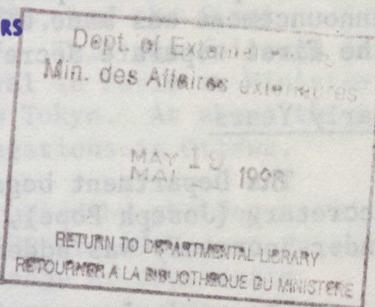


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# REFERENCE PAPERS

INFORMATION DIVISION  
DEPARTMENT OF EXTERNAL AFFAIRS  
OTTAWA - CANADA



No. 69  
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## THE DEPARTMENT OF EXTERNAL AFFAIRS

### Historical Background

From Confederation in 1867 until 1914, Canada's position in the British Empire was essentially that of a self-governing colony, whose external relations were directed and controlled by the Imperial Government in Great Britain through the Colonial Office and through the Governor General. By 1914, however, Canada and the other British dominions had acquired considerable de facto power in the field of external relations. Partly because of its increasing importance in world affairs and partly out of a growing desire for autonomous status, which had been fostered particularly during the First World War, Canada therefore sought, within the existing constitutional framework of the Empire, a fuller control over its own external relations -- a process that culminated in the Imperial Conference of 1926.

Canada's first efforts concerning its own external relations, in the early 1900s, took the form merely of creating improved administrative machinery at home. The first formal suggestion that a separate department be established, to deal with external relations on the precedent of the government structure in Australia, came in 1907 from Joseph (later Sir Joseph) Pope, then Under-Secretary of State.

In May 1909, under the Laurier Government, which introduced a bill, Parliament authorized the establishment of a "Department of External Affairs". The title indicated that it was to deal with Canada's relations with other governments within the British Empire and with foreign states. The act creating the Department placed it under the Secretary of State, with an Under-Secretary of State for External Affairs ranking as the permanent deputy head of the Department. The establishment of the Department involved no constitutional change.

In 1912, an amending act was passed placing the Department directly under the Prime Minister instead of the Secretary of State, and from April 1 of that year the Prime Minister held the portfolio of Secretary of State for External Affairs. The appointment of a separate minister for the Department was considered from time to time, but no action was taken until March 1946, when a

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bill was introduced to repeal the section of the act of 1912 that provided that the Prime Minister was to be the Secretary of State for External Affairs. The bill was passed on April 2 and five months later, on September 4, 1946, the announcement was made of the appointment of the Honourable Louis St. Laurent as the first separate Secretary of State for External Affairs.

### Early Years

The Department began with a modest staff consisting of the Under-Secretary (Joseph Pope), two chief clerks and four clerks. In 1912, an Assistant Under-Secretary was added and in 1913 a Legal Adviser.

The gradual recognition of Canadian autonomy in international affairs and the growth of Canadian responsibilities abroad made expansion inevitable. After 1920, it became increasingly evident that Canada's interests could no longer be conveniently handled by the British diplomatic and consular authorities. The new Department began to develop into an agency for the direct administration of Canada's external affairs.

In 1921, the Office of the High Commissioner in London was placed under the control of the Department. In 1925, a Canadian Advisory Officer (subsequently called Permanent Representative) was appointed to represent Canada in Geneva at various conferences and Assemblies of the League of Nations and to keep the Canadian Government informed of the activities of the League and of the International Labour Office.

An advance of the first importance in the Department's development came as the result of an agreement reached at the Imperial Conference of 1926 by which the Governor General ceased to represent the British Government and became solely the personal representative of the Sovereign. This brought about two changes: (1) as the British Government was now without a representative in Canada, it appointed, in 1928, a High Commissioner to represent it at Ottawa; (2) after July 1, 1927, correspondence from the Dominions Office in London and from foreign governments was directed to the Secretary of State for External Affairs instead of to the Governor General.

### Representation Abroad

Before the establishment of the Department, a High Commissioner had been appointed to represent Canada in London (in 1880) and an Agent General in France (in 1882), neither of whom had diplomatic status. In addition, Canada was represented abroad in the closing years of the nineteenth century by trade commissioners and immigration officials. They were appointees of individual departments of the Canadian Government and did not enjoy diplomatic status. Negotiations with foreign countries were conducted through the British Foreign Office and dealings with other parts of the Empire through the Colonial Office, with Canadian representatives frequently included in negotiations. Canadian interests abroad were handled by British diplomatic and consular authorities. All communications to other governments were made through the Governor General in those early years.

Before 1920, Canada had no independent diplomatic representative abroad, although as early as 1920 it was agreed by the British and Commonwealth Governments, and by the United States Government, that a Canadian minister could be appointed to Washington. The appointment was made in 1926, and the first Canadian legation was opened in Washington early in 1927. This was followed in 1928 by the appointment of the former Commissioner-General in Paris as Minister to France, and, in 1929, by the opening of a legation in Tokyo. At about the same time, the United States, France and Japan opened legations in Ottawa.

The expansion of the service was thereafter interrupted by the depression of the Thirties. The three years of rapid growth from 1926 to 1929 were followed by a decade of consolidation. The next step in the exchange of diplomatic representatives with other countries was taken when Belgium sent a minister to Ottawa in 1937; in January 1939, Canada established legations in Belgium and the Netherlands.

With the outbreak of the Second World War, it became imperative that Canada have closer and more direct contact with other governments of the Commonwealth, with the Allied governments and certain other foreign governments. The day after Canada's separate declaration of war on September 10, 1939, it was announced that the Canadian Government would send high commissioners to Australia, New Zealand, South Africa and Ireland. The governments of these countries reciprocated. The appointment in 1941 of a High Commissioner to Newfoundland recognized the importance of that country to the defence of Canada.

