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ORGANIZATION STUDY
OF THE
DEPARTMENT OF EXTERNAL AFFAIRS

ORGANIZATION DIVISION, ADVISORY SERVICES BRANCH, CIVIL SERVICE COMMISSION

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ORGANIZATION STUDY
OF THE
DEPARTMENT OF EXTERNAL AFFAIRS

December, 1966

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PART I

INTRODUCTION

GENERAL

The Under Secretary of State for External Affairs in a letter addressed to the Chairman of the Civil Service Commission dated August 12, 1965, requested that the Organization Division conduct a study and report on the organization structure of his department. As this would be the first survey in depth of the whole departmental structure, it was agreed to defer commencement of the study until January 1966 when an organization analyst could be assigned on a full time basis for the duration of the project.

TERMS OF REFERENCE

The following terms of reference were established for the study:

1. To conduct a study of the Department of External Affairs, to delineate its functions and objectives, and to make appropriate recommendations for the Organization Structure, and relationships within the Department.
2. The following are amongst the areas of concern to the Department which should be considered in the course of the study:
 - (a) The extent of management responsibility (span of control) of the Under-Secretary, Assistant Under-Secretaries, and Heads of Divisions;
 - (b) The need expressed by the Royal Commission on Government Organization, "to strengthen the supervisory effectiveness of the top command and to improve facilities for development of long range plans";

- (c) The necessity to provide adequate career opportunities in order to attract and retain employees of high calibre;
- (d) The implications of the requirements of personnel rotation for the departmental organization and management;
- (e) The organizational aspects of the changes in financial management advocated by the Treasury Board.

METHOD OF STUDY

Fact finding commenced in January, 1966 at which time the Under Secretary of State for External Affairs, Mr. M. Cadieux was interviewed. The Deputy Under-Secretary, Assistant Under-Secretaries, all Division Heads, and a representative group of Headquarters officers were interviewed. Abroad, fact finding was carried out at 24 missions in 17 countries and included discussions with officers and support staff of other government departments as well as External Affairs. Discussions were held with members of the State Department in Washington, D. C.; the Foreign Office in London, England; the Foreign Ministry in The Hague, Netherlands; and the Director General of the British Information Service in New York.

In Ottawa, interviews were held with officers of other government departments, the Central Agencies, and persons who have previously held senior posts in the Department of External Affairs.

A study was also made of a wide variety of documents and published material ranging from books by well known authors and diplomats, to current

papers prepared by serving officers of the Department as their personal contribution. Previous consultant studies by the Management Analysis Division of the Civil Service Commission, and Urwick Currie Limited, were also considered.

The enthusiastic response of the members of the Department contacted in the course of this study, and the value of their contributions cannot be overstressed. Helpful contributions were also made by members of other departments and agencies, foreign governments, and of former diplomats including Mr. N.A. Robertson and Mr. A.D.P. Hee ney. From the Department of External Affairs, Mr. B.M. Williams, Mr. B.A. Keith, and Mr. L.A. Parent in particular provided departmental liaison and made important contributions.

FORMAT OF REPORT

The formal report will be presented in three parts.

Part I - The first part of the report will provide an outline of the nature of problems necessitating the study, and the proposal consisting of recommendations, augmented by charts and position guides.

Part II - The second part contains a discussion of the detail of the proposed new organization, and suggestions for further study.

Part III - The third part contains broad proposals for adjustment to the organization of posts abroad.

TERMINOLOGY

With the advent of program budgeting, departments are now putting into use terminology, in some cases new to at least some of their officers.

Since this report will of necessity discuss management generally, and formal planning in particular, in the terms used in the Treasury Board's Financial Management Manual, some of the terminology will be discussed here to make clear its meaning in this report.

Objectives

The Department has always had objectives. It is necessary, however, to set them out formally on paper for the guidance of those working in the Department. This action will involve at the mission level, defining exactly what the accomplishments of a particular mission should be. Why is that mission in existence now? A definition of purpose should not only indicate what should be done, but also what should not be done.

In order to define mission objectives one must first have an adequate knowledge of broad government policy from which to develop departmental objectives, and more specific regional and functional objectives.

There will be limitations on how specifically objectives can be stated initially. However, as they are revised and adjusted over the years with changing circumstances, they should become more precise, and therefore, of greater assistance to the managers and to the officers who look to them for guidance.

Programs and Activities

The terms program and activity are often used interchangeably as a general reference to a plan of action designed to achieve specific objectives. However, the Department has chosen for valid reasons, in its Program Memorandum of June 15, 1966 to treat the sum total of its activities as one program.

Therefore, examples of activities undertaken by the External Affairs Department might be Economic Affairs, Defence Affairs, Press and Information Services. Thus, for a manager the program involves the use of personnel and financial resources to reach certain predetermined objectives. The progress toward the goals or objectives in, for example, a property management activity, can be scheduled, and progress reported in a finite manner. The progress made toward political objectives in a political activity perhaps cannot be measured and reported as precisely, or in quite the same way, but is measured nevertheless, and reported.

The management of a program involves its planning, execution, assessment of results, and further planning. These actions go on concurrently and are geared to specific deadlines in terms of the current year, and to revision at specific intervals, e.g. at the beginning of each year in a five-year plan.

Management's attention to programs is primarily directed toward years 1, 2 and 6, when planning is done on a 5-year basis. Year 1 is the current year and is largely the concern of those involved in execution of programs. Year 2 involves the short term plan which is adjusted as necessary to obtain final government approval, with the adjustments based on evaluation of the results of current activities, and on the current changes in conditions. Year 6 will normally occupy the attention of the long range planner and will be added to the 5-year plan as year 1 is completed. Years 3, 4 and 5 will not normally receive as much attention, but will be adjusted as necessary to conform with the planning for years 2 and 6.

The responsibility for managing a program, thus carries with it not just day-to-day responsibilities, but planning, and adjustments to plans, based on an assessment of the effectiveness of the program in its current form. The day-to-day management of the current portion of a program involves control of the use of personnel and financial resources allotted to the program to ensure progress toward objectives in the most efficient way.

Priorities

In order to determine how the resources of the Department will be used, it is necessary to determine the relative importance of departmental objectives.

It is then necessary to examine a particular activity, for example, Information, and determine the relative importance the portions of that activity carried out in the several geographic regions, and to determine what proportion of the resources available for work will be allotted to each Region. The Regional Director will in dialogue with the Director of the information activity then further assess priorities within his region and develop priorities for approval allotting information resources to posts. It should be made clear that resources in this context include money, materiel, and personnel. Thus the priorities approved by Senior Management determine the relative emphasis of activities both functionally and geographically, and provide considerable guidance within which managers can direct their particular activities.

Responsibility Centres

The responsibility centre is a unit of the organization, the manager of which is accountable for the management of all, or part, of one or more programs. Such managers will usually have the full authority to execute the

activities for which they are accountable, subject to:

- (a) existing policy;
- (b) approval of plans;
- (c) allocation of resources;
- (d) changing circumstances.

Line, Functional and Staff Relationships

The organization of the Department of External Affairs, because of the tremendous breadth of subject matter included in its span of attention, required a complex mix of generalist and specialist positions which necessitate a line authority structure, supplemented by a functional authority structure, and the advisory assistance of staff specialists.

It seems appropriate, therefore, to describe line, functional and staff relationships as the terminology is used in this report to ensure a common understanding.

————— Line Authority Relationships
----- Functional authority relationships

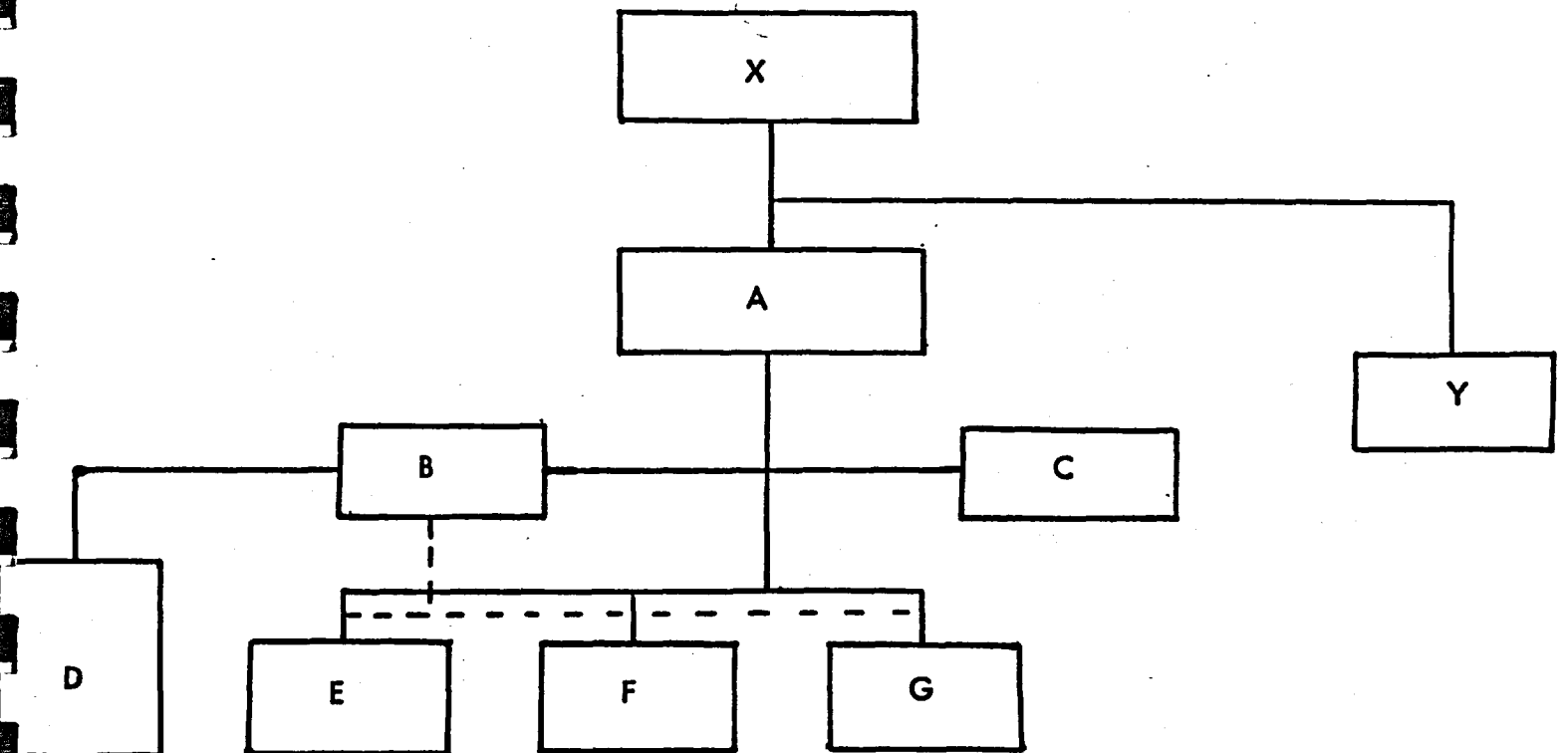


FIGURE 1 — Graphic Presentation of Relationships on the Organization Chart

Line Authority

In the organization chart at Figure 1, X is the senior line manager from which all authority in the organization is derived. X will assign responsibilities to A and Y and, at the same time, must delegate authority to A and Y so that they may direct the activities of their subordinates which are designed to discharge those responsibilities. X while assigning responsibility and delegating authority to act on his behalf with regard to those responsibilities, does not lessen his own responsibility; he does, however, reduce his workload to a manageable level and, in this regard, delegation is inevitable. It is only the degree of delegation which must be determined. The extent of delegation and the limitations placed on authority should be clear.

A is a line manager and is assigned responsibility and delegated authority with respect to all the activities of B, C, D, E, F and G. These activities, if very complex in nature, may require specialization in order to bring a high degree of expertise, or the detailed knowledge of current circumstances resulting from study of a particular aspect of the whole, to bear on the day-to-day problems.

Functional Authority

By exercising functional authority in the organization in regard to all political or economic policy, for example, and its application to specific problems, can reduce the load of line manager A and of his superior X, by ensuring the proper and consistent application of approved policy and the development of new policy with respect to his special area of responsibility. B as a functional authority derives his authority from A, and ultimately from X. B exercises functional authority in his own name over E, F and G because that authority has been delegated by X to A, and by A to B. It is important that such delegation of functional authority be made clear to E, F and G as well as to B. It is also important to recognize in this relationship that E, F and G have the option of appeal to A in regard to direction

from B. While this right of appeal exists, it should usually be the exception because of the special expertise of B in interpreting the application of policy in regard to his function and the fact that this policy has been approved by X. B, in this case, has a line management relationship with D and is, therefore, responsible for all the activities carried out by D.

Staff Relationship (Advisory)

C is a staff officer in this organization; he is advisory and may provide advice or recommendations to any of the incumbents of positions shown including X and Y in regard to his assigned responsibilities, and depending on his terms of reference. B could also have a staff relationship to X and/or Y with regard to his specialty and could also exercise functional authority with respect to Y if such authority were delegated through A to B by X. Conversely, Y could be delegated functional authority, with respect to his special areas of responsibility, over E, F and G, or alternately have a staff relationship and provide advice or make recommendations to E, F and G.

Summary

The degree to which functional authority relationships are necessary in the Department inevitably results in a very complex authority structure. Thus, the clear and precise definition of line, functional and staff relationships, both in principle and in practice, while always very important is of particular importance in such a complex structure.

It is also important to note that the organization chart indicates where line relationships exist but does not indicate the degree of responsibility and authority. The organization chart often does not indicate functional relationships and provides only the suggestion that staff relationships exist. Thus the chart normally provides

the scalar structure only and the position guides are essential to the description of the relationships within the organization.

THE PRESENT ORGANIZATION

ROLE OF THE DEPARTMENT

The statutory role of the Department of External Affairs is to be found in the Department of External Affairs Act (R.S., 1952), in paragraphs 4 and 5. This role involves the following:

- (a) the conduct of all official communications between the Government of Canada and the Government of any other country in connection with the external affairs of Canada;
- (b) the management of international or intercolonial negotiations so far as they appertain to the Government of Canada;
- (c) the administration of all matters relating to the foreign consular service;
- (d) such other duties as may be assigned to the Department by order of the Governor in Council in relation to such external affairs.

One such other duty assigned in P.C. 472 approved 5 February 1947, was the coordination of Government Information Services Abroad. Another is to be found in P.C. 8168 dated 9 September 1942 concerning the role of the department relative to the CBC International Service.

The conduct of official communications involves a large coordination function, and brings the officials of the Department of External Affairs in contact with all government departments. This coordinating role brings most

officers in the Department of External Affairs in contact with the senior officers of other government departments in their day-to-day activities, and is an important factor in the consideration of the classification of positions in the Department of External Affairs. The same relative relationships are true abroad.

The role of managing international negotiations also requires the Department of External Affairs to take the initiative in developing policy proposals, and requires to a large degree coordination with other government departments to establish a Canadian position.

In missions abroad the Head of the Mission as the representative of the Government has an overriding function of coordinating work of all government departments, a function which has received greater acceptance, and greater stress in recent years.

GROWTH OF THE DEPARTMENT

The Department of External Affairs was created in 1909 having a complement at that time of one Under-Secretary and six clerks. In 1921, the Office of the High Commissioner in London was the first mission placed under the control of the Department. Further expansion was slow until the second world war. Expansion was very rapid from the end of the second world war onward, and by 1954, the departmental organization in Ottawa had a senior management group composed of the Under-Secretary, Associate Under-Secretary, four Assistant Under-Secretaries, and 17 Heads of Divisions. From 1954 to 1966 the senior management structure has remained basically the same, although the number of divisions has increased by 11 and the total number of personnel in the department has almost doubled.

MANAGEMENT PROBLEMS

The rapid growth of the Department has resulted in commitments exceeding resources, particularly because of the need to staff new missions abroad. The large increase in the number of missions abroad has led to a substantially expanded flow of information to Ottawa, and to a greater emphasis on requirements for senior management in Ottawa to plan, direct and coordinate the activities of their missions abroad. External Affairs' responsibilities have been made increasingly difficult by the rapidly growing complexity of relationships and subject matter within the department, within the Canadian Government, and within the international sphere generally.

In 1963, the Department recognized that the development of its administrative organization had lagged behind the expansion of its operation, and it initiated an administrative study by a management consulting firm. The resultant administrative improvements are a great credit to all those who participated in the study and in its implementation. However, full implementation is not yet complete, and some major undertakings, such as the property management program, are just now well started.

Some further adjustments in the Administrative Organization are now required, however, as a result of:

- (a) changes in government policy, primarily in the areas of financial management, and personnel administration;
- (b) experience of the Department itself both in implementing the Urwick Currie recommendations and in coping with increased administrative responsibilities;

SPECIAL RESPONSIBILITIES OF THE UNDER-SECRETARY

(DEMANDS ON HIS TIME)

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SEEING FOREIGN HEADS OF MISSION

SEEING REPRESENTATIVES FROM INT'L ORGN.

