

permanent deputy head of the Department. The title of the Department indicated that it was to deal with Canada's relations with other governments within the British Empire as well as with foreign powers but its establishment brought no constitutional change. In 1912, the Department was placed directly under the Prime Minister who held the additional portfolio of Secretary of State for External Affairs and this situation obtained until 1946 when the first separate Secretary of State for External Affairs was appointed.

The Department began with a modest staff consisting of the Under-Secretary and six clerks. In 1912 an Assistant Under-Secretary was added, and in 1913 a Legal Adviser. Before the establishment of the Department, a High Commissioner had been appointed to represent Canada in London (from 1880) and an Agent-General in France (from 1882), and Canada, in the closing years of the nineteenth century, was also represented abroad by trade commissioners and immigration officials. However, none of these officials had diplomatic status. Negotiations with foreign countries were conducted through the British Foreign Office and dealings with other parts of the Empire through the Colonial Office, with Canadian representatives frequently included in negotiations. Canadian interests abroad were handled by British diplomatic and consular authorities and all Canadian communications to other governments were made through the Governor General.

The gradual recognition of Canadian autonomy in international affairs and the growth of Canadian responsibilities abroad made expansion of services and representation inevitable. After 1920, it became increasingly apparent that Canada's interests could no longer be conveniently handled by the British diplomatic and consular authorities and the Department began to develop into an agency for the direct administration of Canada's external affairs. In 1921, the Office of the High Commissioner in London was placed under its direct control. In 1925, a Canadian Advisory Officer was appointed in Geneva to represent Canada at various conferences and League of Nations Assemblies and to keep the Canadian Government informed of the activities of the League and of the International Labour Office. In 1926, a Canadian Minister was appointed to Washington.

An advance of the first importance in the Department's development came as a result of an agreement reached at the Imperial Conference of 1926 by which the Governor General ceased to represent the British Government and became solely the personal representative of the Sovereign. This brought about two changes: as the British Government was now without a representative in Canada, it appointed, in 1928, a High Commissioner to represent it at Ottawa; and after July 1, 1927, correspondence from the Dominions Office in London and from foreign governments was directed to the Secretary of State for External Affairs instead of to the Governor General.

In 1928, the former Agent-General in Paris was appointed Minister to France and, in 1929, a legation was opened in Tokyo. At about the same time, the United States, France and Japan opened legations in Ottawa. The expansion of the service was then interrupted by the depression of the 1930s and the next step in the exchange of diplomatic representatives with other countries was taken when Belgium sent a Minister to Ottawa in 1937 and Canada, in 1939, established legations in Belgium and The Netherlands.

With the outbreak of the Second World War, it became imperative that Canada have closer and more direct contact with other governments of the Commonwealth, with the Allied governments and with certain other foreign governments. The day after Canada's separate declaration of war on Sept. 10, 1939, it was announced that the Canadian Government would send High Commissioners to Australia, New Zealand, South Africa and Ireland, and these governments reciprocated. The appointment in 1941 of a High Commissioner to Newfoundland recognized the importance of that country to the defence of Canada. In 1941, by reciprocal agreement, Canada appointed Ministers to the U.S.S.R. and China. During the War, a single Canadian Minister was accredited to a number of Allied governments then functioning in London or Cairo—those of Belgium, The Netherlands, Czechoslovakia, Greece, Norway, Poland and Yugoslavia, and Canada received Ministers from each of these governments. After the liberation of France, this Minister, following a period in Algiers as representative to the French Committee of National Liberation, moved to Paris with the rank of Ambassador.