The increasing magnitude of Canada's war effort and its growing international commitments led to a rapid increase of diplomatic exchanges with foreign countries. In 1942, by reciprocal agreement, Canada appointed ministers to the U.S.S.R. and China. During the war, a single Canadian minister was accredited to a number of Allied governments then functioning in London or Cairo: those of Belgium, the Netherlands, Czechoslovakia, Greece, Norway, Poland and Yugoslavia. (Canada also received ministers from each of these governments.) After the liberation of France, the Minister, following a period in Algiers as representative to the French Committee of National Liberation, moved to Paris, with the rank of ambassador. Separate missions are now established in the capitals of all these countries.

The establishment of diplomatic relations with Latin America was another wartime development. In 1941, Canadian legations were opened in Brazil and Argentina (the Minister to the latter was also accredited in 1942 to Chile), and these countries sent their first ministers to Ottawa. Diplomatic representatives were sent to Mexico and Peru in 1944 and to Cuba in 1945. The decision to open missions in Latin America was based not only on the development of intra-American trade but also on the conviction that a closer understanding was necessary to the solution of common problems during the war, when several Latin American countries became allies. Canada now has diplomatic relations with most countries in Latin America. Also, because of Canada's closer ties with Latin America, a separate political division devoted to that area was set up in the Department in 1960.

Canada's external affairs services continued to expand following the war. Embassies were opened in a number of countries and, after 1947, high commissioners were accredited to India and Pakistan and subsequently to most of the other new members of the Commonwealth.

During and after the war, Canada participated in the general trend toward the elevation of legations to embassy status. In 1943, most of the large Canadian missions abroad became embassies. Since then, certain of the new missions listed above were opened as embassies, while others, such as the missions in Italy and Switzerland, were raised to the rank of embassies later.

Membership in the United Nations has increased Canada's responsibilities outside its own borders, and Canada has been represented on various organs of the United Nations since its formation in San Francisco in 1945. After Canada's election, for a term, to the Security Council in September 1947, a Permanent Canadian Delegation was established in New York in January 1948, and later in the year a small office was also opened in Geneva, the European headquarters of the organization. In view of the increasing responsibilities which Canada has assumed in the organization since that time (e.g., Palestine truce supervision, UN Military Observer Group in India and Pakistan, United Nations Emergency Force, United Nations Operation in the Congo, and other UN undertakings), both these offices, now called permanent missions, have been expanded.

Canada was one of the founding members of the North Atlantic Treaty Organization in 1949, and has played an active role in the Organization. In May 1952, on the establishment of the North Atlantic Council, a Canadian Permanent Delegation was set up in Paris to represent Canada's NATO interests. When, in October 1967, the headquarters of the NAC moved to Brussels, the Canadian Delegation moved with it. Canada maintains in Paris a Permanent Delegation to the Organization for Economic Co-operation and Development. In addition to representing Canada on these permanent international bodies and their various committees, officials of the Department of External Affairs have been members of Canadian delegations at a large number of international conferences in recent years.

Today, Canada conducts its external relations with some 115 countries through the following channels:

- (a) Embassies in: Argentina, Austria, Belgium, Brazil, Cameroun, Chile, Colombia, Congo (Kinshasa), Costa Rica, Cuba, Czechoslovakia, Denmark, Ethiopia, Finland, France, the Federal Republic of Germany, Greece, the Holy See, Indonesia, Iran, Ireland, Israel, Italy, Ivory Coast, Japan, Lebanon, Mexico, the Netherlands, Norway, Peru, Poland, Portugal, Senegal, South Africa, Spain, Sweden, Switzerland, Thailand, Tunisia, Turkey, the Union of Soviet Socialist Republics, the United Arab Republic, the United States of America, Venezuela, Yugoslavia;
- (b) Non-Resident Ambassadors in: Afghanistan, Algeria, Bolivia, Bulgaria, Burma, Burundi, the Central African Republic, Chad, Congo (Brazzaville), Dahomey, the Dominican Republic, Ecuador, El Salvador, Gabon, Guatemala,

Guinea, Haiti, Honduras, Hungary, Iceland, Iraq, Jordan, the Republic of Korea, Kuwait, Libya, Luxembourg, Malagasy, Mali, Mauritania, Morocco, Nepal, Nicaragua, Niger, Panama, Paraguay, Romania, Rwanda, Somalia, Sudan, Syria, Togo, Upper Volta, Uruguay;

- (c) High Commissioners' Offices in: Australia, Britain, Ceylon, Ghana, Guyana, India, Jamaica, Kenya, Malaysia, New Zealand, Nigeria, Pakistan, Trinidad and Tobago, the United Republic of Tanzania;
- (d) Non-Resident High Commissioners' in: Barbados, Botswana, Cyprus, Gambia, Lesotho, Malta, Mauritius, Sierra Leone, Singapore, Swaziland, Uganda, Republic of Zambia;
- (e) Non-Resident Commissioner in: the West Indies (Associated States);
- (f) Consulates General in: Bordeaux, Boston, Chicago, Düsseldorf, Hamburg, Los Angeles, Manila, Marseilles, Milan, New Orleans, New York, San Francisco, Seattle;
- (g) Consulates in: Buffalo, Cleveland, Dallas, Detroit, Minneapolis, Philadelphia, San Juan, São Paulo;
- (h) Honorary Consulate-General in: Reykjavik;
- (i) Non-Resident Military Mission in: Berlin;
- (j) Canadian Permanent Missions to: United Nations (New York), United Nations (Geneva) and the Conference of the Committee on Disarmament;
- (k) Canadian Permanent Delegations to: North Atlantic Council (Brussels), UNESCO, OECD (Paris);
- (l) Canadian Commissioner on: International Supervisory Commissions for Cambodia, Laos and Vietnam;
- (m) Canadian Mission (resident in Brussels) to the European Communities: EEC, EAEC, ECSC.
- (n) Canadian Government Trade Commissioner's Office in: Hong Kong.