PRESIDENT OF THE CANADIAN CLUB

MAKING SPEECHES

MEMBER OF NATIONAL FILM BOARD

(MEMBER) INTERDEPARTMENTAL COMM. ON BILINGUALISM

(MEMBER) INTERDEPARTMENTAL COMM. ON FED/PROV. RELATIONS

(MEMBER) INTERDEPARTMENTAL COMM. ON AID

ATTENDING CABINET COMM. ON EXTERNAL AFFAIRS & DEFENCE

(MEMBER) INTERDEPARTMENTAL COMM. ON UNIV. FINANCING

COMMITTEE ON CONSTITUTIONAL POLICY

ROLE OF A DEPUTY HEAD

1. SENIOR ADVISOR TO THE GOVERNMENT POLICY
2. ADJUDICATOR UNDER ONE OR MORE LAWS
 - CONSULAR
 - PASSPORT
3. MANAGER OF AN ORGANIZATION
 - PROMULGATION OF POLICY
 - SELECTION OF OFFICERS FOR TOP POSTS
 - COORDINATION OF ACTIVITIES
 - MAINTENANCE OF RELATIONS ACCORDING TO PROTOCOL AND/OR PRACTICE (RELATIONS BOTH OUTSIDE & INSIDE THE DEPT.)
4. SENIOR REQUISITIONING AUTHORITY FOR RESOURCES

PRIME MINISTER'S OFFICE AND CABINET

SECRETARY OF STATE FOR EXTERNAL AFFAIRS

UNDER SECRETARY OF STATE FOR EXTERNAL AFFAIRS

(CHAIRMAN) INTERDEPARTMENTAL POLICY COMM. (Security & Intelligence)

REQUESTS FROM ACADEMIC COMMUNITY

SEEING SR. OFFICIALS FROM FOREIGN GOV'TS

PANEL ON SENIOR APPTS. (MEMBER)

ATTENDING EXTERNAL AFFAIRS COMM.

CONSULTING WITH DEPUTY HEADS OF OTHER DEPARTMENTS

SEEING RETURNING & DEPARTING COM HEADS OF MISSION

REPRESENTATIONAL DUTIES

CONSULTATION WITH PRIVY COUNCIL OFFICE

DELEGATE TO INT'L CONFERENCES

INTERNATIONAL LAW COMMISSION (MEMBER)

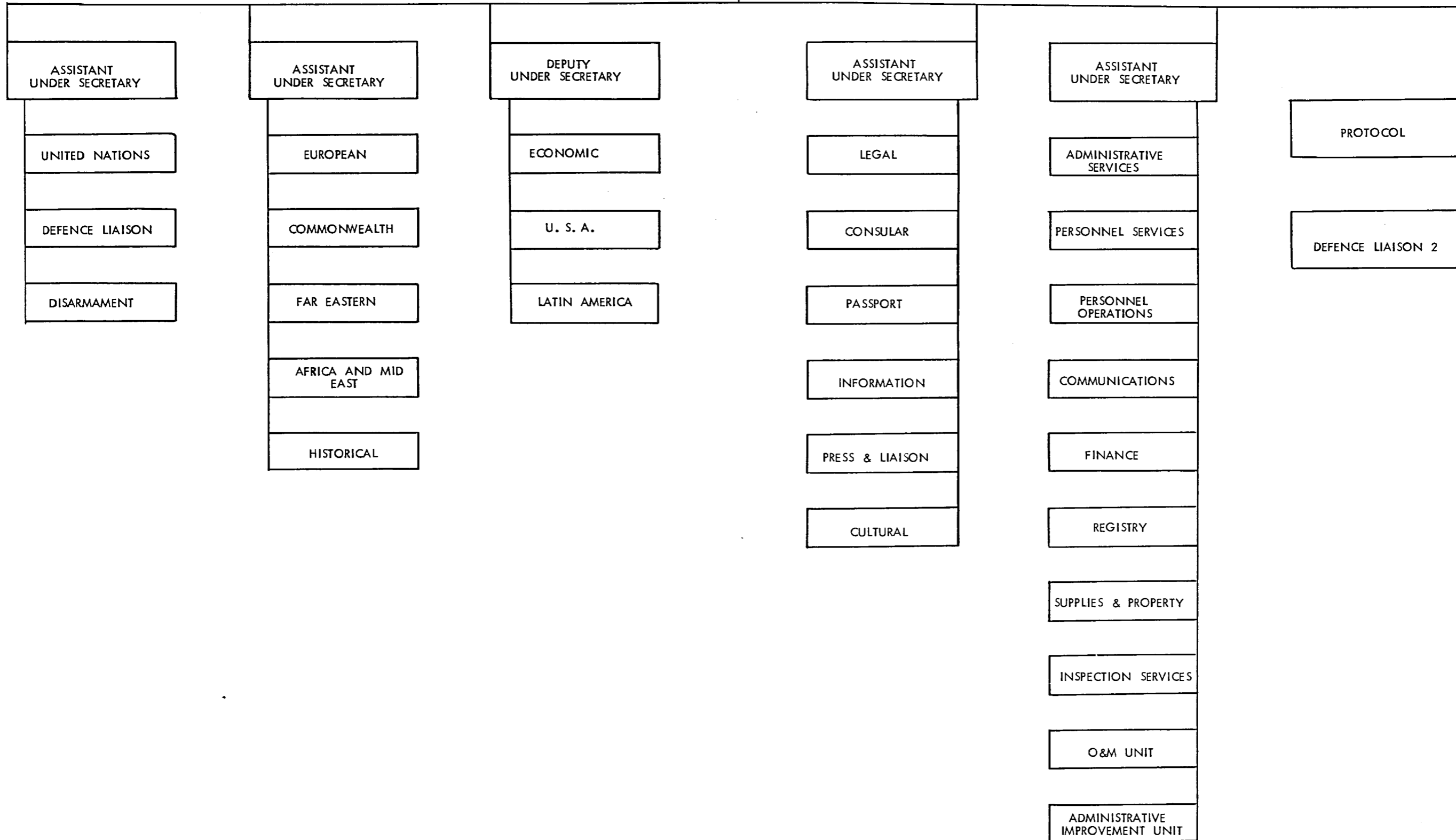
(MEMBER) SUBCOMMITTEE ON JUDICIAL AFFAIRS

DEPARTMENT OF EXTERNAL AFFAIRS

THE PRESENT ORGANIZATION

- 1966 -

UNDER SECRETARY



- (c) information collected in this present study not only at headquarters but abroad, a source not available to those conducting the previous administrative study.

The rapid growth of the Department since 1954 has seriously over-taxed the existing organizational structure of senior management which, while adequate twelve years ago, is now inundated with day-to-day information which pours into the Department, and by day-to-day problems which, in accordance with traditional practice, are dealt with at top management level.

The Under-Secretary, who with his minister forms the main link between his Department and the Government, has, in addition to the management of his Department, many other demands on his time in terms of responsibilities imposed upon him by reason of his position. Some of these responsibilities are shown at Exhibit I. The nature of these responsibilities is such that if he is to be able to delegate any of them, it could only be to someone who stands out clearly by prestige and authority as being closely associated with him.

Planning which could be in earlier times done on the basis of reaching a verbal understanding with which all were familiar, now, because of the communication problem of ensuring that objectives and priorities are clear at all levels, requires the more formal approach befitting a larger organization.

Communication in the broad sense is handicapped by:

- (a) the inadequate means of communicating decisions taken by top management to those who are to carry them out;
- (b) the dispersal of the divisions in a number of buildings in Ottawa;

- (c) inadequate procedures for processing the flow of formal communications;
- (d) insufficient coordination of the inflow, storage and retrieval of all types of communications in the total departmental system.

The responsibility and authority relationships of the Department require a more specific delineation to ensure maximum coordination and minimum conflict in the organization structure.

Formal coordination is at present taking too much senior management time. This is particularly true in the case of coordination required of the Deputy Head in regard to day-to-day problems. The stress here on formal coordination should not indicate a failure to recognize the extreme importance of informal coordination where this is possible. The requirement to reconcile various points of view, both within the Department and interdepartmentally, constitutes such a large portion of the workload, that a failure to make maximum use of the telephone and "face to face" discussion would result in the creation of written communications in unmanageable proportions, and would make the reaction time very much longer than at present. However, the present organization structure does not allow adequate delegation of authority to coordinate and resolve conflicting points of view below the Under-Secretary level.

The Department does not have a clearly defined line management structure to coordinate relationships with, and provide direction and guidance to, its missions abroad. This deficiency causes considerable difficulty to missions in the form of uncoordinated and conflicting demands and direction. Development

of an effective line organization is consistent with the requirements of the present government philosophy of program budgeting, in that there must be a managerial framework on which to place levels of accountability and authority.

One of the causes of the seriously high level of workload imposed on Senior Management is the failure of the organization both to provide enough senior officers at a Branch Director level, and to delegate to these officers much of the day-to-day work which is now handled by Senior Management. Delegation, however, requires guidelines within which the officer can act, in order to ensure effective broad control by Senior Management. These guidelines would normally be in the form of approved objectives, programs and priorities, and do not yet exist because of the limited extent to which formal planning is now carried on.

In summary the management problems indicate the following deficiencies in the present organization:

1. The division of responsibility and authority among the Divisions in the department is not clearly defined;
2. The present basis for delineation of responsibility does not promote clarity, e.g., it often involves a judgement of the degree of interest of subject matter to a particular group;
3. There is a fragmentation of like work into more than one group, e.g. geographic divisions report to two assistant under-secretaries;
4. Senior managers often do not have a complete world wide view of a whole function;
5. The fragmentation of functions results in a requirement for additional coordination by managers, a great deal of

- which can only be done at the Under-Secretary level;
6. There is no adequate formal means of communication of top management policy and planning decisions to those in the department who require this guidance;
 7. There is insufficient planning and personal staff to support the Under-Secretary;
 8. There is insufficient research support for those engaged in the substantive work of the department;
 9. The branch level of management is missing in the organization, thus intensifying the load on existing senior management;
 10. Inadequate communication generally within the organization, e.g. a headquarters in many buildings; inadequate registry system; inadequate techniques for storage and retrieval of reference information;
 11. Finally, the existing organization does not provide an adequate system by which senior management may assess, and evaluate program results to ensure that events conform with plans and that overall departmental objectives are being attained.

THE ORGANIZATION PROPOSAL

GENERAL

Much has been written about the relative merits of the "generalist" and the "specialist" in foreign affairs, and during the course of this study members of the department have expressed their feelings with supporting reasons. Discussion of the "generalist" versus "specialist" concept logically leads to discussion of the delineation of the division of responsibilities, between the geographical and specialized functional groups in the organization.

In the Plowden Report² consideration is given to the proper relationship between the geographical and specialized functional groups, in particular the economic relations group. The report states that "these geographical departments should be responsible for the whole range of our relations with the countries in their parish"³. In describing the function of the economic relations group the Plowden Report states "it will still be necessary for the Foreign and Commonwealth Relations Offices to have economic departments to deal with economic matters that cannot be handled bilaterally or regionally, but have to be treated on a multilateral or commodity basis. Such departments can also usefully act as a clearing house for economic information, give advice to geographical departments, and thus help to ensure that what we do in one part of the world makes sense in relation to what is being done elsewhere."⁴

2 The report of the Committee on Representational Services Overseas appointed by the Prime Minister (UK) under the chairmanship of Lord Plowden 1962-63, Miscellaneous No. 5 (1964), (Her Majesty's Stationery Office, Comnd 2276, Feb. 1964), pp. 52-54. (An extract is included at Appendix A of this report).

3. Plowden op. cit. p. 53, para. 209.

4 Plowden op. cit. p. 53, para. 211.

Lord Plowden's comments on the relationship of the geographic and economic functional groups provide a valuable basis for clarification of the division of responsibilities, and this basic division which would reduce the current fragmentation of the duties in the geographic "parish", would go some way toward reducing the problems of coordination at present existing in the Department.

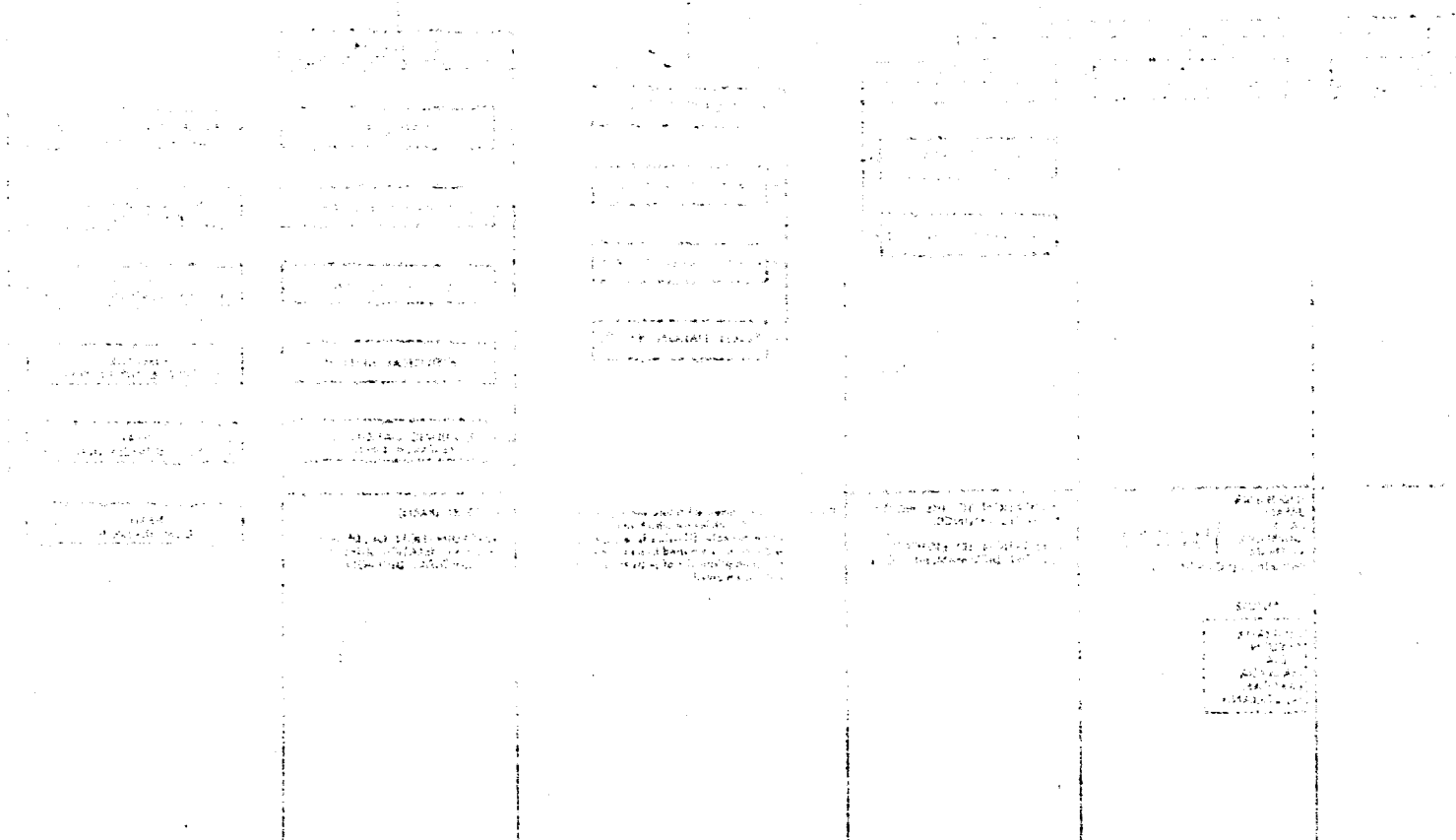
THE PREMISE

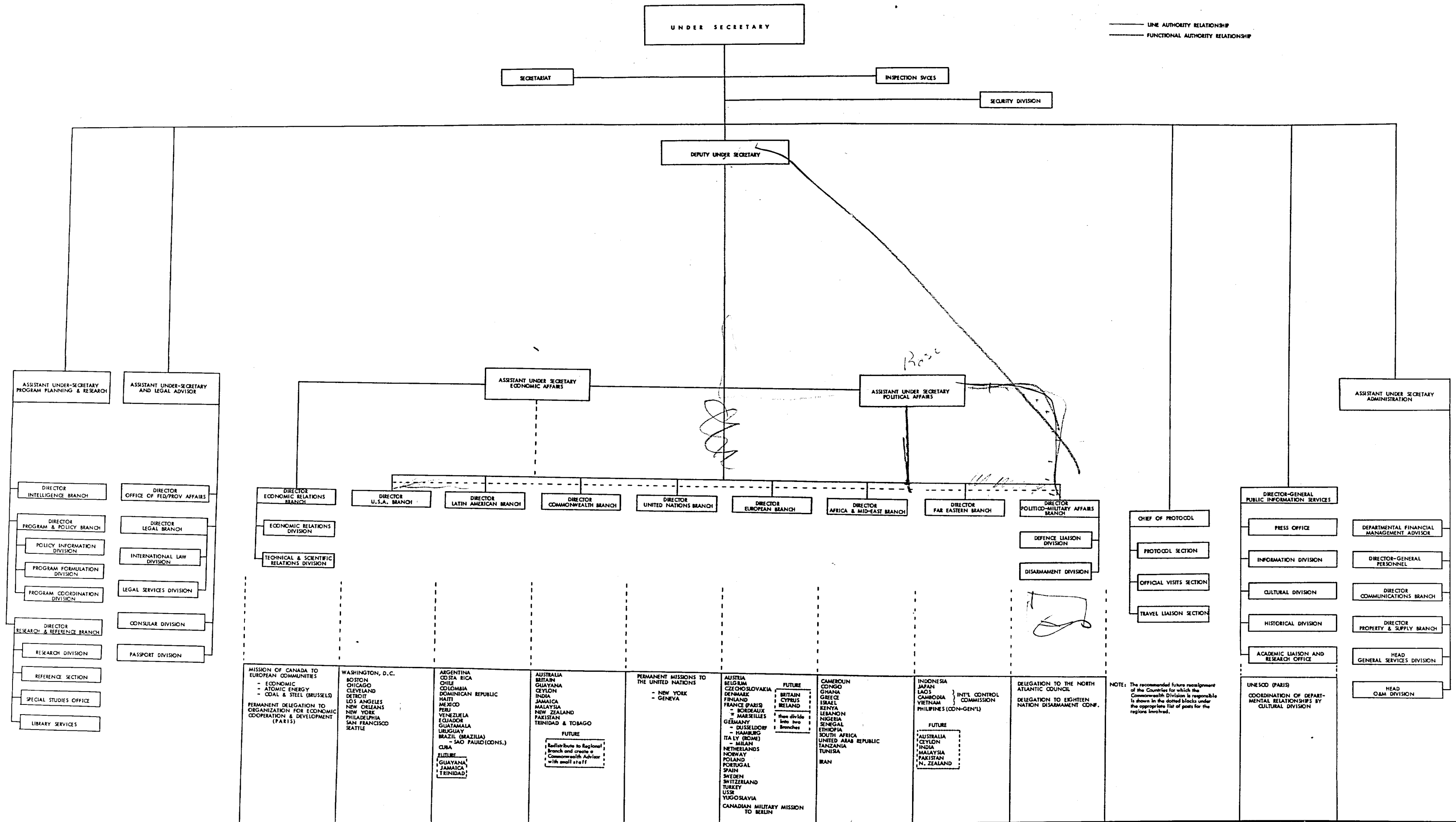
From the analysis of the existing organization and its problems, along with a study of concepts suggested by Lord Plowden, the writings of other British and American international personalities, and discussions with Canadians both presently and previously engaged in the work of External Affairs, the following organizational premise emerges.

