

community, undertook as a purely defensive measure in its military aspects, but already in planning it, and later in developing it, we found that it meant more to all of us -- a political, economic and social community of interests between like-minded people.

It may be said, then, that we did take an important initiative in forming this voluntary defensive alliance, but, in general, our foreign policies since the last war have been essentially responsive. This makes it difficult to discuss accurately and realistically the manner in which our foreign policies are planned since so frequently they have been shaped to deal with aggression or the menace of it against ourselves and our friends.

In the second place, I think it would be highly misleading to attempt to explain the development of foreign policy in Canada by saying that the Government plans a foreign policy, proceeds to secure parliamentary approval for it, and then finally seeks to find support for it in public opinion.

It is true that, on occasion -- because of rapidly-changing circumstances -- we of the Government must take swift action which seems to us wise and reasonable, and then justify our actions before the bar of Canadian public opinion. Normally, however, it is our endeavour that governmental and parliamentary action in foreign affairs should express the as yet unformulated wiser opinion of Canadians generally on a particular issue and thus keep pace with public opinion. If, as occasionally happens, a military band gets a block or two ahead of the regiment attempting to keep up with it, the contact is lost. The band may still be admired by passers-by, but it no longer serves any useful function.

In the strict legal position the conduct of Canada's foreign affairs is essentially a matter that flows from the Royal Prerogative, the historic and traditional power of the Crown in such matters as the making of peace and war, the recognition of states and governments, and so on. However, action in the field of foreign affairs is taken less and less in the name of the Queen and more and more in the name of the Government or a member of the Government. Nevertheless, as a member nation of the Commonwealth, the authority possessed by the executive arm of the Government in Canada derives from the ancient prerogative of the Crown.

While policy decisions on foreign affairs are made by the Cabinet, under our system of responsible government, Parliament is entitled to be kept fully informed and, in the final analysis, has complete control over executive authority. Nearly thirty years ago, in 1926, Parliament adopted a resolution which required prior parliamentary approval before the Cabinet could ratify a treaty or convention affecting Canada or "signify acceptance of any treaty, convention or agreement involving military or economic sanctions".

In this connection, Prime Minister King made this declaration two years later:

"I submit that the day has passed when any government or executive should feel that they should take it upon themselves, without