#### Functions of the Department

The main functions of the Department of External Affairs are:

- (a) The supervision of relations between Canada and other countries and of Canadian participation in international organizations; the protection of Canadian interests abroad;
- (b) the collation and weighing of information regarding developments likely to affect Canada's international relations;

- (c) correspondence with other governments and their representatives in Canada;
- (d) the negotiation and conclusion of treaties and other international agreements;
- (e) the representation of Canada in foreign capitals and at international conferences.

#### Departmental Organization in Ottawa<sup>(1)</sup>

The headquarters of the Department in Ottawa is the East Block of the Parliament Buildings.

The staff is headed by an Under-Secretary of State for External Affairs, with an Associate and four Assistant Under-Secretaries. These are assisted by officers in a number of occupational groups in the scientific and professional, and administrative and foreign service categories of the Public Service. Officers at diplomatic posts are formally designated according to their rank, from senior to junior, as ambassadors, ministers, counsellors and first, second and third secretaries. Those serving at consular posts are called consuls general, consuls and vice-consuls.

With the rapid expansion of Canadian representation abroad, the work of the Department in Ottawa has increased correspondingly. It is at present carried on by 24 operational divisions, two special operational units, ten administrative divisions organized in three branches, and the Passport Office. The two divisions dealing with defence matters are grouped under the Office of Politico-Military Affairs and the three divisions dealing with economic matters are grouped under the Office of Economic Affairs. The Associate and Assistant Under-Secretaries are each responsible for the supervision of a group of divisions. One Assistant Under-Secretary supervises the three administrative branches. The Departmental Adviser on Bilingualism also reports to this Assistant Under-Secretary. The Department provides administrative support for the Special Research Bureau.

A new unit - the Policy Analysis Group - was established in the Department in the latter part of last year. Its function is to assist in the development and analysis of major policy alternatives, and its establishment is in keeping with the emphasis being given to "objective analysis" in the formulation of new policies. The Policy Analysis Group assists the Department in developing and applying new techniques of forecasting and future-oriented policy research. The Group has already made an important contribution to the analytical tasks underlying the foreign policy review.

In 1970, a special co-ordinating unit, the Operations Centre, was set up to improve the ability of the Department and the Government to react quickly, especially in improving and speeding information flow, and to alert ministers and officials to reports or events of immediate significance to Canadian interests. The Centre will also house and support departmental or interdepartmental

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(1) See appended chart.

task forces during periods of international tension or crisis, and provide briefing and conference facilities.

There are seven geographical divisions: African and Middle Eastern, Commonwealth, Far Eastern, Latin American, U.S.A., European, and Pays francophones. The last was created in October 1967 to deal with Canada's increasing relations with French-speaking countries, thus reflecting more effectively its bilingual and bicultural character in its relations with other states. Their primary task is to provide the advice on which Canada's general political relations with other countries are based. In addition, they are consulted on the political aspects of matters that are primarily legal, economic, consular, etc., and they have a general responsibility for co-ordinating the various aspects of Canadian policy with respect to the countries and areas with which they are concerned.

The United Nations Division deals with matters relating to the United Nations and its Specialized Agencies and is responsible for providing advice relating to Canadian participation in and policies toward these organizations. This involves keeping under constant review the many fields of activity of the United Nations system and assessing their political, economic and financial implications for Canada.

The United Nations Division undertakes general responsibility for co-ordinating, in consultation with other divisions of the Department and other departments and agencies of Government, the preparation of instructions and guidance for Canadian delegations to such United Nations conferences as the annual sessions of the General Assembly, meetings of United Nations subsidiary bodies, and meetings of the Specialized Agencies.

The Co-ordination Division is concerned with the federal-provincial aspects of Canada's international relations. The division's primary responsibility is to maintain close liaison with the provinces concerning their interests in international affairs and to facilitate their international activities in a manner that will fully meet provincial objectives and be consistent with a unified Canadian foreign policy. Thus the division carries out a liaison function at both provincial and federal levels of government. On the provincial level, it is in regular contact with officials of the provinces and, in conjunction with provincial authorities, constantly seeks to establish closer working relations and more effective procedures for consultation. On the federal level, the division works closely with other departments and agencies to ensure that full account is taken of provincial interests abroad. Within the Department of External Affairs, the division co-ordinates the activities of other divisions and of Canadian posts abroad when these relate to areas of provincial interest.

In carrying out these objectives, the Co-ordination Division is engaged primarily in the following activities. It assists in making necessary arrangements for visits abroad by provincial representatives, as well as for visits of foreign personalities to the provinces. The division also attempts to ensure that the provinces are adequately represented on Canadian delegations to international conferences and organizations. With respect to Canada's program of assistance to developing countries, the division seeks to ensure that provincial aid projects

are co-ordinated with the activities of the Canadian International Development Agency, and with the development assistance programs for which the Agency is responsible. The division is also responsible for consulting with the provinces with respect to the conclusion of treaties, conventions, and other formal agreements between Canada and foreign countries when these touch upon fields of provincial or joint federal-provincial jurisdiction.

