

or emigration agents but they represented individual departments and not the Government as a whole. Negotiations on such questions as trade and boundaries were conducted through the medium of the British Foreign Office, although Canadian Ministers and civil servants might, on occasion, take the major part in negotiations, as when the Minister of Labour went to Tokyo in 1907 to discuss the vexed question of Japanese emigration to Canada. It was not until the Imperial Conference of 1911 that Canada and the other Dominions were given a glimpse of the workings of British diplomacy in Europe, when it was made clear by Prime Minister Asquith that authority in that field could not be shared.

The great watershed in Canadian policy was World War I. In France and Flanders, Canadian soldiers bought with their blood the title deeds to Canadian external autonomy. By virtue of their achievements from Ypres to Mons, Prime Minister Sir Robert Borden could claim for Canada at the Imperial Conference of 1917 an "adequate voice in foreign policy" and could secure separate representation from the United Kingdom at the Peace Conference, separate signature of the Peace Treaties, and separate membership in the League of Nations.* In 1926 the Balfour Report formally described the new relationship of the Dominions and of India to the United Kingdom as being that of "autonomous communities equal in status and in no way subordinate one to the other in any respect of their domestic or external affairs" In the meantime Canada had signed (1923) its first international treaty (on the regulation of halibut fishing on the Pacific coast) with the United States without the usual counter-signature of the British Ambassador resident in the country with which the treaty had been negotiated. An office at Geneva had been established in 1925 under Dr. W. R. Riddell for the conduct of Canadian affairs with the League of Nations. Both the United Kingdom and the United States had agreed to the creation of a separate Canadian Mission at Washington which originally was to have been combined with the British Embassy.

The need for such an office had long been felt because of the number and complexity of questions which inevitably arose in Canadian-American relations. In 1918 a Canadian War Mission was established at Washington and its secretary Merchant Mahoney remained, when the Mission ended, as Agent of the Department of External Affairs but without diplomatic status. Although the right to establish a Canadian Mission had been conceded in 1920, it was not until February 1927 that the first Canadian Minister, the Hon. Vincent Massey, formally presented his credentials to the President of the United States. Shortly afterwards the Hon. William Phillips became the first Minister from the United States to Canada. The new Legation at Washington was entirely separate from the British Embassy.

After July 1, 1927, as a result of the decision of the Imperial Conference of 1926 that in future the Governor General in each Dominion should represent the King alone, correspondence between the Governments of the United Kingdom and Canada was addressed directly to the Secretary of State for External Affairs. To represent the United Kingdom Government at Ottawa, a High Commissioner was appointed in 1928. Sir William Clark was the first to fill that post. No other Commonwealth country established an office in Canada before the outbreak of World War II except South Africa which sent an Accredited Representative, David deWaal Meyer, in 1938.

* It should be noted that Sir Robert and his Canadian colleagues were also members of the British Empire delegation, thus giving Canada double representation at the Conference. It was largely through that delegation that Canada's influence was exercised at Paris.