

adequate degree of internal cohesion. Suggestions for improving this cohesion in the case of the Department of External Affairs dwell heavily on the need for better internal communication among the organizational units and between the different levels of responsibility. Tighter management, a greater spirit of teamwork and disciplined acceptance of decisions made at the senior levels of the Department or by the Government have also been mentioned. However valid these proposals, they should not be pursued at the expense of those desirable qualities of initiative and individual responsibility that are still among the strengths of the Department. The trend of recent years has been to devolve greater operational responsibility to the divisions and bureaux concerned with geographical or functional areas of international activity. This was necessary and desirable and it extended the traditional policy in External Affairs of appointing talented people and encouraging them to see themselves as fully responsible for an area of policy, even when they are at relatively junior levels in the hierarchy. This principle is especially appropriate in a foreign ministry. The current problem is to reconcile it with a more cohesive structure of departmental responsibility. The Department and the Government have been much concerned with policy coordination in external relations and this study accumulated some evidence that the coordination gap is as much an internal problem in the Department as anywhere else.

The Department of External Affairs has an inherent problem, for which there is no exact parallel elsewhere in the Government, of facing in two directions and dealing with two quite different operational environments. It has to look outwards to the international scene and at the same time be attentive to the Canadian domestic scene. This dichotomy runs throughout the various aspects of the role of the Department discussed earlier and is inherent in the nature of a foreign ministry. The basic structure of the Department has been mostly designed to conform to the requirements of the outward-facing part of the role. The domestic side, however, is more important than it used to be and many of the current problems of playing its role more effectively are rooted in the Canadian side of the Department's work.

Another basic question of organization, by no means unique to External Affairs, is the relationship between policy and operations. The Department of External Affairs has traditionally seen itself, and is regarded by many others, as primarily a policy organization. In practice, it has been required to perform more and more functions of a managerial, operational, service or administrative nature that sometimes overwhelm those who are also expected to perform a policy role. Some have suggested that a much more distinct structural separation is required between the relatively small staff required to constitute a policy secretariat and the relatively large one needed