The Office of Economic Affairs co-ordinates and develops policy and initiatives touching on broader questions of major significance for Canada in international economic affairs. It includes three divisions: Aid and Development, Commercial Policy and Transport, Communications and Energy.

The Aid and Development Division provides a focus for co-ordination of departmental views on aid policy questions and a channel for consultation with the Canadian International Development Agency and with other government departments and agencies which have an interest in particular aspects of development assistance activities, both bilateral and multilateral. The division also has responsibilities for special measures designed to promote the trading interests of developing countries, and provides liaison with the Export Development Corporation. It supplies representation at relevant interdepartmental consultations on aid questions and helps to staff Canadian delegations to international aid conferences, such as the Colombo Plan Consultative Committee, the United Nations Conference on Trade and Development, and the United Nations Development Program.

With the exception of the specific areas noted below, the Commercial Policy Division has responsibility for general international economic, trade and financial policy questions, including Canada's bilateral relations in these fields with all countries, and Canadian participation in international organizations and multilateral arrangements concerned with such matters. The exceptions referred to above are bilateral and multilateral foreign aid and development, and energy, transport and communication questions.

The Transport, Communications and Energy Division is generally responsible for technical and technological questions of concern to the Department. Under transport, its responsibilities include civil aviation and shipping. The division is concerned with telecommunications, communications satellites, the Commonwealth Telecommunications Organization and, with UN Division, policy matters in the ITU as part of its general responsibility for communications. Its responsibilities with respect to energy include nuclear energy, the IAEA, oil and natural gas. In addition, the division maintains close liaison with science-based departments and agencies on questions concerning the application of technology. It is also responsible within the Department for questions relating to the export of strategic materials.

With the establishment of a Scientific Relations and Environmental Problems Division in 1970, the Department recognized the growing importance of the role of science and technology in the conduct of international affairs. While the Department has always been concerned with a variety of activities involving Canadian scientific interests, this organizational change has provided a new

focal point for scientific and environmental matters. The division is concerned with the international, largely intergovernmental aspects of activities and programs predominantly scientific in nature or relating to the human environment, including air and water pollution. Divisional responsibilities also include the following: the conduct of scientific relations with other countries and international organizations, including the negotiation of agreements pertaining to scientific and environmental matters; the provision of advice on scientific questions with foreign policy implications; liaison and co-ordination with the Science Secretariat and other government departments; the administrative direction of official scientific representation abroad.

The direct relation between foreign policy and defence policy requires close liaison between the Department of External Affairs and other departments concerned, particularly the Department of National Defence. The Office of Politico-Military Affairs, consisting of the North American Defence and NATO Division and the Peacekeeping and Military Assistance Division, is responsible for these aspects of the Department's work.

The co-ordination of Canadian foreign and defence policies in connection with Canada's membership in NATO, participation in North American defence and other military activities abroad, is carried out through a variety of inter-departmental channels and groups in which the Department is represented. The Secretary of State for External Affairs is the chairman of the Cabinet Committee on External Policy and Defence, the meetings of which are usually attended by the Under-Secretary as well. The Department is regularly represented at the meeting of the Defence Council in the Department of National Defence and on several senior interdepartmental bodies that advise on various aspects of defence policy. The Department provides a member and the Secretary of the Canadian section of the Canada-U.S. Permanent Joint Board on Defence, and a member of the Canadian section of the Canada-U.S. Civil Emergency Planning Committee. The Office of Politico-Military Affairs is responsible for co-ordinating departmental views and for preparing guidance for the departmental representatives on such interdepartmental bodies. In particular, it is the responsibility of the officers of the North American Defence and NATO Division to co-ordinate the preparation of instructions for the Canadian Permanent Delegation to the North Atlantic Council, in Brussels, and briefs for periodic ministerial meetings concerned with defence questions, for the meetings of the Canada-U.S. Permanent Joint Board on Defence, held three times a year, and for the Canada-U.S. Committee on Civil Emergency Planning, held twice yearly.

The Peacekeeping and Military Assistance Division is responsible for co-operation with the appropriate government departments and agencies concerning the Canadian military contribution to United Nations peacekeeping or peace-observation operations, such as the UN Force in Cyprus (UNFICYP), the UN Military Observer Group in India and Pakistan (UNMOGIP), and the UN Truce Supervision Organization in the Middle East (UNTSO). This division is also charged with the responsibility for co-ordinating Canadian military assistance to newly-independent countries (an activity that is financed through the Department's appropriations) and for co-operation with the Department of National Defence in making arrangements for such matters as naval visits, tours of the National Defence College,

clearances for military aircraft, and the employment of Canadian Forces personnel or equipment in international relief operations abroad.

The Security and Intelligence Liaison Division deals with the security aspects of the Department's operations and is responsible for the conduct of liaison on security and intelligence matters.

The Arms Control and Disarmament Division is responsible for the development of advice and recommendations concerning governmental policy and positions related not only to the attainment of the ultimate objective of general and complete disarmament under effective international control and supervision but also to the more immediate negotiation of international agreements proscribing the development, production and deployment of military forces, weapons and material. In general terms, the division's work is guided by the Prime Minister's statement to the House of Commons on October 24, 1969, that "no single international activity... rates higher priority in the opinion of this Government than the pursuit of effective arms-control and arms-limitation agreements". Canada has been a strong and consistent supporter of international negotiations toward arms control and disarmament, and Canada's contributions are conveyed through its delegations to the Conference of the Committee on Disarmament, the North Atlantic Treaty Organization and the United Nations.

