

ments: its service reputation will be on the line.

One of the objectives of foreign service consolidation, according to the background paper, is "to contribute to improving the method of setting priorities and to improving the resource allocation process for foreign operations." Because of the symbiotic service/client relationship this seems likely to happen. External Affairs will be inclined to restrain other departments from expanding their program actively abroad to ensure that a head of post is not held responsible for implementing more programs than he has qualified manpower to handle.

This situation of creative tension may compel the client department to do some careful priority setting, to determine what activity on its behalf the post may drop in order to accommodate the new program. Alternatively, if the client department can persuade External Affairs and the head of post that the new program activity is desirable, the program of a third department may be singled out for oblivion—something which would require some more policy consultation. External Affairs' negotiating and leadership capacity will be challenged to achieve settlement of these problems without forcing a showdown at the ministerial level.

Will consolidation make any difference to how Canada conducts its foreign relations? That will depend on whether External Affairs can maintain and increase its capacity to be creative in the policy field. The absorption into External Affairs of some 400 foreign service personnel from Industry, Trade and Commerce, Immigration and CIDA will add considerably to the department's strength at the junior and middle working levels, but less at the policy level. By acquiring responsibility for program delivery abroad for all government departments—and particularly for Immigration and CIDA—External will inevitably tend to become more of a central service department. In essence, a sort of external department of Supply and Services.

Some people therefore question whether after consolidation External Affairs will be a favourable environment for training officers in intelligence analysis, the formulation of policy and the conduct of negotiations. Some officers both in and out of External speculate that foreign service consolidation may not be the last step in the department's evolution—that at some future date there may be a need to designate a ministry of foreign affairs to deal with policy matters separate from a department of external services designed to implement government programmes abroad. Others oppose such a separation, arguing that the best place to work up new policy ideas is a corner of the workshop, not an ivory tower.

In the shorter term the general public may not notice much change in the way the government conducts its foreign relations after consolidation provided, of course, that the people principally affected—the members of the foreign service—fall in line and support the change. The fact that the foreign service officers'

union, the Professional Association of Foreign Service Officers (PAFSO), already brings together into a single bargaining unit members of External Affairs, the Trade Commissioner Service and the foreign branch in the Department of Immigration, is a positive factor of considerable importance on which management should capitalize. PAFSO has been largely ignored in the preparatory phases of the consolidation plan, despite an understanding that the organization would be consulted. Failure by management to consult with the union in the implementation phase might stimulate the suspicion and balkiness that most people would feel in the face of such organizational change. An associated drop in morale in the officer group as a whole could prejudice the success of the consolidation process.

### Opposition to consolidation

One public constituency which has consistently opposed the absorption of the Trade Commission Service into External Affairs is the export community. Through the Canadian Exporters' Association they lobbied against integration in the early 70's and have kept the government informed in the last year or two of their continuing opposition to any such scheme. Following the Prime Minister's announcement on March 21 the Association sent a telegram to the Minister of State for Trade, registering its disappointment and the strong opposition of its members to "organization changes such as those now proposed which would tend towards diluting the effectiveness of the trade promotional activity." The exporters have since received assurances from the Minister of Trade and Commerce that the quality of the services to exporters will be maintained, but clearly some doubts remain.

Since little other opposition to consolidation is apparent either inside or outside the government, the prospects that it will take place more or less as planned seem very good. Although responsibility for carrying out the consolidation plan was assigned to the three departments most directly affected, with External Affairs in the lead role, it has been made clear that the Privy Council Office will be closely monitoring progress. The ICER Personnel Management Committee, which is directing the implementation of the consolidation plan, held its first meeting on April 18. Its plan of operations calls for the absorption of the Immigration Foreign Service Officer group first, then the CIDA component, and finally the executive level group of the Trade Commissioner Service. While arrangements for the transfer of the Immigration group to External Affairs are being worked out, Industry, Trade and Commerce will be organizing the absorption of the Canadian Government Office of Tourism personnel into the Trade Commissioner Service. Target date for completion of the consolidation scheme is April 1, 1981.

The personality factor will be important in the realization of the consolidation plan. Prime Minister Trudeau has always had a lively interest in govern-