- The Headquarters organization of the Department of External Affairs should be altered and expanded so as to lessen the burden imposed on the Under-Secretary, provide greater staff support for Senior Management, improve the coordination of the activities of Divisions, permit greater policy direction to be given to Divisions and an improved system of evaluating the results of the programs they manage. There should be a degree of shift of responsibility and authority from the functional to the geographic divisions with clarification of responsibility for both. Staff support should be introduced for research and program planning, and the new organization should have sufficient flexibility to allow the acceptance of new or altered commitments in the future with minimum disruption to existing activities.▪

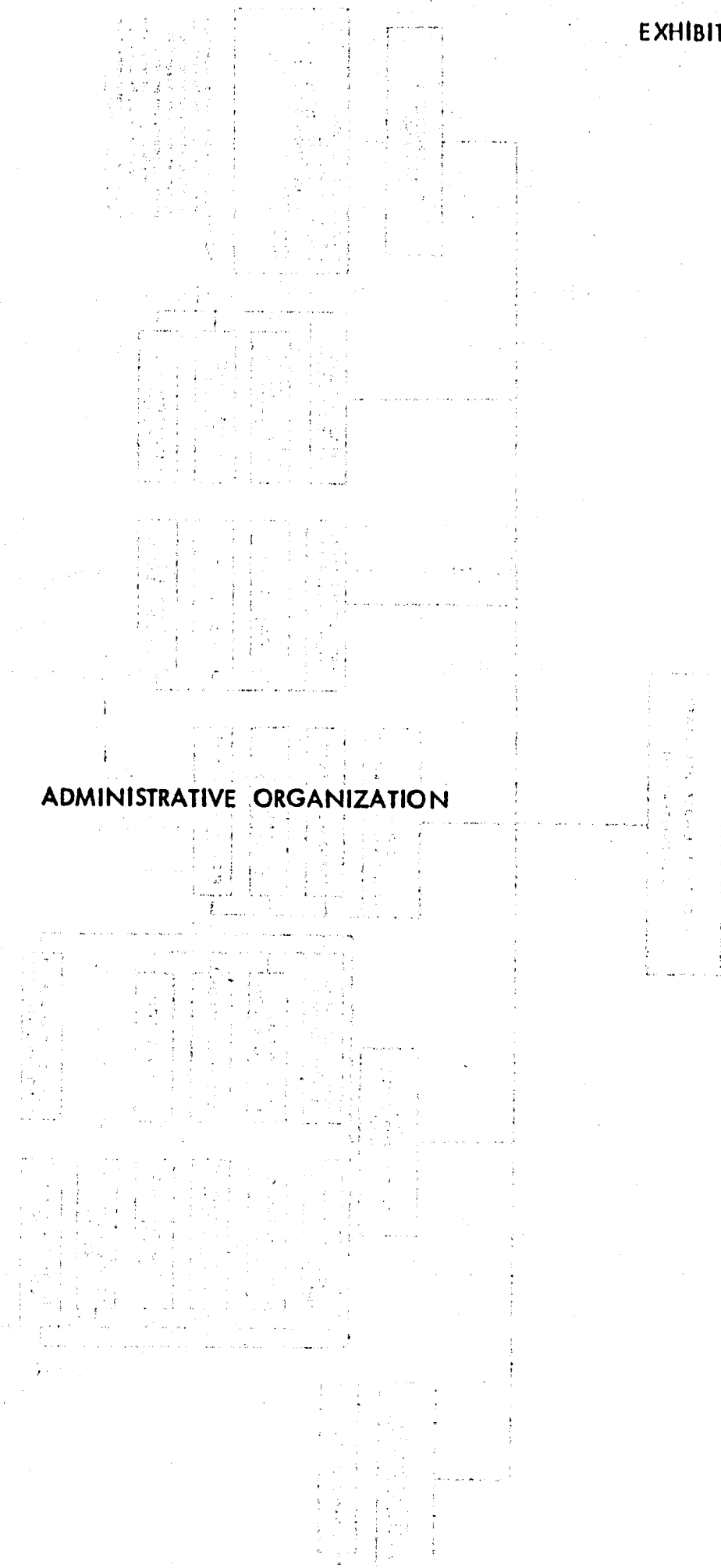
PROPOSED ORGANIZATION

DEPARTMENT OF EXTERNAL AFFAIRS

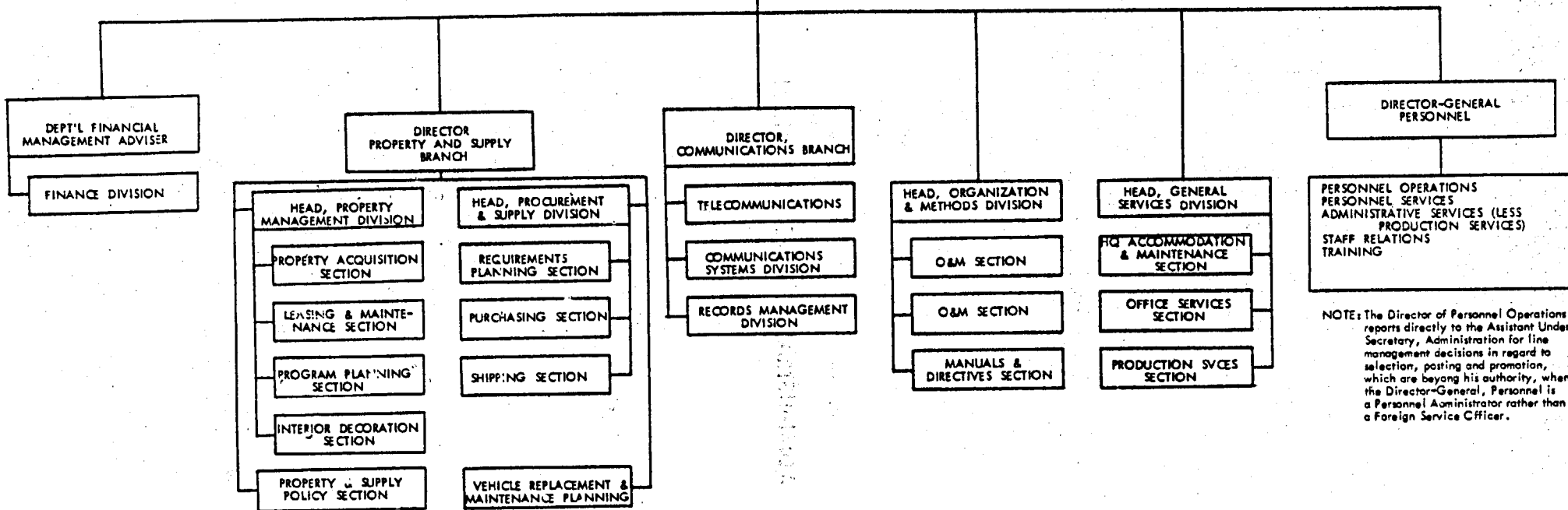




ADMINISTRATIVE ORGANIZATION



ASSISTANT UNDER SECRETARY
ADMINISTRATION



NOTE: The Director of Personnel Operations reports directly to the Assistant Under Secretary, Administration for line management decisions in regard to selection, posting and promotion, which are beyond his authority, when the Director-General, Personnel is a Personnel Administrator rather than a Foreign Service Officer.

R E C O M M E N D A T I O N S

In order to set out the main elements of the proposal in concise form, charts of the proposed organization and a list of the main recommendations are provided in this section.

It is recommended that:

1. The Deputy Under-Secretary, with two Assistant Under-Secretaries to assist him, be given responsibility and corresponding authority for the management of the functions assigned to the following existing divisions:

European,
African and Mid-East,
U.S.A.,
Far Eastern,
Latin American,
Commonwealth,
Economic,
United Nations,
Defence Liaison 1, and
Disarmament.

2. The geographic divisions be given Branch status and *given more responsibility* made responsible for all activities in their regions (except direction of special missions and relations with multilateral organizations.)

3. The existing functional divisions be re-grouped with Economic Division forming an Economic Relations Branch, the U.N. Division forming a United Nations Branch, and the Defence Liaison 1 and Disarmament Divisions forming a Politico-Military Branch. The Economic Relations Branch should report to the Assistant Under-Secretary Economic Affairs, and the other two branches should report to the Deputy Under-Secretary.

4. The Assistant Under Secretaries for Economic and Political Affairs exercise functional authority over all branches reporting to the Deputy Under-Secretary.

5. An Assistant Under-Secretary reporting to the Under-Secretary be given responsibility for Program Planning and Research, with the following groups reporting to him:
 - Intelligence Branch; (from Defence Liaison 2)
 - Program and Policy Branch;
 - Research and Reference Branch; (including the Library).

6. The meetings of the Under-Secretary, the Deputy and the Assistant Under-Secretaries be formalized into a senior planning committee and a senior management committee, with varying participation as appropriate; records be kept and follow-up action taken; and to meet these and other purposes a Secretariat be established for the Office of the Under-Secretary.

7. A Public Information Services Branch with a Director General in charge be established to include the following groups:
 - Press Office;
 - Information Division;
 - Cultural Division;
 - Historical Division; and
 - Academic Liaison and Research Office.

8. The Assistant Under-Secretary and Legal Advisor provide general direction to the:
 - Legal Branch;
 - Office of Federal/Provincial Affairs;
 - Consular Division; and
 - Passport Division.
9. The administrative support of the Department be reorganized under the Assistant Under-Secretary, Administration, reporting to the Under-Secretary, as follows:
 - Financial Management Branch;
 - Personnel Branch;
 - Communications Branch;
 - Property and Supply Branch;
 - General Services Division; and
 - Organization and Methods Division.
10. The Inspection Service operate under broadened terms of reference and report directly to the Under-Secretary.
11. The Department continue to do everything within its power to ensure that the new External Affairs building be available at the earliest possible date, and that all those concerned make every effort to have included in the plans the most effective internal communications and other systems.
12. The Department should continue to strive to obtain adequate levels and numbers of administrative positions to meet the far reaching responsibilities of administration at home and abroad,

should make every effort to fill these positions with administrators of high calibre and broad experience, and provide a career structure for the administrative manager by making available to him the opportunity to compete for more of the Senior administrative positions in the Department.

I M P L E M E N T A T I O N

General

The implementation of an organization proposal requires considerable effort on the part of managers in a department. Once a decision has been reached by senior management on the new organizational structure to be adopted, and approved by the Treasury Board they should charge an officer of the Department with the development of an implementation plan which when approved by them he can follow up by:

- (a) obtaining the necessary establishment approval for new positions;
- (b) charging specific individuals with the responsibilities involved in filling the key positions; and
- (c) acquainting the whole department with the new concepts of operation and new organization being adopted.

It is extremely important that the responsibilities, authorities and relationships associated with all management appointments be clearly understood throughout a department, and that all have the same understanding. The provision of position guides is important in this respect in an organization proposal. The analyst who carries out a study can, on occasion, assist a department in developing its implementation plan, by discussing with the managers of groups newly formed, or those which have undergone change, the concepts and relations which should exist in the new organizational arrangement. This is intermittent assistance which can be provided on request. The analyst can be made available to assist the Departmental Officers in their discussions with Treasury Board staff in regard to a reorganization proposal, if desired.

The main burden of reorganization, however, must be borne by line managers since the decisions and the direction involved can only be provided by them.

Sequence

The implementation of an organization proposal will usually have a number of choices in regard to sequence one of which will facilitate the necessary actions more smoothly than the others. The analyst can suggest a sequence which from his point of view appears to be advantageous; however, line management may have to make adjustments to that sequence because of such circumstances as, projected moves of personnel, or selections of key personnel, factors which are not known to the analyst.

OBSERVATIONS AND CONCLUSIONS

In the course of this study it was determined that some of the problems within the department were, to some degree, associated with the interrelationships existing between the Department of External Affairs and other departments and agencies. It seems useful, therefore, to comment on some of these relationships as a basis for further thought and possibly for study at an appropriate future time.

The matter of External Aid policy and program administration involves a large responsibility and heavy workload both at home and abroad. Aid policy is an integral part of the foreign policy of the Canadian Government and, therefore, some of the initiative involved in its development lies with the Department of External Affairs. The External Aid Office on the other hand is the organization charged with the development, planning, and execution of aid programs, and at present it relies in large measure on the services of officers of the External Affairs Department, for its administrative capacity abroad. The coordination of policy and programs in Ottawa is largely achieved through the External Aid Board, which prepares recommendations for the Minister. As the resources expended in the aid programs increase toward the goal of one per cent of the gross national product, new strains will be put on the existing relationships and on the total organization structure involved in foreign aid policy development and administration. A study of the total organization specifically involved in the foreign aid function, would seem worthwhile in the near future.

Federal/Provincial relationships are of continually increasing importance in the day-to-day and long term decisions made in the Department. As a result, an Office of Federal/Provincial Affairs has been included in the proposed organization structure, reflecting the special duties recently assigned to the Head of Legal Division. Mention of that fact is made here only to indicate that there is no intention of infringement of the responsibilities in this field of other government departments, or of the Privy Council Office, but rather that the creation of the Office of Federal/Provincial Affairs is desirable as a means of ensuring a consistent and effective approach to those External Affairs matters which have a Federal/Provincial content.

During the course of this study there have been discussions in regard to the merits of common administrative services abroad, and also in regard to the possibility of one integrated Foreign Service abroad representing the interests and functions of all government departments. The Royal Commission on Government Organization recommended that, "At posts abroad, the Head of Post be made responsible for the supervision and coordination of all activities of civil departments and agencies of the Government of Canada".⁵

A great deal has been done by Heads of Post to comply with the intent of the recommendation above, although they have not been supplied with agreed terms of reference supported by all the departments involved. Such formal support for the somewhat delicate position of the Head of Mission would be helpful. A senior Head of Mission, during the study described his function in regard to other departments this way, "to coordinate, and be helpful whenever possible, while being vigilant not to interfere in their substantive work".

⁵ Glassco, Royal Commission on Government Organization, Vol. 4, p. 143.

An exception is of course the NATO mission, which is a completely integrated operation, where all departmental representatives work under the direction of the Head of Mission.

There are more common standards being developed interdepartmentally each year, applicable to the operation and administration of the activities of all government departments abroad. This trend seems to be bringing closer the day of a unified foreign service. One of the key requirements for further progress toward integration of Canadian activities, in the countries where Canada is represented is, in many cases, a greater degree of emphasis and prestige, in terms of level, training, resultant competence and resources, for the administrative portion of the organization at a post. When this has been accomplished it would then be proper to study the possibility of a unified foreign service.

The Department's responsibilities for economic relations includes that of taking the initiative in determining the Canadian position, in dialogue with other government departments and agencies. There appears to be at times a question of how this responsibility for coordination should properly be shared by the several departments involved. Consideration might be given to the value of studying and clarifying these relationships, particularly those between the departments of External Affairs, Trade and Commerce, and Finance. Care should be taken, if any attempts are made to define these relationships more clearly by means of an agreed definition, to ensure that insofar as possible the dialogue between these departments, in carrying out their work, remains as informal and effective as is practicable.

