament. Despite President Wilson's aspiration for "open covenants openly arrived at", diplomatic negotiations, especially concerning European affairs, were often confidential and not for uninformed public debate.*

Professor Dewey has pointed out that the tendency toward greater parliamentary discussion of foreign policy matters, however admirable it may be on general democratic principles, made Dominion participation in Imperial Conference activities or

* Sir Harold Nicolson pointed out that Wilson himself was swift to realize once he got to Paris that he could not keep literally to his idea that "diplomacy should proceed always frankly and in the public view". Wilson took the view that only the publication of the conclusions reached was essential. (Harold Nicolson: The Evolution of Diplomatic Method. pp.85-86).