

that they could maintain control by handing down policy from the top and providing administrative services at the bottom. In both cases, the control has turned out to be very remote."[★]

A renewal of Kennedy's very firm mandate for ambassadors was contained in a similar letter from President Nixon to heads of post, dated December 9, 1969, in which he urged that all possible measures should be taken to improve and tighten the processes of foreign policy implementation abroad. In Canada, the Glassco Commission observed in 1962 that

"An ambassador or high commissioner is not just the Head of the External Affairs mission; he has the overriding answerability to the host country for the manner in which Canadian Government activities are conducted, and so should exercise a general supervisory role. Unfortunately this has never been clearly stated for the guidance of departments, nor may it be said that Heads of Post make it a practice to concern themselves with the affairs of other departments. Surveys made point to the conclusion that departments stoutly resist any local direction to their own affairs, although accepting a subordinate role in matters relating to representation and diplomatic privilege."[★]

The Commission noted that the prevailing situation had already resulted in a "compartmentalization that is wasteful and weakens Canada's representation abroad". All the evidence presented in this study leads to the conclusion that a new and clear mandate for Canadian Heads of Post is urgently needed.

The co-ordination and effective management of activities abroad, as in Ottawa, would in our view also be promoted by the integration into one service of all those "who intend to make a career in foreign affairs, who are performing work at a professional level within the purview of a re-defined

★ "The Management Crisis" by John E. Harr, published in The Annals, November 1968, provides a concise exposition of the State Department's problems in attempting to face the challenge of management between the years 1961 and 68

★ Report of the Royal Commission on Government Organization, Volume 4, p. 136