On the basis of instructions and suggestions prepared in the Arms Control and Disarmament Division, after consultations with other divisions, agencies and departments, Canadian representatives participate actively in the Committee on Disarmament in Geneva, which is the negotiating body that reports annually to the United Nations General Assembly. The 26-nation Committee is seeking agreements in such important areas of arms control as a comprehensive prohibition of nuclear-weapons tests, prohibition of the emplacement of nuclear weapons and weapons of mass destruction on the seabed and the ocean floor, and a ban on chemical and biological (bacteriological) warfare. The Arms Control and Disarmament Division also co-ordinates Canadian policies and positions on related questions under consideration in NATO. The most important of these on which consultations are held in the North Atlantic Council is the United States position in the strategic arms limitations talks which are in progress with the Soviet Union and which have an important effect on all other arms-control and disarmament subjects. The NATO Council is also considering the possibility of mutual and balanced force reductions in Central Europe and Canada is playing a positive role in these consultations.

The Press Office is concerned with the Department's relations with the press, radio and television concerning Canadian foreign policy. It prepares press conferences for the Secretary of State for External Affairs and makes press arrangements for international conferences at home and abroad and for visiting dignitaries. The head of the division acts on occasion as press spokesman for Canadian delegations headed by the Minister. The Press Office issues press releases, policy statements and announcements of major diplomatic appointments and the opening of new posts. It also distributes advance texts

of statements and speeches by the Minister and assists Canadian journalists on assignments to foreign countries. It holds press briefings on foreign affairs and deals with a continuing flow of requests for facts, comment, background briefings and interviews.

The Press Office provides posts abroad with timely reports of Canadian news and government policy to assist them in their dealings with the local press.

The Information Division has two main responsibilities: (1) to convey to the people of other countries a knowledge and understanding of Canada and the Canadian people and (2) to provide information on Canada's external policy and on the work of the Department of External Affairs. The division produces and distributes a variety of publications such as Statements and Speeches, Reference Papers, Reprints, the departmental monthly bulletin External Affairs, the Canadian Weekly Bulletin and a number of booklets and folders in English, French and foreign languages. It also purchases quantities of publications for distribution abroad. In association with the National Film Board, the division organizes the distribution of films by Canadian missions abroad. The division also co-operates with the Canadian Government Exhibition Commission in the provision of display materials to posts for trade fairs and exhibitions in other countries. It has the responsibility for liaison between the Department and the Canadian Broadcasting Corporation, and for close co-operation with the CBC International Service. The division also operates a visits program under which, each year, prominent journalists are brought to Canada. In Canada, the Information Division makes available current and background information on government policy regarding international affairs and on the activities of the Department as a whole.

The Cultural Affairs Division is responsible for the conduct of cultural relations between Canada and other countries so far as these contacts proceed through intergovernmental channels. It also maintains liaison with other interested agencies, both official and private, with a view to making Canada better known abroad through cultural and educational activities. It has specific responsibility for the governmental aspects of Canada's membership in the United Nations Educational, Scientific and Cultural Organization (UNESCO) and provides departmental liaison with the Canadian National Commission for UNESCO. The division's duties include primary responsibility for negotiating and administering cultural agreements with other countries and developing cultural programs with them (including such activities as scholarship programs, exchange of professors, tours by performing arts groups and art exhibitions). It arranges for Canadian participation in cultural events outside Canada, such as festivals of the arts and handicrafts, selected international exhibitions and competitions, and for participation by foreign artists and cultural personalities in similar events in Canada. It helps keep Canadian cultural organizations informed of cultural activity outside the country and provides general assistance to Canadian students, artists and professors going abroad. It has a book-presentation program that arranges donations of Canadian books to libraries abroad and it handles questions arising out of international agreements on intellectual property and copyright.

The Historical Division is responsible for the archival activities of the Department, for historical work in the sphere of foreign affairs and, on occasion, for the preparation of background material on international issues for use in the Department and of articles of a historical nature for publication in the monthly bulletin External Affairs.

The major continuing task of the division is the compilation and editing of volumes of state papers in the continuing series Documents on Canadian External Relations, of which two volumes have been published and a third is in production.

The Protocol Division has two principal functions. One is to handle matters pertaining, on the one hand, to the accreditation and appointment of foreign and Commonwealth representatives to Canada and of Canadian representatives to other countries and, on the other hand, to questions concerning diplomatic privileges and immunities in respect both of foreign missions to Canada and Canadian missions abroad. The other main operation of this division is the planning, organization and management of royal, state and official visits to Canada and of the hospitality that attaches thereto.

The accreditation of ambassadors and high commissioners from abroad, the accreditation of Canadian representatives to other countries, the appointment of consular officers, both foreign and Canadian, are the responsibility of the Accreditations, Privileges and Immunities Section of the division. This section acts as a focus of liaison and consultation with government authorities and with foreign and Commonwealth representatives in regard to all questions relating to privileges and immunities and other aspects of diplomatic relations covered by the Vienna Convention. The section also keeps diplomatic missions of other countries informed of relevant Canadian laws and regulations and helps them resolve problems arising from the application of such laws and regulations.

The Visits and Hospitality Section contains the Secretariat of the Government Hospitality Committee and thus provides a permanent basis for liaison and co-operation with the various government departments in Ottawa and provincial authorities in developing programs for major visits to Canada. The section also oversees the operation of the Government Guest House at 7 Rideau Gate in Ottawa, which serves as a government hospitality centre and a residence for some visiting dignitaries.