The Department has grown to the point where the means by which the Deputy Head exercises control has to be changed. Decisions by the Deputy Head must be made more in terms of planning and departmental policy so that a decision made by him will be applicable to many individual situations rather than one. The planning staff support proposed for the Deputy Head will make such an approach possible. With the advent of more formal planning, and the provision of more guidance to managers throughout the Department, a greater degree of delegation of authority should be possible, thus reducing the detailed workload imposed on senior management. In the Department of External Affairs there will always be questions which of necessity will be decided at the most senior level; however, it is essential to attempt to create conditions in the Department which reduce the number of such problems to a minimum.

PART II

I N T R O D U C T I O N

Part II contains the detailed development of the broad organization proposal presented in Part I.

This portion of the report is designed mainly for departmental use, both in obtaining the administrative approval for the changes to be made, and for assistance to those implementing the new organization.

It is important that interpretations of the detailed proposals in Part II be made within the context of the basic philosophy that the primary function of the Under-Secretary is to advise the government through his minister and the main effort of his Department is oriented toward supporting him in this role.

It is important to view the proposals made here as a concept developed in sufficient breadth to provide organization planning guidance to the Department for some years to come. New elements such as the planning function should be developed as the workload dictates; numbers can only be determined as experience provides the information necessary to assess workload.

This report is advisory to the management of the Department based on information gathered during the period the Department was studied. New conditions may necessitate adjustments in detail to the proposed structure. New Senior Officers with different special interests, expertise, and management style could also make desirable some adjustments.

The scheduling and sequence of implementation should be part of the implementation plan developed by the Department and will be closely related to the availability of the necessary personnel.

P L A N N I N G

The term "planning" in the Department means to various people:

- (a) the planning of policy development, including the long range reflective writings in regard to matters of future concern;
- (b) the planning of a new mission, including negotiations, and finally, the staffing and acquisition of the necessary facilities and material requirements;
- (c) the development of a posting plan;
- (d) the planning of the arrangements and subject matter for participation in the Commonwealth Prime Ministers' Conference or United Nations' General Assembly;
- (e) planning by an individual in regard to his posting abroad;
- (f) planning to provide sufficient staff in 5 years' time to cope with commitments.

Some of these plans are interdependent and in many cases can only be developed in their proper place in a sequence, e.g. the plan of the individual for his posting requires the information from the posting plan which must take into account the commitment to open a new mission. The new mission is the result of policy which has been developed and approved by the Cabinet. Thus, planning of a particular activity should take place in an orderly sequence starting with the development and approval of a foreign policy plan and leading through successive steps to the Treasury Board approval of resources, and the implementation of a course of action.

However, much of the short term policy planning is carried out without necessitating an immediate need for significant increases in resources.

Thus Planning in the Department can be considered in two categories:

- (a) in terms of policy planning in support of the Under Secretary's role as a Senior Advisor to his Minister, and the Government;
- (b) in terms of managerial planning related to the Under Secretary's role as the manager of an organization. Here, planning as the manager of an organization is mainly concerned with ensuring provision for the necessary infrastructure to meet future commitments.

Both policy planning and managerial planning have short term and long term aspects.

The Department plans short range courses of action in response to specific unforeseen circumstances. This involves the development of policy alternatives and recommendations in sufficient detail to indicate the short-range action involved. Such short-range planning is the day-to-day work of the Foreign Service Officer concerned with the substantive work of the Department. This work is carried out in an environment where the information input is subject to sudden change and the tempo is rapid. This category of planning, therefore, requires short lines of communication and, to a considerable degree, a rapid informal flow of information to ensure that the Under-Secretary and the Minister receive advice and can take timely action. This planning is done primarily in the functional and geographic divisions and constitutes a large portion of their day to day work.

Long-range planning can and should be more formal. It involves the broad plan for the Department for next year and the four years beyond. It clearly cannot be planned in great detail but should set out the broad objectives, priorities, and statements of the scope of activities from which the planning of the necessary infrastructure can be developed. This category of planning will, if well done, ensure the resources necessary to meet future commitments, and it is this formal planning in the long-range period that necessitates the staff proposed in the Program and Policy Branch.

One might say, "the Department is coping with events satisfactorily and is, in fact, a highly rated Foreign Service, so why the need to introduce a planning organization". There is certainly evidence to support the first part of this hypothetical quotation, for example, Sir William Hayter has referred to, "Canadians, who so brilliantly built up from nothing to one of the highest-powered Foreign Services in the modern world".⁶ However, in order to ensure the appropriate support for, and the orderly conduct of, the operations of the Department both of which are necessary to maintain this high standard, there is a basic need for formal planning, particularly because of the following:

- (a) Future resource requirements cannot be calculated unless there is an operational plan from which to develop an administrative plan;
- (b) The present size of the Department and projected future growth restrict the degree to which planning can be developed by the Under-Secretary and his Senior Managers without a planning staff. The Under-Secretary must have the staff support of a planning group to ensure the systematic development, and orderly presentation of plans for approval if he is not to be inundated with detail;
- (c) Clear-cut objectives and priorities are necessary to provide the guidance in planning courses of action, also to provide guidance to the line manager to make day-to-day decisions about matters for which he has been assigned responsibility. The Under-Secretary through this medium of

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Sir William Hayter, *Diplomacy of the Great Powers*,
(London: Hamish Hamilton, 1960) P. 65

planning can impose his policy on day-to-day decisions without personally considering the individual problems.

Such an approach to management is essential if the Department wishes to make possible sufficient delegation to reduce the daily workload of Senior Managers. This approach is even more important in the Department of External Affairs where there is a high frequency of unique situations which must be decided at the highest level;

- (d) Finally, the planning system being proposed here is an important element in the vital process of communicating top management policies throughout the Department, and in enlisting maximum participation in the development of future courses of action.

In the proposed organization, the detailed planning in respect to a particular activity would be done by the Branch responsible for the activity both in regard to developing the detail of policy alternatives and courses of action. There is, however, in a large complex organization a considerable amount of staff work required in order to facilitate the development of policy, the development of statements of objectives, priorities and scope of activities, and the operation of an orderly system by which activity plans are coordinated and proposals approved. It is, therefore, necessary to have the Program and Policy Branch to carry out this staff function.

The three main planning roles envisaged in this proposal for the Program and Policy Branch are as follows:

- (a) Policy Information - Staff assistance in the systematic presentation of proposals to the Senior Planning Committee, and the maintenance of an inventory of foreign policy decisions for reference;

- (b) Program Formulation - The development, for approval, of statements of the broad objectives, priorities and courses of action of the Department;
 - (c) Program Coordination - The development of alternative means of resolving the conflicts that arise:
 - (i) between the plans for various activities, and
 - (ii) between planning proposals for various activities and the statements of departmental objectives, programs, and priorities.
- The orderly presentation to the Senior Planning Committee of activity plans for approval;
 - The consolidation of all departmental planning into the five-year plan required for annual program review purposes by the Treasury Board. In the preparation of the annual program review, there would of necessity be considerable consultation and functional guidance from the Departmental Financial Management Adviser, who provides departmental liaison with the Treasury Board.

It would be appropriate, after the appointment of the Director of the Program and Policy Branch, to establish initially a small combined unit under his direction to discharge the combined responsibilities of the Policy Information Division and the Program Formulation Division as they are constituted in the proposed organization. Then, as activity plans are developed, a small Program Coordination Division could be established. The eventual size of this organization can only be determined by experience. While the numbers, initially at least, will be quite small, it is important that positions be established at an adequate level

to ensure the incumbents will have the broad experience and training necessary to work with minimum direction, and have the confidence of managers through the Department.

Policy planning studies are considered useful by the foreign affairs departments of some governments, and are undertaken to ensure that all the alternatives are put before the Minister and the Executive Body of the Government to assist them in their deliberations on the formulation of foreign policy. A Special Studies Office is proposed in the Research and Reference Branch to carry out policy planning research as one of its functions. Such studies "are designed to lead to broad practical conclusions"⁷ and would assist officers throughout the Department in the development of foreign policy alternatives. Where a long-range policy plan spans the responsibilities of a number of divisions or branches, the Special Studies Office would have the capability of gathering the information from those concerned and developing such a policy plan.

With a broad range of foreign policy decisions available, the Under-Secretary could direct his planners in the responsibility of identifying departmental objectives, and setting priorities. From these objectives would come the development of the definitions of scope of each of the activities within the Department's program, and priorities which would establish both the relative importance of activities in specific areas of the world, and would also indicate emphasis in relation to specific multilateral groupings.

The proposed planning staff would provide the support which the Under-Secretary and his Senior Management group require to set out the broad departmental plan within which the branches and divisions may do their detailed planning, with the assurance that they are all working toward the same goals.

⁷ Plowden op. cit. P. 55, Paragraph 219.

SENIOR MANAGEMENT AND PLANNING COMMITTEES

There is a need to formalize a committee structure to deal with Planning, and to deal with the management of major day-to-day problems in the Department. Currently a morning meeting is held by the Under-Secretary as a means of communicating important information to his senior officers and of developing a consensus and taking decisions on current urgent matters. There is no formal means of communicating decisions taken at these meetings, unless it is done by one of the senior officers present. This report proposes that the senior officer of the Secretariat for the Office of the Under-Secretary should be charged with the responsibility of recording both decisions requiring actions, and policy decisions taken at the morning meeting of the Under-Secretary, and that the senior officers regularly attending this morning meeting constitute in the terminology of this report, the Senior Management Committee.

The Senior Planning Committee, should also be a committee of the senior officers of the Department, however, its agenda should be restricted to planning items. The agenda of the Senior Planning Committee should reflect the systematic development of program and policy proposals in the Department, and their orderly presentation to the Committee for discussion and approval as a result of effective staff work by the Program and Policy Branch. The senior member of the Secretariat for the Office of the Under-Secretary should also act as Secretary to this Committee.

R E S E A R C H

In an organization based on a rotational and generalist personnel pattern, the depth of knowledge, in any particular area of the endeavour, is inevitably limited. It is, therefore, logical to provide specialist support in specific areas of importance, which the generalist may call on as required, to provide additional background information and advice.

One main area of useful research is that of accumulating and being able to provide, about countries in which we have an interest, historical, geographical and sociological information which is significant in the analysis of current political and economic activities. An inventory of these kinds of information classified and stored in such a way that pertinent excerpts can be provided quickly to the generalist in convenient form, would seem to be a necessary kind of specialist support. This activity is carried out in the Foreign Office of the United Kingdom. Officials with whom the subject was discussed considered it an indispensable service. The Foreign Office used specially recruited Research Assistants, Foreign Service Officers who have special qualifications, and academics on contract, to staff their Research Department.

There is another requirement, expressed by Foreign Service Officers, for a support service which can be termed "reference". Such a service would involve maintaining an inventory of day-to-day actions and decisions classified and stored so that information from the inventory could be provided quickly, and in a convenient form.

There is a requirement to research subjects which have an important bearing on policy development and program evaluation. Such work might properly be carried out in the Special Studies Office. This Office should also be geared to

provide stenographic and office facilities suitable for senior departmental officers to whom, on occasion, the Under-Secretary may assign special studies. Such senior officers might be so employed between postings or on special duty after an extended period abroad, to allow them to refresh their knowledge of current Canadian conditions and thought processes.

Finally, a study should be made of library requirements and organization, and the library, under the direction of a professionally qualified librarian, should operate as part of the Research Branch. The library performs a logistics function of providing periodicals and reference material abroad in addition to its reference function. The Chief Librarian position should be established at a sufficiently senior level to allow substantial delegation of financial authority, the annual expenditure of the library being nearly a quarter of a million dollars annually.

INTELLIGENCE AND SECURITY

The intelligence function is one of providing research support of a highly specialized and sensitive nature, to the regional and functional officers of the Department. Those charged with the intelligence function carry a unique and heavy responsibility.

The research support orientation of the intelligence function makes it logically part of the Program Planning and Research group in the Department. The inclusion of the intelligence function in this group, in large measure, should make possible an important contribution by the Assistant Under-Secretary, Program Planning and Research to crisis assessment in the Senior Management Committee.

Security has been taken out of Defence Liaison (2) in the proposed organization since its only real connection with intelligence is its dependence on outside sources for security intelligence. Security under the present organization makes extra demands on the Head of DL(2) who has a heavy and exacting workload in dealing with the intelligence function. With the separation of the two functions, the Director of Intelligence will have his workload reduced to a more manageable level, and will be able to concentrate solely on the intelligence activities and on the intricate inter-departmental and international relationships involved.

THE SECRETARIAT FOR THE OFFICE OF THE UNDER-SECRETARY

There should be three officer positions in the Secretariat for the Office of the Under-Secretary. One arrangement of duties for a three-officer Secretariat would be:

- (a) the senior member, a middle grade officer, to carry out day-to-day, hour-to-hour personal liaison and immediate assistance to the Under-Secretary; supported by
- (b) a junior officer who could gather information, and carry out detailed duties under supervision; and
- (c) a second middle grade officer to undertake special tasks and prepare reflective papers on subjects of particular current concern to the Under-Secretary.

These officers would be in very close contact with their External Affairs counterparts in the Minister's office.

The senior member of the Secretariat of the Office of the Under-Secretary should serve as Secretary to the Senior Planning Committee and the Senior Management Committee. He should record all decisions, whether they enunciate new policies or involve implementation of action on policies of long standing, and he should make these decisions known to the divisions and officers concerned. He would have a follow-up function in regard to those decisions requiring action so that he could report results to any member of the Senior Management and Senior Planning Committees on request. He also would be responsible for the operations centre, to see that facilities and personnel were available when required, and for the general functioning and improvement of these facilities as circumstances demanded.

PUBLIC INFORMATION SERVICE

An intensive study of the Information and Press activities of the Department has been made by a senior departmental officer. That study recommends the grouping of the Press Office, Information Division, and Cultural Affairs Divisions. The Historical Division is also involved in providing information to the public, both through the production of State Papers and by allowing scholars access to historical information.

There has been evidence of a lack of understanding in recent years between the Department of External Affairs and the academic community. A recent study by Mr. L.A.D. Stephens, who also did the Information Study in the department, suggests an Academic Liaison function be established, and that academics do research for the department from time to time on a contract basis.

This report endorses the concepts and proposals in the studies by Mr. Stephens and recommends an organization which, when implemented, will allow their development. The academic liaison function is new and is discussed here to suggest that the levels of contacts may demand a good deal of time of the Director-General of the Branch. The extent to which this workload develops, and the resultant time demands may necessitate employing a senior officer as Director of the Academic Liaison and Research Office. Such an appointment would relieve the Director-General of a considerable amount of this work and would allow sufficient time for him to manage the Branch. Adjustments could be made when the function develops and the necessary experience is available.

From time to time members of the House of Commons and the Senate request information from the Department. It would be sound practice for such requests to go to the Director-General of the Public Information Service and to be properly routed

in the Department from there. This function should be assigned to an individual in the Director-General's office on a full-time basis if the workload warrants it.

COORDINATION OF ACTIVITIES

The Department of External Affairs has almost doubled in size in terms of numbers since 1954, while the senior management structure has remained basically the same. The workload of the Under-Secretary has become extremely heavy, and while this state of affairs creates considerable pressures on the incumbent, it has also serious effects on the organization.

The Under-Secretary's role, as that of other Deputy Ministers, can be considered under four titles⁸:

- (a) as a senior advisor to the government on policy;
- (b) as an adjudicator under one or more laws;
- (c) as a manager of an organization;
- (d) as the senior requisitioning authority for resources.

Planning is well recognized as a primary function of the manager of an organization. The extent of the Under-Secretary's current workload and the lack of a planning staff limits severely formal planning in the Department in terms of a master plan and the departmental policy within which detailed planning can confidently be carried out at the lower levels.

In order to reduce this managerial load, it is proposed that those branches which have the greatest degree of interrelations in regard to the political and economic work of the Department be combined into one group rather than the three which presently exist, in order to:

⁸ The Analysis of Organization in the Government of Canada (Queen's Printer and Controller of Stationery, Ottawa, Canada, 1964) P. 24.

- (a) reduce the degree of coordination and participation in development of alternatives by the Under-Secretary;
- (b) allow a greater degree of coordination by setting up formal channels of horizontal communication more nearly along the lines of those which have been developed informally;
- (c) provide a world-wide overview for the Deputy Under-Secretary;
- (d) provide a world-wide overview of the political and economic functions for the two Assistant Under-Secretaries with the opportunity for broad coordination, and consistent application of functional policy through the use of functional authority.

It is essential to keep the Under-Secretary adequately and promptly informed both through his involvement in decision-making and by using the most effective briefing techniques currently available, in order that he can effectively advise his Minister.

It would be quite logical with the line and functional authority proposed for the Assistant Under-Secretaries charged with the economic and political functions to deal directly with the Under-Secretary on functional matters as appropriate, while keeping the Deputy Under-Secretary informed. This relationship would further ensure the flow of important information to the Under-Secretary.

