

for operational and administrative purposes. Others, believing that it is fundamentally wrong to divide policy and operations, would seek to alleviate the present problems by enhancing the capacity of existing geographical and functional bureaux to play both roles. No one seriously suggests that the Department can shed either its role in policy formulation or its responsibility for operating a large network of posts abroad and providing essential services to the Government and the public in the international field. Possibly, however, some distinct operational or administrative functions could be performed by more or less autonomous units on the analogy of the Passport Office.

Various organizational schemes might be pursued toward the end of integrating the Department more closely into the Government system in Ottawa. One would be to structure the functional side of External Affairs so as to parallel much more closely the major functional sectors of the rest of the Government. This concept might be extended to ensure that, as far as possible, there is one main focal point in External Affairs for liaison with each Government department on each major Government program, although it is clearly impossible in many cases to reduce the contact to a single point. Experience with designating the Consular Services Bureau as the designated unit for coordination with the Department of Manpower and Immigration is regarded as good in both departments. It is also probably desirable to have corresponding focal points for external relations in many domestic departments that have significant involvement in international activity. The so-called "international units" in some other Departments can facilitate External Affairs in playing its role provided, of course, that they do not bypass the Department in their international contacts.

The geographical divisions of External Affairs should not by any means be excluded from direct contact with other Government departments and agencies. They are still the core of any foreign ministry and the repository of much of the knowledge and advice that goes into national policies. The current problems may seem to warrant a great deal more attention to the inward-facing side of the Department but the divisions that are responsible for relations with other countries, and are therefore mainly the outward-facing units, should also be strengthening their basic knowledge and understanding of the Canadian scene. It is essential to provide them with authority and capacity to manage bilateral relationships on a unified basis, particularly with major countries or groups of countries.

Whatever is done about organizing to meet the inward/outward or the policy/operations dilemmas, there will probably need to be a