

other than Canada. The Government's objective of the integration of foreign operations did not require the moulding into a single organization of this vast conglomeration of Federal Government employees abroad, but it was at least to be one of the options to be considered.

In its policy statement headed "Organizing for the Seventies" in *Foreign Policy for Canadians*, the Government also directed that a task force be established to report on "the means necessary to integrate all the support services of the Government's foreign operations". This task force, made up largely of personnel who had been working with the Pierce Task Force, made its report to the Interdepartmental Committee on External Relations in July 1970, recommending that support services be integrated.

One of the first tasks, therefore, of the ICER was to prepare a plan for a submission to Cabinet for this important organizational step. Such a plan was submitted in December 1970 and, after approval by the Cabinet, was announced in January 1971. As a result of this decision, support staff for the bulk of foreign operations (including administrative, clerical, stenographic, and other support staff, local employees, vehicles, furnishings, etc.) were integrated into a single system under the management of the Department of External Affairs, effective April 1, 1971. This represented a major new commitment for that Department and involved the transfer of about 1,000 employees (mostly locally-engaged staff) and annual expenditures exceeding \$10 million by other departments.

Country-planning system

The responsibilities assigned to ICER by the Government included advice on the full span of subjects relating to the management of foreign operations: the formulation of policy, the harmonization of plans and programs, the allocation of resources, the implementation of foreign operations and policies for the management of personnel. The ICER had undertaken to deal with the question of the integration of support services because it had been identified as a high-priority problem. ICER chose as the second area for its attention the harmonization of plans and programs. Specifically, it called for proposals for a country-planning system. It was hoped that country-planning might be that element of a total foreign-operations management system that would tie the various parts together.

Working with an eye to the sobering experience of the U.S. State Department in

its only partially successful efforts to develop a comprehensive country-planning system, the officials in Ottawa who were assigned the task set to work with two basic notions in mind — first, that the ultimate integration of the foreign service personnel of the various departments and agencies maintaining personnel abroad was, if not a foregone conclusion, at least a likely eventuality and, secondly, that the situation called for the application of program-planning and budgeting systems to foreign operations.

As initially presented, the outline of a country-programming system was put forward with somewhat more modest objectives. The system was intended to enable the Government to see how its resources were being employed in a given country in pursuit of identified policies and objectives. Summary information of this kind, it was said, should enable the Government to see how its resources for foreign operations were being employed on a global scale, and would be an important point of reference when decisions were made on the allocation of resources for foreign operations. One component of the system — the country program — was tried out on a global scale early in 1971. The information that posts included in their programs provided a tentative but useful outline of the way in which Government resources were being used for foreign operations at that time. Although the preparation of these programs constituted a considerable administrative burden for many posts, the operation had significant benefits in terms of getting a better-articulated statement of the various aspects of post operations and the information was also of considerable use at headquarters. On the other hand, it quickly became evident that it would be a considerable time before the country-planning system could contribute significantly toward linking together the other elements of foreign-operations management — policies, resource allocation, operations and personnel management.

Policy co-ordination

During the spring of 1971, ICER member departments studied a wide range of options (including various types of structural integration) as to what measures might be recommended to the Government to carry forward the "Organizing for the Seventies" program. The view that prevailed was that the committee should defer consideration of further measures for structural integration until progress had been made towards the resolution of the problem of policy co-ordination at headquarters between the various departments

System involving country program tried in 1971 on global scale