

and agencies responsible for programs with international implications. This has been and continues to be a prime source of attention for the ICER and its member departments. Because of its importance, I propose to examine this question a little more closely.

The Canadian Government has traditionally been organized functionally, with each minister and department responsible for a fairly clearly defined area of activity. Those departments of government administering programs with external implications have historically been relatively few in number and, in general, there has been a tradition of good co-ordinating and consulting procedures between them. Outside the principal foreign service departments (External Affairs, Industry, Trade and Commerce, Manpower and Immigration and National Defence), requirements for specialized representation abroad were, until the mid-Sixties, relatively few in number and modest in extent (e.g., the Departments of Labour and of National Health and Welfare, and the National Research Council).

In the last few years, however, the international dimension of a number of government programs has been growing quickly. The Canadian International Development Agency presents a special case; the rapid expansion of the Canadian aid programs for developing countries has had a marked effect on the pattern of Canadian representation abroad. It has been a major factor in the opening of a number of new diplomatic missions, and the requirement for aid officers in Ottawa with field experience has produced an arrangement whereby the aid work abroad is shared between External Affairs officers and aid officers posted abroad by CIDA. Other departments have also been developing an increasing interest in the international aspects of their programs; these include some of the longer-established departments (e.g., the Departments of Energy, Mines and Resources and of Transport) as well as some of the newer departments, particularly those with a horizontal co-ordinating mandate, such as the Department of the Environment, the Department of Regional Economic Expansion and the Ministry of State for Science and Technology.

Drastic side effects

There are a number of considerations relating to these developments that make the problem of policy co-ordination particularly complex:

- (1) It is becoming increasingly evident that the policies and programs pursued by one department can have

drastic effects on the programs of others. There are no rules, however, to control these side effects, and each department must work out its own tactics for handling them.

- (2) The traditional methods for handling interdepartmental relations by defining areas of jurisdiction are becoming less valid. Problems do not divide neatly along departmental lines of demarcation. The question of the movement of super-tankers carrying oil from Alaska along the West Coast of Canada involves, for instance, a number of departments — External Affairs, Transport, Environment, Energy, Mines and Resources, Regional Economic Expansion — to name the most obvious. Each of these departments approaches a problem of this kind from the point of view of the policies it is charged with promoting; these policies are not necessarily reconcilable with those of other departments.
- (3) The informal modes of consultation that have served well in enabling some of the older-line departments to keep in step with one another in some well-defined areas of co-operation are not likely to be adequate in situations where several large departments should co-ordinate their different approaches. This is particularly true in the case of large departments, where vertical communication between deputy minister and desk officer may not always be quick and effective. Delays involved in consulting with several departments may, furthermore, be unacceptable in a fast-changing situation.
- (4) Easy international communications and transport make it relatively simple for government departments to "do their own thing" internationally. To send off on a two or three weeks' trip abroad a senior official from Ottawa armed with a brief case and an air ticket may seem a simple and more effective way of handling the international aspects of a domestic program than trying to use the personnel and facilities of established Canadian missions abroad.

The challenge to ICER to develop a better pattern of policy co-ordination in the face of the problems sketched in the foregoing paragraphs is formidable indeed. The ICER has already worked out a tentative set of principles to form the basis of better co-ordination arrangements for foreign operations, and has begun the task of exploring with other departments ways

*Other departments
begin to expand
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