The Inspection Service is responsible for carrying out a systematic independent review and appraisal of departmental operations as a service to management. It seeks to assist all levels of management in the effective discharge of their responsibilities by furnishing them with objective analyses, appraisals, pertinent comments and recommendations concerning the activities reviewed. The Inspection Service endeavours inter alia to assess activities against objectives and performance against programs; to provide constructive and realistic recommendations for improvement in departmental operations at home and abroad; to ascertain the degree of compliance with established policies, plans and procedures but also to inform senior management of any cases where

adherence to laid-down policy may be detrimental to the overall achievement of departmental objectives; to review and appraise the soundness, adequacy and application of existing management controls and reports; to examine and appraise the effectiveness of communications both vertical and horizontal so that departmental requirements are understood, co-ordinated and implemented; to assure management that effective and economical use is being made of the manpower, financial and matériel resources available for overall departmental operations, and that accounting objectives are met and assets satisfactorily accounted for and safeguarded from loss. As a part of its function, the Inspection Service endeavours to improve the morale of those on duty abroad by reviewing the adequacy of physical facilities and conditions of service at posts, and to increase the understanding at headquarters of the professional and personal problems encountered at posts abroad.

The Consular Division is responsible for the conduct of all consular matters. Its duties include safeguarding the rights and interests of Canadian citizens and companies abroad; making arrangements for the protection and evacuation of Canadian citizens abroad in times of emergency or war; helping Canadian citizens in difficulty or distress abroad, including those who are in detention or temporarily destitute, and, where necessary, providing financial aid on a recoverable basis to relieve their immediate distress or, as warranted, to repatriate them to Canada; assisting in connection with the death of a Canadian citizen abroad and the settlement of estates; providing assistance in finding missing persons; handling questions relating to Canadian merchant shipping and seamen; answering enquiries or acting in a liaison capacity in matters pertaining to travel abroad, Canadian citizenship, immigration and non-immigrant entry, social security, taxation, Red Cross matters, liability for military service and Canadian war graves; renewing courtesy or diplomatic visas; providing assistance in obtaining birth, marriage and death certificates and other official documents from countries abroad.

The Consular Division is also responsible for the negotiation of agreements with foreign countries for the easing of entry requirements for Canadian citizens visiting such countries, whether by waiver of visas and the elimination or reduction of visa fees or by the introduction of multi-entry visas.

The Passport Office is responsible for issuing passports to Canadian citizens. This is done in Canada through the main Passport Office at Ottawa and regional offices at Montreal, Toronto and Vancouver. The latter provide urgently-required passport services at these major gateways for international air travel and assist area residents in completing their passport applications. Abroad, service is provided through Canadian diplomatic missions and consular and trade offices. The Passport Office also issues certificates of identity and United Nations Refugee Convention travel documents to non-Canadians legally landed and currently residing in Canada who are eligible to receive them. During 1969, 370,444 passports were issued and 8,061 renewed for citizens residing in Canada; in addition, 1,097 certificates of identity were issued and 453 renewed. Fees received by the Passport Office during the year amounted to \$3,613,496. Growth in public demand for passport services has increased by 176 per cent in the past ten years.

The Legal Division functions under the direction of the Departmental Legal Adviser, who is also an Assistant Under-Secretary of State for External Affairs. Its principal task is to ensure that Canadian participation in international affairs is conducted, so far as possible, in accordance with approved international legal principles and practices. It provides an advisory service to other divisions in the Department as well as serving as the operational arm of the Department for a number of international legal activities. In the former capacity, it provides the Department with advice on public and private international law, on constitutional and comparative law, and maintains contact on various matters of legal import with the Departments of Justice and the Solicitor-General, the Office of the Judge Advocate General in the Department of National Defence and the legal offices of other government departments. In the latter capacity, it follows closely United Nations deliberations on legal questions, as well as other topics having legal aspects. It has particular responsibility for Canada's position on subjects under discussion in the Sixth (Legal) Committee of the United Nations General Assembly and concerns itself in a variety of ways with Canada's role with respect to the development of international law.

The division is organized into four sections: the Claims Section is concerned with the advancement of the interests of Canadian citizens and the Canadian Government arising out of injury or damage to Canadian property abroad; the Law of the Sea Section deals with maritime legal questions, including territorial waters, fishing zones and the continental shelf, peaceful uses of the seabed and the resources thereof beyond the limits of national jurisdiction and pollution matters which have a relation to the law of the sea; the Treaty and Economic Section advises on treaty interpretation questions, assists in the preparation and interpretation of international agreements, assures that treaties entered into by Canada are concluded in accordance with Canada's constitutional procedures, maintains treaty records, registers treaties with the United Nations - publishing them in the Canada Treaty Series and tabling them in Parliament - and is concerned with the legal aspects of Canada's international economic relations; and the United Nations and Legal Planning Section is responsible for United Nations legal and human rights items, questions relating to recognition of states and governments, and diplomatic and consular privileges and immunities, co-ordination of the Canadian approach to international legal activities in the field of human environment, and assists in the planning of Canadian policy on legal and quasi-legal matters.

The Personnel Branch consists of the Personnel Planning and Development Division, the Personnel Operations Division, the Staff Relations and Compensation Division and the Classification and Establishment Section.

The Personnel Planning and Development Division is responsible for manpower planning and forecasting, position classification, manpower training and development and for special personnel planning projects.

The Personnel Operations Division is responsible for the recruiting, promotion and assignment of staff, the maintenance of personnel records and the designation of all government personnel serving abroad.