The following principles are considered appropriate to the organization of the branches reporting to the Deputy Under-Secretary:

- (a) A regional line structure is necessary to plan and direct the activities of the bilateral missions;

- (b) A line relationship through the United Nations Branch is necessary to plan and direct the activities of the UN missions;
- (c) A line relationship through the Assistant Secretary, Economic Affairs is desirable to plan and direct functional policy development in the Economic Relations Branch and the planning and direction of activities in its functional missions;
- (d) The functional Assistant Under-Secretaries exercise functional authority over Regional Branches, the UN Branch, Politico-Military Affairs Branch, and the Cultural Division;
- (e) Interdepartmental liaison should be on a functional basis.

With the Deputy Under-Secretary operating as a manager between the levels of the Under-Secretary and the regional and functional branches and having the advantage of a wide overview of day-to-day activities on a global scale, it will be possible for the Under-Secretary to delegate to him substantial authority to make decisions within the existing policy framework. Such a senior manager could accept also the responsibility of providing formal coordination necessary to develop feasible alternatives in the face of conflicting proposals and to present them to the Under-Secretary for decision, rather than involving the Under-Secretary in a detailed process of developing the alternatives.

REGIONAL BRANCHES

A strong Regional Branch, which is responsible for the whole range of bilateral relations in its geographic area can go a long way toward reducing the requirement for Senior Management to become involved in the day-to-day activities of the missions. A Regional Director who has had experience as a head of mission would make full use of the expertise available to him in specialist divisions, and would coordinate and supervise the activities of, and the relationships with, the missions in that region. Within the regional guidelines setting forth objectives, courses of action and priorities, the Director would exercise primary responsibility for day-to-day operations in his region and would be delegated substantial authority to exercise control over them.

The Regional Branch would require a full-time Assistant Director whose main roles would be planning, and assistance to his Director in the coordination of the relationships of functional and administrative groups with the missions. The country groups in the branch should report directly to the Director rather than through the Assistant Director.

The Regional Branch would not concern itself with day-to-day administrative detail but would be interested in administrative limitations on its activities, and serious administrative difficulties that were the subject of complaints by the missions in that region.

Because of the existence of the Commonwealth Division, the geographic divisions as they now exist are not all organized on a regional basis. In addition they involve quite different workloads and responsibilities for the Head of Division because of the varying number and relative importance of the countries involved in each case.

The precedent has been set in the African and Mid-East Division for including Commonwealth and non-Commonwealth countries on a purely geographic basis. It would seem quite sound to follow this pattern through to its logical conclusion and put the balance of the countries dealt with by the Commonwealth Division into the other existing geographic regional groupings. Also, the European Division should then be split into Eastern and Western European groups. The result would be six Regional Branches which would have approximately thirteen or fourteen countries each.

The Head of the Commonwealth grouping should remain as a Commonwealth Advisor with a small staff to coordinate and advise Regional Branches in regard to Commonwealth matters.

ECONOMIC RELATIONS AND UNITED NATIONS BRANCHES

The responsibilities of the Regional Branches, in this proposal, are defined as including all bilateral matters concerning the countries within their regions. This definition of responsibility will help to reduce the peripheral responsibilities of the Economic Relations Division. The Economic Relations Division can and should provide specialist support for Regional activities. Such an arrangement would allow the Economic Relations Division to concentrate on the area of its main concern, that of developing the material for dialogue with multilateral economic organizations, and of acting as a clearing house for economic information from which the Department can ensure its consistent treatment of all economic matters.

This Division has an important function of coordinating, with other government departments, the development of the Canadian position on international economic matters requiring Canadian action.

The Division must have the major responsibility for digesting the most significant economic information coming into the Department, and providing an overview of economic relations which makes possible the identification of any important inconsistencies in the Department's treatment of economic matters. With this information, the Division is well equipped to provide functional guidance throughout the department, and it provides the necessary information and support to the Assistant Under-Secretary for Economic Affairs who exercises functional authority over the whole organization which reports to the Deputy Under-Secretary.

There is a functional responsibility question involving United Nations economic matters, including the Economic and Social Council and the associated specialized agencies, which cannot be studied adequately as part of the current

project. This question revolves around whether or not the economic policy associated with ECOSOC should be the responsibility of the United Nations Branch, or whether policy on United Nations economic matters should remain with the Economic Relations Division, because of the multilateral agencies involved, and their importance in the total economic picture.

The breadth of this study permitted only a limited examination of the subject. The information available was not such that a recommendation for change in the present arrangements is warranted at this time, particularly since this proposal gives the Assistant Under Secretary, Economic Affairs functional authority over the UN Branch. However, further assignments of responsibilities in regard to ECOSOC and the specialized agencies should not be made to the Economic Relations Division unless:

- (a) the expertise of this division is essential to the execution of the work involved; or
- (b) the assignment of the responsibility to the Economic Relations Division is essential, in order to provide a total economic picture there.

As is the case with the political content in the Department's work, the economic "thread" runs through nearly all of the activities of the Department. If the economic relations work is to be carried out most effectively, those charged with that work must be allowed to concentrate their efforts on the substantive portion of it and have the peripheral assignments handled elsewhere, with benefit of their functional guidance.

Following adoption of the organization structure recommended in this report, the Department might wish to give further consideration to the allocation of the responsibilities for ECOSOC and the Specialized Agency matters between the United Nations Division and the Economic Relations Division.

TECHNICAL AND SCIENTIFIC DIVISION

While scientific dialogue is to a large extent non-political, and, therefore, has over the years more easily bridged political and ideological boundaries than dialogues based on most other subject matter, science and modern technology are so much a significant part of the present day economic picture that more and more consideration is being given to these matters by all levels of government.

There are two categories of scientific reporting:

- (a) Pure scientific information which is not of direct concern to the Department, but is of interest to the Scientist in NRC, DRB, or a government department or other agency.
- (b) Scientific matters which have an economic or commercial impact. Assimilation of this information by the Department and in turn other departments and agencies, such as the Economic Council and Science Secretariat is necessary in order to produce a whole economic/commercial picture. Some scientific matters in this category can also have a political significance.

It would be logical for a scientific attaché to pass the first category of information directly to scientific agencies at home. The second category should, however, be part of the economic picture developed at the mission abroad, and be reported by channelling it through the Technical and Scientific Division in the Department.

The Department has a responsibility to communicate on behalf of the Government of Canada in regard to scientific and technological matters, as it

has for other subject matter. This function is at present the responsibility of a section in the Economic Division.

The growth of technical and scientific communications as a part of international relations, both up to the present time and projected, warrants the expansion of the existing section to divisional status.

The technological and scientific reporting and liaison function abroad would seem to require an approach very similar to, and close association with, the political and economic work of a mission. If such a philosophy of approach is valid, those engaged in this work in the post abroad must be an integral part of the Departmental group, as is the case in the Department at home. Such a relationship would be possible if scientists were selected for work as attachés, from the total body of government scientific employees, and seconded to the Department for a given period, after which they would rotate back to their departments.

Certain departments or agencies might in addition still require their own representative abroad, as is the case at present with the National Research Council. The development of the External Affairs Department to carry out its statutory responsibilities need not interfere with such special requirements. However, as is the case with representatives of any government department abroad, the Head of mission would have a responsibility in regard to coordination, and relations of Canadian officials with the Government officials of the foreign country.

Finally the arrangements proposed would require development not only to the satisfaction of the Department of External Affairs, but particularly to the satisfaction of the government departments and agencies who have an interest in the progress in science and technology in foreign countries. In order to carry

out an appraisal to determine the best approach to such questions as: arranging for, and selection of, the scientific talent required abroad; the scope of the scientific and technical function; and a review of the countries from which Canada could acquire the most useful information, the Department might obtain advice from the Science Secretariat of the Privy Council Office, and subsequently from the government departments having an interest.

OFFICE OF FEDERAL/PROVINCIAL AFFAIRS

An Office of Federal/Provincial Affairs is proposed with a director in charge.

The functions involve three main activities:

- (a) Advice to the Under-Secretary;
- (b) Development of departmental policy in regard to Federal/Provincial aspects of External Affairs activities;
- (c) Coordination, in the sense of receiving information from all parts of the Department, and of providing functional guidance in regard to Federal/Provincial matters.

The matters involved require the delicate touch of a fully experienced officer, and also a senior officer's knowledge of the Federal/Provincial matters dealt with in the Privy Council Office, and in other government departments, to ensure the elimination of any conflict of departmental jurisdiction in this important area.

LEGAL BRANCH, CONSULAR AND PASSPORT DIVISIONS

There is a natural relationship between the Legal, Consular and Passport functions, and it is, therefore, logical to have these functions report to the same Assistant Under-Secretary.

The Legal function in the Department involves two quite separate categories of legal work: legal advice in regard to matters of International Law; and case work involving assistance to Canadians with claims against a foreign government where the use of non-diplomatic channels has proved to no avail, and other legal problems of the missions.

The two groupings into which the existing Legal Division should be split might logically be called International Law Division and Legal Services Division, which under a Director would constitute the Legal Branch.

There would appear to be unresolved questions of workload and classification in the existing Legal Division which should be studied after the proposed organization changes are made to ensure that an adequate staff is available, and to make certain that positions are established at a proper level, in terms of the subject matter, implications of the decisions to be made, and the contacts in other government departments and abroad with whom these officers must work, often as the Chairman or Coordinator in group consultation.

The Consular and Passport Divisions should at this time report directly to the Assistant Under-Secretary. Should it be necessary in the future to add any additional elements of the organization to the responsibilities of the Assistant-Under Secretary and Legal Advisor, it might then be appropriate to combine

the Consular and Passport Divisions under a branch director of their own who would report to the Assistant Under-Secretary.

The Consular Division provides specialist support to the Regional Branches in dealing with Consular problems. During this study officers at missions indicated they were pleased with the good support they received from the Consular Division. There is, however, a requirement for more training before an officer is assigned Consular duties. This should be part of the training program being developed in the Department.

The Passport Division is a large operation employing at times well over 100 people. It is an impressively efficient operation, but like other similarly organized activities, produces in accordance with the state of training of those on the production line. There is, therefore, an impairment of efficiency when trained personnel are replaced with untrained personnel to meet the needs of rotation. Under these circumstances, if production is to remain constant, it is necessary to make up in numbers that which is lost in the standard of training. In addition, because of the size and nature of the passport operation, there may be a case for its being administratively self-contained. A separate study would be required to explore this matter if Senior Management wish to do so.

PROTOCOL AND VISITS ABROAD

The workload in the Protocol Division is growing steadily. The Division has contacts across the country with governments at all levels, and with individual citizens and business groups. These relations have been developed in the course of carrying out duties in connection with visits of foreign dignitaries.

There is an unfulfilled need, however, to provide an information channel through which important groups and individuals going abroad can provide information to missions about the assistance they will require. Missions now encounter difficulty determining the needs of official and semi-official groups and delegations, for whom they are committed to provide assistance.

There is a need to define, insofar as possible, the nature and extent of assistance Missions are expected to provide, and to whom. This decision is one involving the development of a government policy. The lack of such a clear-cut policy at present makes the position of the Head of Mission a difficult one, and on some occasions involves him in considerable expense.

A small group is needed in the Department to deal with planning and liaison in connection with visits abroad of Canadian officials and distinguished citizens who will make demands on a Mission. This group should operate within the limits which would be set out in the suggested government policy. It would act as a clearing house for information requested by the Missions, and provide the individual, or group, with a clear indication of government policy, presented in terms of what assistance can be expected of the Mission. A Travel Liaison Section is proposed to carry out this function under the direction of the Chief of Protocol.

The number of official visits to this country is growing rapidly. The Protocol Division is inadequately staffed to cope with all of these visits along with its other protocol duties. A workload study should be carried out by the O&M Division of the Department to determine what additional staff is necessary to carry out these duties.

INSPECTION SERVICES

Inspection Service, or Operational Audit as it might well be called in the proposed organization, is a division that has great importance for the effectiveness of the Department. When the Service was re-established in September 1966, its objectives were re-defined with a new emphasis placed on its responsibility for examination of activities and operations at headquarters and also with more specific arrangements made for audit procedures. Your analyst agrees generally with those duties which have been assigned to Inspection Services. It may be worth stressing, however, that in relation to weaknesses and deficiencies which are found during inspections, the Inspection Services should be mainly concerned with location of problems if possible identifying the nature of problems, and recommending how to obtain solutions. This unit is unlikely to have the size or the breadth of expertise to attempt the large and often complex task of developing solutions, that portion of the work should be assigned to the functional experts in the Department, or to experts available from outside. When solutions are developed, line managers may wish them to be reviewed by Inspection Services to ensure that they adequately deal with the conditions they are designed to remedy.

As time goes on, the Inspection Service should modify and broaden its scope as necessary to conform with the development and implementation of new concepts of financial management and of increased delegation of authority and responsibility throughout the Department. When it is fully able to perform the operational audit function, it should assess the effectiveness of divisions and missions in meeting their objectives and should evaluate programs. It should be able to identify weaknesses and deficiencies both in planning and execution of activities, and make recommendations for correcting them. The information gathered at home and abroad through the activities

of inspection work and the coordination of data obtained by the Inspection Service through a variety of other sources should be of great value to the senior managers in the Department in making appropriate adjustments which will cause events to conform with plans.

During the period of development ahead the Inspection Service should play its part in maintaining the momentum of the Department's administrative improvement and reorganization programs. The Inspection Service may make proposals direct to the posts and divisions on routine matters. It should report to the Under-Secretary on its major findings and recommendations, leaving it thereafter to line management to ensure that the recommendations are implemented.

The Director of the Inspection Service will normally deal with the line managers concerned with the problems he finds. He should deal through the Under-Secretary only when it becomes necessary to ensure remedial action is carried out or in regard to matters of such importance that the Under-Secretary must be informed.

Since the Inspection Service reports on matters involving all parts of the Department, it should, as a matter of principle, report to the Under-Secretary. It should not report to someone whose operations it could possibly criticize.

FINANCIAL MANAGEMENT

Financial Management will undergo considerable changes in form in the Department, with the introduction over the next several years of program budgeting. Following the implementation, or perhaps to some extent concurrent with the implementation, of the proposed organization structural changes, a financial management study will be necessary to develop the systems and procedures for the program budgeting function. The initiation of this new financial system will create a large workload requiring a great deal of the time of the Department Financial Management Advisor. It is not possible to estimate with any certainty the amount of time he will have to devote to this function. Its importance is such, however, that only the Finance Division should be placed under his control at this time.

At a later stage it should be logical and effective to employ for this position the title of "Director General of Finance and Administration" and to make this position responsible for Finance, General Services, and Supplies and Properties. At the same time it might be appropriate in the light of the nature and extent of responsibilities that develop, to adopt the title of "Director General, Information Systems" in place of "Director, Communications Branch". These changes would result in a span of control for the Assistant Under-Secretary (Administration) of three Directors General, each of whom would exercise a substantial amount of delegated authority and thereby enable the Assistant Under-Secretary (Administration) to devote a considerable amount of time to broad administrative policy matters, and in particular to a continuing study of the immediate and long-range administrative requirements needed to provide the necessary resources for departmental operations. The O&M Division under such an arrangement would also report directly to the Assistant Under-Secretary (Administration).

PROPERTY MANAGEMENT

The Property Management organization in the Department has recently considerably enlarged and appears to be making good progress. It has responsibility for a large program of acquisition and construction in the coming decade. The Department's current move to add technical and professional strength to the section is certainly warranted. The scope of activity along with the professional and financial responsibilities justify upgrading the Property Management Section to divisional status, quite apart from consideration of the current capital program. At the same time a new headquarters building is now being planned and will require a great deal of detailed attention. While engineering support and advice can be provided from the Property Management group, it is vital to the success of the overseas construction and maintenance operation that some other unit deal with the headquarters building and with the property management matters associated with it on a day-to-day basis, at this time.

Some time during the next five years, when preventive maintenance planning and program budgeting have been introduced and are operating, the Department should review the possibility of appointing well qualified property managers on a regional basis, who could provide professional advice to Heads of Mission. Tours could be carried out similar to those undertaken by Regional Security Officers. The cost of such inspection and advice should be viewed not only as professional protection of an extremely large property investment, but also in terms of the resultant reduction in mission administrative effort. The ability to make engineering decisions on the ground would allow greater financial delegation to the Head of Mission.

PROCUREMENT AND SUPPLY

There are frequent irritations, inconveniences, and disruptions of operations abroad because of the failure of the resupply function to operate to the satisfaction of those serving in the Missions.

There are a number of reasons for this situation, some of which can be listed as follows:

- (a) the lack of a formal plan in the department from which to clearly develop materiel requirements. This must begin with an operational plan;
- (b) the procurement and supply function is not organized to give adequate emphasis to the requirements planning activity;
- (c) the head of the present division does not have adequate staff support specifically directed to the development of supply and accommodation policy. The organization should allow delegation of substantial authority for the management of these functions to the two chiefs in charge;
- (d) the vehicle replacement planning and maintenance activity is not adequately staffed and organized;
- (e) there is a need for a study to develop a methodical approach to the assessment of the time involved in shipping, purchasing, and requirements planning, to ensure that material arrives when it is required.

The proposed organization segregates the functions to be performed in order that they may be staffed separately and thus ensure their proper emphasis as part of the total supply organization.

