

Country programmes are drafted initially according to a standard form prescribed in instructions from Ottawa. They are then submitted to headquarters, scrutinized interdepartmentally, revised and approved. Once approved, they constitute the framework within which the post or posts in a particular country may be authorized to operate for periods of up to two years.

After allocations of manpower have been agreed, allocations of other resources should follow logically as a function of the reasonable needs of the people the government has assigned to serve its programmes in a foreign country. Thus, office space, housing, travel funds, representational funds, administrative budgets, etc., ought to be derived from the country programme. In theory, the government seeks to create a gearbox in which programmes are geared to objectives, and budgets to programmes. In practice, budgets are established separately although obviously, efforts are made to establish some kind of sensible relationship between the principal resource deployed - manpower - and the financial and other resources deployed in support of the manpower. It can at least be said, that manpower, the principal and most expensive resource, can only be obtained through the country programme. Just as there is no salvation outside the Church, there is no manpower outside the country programme.

*In other words, there is a system in place for ensuring that all resources deployed abroad (a) serve approved government objectives; (b) are mutually consistent and reinforcing in their application; (c) are placed under a single authority abroad, the head of post, who is responsible to the government at large; and (d) are regularly reviewed. Put another way, the government has a system in place designed to inhibit the multiplication of independent inconsistent foreign activities under divided authority and unrelated to approved objectives.*

Even in domestic affairs, much of what happens in a country is unpredictable. To a greater or lesser degree, it escapes the influence or control of the government. This is all the more true of what happens abroad. A country's objectives and interests may be quasi-permanent, but the possibilities of reaching these objectives, insofar as they lie outside the country, are subject frequently to uncontrollable change.

There have therefore to be ways of altering programmes and shifting resources from day to day or week to week. Decisions in this sense can be among the most important affecting foreign policy. They can disrupt the tidy dispositions foreseen by the country programme. When decisions of this kind have to be made, policy considerations are involved. These are dealt with within the normal structures of the Department and the government. If a government decision is required, a memorandum for Cabinet is prepared. This goes forward