The Staff Relations and Compensation Division is responsible for the development, review and administration of policy on foreign service terms and conditions of service; the management and administration of pay and compensation services and regulations governing accommodation abroad; leave and attendance; superannuation and employee participation in hospital and medical insurance plans; staff relations; the development and implementation of systems and procedures consequent upon statutory provisions, central agency directives and collective bargaining agreements; and the administration of locally-engaged employees abroad.

The administrative work of the Department of External Affairs is performed by the Finance and Administration Branch, the Personnel Branch and the Communications and Information Systems Branch.

The Finance and Administration Branch consists of the Central Services, Finance, Matériel Management and Property Management Divisions and the Organization and Methods Division.

The Central Services Division is responsible for the new headquarters building and for office accommodation, furnishings and equipment in Ottawa. It arranges for the printing and reproduction of documents, as well as departmental manuals and other administrative publications. The division co-ordinates the administrative and certain other functions concerned with the opening of new posts. Its responsibilities include departmental transportation and distribution requirements in Ottawa, the operation of a Data Processing Unit, and a number of special services in the field of administration.

The Finance Division has two major responsibilities - the co-ordination and collation of annual departmental program forecasts and estimates for submission to Treasury Board and the maintenance of specific and general financial controls over all departmental appropriations. As a result of amendments to the Financial Administration Act during 1969, the Department became responsible for audit and accounting functions previously exercised by the Comptroller of the Treasury. These include fiscal accounting and reporting to the Receiver General, cash control, preparation of the departmental section of Public Accounts, and the audit of all expenditures to ensure compliance with Parliamentary, executive and departmental policies and regulations. The division also provides advice and assistance to other divisions and to posts abroad on accounting and reporting and the interpretation of Government authorities and regulations, arranges payments of assessments to international organizations, administers a working capital advance to finance post operations, provides a complete revenue accounting and collection service, prepares forecasts and special statements as required, and provides a centralized travel arrangements and claims advisory service for departmental personnel.

The Matériel Management Division is responsible for planning, organizing and controlling the provision of matériel support required by the Department. This includes determination of requirements, cataloguing, acquisition, distribution, storage, repair and maintenance, disposal of matériel when beyond further use, and the acquisition of related services. Matériel is defined as all moveable public property other than money. Included in these responsibilities is

the procurement of furnishings and equipment for chanceries, official residences and staff accommodations, including major schemes of interior design for new premises. The division is also responsible for administering the procurement, operation and maintenance and replacement of all motor vehicles used in departmental operations and for the maintenance of third-party liability insurance coverage on all Federal Government vehicles in use outside Canada except purely military vehicles. The division administers a Stores and Shipping Depot, which provides bulk requirements of office stationery, supplies and equipment for posts. It also administers the removal regulations on the transportation and/or storage of personal effects of staff on posting abroad.

The Property Management Division is responsible for the provision, maintenance and operation of real property at posts abroad for chanceries, official residences and staff, under government leases or ownership. The division acquires sites for the design and construction of new buildings, or purchases and alters existing buildings in accordance with established priorities and budgetary limitations. Government-owned and -leased accommodation is maintained and operated by the division and periodic site visits are made abroad by technical officers in connection with operating and capital projects. A record of all properties, building plans, site surveys and leases is maintained.

The Organization and Methods Division is responsible for the improvement of administrative practices and operational techniques throughout the Department and for promoting the efficiency and effectiveness of all activities. To accomplish these purposes, it provides professional advice to senior management and heads of divisions by conducting formal and comprehensive studies of all phases of administrative activity, preparing relevant reports and assisting, as necessary, in the implementation of recommendations, and by providing a day-to-day ad hoc advisory service to line officers to help solve problems of lesser scope. These studies or projects cover such areas as organizational structure, systems and procedures, office mechanization, office layout, management reports, and work measurement. The division also provides a continuing program for the improvement of departmental forms.

The Communications and Information Systems Branch consists of the Records Management Division, the Telecommunications Division, the Information Systems Division and the Departmental Library.

The Telecommunications Division is responsible for the administration and operation of the Canadian diplomatic communication system, which provides for the despatch and receipt of messages by telegram, teletype, telex, diplomatic courier and diplomatic mail facilities between Ottawa and posts abroad. It also arranges for the provision of telephone service at headquarters and at posts, conducts training courses for communicators, technicians and other departmental personnel and is responsible for buying, leasing and maintaining all equipment used in the system. The division carries out liaison with other departments and agencies that employ these facilities.

The Records Management Division is charged with the custody and management of departmental records. It is responsible for opening and distributing all

The work of a mission abroad is:

- (a) to conduct negotiations with the government to which it is accredited;
- (b) to keep the home government fully informed of political or other developments of significance in the country in which it is serving;
- (c) to watch over Canada's interests in the country;
- (d) to serve Canadians in the country;
- (e) to make information about Canada available.

A constant flow of communications keeps the missions and the Department in Ottawa in close touch on all such matters.

#### Qualifications for the Service

Those entering the external service of Canada do so on a career basis under the merit system. Only Canadian citizens who have resided at least ten years in Canada are eligible for admission.

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incoming mail; for classifying, recording, indexing and placing in appropriate files all official correspondence received or despatched by the Department; and for scheduling all records for retention or destruction. The division also exercises functional control over all records operations at posts. It carries out liaison with the Dominion Archivist in all aspects of records management.

The Information Systems Division is concerned with the needs of the Department for the management of substantive information, such as political, social, economic, legal, in the form of reports, documents, letters and messages. The division will study ways in which current methods and technology for originating, transmitting, cataloguing, abstracting, storing, searching, retrieving, and generally processing pertinent substantive information can be adapted and implemented to improve the effectiveness and confidence with which officers employ that information.