C O M M U N I C A T I O N S

Communications is discussed here as the total system by which information moves from the most distant part of the departmental organization to Ottawa and back. In addition to the electronic communication system, the following are included:

- (a) the lateral and vertical movement of information in the departmental organization;
- (b) the storage and retrieval of information;
- (c) the techniques by which information is moved, be they electronic, on paper, on tape, on film, or any other method;
- (d) records management.

The present electronic and courier communication system provides good service to the department; however, this standard appears to be the result often of dedication and ingenuity on the part of those in the organization, bridging the gaps created by lack of resources. The telecommunications system is highly technical and further complicated by External Affairs information being often of a high security classification. There appears to be a requirement for a study by qualified personnel to assess the present and future demands on the system, so that the Department can obtain government approval for the development of a system to meet future needs, and, therefore, have reasonable assurance that the necessary future resources will be available. Such long-term planning is essential because of the lead time involved in making commitments for equipment.

Communication is so important in this department, and a coordinated approach to the movement of information is so necessary, that a broader organizational grouping than presently exists, is required. In addition to records management, the Communications Branch should include a Systems Division with a high degree of expertise in the techniques of information movement, storage, and retrieval. This Division would provide a continuous study of the communications systems used in the Department, would also study the latest techniques used elsewhere, and propose their application in the Department as appropriate.

The Records Management function should have a chief who has the expertise, and is allowed the time, to provide functional guidance in regard to records management throughout the department. Such a position should be in addition to that of the Head of the Registry, who should receive general direction only, from the Chief of Records Management. The Chief of Records Management would work very closely with the Communications Systems Division in ensuring the integration of information systems within the Department, and coordination with organizations such as the Archives.

There has been a tendency in the past, because of shortages of clerical personnel, to use the Registry to some extent as a personnel pool. Such action has contributed seriously to registry difficulties, affecting communication in the Department as a whole. Considerable effort is being expended by the Department's O&M Division to develop better registry systems, and this work should go some way toward correcting the detailed problems within the Registry.

GENERAL SERVICES DIVISION

A General Services Division should be created in the Department to bring together a number of administrative processes which are largely Ottawa oriented. These functions are either grouped with dissimilar functions at the moment or are new and, therefore, adequate allowance is not now made to carry them out.

An Office Services Unit should be created to deal with such matters as authorities index, charity and bond campaigns, contribution fund, bulletin boards, telephone lists, parking space, and other related duties.

Production Services should be transferred in its present form from the Administrative Services Division to the General Services Division.

Headquarters accommodation and maintenance should also be dealt with by the General Services Division, in order to protect the Property Management Group from the demands of day-to-day local accommodation problems which can take a disproportionate amount of time because they are "here".

The Headquarters accommodation and maintenance function is largely a liaison function with the Department of Public Works in connection with the new headquarters building during its construction, during the move and, finally, after it is occupied. The function will be largely administrative but should be headed up by a technical officer who can monitor the service being provided to the Department and discuss deficiencies or adjustments in that service in technical terms if necessary.

O & M DIVISION

The existing O&M Unit has not adequate resources to deal with the many areas of the Department requiring study. There are many complex problems of organization detail, systems, and procedures requiring the attention of an O&M specialist. There seems to be a requirement for this division to be strengthened, with principal consultants at a more senior level to be added for detailed project supervision. Such action would allow the Head of the Division to concentrate on general supervision, advice to management, and the programming of future work in terms of priorities, broad scheduling, and assessment and acquisition of the required resources.

As the O&M Division develops in the Department, it should provide lecturers as part of the Department's training programs to speak on management and O&M subjects within their particular field of competence. Participation in training in this manner will help to acquaint members of the Department with the O&M function, with those carrying it out, and should help to build a confidence which will ensure full use of the O&M service.

The Department has nearly completed the development of a set of manuals which will provide a standard approach to procedures and systems. These manuals will require amendment, and a small group in the organization to do the work. The same unit could also issue directives, centrally.

There is a requirement for a close liaison and coordination between the O&M Division and the unit publishing the amendments to manuals, since many new procedures are developed and written up by the O&M Group. The Manuals and Directives Section should be a section in the O&M Division.

PERSONNEL ADMINISTRATION

GENERAL

The generally accepted organizational form of personnel departments in the government service was revised and enlarged as a result of the philosophy developed by the Royal Commission on Government Organization in 1961-62, and subsequently approved for implementation by the Government of Canada.

The broad functional breakdown as proposed in the Royal Commission's report is expressed as follows:

"It will include recruitment, selection, promotion, classification, compensation and benefits, training and development, employee communications, and staff relations."⁹

A statement pertinent to the organization of a personnel department was made in a paper, by Mr. J.J. Carson, Chairman, Civil Service Commission, presented to the Public Personnel Institute, 15 June, 1965. He said,

"The proposition that there should be one model for the personnel function in all departments and agencies in the public service would seem absurd. No two departments are identical in function, size or make-up of staff. However, all departments do employ people to perform work. They must all recruit, select, classify, remunerate, induct, train, organize, appraise, develop, promote, counsel, discipline and safeguard a work force. And in almost all cases, the work force represents the department's largest controllable expenditure.

"For these reasons, I would like to suggest that the departments and agencies have more in common in terms of basic personnel administration than they have differences. They also have more in common with industrial personnel administration than has been so far recognized."

The whole philosophy of personnel administration in the Public Service has undergone considerable development and adjustment in the last year. The Department

⁹ Royal Commission on Government Organization, Queen's Printer, Ottawa, Report No. 1.

has made recent adjustments resulting from the Urwick Currie and other studies. The most important remaining requirement is to coordinate the personnel activities under one Senior Personnel Administrator.

Because of the need to rotate departmental staff, authority dealing with selection promotion and posting has been centralized in the Personnel Operations Division. There is a valid desire to ensure that this authority remain in the hands of the Foreign Service Officers. This has been done by appointing Foreign Service Officers to the Personnel Operations Division, the head of which has direct access to senior line officers for the specific purpose of making management decisions in regard to selection, postings, and promotions.

As long as these relationships are retained, it would be possible to appoint a qualified personnel administrator to the senior position of Director General of Personnel without conflicting with the current personnel management philosophy of the Department, with respect to the control of careers and personnel resources generally.

THE EXISTING ORGANIZATION

The personnel function is divided between three Divisions in the Department of External Affairs: Personnel Operations; Personnel Services; and Administrative Services. The heads of these divisions each report to the Assistant Under-Secretary, Administration, who coordinates the personnel function as would a Branch Director, in addition to his duties as the Assistant Under-Secretary, Administration.

The Personnel Operations Division has been assigned a centralized line responsibility for postings, promotions, and selection, in addition to career development, training, and portions of the manpower planning function.

The Personnel Services Division has been assigned the balance of the manpower planning function, along with responsibilities for organization and establishment control, classification, recruitment and induction, staff relations, personnel research, induction, and personnel administration as it related to locally engaged staff at posts abroad.

The Administrative Services Division is responsible for the compensation and benefits function, housing for rotational personnel, and posting services. This Division develops policy as well as administering compensation and benefits. The development of allowance policy and its administration is an important part of this function, involving a very complex set of allowances pertaining not only to staff members and officers but also to all Heads of Mission. It is, therefore, necessary to have a senior officer in charge of the compensation and benefits function.

The Personnel Operations Division as it is presently constituted has considerable authority which gives it a management image, rather than the advisory and support relationship with line management which is usual for all elements of a personnel branch.

The Personnel Services and Administrative Services have an advisory and support relationship with managers in the Department.

The Personnel Operations Division deals directly with individuals in all parts of the Department. The line manager for whom these individuals work, is usually consulted about the posting or promotion of his people, however, he may not necessarily be informed of such posting or promotion action before the individual. It is important that such notification come to the individual through his superior, in order to preserve the authority and prestige of the manager in his relations with subordinates.

The Department has a small training unit to deal mainly with training of support staff and new officers. The officer training has been done on a limited scale, because of the shortage of officers to meet departmental commitments.

The Personnel divisions have not in the past been provided with officers to do personnel counselling and employee communications. These activities have been general responsibilities carried out by all officers when there was a need.

The current problems indicate a need for the following adjustments to the Personnel organization:

1. An arrangement so that less time of the Assistant Under-Secretary, Administration would be spent coordinating personnel functions, than at the present time.
2. There is a requirement to group the functions so that coordination will be better facilitated.
3. A clarification of relationships, and a shift of authority from the Personnel Operations Division to line managers is needed.
4. A more methodical approach to the development of an expanded training program, and the necessary resources to carry it out, is vital.
5. There is a requirement for counselling and employee communications to a greater degree than presently exists.
6. The Department has created a staff relations section which will require expansion and development as a separate entity as collective bargaining begins.
7. There is a need for a method to be developed to allow rotation back to Ottawa, at suitable intervals of more Senior Officers of the Department.

PROPOSED ORGANIZATION
PERSONNEL BRANCH

ASSISTANT UNDER SECRETARY
ADMINISTRATION

DIRECTOR, MANPOWER PLANNING & DEVELOPMENT
reports directly to the Assistant Under Secretary, Administration
for decisions beyond his authority in regard to selection, posting
and promotion.

DIRECTOR-GENERAL
PERSONNEL BRANCH

DIRECTOR OF MANPOWER PLANNING
AND DEVELOPMENT
(PERSONNEL OPERATIONS DIVISION)

- MANPOWER PLANNING
- POSTINGS
- MANPOWER APPRAISAL
- PROMOTIONS
- CAREER DEVELOPMENT
- TRAINING REQUIREMENTS
- ORGANIZATION PLANNING
- SELECTION (Final Decision)*

DIRECTOR OF CLASSIFICATION AND
COMPENSATION
(ADMINISTRATIVE SERVICES DIVISION)

- CLASSIFICATION
- PAY
- ALLOWANCES
- LEAVE
- SUPERANNUATION
- LOCALLY EMPLOYED

DIRECTOR OF PERSONNEL SVCS
(PERSONNEL SERVICES DIVISION)

- RECRUITING
- INDUCTION
- HEALTH AND MEDICAL
- POSTING SERVICES
- HOUSING
- COUNSELLING

DIRECTOR OF TRAINING

- DESIGN OF TRAINING PROGRAMS
- PLANNING
- ADMINISTERING CURRENT PROGRAMS

DIRECTOR OF STAFF RELATIONS

- ADMINISTRATION OF GRIEVANCES &
ADJUDICATION
- ADMINISTRATION OF EXISTING
AGREEMENTS
- RESEARCH
- EMPLOYEE COMMUNICATION

* should disappear as line authority passes to line managers.

THE PERSONNEL ORGANIZATION PROPOSAL

The Chart at Exhibit 5 indicates the recommended grouping of the personnel function in a branch under a Director-General of Personnel. Training and Staff Relations are of such significance that they require particular attention, as separate entities in the Personnel Branch. The other three main groups proposed are, with some adjustments and additions, those which exist today as the Personnel Operations, Personnel Services, and Administrative Services Division.

It is important that a Director-General of Personnel, with broad experience in personnel administration, be appointed as early as possible. When this has been done, assistance should be obtained to conduct studies into new requirements for personnel systems, including their design and organization detail. Assistance should be obtained to establish a methodical approach to the development of training requirements. An expanded five-year training program should be developed for the department as part of the broad approach to manpower planning.

When training requirements have been clearly identified and programs of training designed, it will be possible to determine the additional training establishment positions which should be added to the total establishment of the Department, so that there would be replacement personnel for those individuals who are attending training courses. Such positions should be in addition to the positions presently provided for rotational personnel in travel status. Probationary officers should be considered part of the training pool with training establishment vacancies provided, and should not fill positions in the Divisions during their first year even though they are assigned to Divisions for in-job training.

SUMMARY OF RECOMMENDATIONS

The personnel recommendations can be summarized as follows:

1. That a Director-General of Personnel position be created, and that the personnel department operate under his general direction, with responsibilities assigned to:
 - Director of Manpower Planning and Development;
 - Director of Compensation and Benefits;
 - Director of Staff Relations;
 - Director of Training; and
 - Director of Personnel Services.
2. That a Director-General of Personnel be appointed as soon as possible.
3. That at this stage of the development of the personnel branch, the Director of Manpower Planning and Development be a Foreign Service Officer and report directly to the Assistant Under-Secretary, Administration, for decisions beyond his authority in regard to selection, promotion and postings.
4. That training requirements be identified, and a long term (5-year) training plan be developed; and that subsequently training positions be added to the establishment to accommodate all those in training status, including probationary officers during their first year of service.
5. That a personnel study be initiated, after the Director-General, Personnel has been appointed, to recommend further development of the branch organization and systems.

6. That the Department explore means of rotating senior officers through the Privy Council Office, Treasury Board staff, and possibly some other government departments, on a planned basis as a means of increasing the opportunities for senior officers to spend more time in Canada.

OBSERVATIONS AND CONCLUSIONS

The fusion of independent personnel activities into a personnel branch is the main recommendation even though some detailed allocation of activities is also suggested. The detailed suggestions of reallocation of activities within the personnel branch will serve as a starting point for the proposed personnel study and will provide some guidance for the new Director General of Personnel in developing his branch as an entity within the departmental organization structure.

There is a current trend in the Public Service to put more control of personnel resources into the hands of the managers charged with the execution of programs, partly as the result of program budgeting, but also because of delegation of authority, existing and projected, by the central agencies. An example will be the delegation to managers of classification authority. This trend should in the future result in authority now exercised by the Personnel Operations Division, being exercised increasingly by line managers, both as individuals and as Boards or Committees. The need to develop and more precisely describe the relationship involved, between line managers and the personnel branch, is but one of the reasons for recommending a study in depth of the personnel function.

The importance of the training activities to the Department cannot be over-emphasized, while the staff relations function must develop as experience indicates its size and scope.

This emphasis on the importance of the personnel branch and the further adjustments it will likely undergo in the future, along with the fact that the work force probably represents the largest expenditure of the Department, might be thought to constitute a case for an Assistant Under-Secretary, Personnel, or at least a Director-General Personnel who reports directly to the Under-Secretary. However, a similar case can be developed for the level and reporting relationships of the Departmental Financial Management Advisor.

The following are some of the factors leading to the conclusion that the Director-General should report to the Assistant Under-Secretary Administration, at least at this time:

1. The span of attention of the Under-Secretary is such that not only should all the administrative support functions report through one senior manager, but also the senior manager should be delegated a large measure of authority;
2. The adjustments which will inevitably occur in the future through organization change, systems implementation and the physical move to new accommodation, to name some examples, would require the coordination and guidance of an Assistant Under-Secretary Administration even if the span of attention of the Under-Secretary were less critical.

The personnel function has gone through considerable evolution in recent years and is likely to continue to do so for some time. It is important, however, that this change be carefully planned, so that not only the pace of change will not be too great, but also that the branch will be strengthened with each successive step.

The important step at this time is to appoint a Director-General of Personnel, who can develop the Personnel Branch into a single cohesive unit, which will develop a relationship of support for, and advice to, line managers of the Department.

FURTHER STUDIES

GENERAL

In the course of carrying out a study of the size and scope of this one, much information is accumulated which may not bear directly on organization, and problems are noted which involve detailed study beyond the scope and competence of an organization analyst.

It, therefore, seems proper to note some of the requirements for further studies so that the Department will have them available for future consideration. Such a list is provided in this section of the report.

BRIEFING SYSTEM FOR SENIOR MANAGEMENT

The Under-Secretary and his senior officers have need of the most effective and time saving briefing methods which are available. A study should be conducted to determine the best use of display and verbal briefing arrangements which could be taken into use in the Department. Some type of display arrangement might be practical in the proposed operations centre of the Department by a suitable adaption of such methods as are in use in NORAD, and the State Department in Washington.

PERSONNEL BRANCH ORGANIZATION & SYSTEMS

The Department's personnel groups have developed and expanded considerably in recent years as has the Department. The personnel function as a whole in the Government has undergone and is still undergoing, considerable change with the development of a personnel organization in Treasury Board; decentralization of responsibilities for classification, and other functions to a greater degree, to departments; development of central data processing facilities for departmental personnel use, to name a few. All of these developments will have an effect on the requirement to

review and improve existing personnel systems, and further develop the branch organization. When a Director General of Personnel has been appointed the department should consider such a study.

DEPARTMENT'S PERSONNEL ROTATION SYSTEM

Personnel rotation in the Department of External Affairs is an inescapable fact. It is a factor which must be considered in any study of the department's activities, and manifests itself in many ways of which the following are a few: broad experience and reduced depth of knowledge generally are characteristic of personnel relative to their current appointment; considerable psychological pressures and a loss of personal security result from a frequently changing environment; the financial cost to the individual of migration normally compensated for by present allowances; reduced efficiency and, therefore, a requirement for more manpower than would be necessary with the same personnel in a non-rotational system; and particular conflicts between the individual and his current environment which may be, medical, psychological, or sociological in nature.

The Department might continue study of rotation in three main useful fields of investigation:

- (a) The mathematics of rotation, where an operation research specialist could be obtained through the O&M Division to provide analytical information which would be helpful to those engaged in Manpower Planning.
- (b) The behavioural aspects of rotation, where studies could shed more light on the root causes of dissatisfaction of the individual, and make possible useful adjustments to existing arrangements.

