

other departments. The other reason was the obverse: some departments were canvassing the possibility of stationing their own personnel abroad, as they were not satisfied with the service they were getting from foreign service officers at posts. A background paper on foreign service consolidation identified these and related problems in the following terms:

While the demands on our foreign service . . . are ever increasing, the resources which are available for all of the government's foreign operations are limited . . .

The management of our foreign service resources is fragmented . . .

The training of foreign service officers is narrowly departmental in focus . . .

Our foreign operations tend to compartmentalize activities related to economics and financial concerns or trade problems and promotion rather than pulling all of these together . . .

Our posts abroad do not necessarily function, and are not always perceived as functioning, as representative of the whole of the Canadian Government . . .

Heads of post . . . have been given authority over all post operations, but, because their control of post personnel is incomplete and because their own career development has usually not provided them with sufficiently broad experience either at home or abroad, they are not often capable of fulfilling this function as effectively as should be the case.

Some old foreign service hands feel that the case, as outlined above, has been somewhat overstated and that most important posts have been able to do their job a good deal more effectively than the foregoing would suggest. Nevertheless, some of the abovementioned shortcomings probably apply to nearly all posts in some measure.

Trudeau's Statement

The purpose of consolidation of the foreign service was set forth in the Prime Minister's press release of March 21:

- to improve the economy and efficiency of foreign operations without affecting the policy and program-development roles of the departments involved;
- to unify the management of Canada's foreign posts and the image of Canada they project;
- and to improve the career prospects and broaden the experience of foreign service personnel.

From these statements it is clear that there are two primary points of focus in the consolidation plan: the Canadian post abroad and the career concerns of the foreign service group. Some improvements in economy and efficiency will be possible at posts abroad as a result of foreign service consolidation. Work at posts will be less compartmentalized and will enable a head of post to eliminate overlapping between different sections of his staff and to better organize their work. For

instance, all aspects of Canada's economic relations with the host country will be dealt with as parts of a coherent whole—economic analysis, trade policy, trade promotion, development assistance planning, labour and manpower analysis. When officers travel outside the capital, the head of post will be able to direct them to carry out tasks on behalf of two or three programs during their trip—dealing with a consular case, checking on a development assistance project, calling on an importer. Greater efficiency—and some marginal economies—should be achieved as a result.

With respect to the career prospects for foreign service officers, the system as planned should open up new opportunities, but may also face individual officers with some rather painful dilemmas. The senior executive group—the pool from which heads of post and senior deputy heads of post will normally be drawn—will be made up of officers who have, through service in a variety of appointments both within the foreign service departments and elsewhere in government, acquired a good grasp of government operations in a number of different fields. Promotion into this pool will go to those who have acquired sufficiently broad experience.

At the operational level, however, a 'streaming' system will operate, corresponding to the six main foreign service functions—political and economic affairs, development assistance, trade and tourism, public affairs, immigration and consular affairs. Officers who develop an interest in and an aptitude for work in a particular functional stream will have to decide when to leave a specialized stream in order to acquire the variety of experience necessary to enter the management group.

The consolidation plan is personnel-oriented rather than program-oriented: it touches only lightly on the problem which some departments may have in ensuring that their programs are properly implemented by External Affairs' enlarged foreign service corps. CIDA and Employment and Immigration have been understandably worried about this. They formerly commanded their own troops in the field: henceforth it appears that they will have to deliver their orders to External—or directly to the post—and hope for the best.

Head of post

There are a number of sanctions, however, which will apply and will help to ensure that the requirements of the client departments are properly fulfilled. The system emphasizes very strongly that the head of post will be held accountable for all the programs under his direction. He will have powerful motives to ensure that all his clients are satisfied, as client departments will continue to contribute to the appraisal of heads of post. External as a department will also have compelling reasons to ensure that effectively implemented programs are "delivered" to the client depart-