The Departmental Library is concerned with meeting the professional needs of members of the Department for a detailed knowledge of Canadian affairs and of current and continuing developments in foreign affairs presented in books, periodicals, pamphlets, newspapers, maps and other publications. It provides a reference service to those carrying out research and requiring bibliographies or reading lists. The Library provides a press clipping service, which maintains a collection of clippings about people and events relevant to international affairs.

#### Posts Abroad

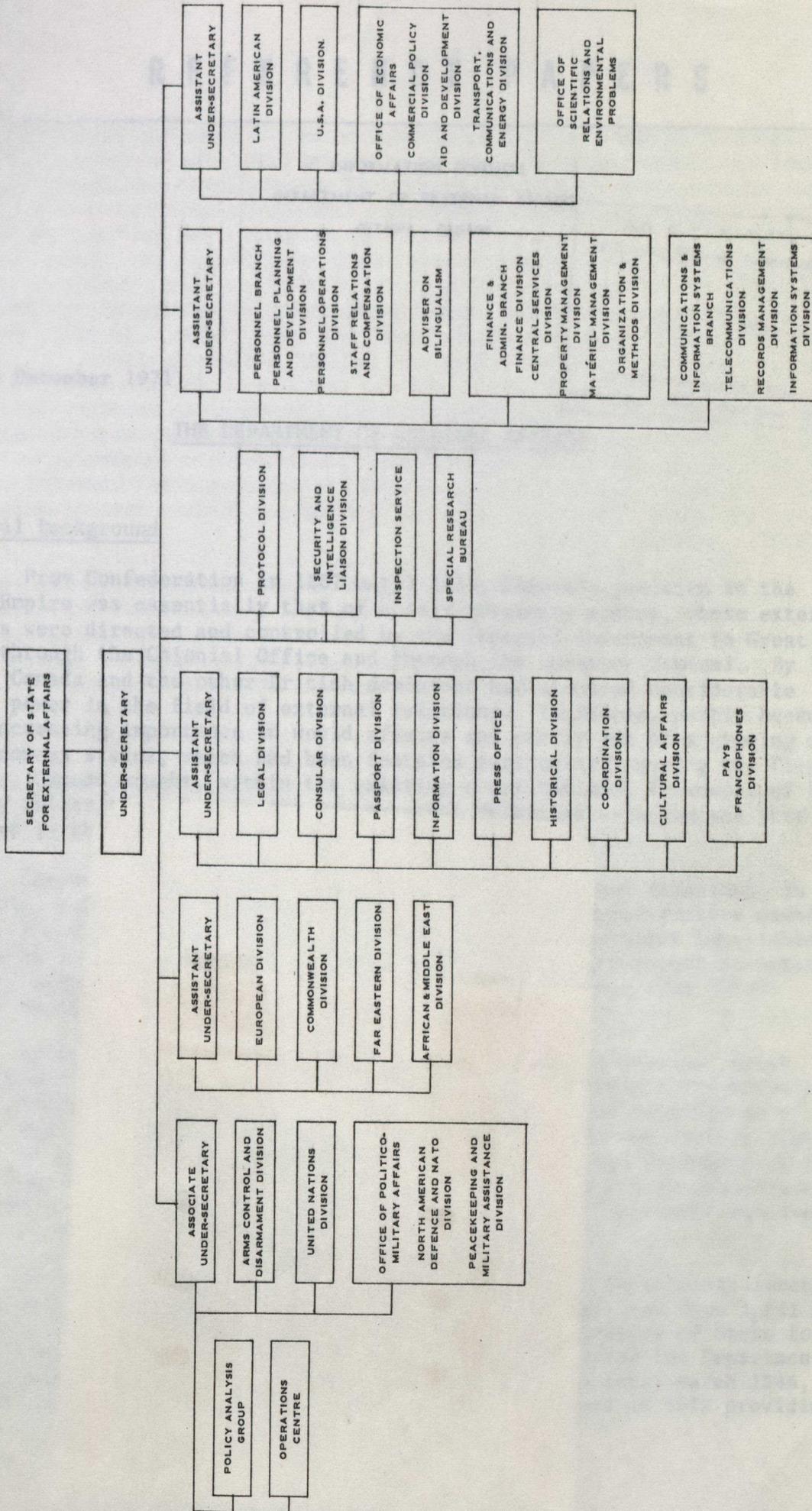
Canada's diplomatic missions and consular offices abroad form an integral part of the Department. Heads of diplomatic and consular posts report to the Secretary of State for External Affairs and receive their instructions from him.

The diplomatic staff of an embassy consists of the ambassador, assisted by one or more foreign service officers, who are also assigned consular duties to the extent required by the volume of consular work. Where separate consular offices exist, they operate under the general supervision of the head of the diplomatic mission in the country, while receiving instructions in matters of detail from the appropriate division in the Department.

Part of the work of a post is to distribute information about Canada. In a few places this is done by full-time information officers; elsewhere it is undertaken by other officers. Where there are no diplomatic or consular representatives, the trade commissioners or other Canadian Government officials stationed in the country do this work.

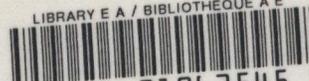
In some cases officers of other departments of the Canadian Government - commercial, immigration, military, naval, air or others - are attached to missions. Though responsible to their departmental heads in Ottawa, they also work under the general supervision and direction of the head of the mission.

# DEPARTMENT OF EXTERNAL AFFAIRS



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