- (c) The effects of rotation on efficiency of operations.

While rotation is inescapable, some of its effects on the operations might be avoidable if more information were available. There are probably also implications in regard to: establishment, in terms of numbers; the necessity for posting overlap; briefing and training of personnel for new appointments, as examples.

INFORMATION STORAGE & RETRIEVAL FOR THE RESEARCH & REFERENCE BRANCH

The Research and Reference Branch will require effective methods of storing information and retrieving it in a form which is easy to use, and which is flexible in providing exactly that information wanted by Foreign Service Officers. The Communications Systems Division should have the expertise or be able to select a consultant who has, to assist with this development.

TRAINING REQUIREMENTS

Training is a very important activity in the Department. A complete assessment of current training requirements is necessary in order to ensure that the resources which are available are being applied to those training programs of highest priority. The Department could avail itself of advice available from the Training Branch of the Civil Service Commission to supplement its own capability in developing the training requirements and priorities, from which a 5-year training program could be developed.

WORKLOAD STUDIES

Workload studies should be initiated by the Department and carried out by the Organization and Methods Division to determine and justify the proper numbers of officers and support staff in Divisions at home and at posts abroad where workload difficulties exist. Such studies should be done in conjunction with the Classification Officer in the Personnel Branch and include a review of classification of positions.

SUPPLY SYSTEMS

A systems study should be conducted to encompass all systems involved in requirements planning, purchase and shipping. The study of shipping systems should also include that shipping associated with the rotation of personnel.

CULTURAL & EDUCATION MATTERS

Identification of the relationships and definition of responsibility between External Affairs, External Aid Office, Canada Council, and Secretary of State, in relation to cultural matters and also educational exchange under technical assistance would be worthy of study. Such a study might consider whether educational exchange responsibilities should remain with Cultural Affairs or be transferred to the Technical and Scientific Division.

FINANCIAL MANAGEMENT

As noted earlier in the report a financial management study will be necessary to establish financial management systems. Action is already under way in this regard, initiated by the Departmental Financial Management Advisor.

TECHNICAL AND SCIENTIFIC

As suggested earlier in this report a working group co-sponsored by the Science Secretariat and the Department, including members from other government departments could provide invaluable assistance to the Department by recommending improvements to the current technical and scientific reporting and liaison system.

VISITS AND CONFERENCE PLANNING

A systems study should be conducted with the assistance of a network diagramming specialist to develop standard patterns for conference and visits planning. Such a study should result in a handbook with an easy to follow pattern for the planning of these repetitive activities.

P A R T III

I N T R O D U C T I O N

Parts I and II of this report have dealt with the organization of the Department in Ottawa. Part III examines mission problems which can be related to the organization of the missions themselves and to relations between the missions and the Department in Ottawa.

The extreme variations in objectives and conditions between one mission and another necessitate not only a broad approach to a proposed general organization structure but also to the way in which the proposals should be applied. The suggested organization is influenced by the problems encountered in the study which were common to a large proportion of the posts visited. The standard organization structure proposed will provide a starting point from which to develop an organization specifically designed for a particular post.

GROWTH OF THE DEPARTMENT ABROAD

Canadian overseas representation has a long history that pre-dates the existence of the Department. The Office of the Canadian High Commissioner was established in London in 1880 and an Agent General was appointed in Paris in 1882. However, they operated within the existing constitutional framework of the Empire and did not imply any degree of control by Canada over its own external relations. The first mission to operate under the control of the Department of External Affairs and to have diplomatic status was the Canadian Embassy in Washington, established in 1927.

In the intervening 39 years since establishment of the Washington Embassy, a tremendous expansion of overseas missions has taken place. By the latter part of 1966, a year in which three new missions were established, the total number of High Commissions, Embassies, Consular posts and special missions, as listed in the departmental estimates, stood at 87. In addition there were 31 non-resident posts covered by multiple accreditation, making the grand total 118. These missions range in size from small posts with as few as six people on strength to large establishments with over 100 Canadians on the payroll.

MANAGEMENT PROBLEMS AT MISSIONS

GENERAL

Many of the management problems discussed during the visits to missions abroad were related to the necessity to clarify relationships with headquarters, to identify mission objectives, to delineate activities more clearly, and to improve the effectiveness of administrative support provided by divisions in Ottawa. Many Heads of mission expressed a need to know more precisely, the priorities they should apply to the wide range of activities presently open to them. A need was also apparent to know more about the limitations which should be placed on the scope of particular activities, at a particular mission. There was a need expressed for more guidance in reporting, Mission Officers often were not certain whether their efforts in reporting were:

- (a) directed toward the right priorities;
- (b) providing material in the most useful form;
- (c) providing material which could be obtained from other sources and, therefore, should not be sent at all.

To a large extent the proposed reorganization of the headquarters will contribute to a solution of these problems. However, there are other difficulties at the missions which relate to the organization structure of the missions themselves. These will be examined here along with proposed guidelines for future organization. In visits abroad during this study it was found that missions were not adequately staffed to meet the requirements of good administration. There were exceptions to this situation but the Department faces a general requirement to improve its administration at posts abroad, as well as at headquarters. To do this, it must find ways of making known to the control agencies the high degree of complexity and responsibility

involved in the administrative work at posts abroad. To a greater extent than in the past, Treasury Board and Civil Service Commission officials should be encouraged to visit the posts to acquire a first-hand knowledge. It is essential that the Department have an appropriate number of established positions connected with administration and that these be set at a sufficiently high level to interest candidates who have the basic capabilities and special qualities to perform the demanding functions in an effective manner. A second step for the Department is to pursue its current endeavour of obtaining a greater number of administrative officers who possess the experience and administrative capabilities that will enable them to assume major responsibilities, exercise independent judgement and generally earn respect as members of a management team.

In some places administrative functions were being performed by an employee who had recently arrived at the mission, who was carrying out the functions for the first time, and who had been given little or no previous training in this kind of work. There are various indications that the Department should be devoting more training resources to the preparation of employees for administrative work abroad. It should have an adequate number of training positions to accommodate employees being trained since it would be unsatisfactory to allow training requirements to leave missions short-handed.

While the avenue of advancement from the clerical ranks to External Affairs Officer status should not be sealed off entirely, the Department will not be able to obtain the administrative strength it needs for the complex and far-reaching tasks involved by looking for candidates only amongst the clerical staff. The enlistment of Junior Executive Officers along the lines followed in the last several years will probably prove effective in the long run but success in this direction pre-supposes

a heavy emphasis on training. The Department's current policy of conducting competitions within the Public Service to obtain capable administrators who have had a number of years experience in other departments will bring early relief from the current deficiency and the competition should be repeated on an annual basis for some years to come.

Aid programs impose a considerable workload on External Affairs personnel at some missions. The Aid work is performed by officers filling positions created for other functions. The work is often of a nature that requires a good deal of aptitude for administration and in some cases should be performed by an administrative officer with the assistance of appropriate clerical staff. Since there is political content in Aid administration, it would normally be well to have the work undertaken at a mission under the general direction of a Foreign Service Officer. Personnel could belong either to the External Affairs Department or the External Aid Office but should be provided specifically for the purpose of Aid administration.

MANPOWER AND ORGANIZATION PLANNING

Manpower planning, and organization planning and implementation, must be initiated from the operational plan and based on operational priorities. The development of the Program and Policy Branch and the formal long-range planning which would result, would form the basis for all resource planning in the Department. Manpower planning and organization planning for the missions would be part of the resource planning, carried out in order to ensure that events can conform with operational plans. The missions should have an important input into this planning, and workload and classification studies should be conducted concurrently at selected missions abroad to ensure sufficient positions are provided at an adequate classification to carry out the missions' activities, as determined from the operational plan.

ORGANIZATIONAL CONSIDERATIONS

In the large posts because of the representational load carried by the Head of Post, the Deputy Head of Post usually coordinates the full range of post activities. Since this is so, it is important that those activities be grouped in such a way that the number of people with whom the Deputy Head of Post must deal is kept within manageable proportions.

In medium-sized posts¹⁰ the consular and administrative officer should report directly to the Head of Post rather than to the Deputy Head. Such an arrangement would provide a true measure of the importance of the work of the consular and administrative officer and of the level of responsibility he carries and would allow this to be reflected in the classification of the position. If the position is properly classified and adequately staffed a greater degree of qualification and experience is available to the mission, and accordingly the Head of Mission can delegate more authority with greater confidence. One of the serious shortcomings of the present organization at many medium-sized posts is the down-grading of the consular and administrative function to little more than clerical status. Even where the position of consular and administrative officer is of appropriate level, the incumbent is often too junior in rank and experience to perform effectively and to operate in the independent and forceful manner that the post should be able to expect. The situation is often compounded by the fact that the Head of Chancellery has usually had little administrative training and cannot provide the level of administrative supervision that might otherwise make up the deficiency. Through improved training and staffing policies the Department should make every effort to provide the posts abroad with capable

¹⁰ We deal here with large posts and middle-size posts which we believe are the ones in which the organization structure requires careful consideration. In many small posts the staff total is so small that organization is not a problem.

administrative officers. The ultimate objective should be to have an effective administrative officer at every post, including the small ones and an appropriate administrative structure at the middle- and large-sized posts commensurate with the responsibilities and workload. When this objective has been achieved administrative work will require much less of the time of the Head of Post. At present in too many cases Heads of Post are spending considerable time and effort on administrative detail.

MANAGEMENT TRAINING

Management training for Foreign Service Officers is a related requirement to that of improving the administrative capability. Whereas they will not normally expect to concern themselves with detailed administrative work, once the Department has an adequate corps of administrative officers, they should be able throughout their career to assume the management of sections, divisions, branches and posts according to the level they reach and the responsibilities they are assigned. The nature of Canada's overseas interest is such that Foreign Service Officers will increasingly be called upon to discharge management responsibilities both at home and abroad. Exercise of this responsibility assumes a well-developed ability to identify objectives, develop policies and programs, forecast resource requirements, direct the work of others and evaluate results. Many Foreign Service Officers have not had the opportunity to attend management training courses, nor to fully develop their management talents. It would be very much in the Department's interests if a determined effort were made to send senior Foreign Service Officers on management training courses, and to provide management courses for all middle-grade Foreign Service Officers before appointment as Deputy Head of Post. A shift in emphasis from in-job administrative training to management training would be consistent with the present and future role of the Foreign Service Officer in a rapidly expanding department.

SCIENTIFIC AND TECHNICAL REPORTING

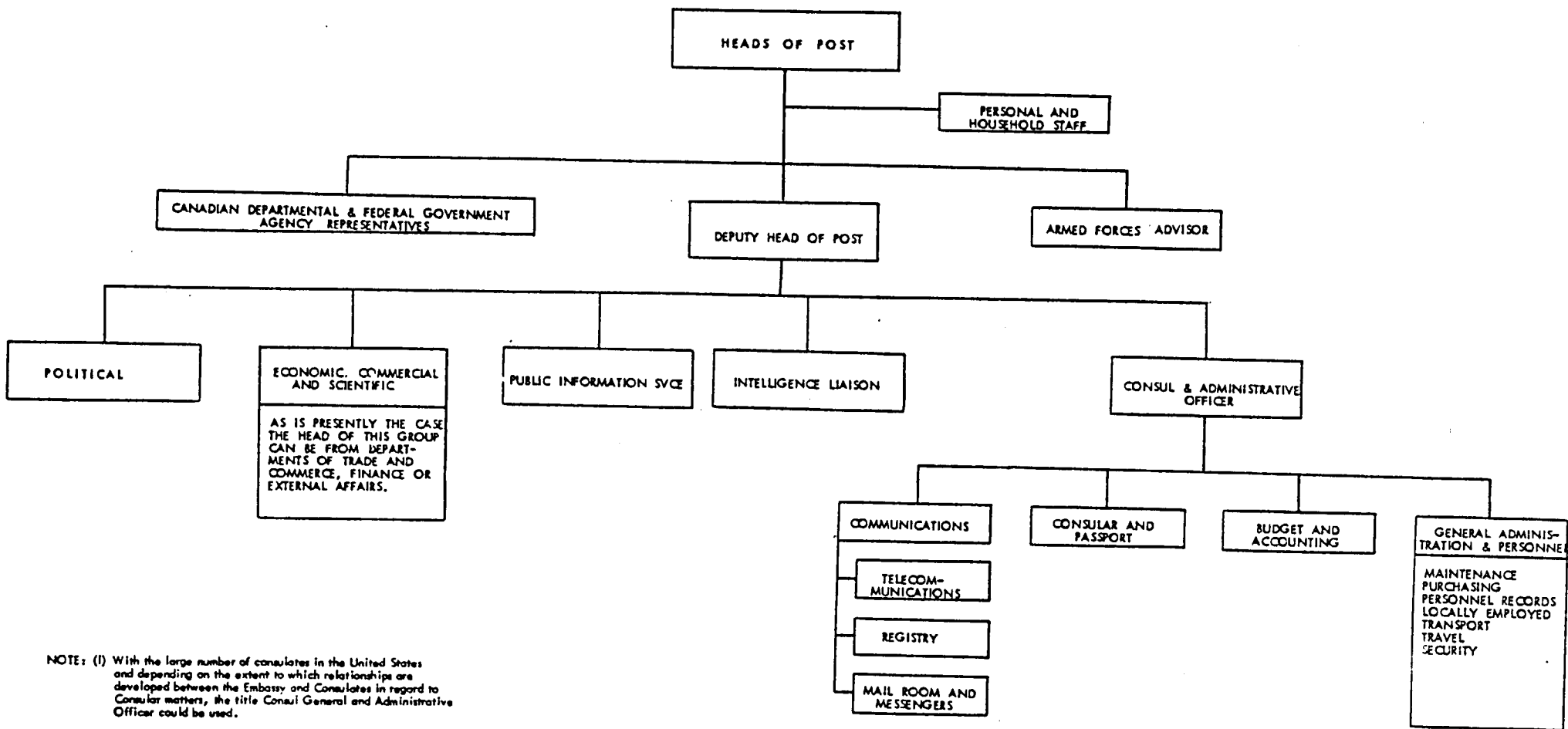
The large missions include either scientific attachés or scientific officers as agency or departmental representatives. The Department of External Affairs also bears some responsibility for reporting on technical or scientific matters, a function that is coordinated in the Economic Division. The technical and scientific subject matter often forms an important part of the broad economic picture. However, in some instances, the present organizational arrangements at posts do not place the scientific competence in sufficiently close contact with the economic reporting system. The Department might appropriately increase its scientific reporting capability through secondment for tours of duty of qualified Government scientists with broad scientific training and interests. They could operate as integrated members of those missions where Canada has a particular interest in scientific developments. Such scientists would make possible the provision by the Department of External Affairs of a communication link for all departments with scientific interests abroad. The National Research Council and the Defence Research Board could continue to have liaison officers abroad where special needs exist and in other instances could avail themselves of the general scientific service provided by External Affairs.

REGIONAL COORDINATION

Coordination of mission activities on a regional basis could be improved. Heads of Mission interviewed were generally in agreement that there were too few opportunities to meet on a regional basis to discuss common problems. Some recalled that in past years regular regional meetings had been held in Europe attended by the Minister and senior members of the Department. These gatherings provided a useful occasion to examine Canadian foreign policy with respect to the region concerned. A revival of such regional gatherings would appear to be in the Department's interest as a means of enabling Heads of Mission who had not had appointments in Ottawa for some time, to become familiar through first-hand discussions at a senior level with the thought processes that underlie current Canadian policy.

