

give a more detailed account of the activities of the Canadian delegation at the Conference than appears from the more official documents. Deletions have been made in the reports where there appears to be undue duplication, or where the matter is clearly extraneous to the Peace Conference.

As is well known, participation in the Peace Conference by members of Dominion Governments, and agreements there reached about Dominion representation in the new League of Nations and the International Labour Organization, marked a major advance in the development of Dominion autonomy. It was in achieving and safeguarding this advance that Canada's main interest in the Peace Conference lay rather than in setting the world aright. On the constitutional issue there is abundant material, much of which has already been published, notably in Sir Robert Borden's *Memoirs* and in Canada *Sessional Papers*, 1919, No. 41. But as might be expected in view of Canada's inexperience in world affairs, there is little documentary material, published or unpublished, setting forth Canadian policy or views on the substantive issues before the Peace Conference except on questions such as reparations in which Canada had a direct interest, and on the proposed League of Nations.

Historians have long agreed that a major share of the credit for achieving a new status for the Dominions at the Peace Conference goes to Sir Robert Borden, and it is believed that the documents in this volume will provide further evidence to support this view. But Sir Robert had able supporters in his cabinet colleagues, Hon. C. J. Doherty, Hon. A. L. Sifton and Sir George Foster, and in his principal advisers, Loring Christie, Legal Adviser of the young Department of External Affairs, and Lt. Col. O. M. Biggar, Judge Advocate General, who, as public servants, played anonymous though influential roles.

In selecting documents for this volume, the criteria of selection announced in the first volume have been generally followed, namely, that documents selected "are intended to illustrate the formulation and implementation of policy" and that they have been selected, if available, "at the stage of government consideration and decision". But Borden and his colleagues in Paris were in effect the government for purposes of the Peace Conference; hence most of the significant documents originated in Paris rather than Ottawa. In order to keep within reasonable space, an effort has been made to avoid duplication of documents by omitting those which add little to others selected and by the excision of duplicated material. The choice as between similar documents on a subject is, to some extent, a personal decision on the part of the Editor, but, as in the first volume, readers may be assured that no document has been deliberately omitted if it was felt that it would throw light on Canadian external policy.

More than most books this volume has been a collective enterprise. Collection of materials was begun some years ago by the Historical Division of the Department and was continued later by the present editor who would like to express his thanks and appreciation to those members of Historical