PROPOSED ORGANIZATION

FOR A LARGE POST

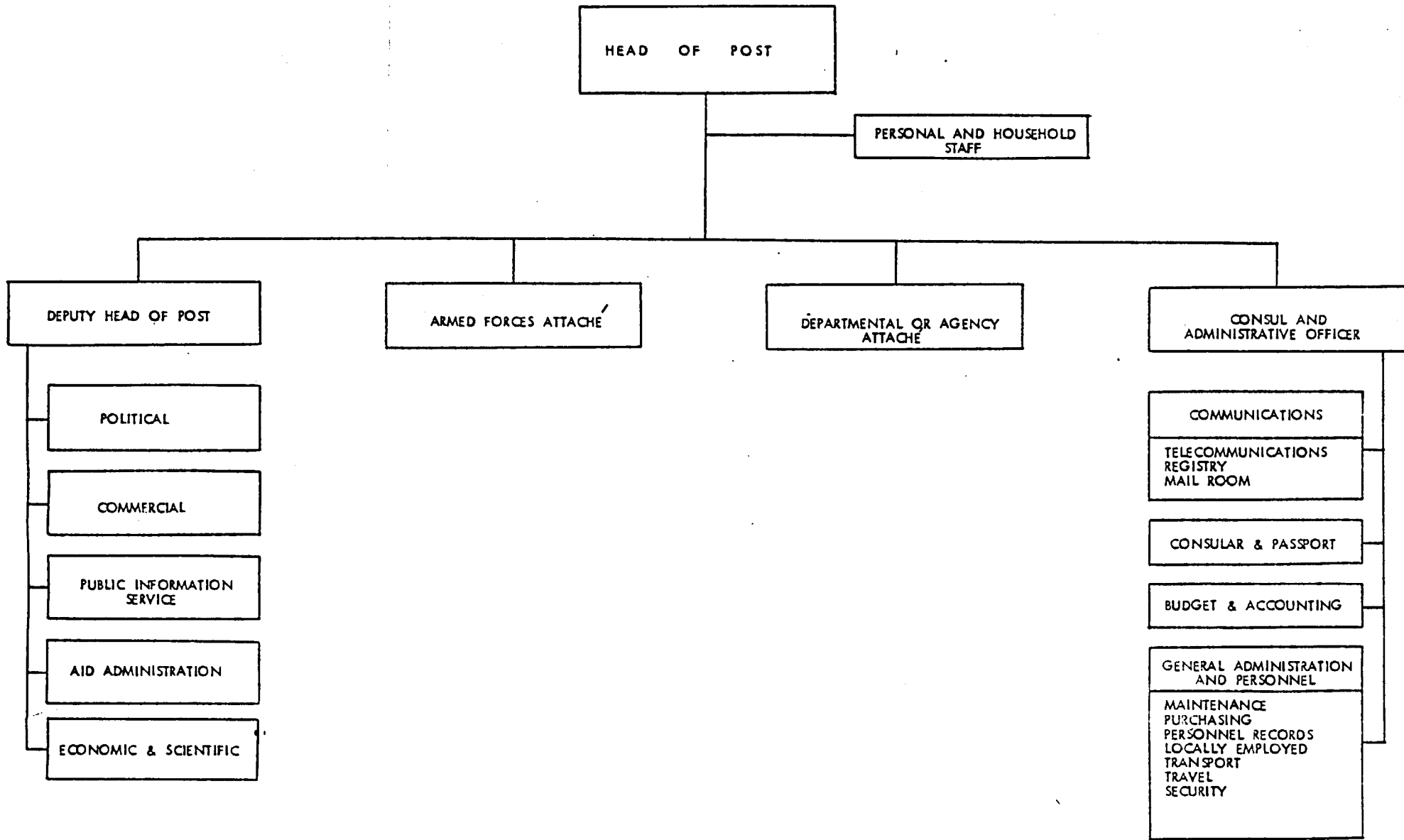


NOTE: (1) With the large number of consulates in the United States and depending on the extent to which relationships are developed between the Embassy and Consulates in regard to Consular matters, the title Consul General and Administrative Officer could be used.

(2) The Trade and Commerce function is performed under its senior representative reporting to the head of post as a departmental representative. The T&C man in the Economic Commercial and Scientific group should be seconded to External Affairs.

PROPOSED ORGANIZATION FOR

MIDDLE-SIZED POSTS



Note: Commercial Officer should be as far as possible integrated, and may in some cases be DEPUTY HEAD OF POST.

R E C O M M E N D A T I O N S

The following general recommendations are made with regard to the Posts:

1. That efforts be made to more precisely define objectives, priorities, and the scope of activities for individual posts abroad;
2. That the organization structures at Exhibits 6 and 7 be used as guides to Post organization;
3. That the Department continue extensive efforts to upgrade the posts' administrative capability, and to make maximum use of locally employed personnel;
4. That mission establishments specifically provide positions for aid administration where such duties are part of the posts' activities;
5. That Foreign Service Officers receive management training before the time when they will be appointed Deputy Head of a Post;
6. That there be development of the scientific and technological reporting function where appropriate, as an integral part of the economic and commercial activities at a mission. The organization of this work should be consistent with the scientific and technical activities in the proposed Economic Relations Branch of the Department;
7. That the Department consider greater use of regional meetings, in the interests of better communication, where Heads of Mission could discuss current topics with one another, and if possible, with the Minister and Under-Secretary.

OBSERVATIONS AND CONCLUSIONS

The missions studied, provided information to support the judgement that there has been in recent years continually closer cooperation by Canadian representatives abroad.

The Head of an External Affairs Post has a unique mandate^{II}, to act on behalf of the Government of Canada in regard to relations with the country to which he is accredited. Traditionally, all members of the diplomatic list are part of his "suite" and derive their authority from his. This unique authority carried with it the responsibility of ensuring that the actions and statements of all Canadian officials in his area of accreditation abroad are not in conflict in substance, or in their effect on Canadian interests generally. With increasing Canadian representation abroad, both in terms of the number of Canadian officials and in the diversity of their assignments, this coordination function becomes progressively more important, and more difficult.

The role of the Head of Mission, however, as it related to the representatives of other government departments, does not appear to have been formally defined and agreed to by all the departments involved. It is, therefore, natural that there is not a common understanding of the relationships involved. Any joint action by departments in Ottawa to further clarify these relationships for all those concerned would be helpful.

There is a general feeling of isolation in many posts. This feeling appears to be much like that of a member of a family carrying out a task for his family in a

^{II} An Ambassador's letter of credence is signed personally by the Queen: both Ambassadors and High Commissioners are selected by the Cabinet on recommendations made by the Secretary of State.

strange community, who looks forward to letters from home. If he continues to write and receives very few answers, there is a tendency to wonder whether he is still conducting himself as the head of his household would wish. The communication with posts and the dialogue providing guidance are mentioned by officers abroad as being very important. There seems to be considerable concern that because of the very broad terms of reference and the present lack of a means to more clearly establish priorities, effort may not always be directed toward the most important activities. Any action by the Department to improve the dialogue with, and guidance to posts, would seem worthwhile. When such communication can be in the form of meetings or conferences, with the Minister of Senior Officers from Ottawa present, the assistance to the post will obviously be that much greater.

AN EXCERPT FROM THE PLOWDEN REPORT

"Political" Work: its nature, conduct and organisation

206. "Political" work is easier to define by saying what it is not rather than what it is. The description "political" work is wrongly used if it implies the existence of a separate area of work in which "pure policy" can be pursued irrespective of economic and other considerations. The fact is that all the work of the overseas representational services at home and abroad is directed to political ends. From this point of view there is nothing to be gained from attempting to make an antithesis between "political" work and economic work or between "political" work and information policy work. Any major policy problem in the international field has economic and public relations aspects. Similarly, any important economic problem has political and public relations aspects. All aspects of international problems are interrelated and foreign policy questions are essentially indivisible. It was upon this principle that the unification of the Foreign Service in 1943 was based, rightly in our view. When we speak of "political" work we must not be taken as implying that it is desirable, or indeed possible, to deal sensibly with the "political" strands of international problems in isolation from the relevant considerations of economics, finance, defence or public relations.

207. There is, however, an organisational context in which the phrase "political work" can be both legitimate and useful. In this, the phrase is shorthand for the broad responsibilities which fall to the "geographical" and "functional" departments of the Foreign and Commonwealth Relations Offices in London. The present grouping of work in the two Offices is set out at Annex H. The parallel abroad is the division of work between the Chanceries or Political Sections of Embassies, High Commissions and Delegations and the other sections of these Missions. Here again, "political" work does not denote a closely defined area of work so much as that work which, organisationally, has been kept in a central section of the Mission and not allocated to the commercial, information or other specialised sections.

208. The ability to see and understand the political implications of events and developments is an essential qualification for any officer in a senior grade in a diplomatic Service. Without this, his work will be in vain. It is not enough for a man to be a specialist in commercial or information work if he does not also possess an alert and informed political awareness. Officers who work in "political" departments of the Foreign and Commonwealth Relations Offices and in Political Sections or Chanceries abroad have a particular need to possess this faculty. They should be quick in recognising political implications and deft in handling them. They should have to a special degree the flair for recognizing the human factor in international relationships. The "political touch", together with the knowledge of places, people and techniques which is

necessary to sustain and inform it, is no less of a specialisation than those other types of skill which are more readily recognised as specialist. This is the central skill of an efficient Diplomatic Service.

209. Since all the work of the Foreign and Commonwealth Services is political in purpose, we cannot consider the organisation and conduct of "political" work in isolation. What is true of "political" work is also true, to a greater or lesser degree, of work in other specialised fields. The practice of grouping work together on a geographical basis has been shown to be the most practical way of handling the bulk of the problems dealt with in the Foreign and Commonwealth Relations Offices. These geographical departments should so far as possible be responsible for the whole range of our relations with the countries in their parish. Their duties must include, and accord a prominent place to, our economic relations with the countries in their areas. In the Foreign Office, geographical departments already have responsibility of this kind. In the past, some geographical departments may have tended to shuffle off to economic departments within the Office responsibility for economic work in their areas or to give it a lower priority than it deserves. This tendency has, we believe, been greatly reduced if not altogether eliminated as a result of the unified approach to foreign affairs introduced by the 1943 Reforms. Geographical departments now contain officers who have served in economic and commercial posts. It would help to remove any lingering misapprehensions if care were taken not to refer to geographical departments as "political" departments. The description "political" departments can mislead outsiders and, on occasion, members of those departments about the scope of their responsibilities.

210. In the Commonwealth Relations Office, the practice is for each geographical departmental to be matched by separate Economic Relations Departments, each with special responsibility for economic matters in particular areas of the world. If, in this way, geographical departments are absorbed or debarred from handling economic problems directly, they may tend to form an unbalanced view of our bilateral and regional relationships and to underestimate the importance of trade and economic developments. We therefore recommend that, as opportunity offers, the Commonwealth Relations Office should reorganise its work so as to place responsibility for bilateral and regional economic matters within geographical departments.

211. Even if most economic matters are handled on a geographical basis, it will still be necessary for the Foreign and Commonwealth Relations Offices to have economic departments to deal with economic matters which cannot be handled bilaterally or regionally but have to be treated on a multilateral or commodity basis. Such departments can also usefully act as a clearing house for economic information, give advice to geographical departments and thus help to ensure that what we do in one part of the world makes sense in relation to what is being done elsewhere. But primary responsibility for dealing with economic matters within their areas must lie with geographical departments.

212. In addition to geographical and economic departments there must be specialist functional departments. There is, for example, a General Department in the Foreign Office which has among its duties an oversight of matters affecting international transport, telecommunications and fisheries. Such departments are clearly necessary; otherwise, it would not be possible to ensure

that what was done in a specialised field in one part of the world was done in full knowledge of what was going on elsewhere. Separate departments with world-wide responsibilities, in matters such as disarmament, are also necessary. Equally, the "hiving off" of information work in specialist departments is justified provided, as is the case at present, the Information Policy Departments of the Foreign Office and Commonwealth Relations Office are themselves organised on a geographical basis and act in close cooperation with geographical departments. Again, it is necessary to have departments responsible for dealing with international bodies or multilateral organisations such as the United Nations and the European Economic Community. However, care must be taken throughout to avoid extending the sphere of specialised departments in such a way as to diminish the responsibility and effectiveness of geographical departments. If the work in relation to a particular area of the world increases, we should prefer to see the geographical department concerned strengthened or, if necessary, divided into two departments. This is better than the alternative of "hiving off" into functional departments work which belongs essentially to our relations with countries within the jurisdiction of the geographical departments.

213. Whilst it makes sense for the work of the Foreign and Commonwealth Relations Offices to be organised primarily on a geographical basis, a different set of arguments prevails when assessing the best way to organise work at overseas posts. Since normally each Embassy or High Commission is concerned primarily with one overseas country only, the Head of Mission and his senior staff are automatically in a position to survey the whole pattern of our relationships with that country. At posts abroad, therefore, the organisation of work at subordinate levels should be such as to provide the greatest degree of specialisation compatible with an economical and flexible use of manpower. It would not be possible without an unjustifiable increase in the size of staffs to split off every identifiable group of work and allocate it to separate sections or specialist officers. The smaller the post, the less scope there is for specialisation of this kind. In most cases it will be sufficient to have a separate Economic and Commercial Section and separate Information, Consular and Administration Sections and to concentrate all the work not allocated to them in the Chancery or Political Section. If the Chancery is of any size, each member of it should be allocated his own subjects so that he may become expert in them. However, no attribute of Chancery work is more striking than its diversity. The aim will always have to be to rely for most matters on a Chancery staffed with officers who have been given the opportunity to acquire a good knowledge of the particular country, its language, interests, politics and personalities and combine this with an experience of proved diplomatic techniques. The quality of such officers will always be more important than their numbers. Their role is fundamental to the success of a Mission. It is upon them that the Head of Mission must principally rely for coordinated advice based on all the knowledge available in the Mission as a whole.

214. At Embassies and Foreign Office Missions overseas it is standard practice for an officer to hold the appointment of "Head of Chancery". This officer combines with his duties as Head of the political section of the Mission the responsibility of coordinating, under the direction of the Head of Mission, the work of the post as a whole. A good Head of Chancery is the best guarantee of the cohesion of a Mission and its work. This system greatly lightens the burden

on the Head of Mission, for whom the Head of Chancery acts as a kind of adjutant. The fact that the Head of Chancery is Head of the political section does not imply that commercial or other types of work are inferior. It is simply that the diverse nature of the responsibilities of the Chancery makes it more convenient and practicable for its head, rather than for any other officer, to play the coordinating role.

POSITION GUIDEDEPUTY UNDER- SECRETARYFunction:

Manages the day-to-day activities of the Department.

Responsibility and Authority:

1. Makes day-to-day decisions within the limits of established policy on all matters not requiring the approval of the Minister or the Under-Secretary.
2. Coordinates the development of plans within the guidelines set out in departmental objectives, programs and priorities for those groups under his direction.
3. Deputizes for the Under-Secretary during his absence.
4. Is a member of the senior Planning Committee and the senior Management Committee.
5. Coordinates regional, inter-regional and multilateral activities.
6. Ensures coordination of day-to-day activities with other government departments and agencies where they have an interest.
7. Adjusts the inter-regional allocation of resources, when this is warranted by changing priorities or special circumstances.

Relationships:

1. Reports to the Under-Secretary.
2. Is informed by the Under-Secretary of matters of special concern to the Minister.
3. Discusses as frequently as necessary with Assistant Under-Secretaries, matters of mutual concern in the day-to-day operation of the Department.
4. Presents to the Under-Secretary, day-to-day matters beyond his authority for decision with a complete analysis of alternative courses of action.
5. Sees heads of foreign missions in regard to matters involving the day-to-day activities of the Department.
6. Maintains liaison with deputy heads of other departments in regard to current matters.
7. Absorbs those protocol demands on the Under-Secretary which can be delegated.

POSITION GUIDEASSISTANT UNDER-SECRETARY, POLITICAL AFFAIRSFunction

- (a) Senior Political Affairs Adviser;
- (b) Assists the Deputy Under-Secretary in the supervision and coordination of the activities carried out by the Department in discharging its responsibility in regard to political matters on behalf of the Government of Canada.

Responsibility and Authority

1. Exercises functional authority in regard to political affairs in the Department. *See p 8*
2. Recommends priorities for political programs and activities.
3. Assists the Deputy Under-Secretary with the general supervision and coordination of the day-to-day political activities.
4. Deputizes for the Deputy Under-Secretary.
5. Is a member of the Senior Planning Committee and the Senior Management Committee.
6. Ensures an adequate flow of political information between Functional and Regional Branches.

Relationships

1. Reports to the Deputy Under-Secretary.
2. Consults with Branch Directors and provides guidance to them in the development of political plans, and coordination of day-to-day activities.
3. Consults with other government departments to ensure adequate coordination and liaison particularly in matters affecting these other government departments and their personnel in missions abroad.
4. Consults with members of the Planning and Research group and makes use of their assistance.
5. Works in close consultation with the Assistant Under-Secretary, Economic Affairs.
6. Deals directly with the Under-Secretary when appropriate.

POSITION GUIDEASSISTANT UNDER-SECRETARY, PROGRAM PLANNING & RESEARCHFunction

Provides planning coordination, and a research and intelligence service to the Department.

Responsibilities and Authority

1. Assists the Under-Secretary to coordinate all planning in the Department.
2. Assists the Under-Secretary in the development of departmental objectives, and activities and their distribution when approved to all those with planning duties in the department.
3. Assists the Under-Secretary in developing priorities in terms of activities and geography.
4. Provides in his organization a clearing house for the plans of regional and functional divisions and ensures their orderly presentation to the Senior Planning Committee for consideration and approval.
5. Supervises the development in dialogue with branch planners, of the alternatives in resolving areas of conflict either between the plans of the several divisions, or between divisional plans and departmental objectives, activities and priorities, and presents these alternatives along with the proposed plans to the Senior Planning Committee for consideration.
6. Uses his sources of information, and his objective view of departmental plans and priorities, to provide advice to other senior managers on crisis assessment.
7. Assesses the effectiveness and relationship of the staff support provided by the Intelligence and Research Branches and makes adjustments if necessary to ensure the best use of these resources.
8. Ensures consultation of other government departments, where they have an interest, at an early stage in the plan development.
9. Is a member of the Senior Planning Committee and the Senior Management Committee.

Relationships

1. Reports to the Under-Secretary.
2. Maintains close liaison with the other members of the Senior Planning Committee.

3. Maintains liaison with other government departments and agencies affected by departmental plans.
4. Ensures an early consultation with Senior Administrative Officials of the Department, by planners, to determine resource limitations.

Accountability

1. Develops objectives and schedules accomplishments in dialogue with the Under-Secretary and has them approved.
2. Reports at intervals agreeable to the Under-Secretary in terms of his objectives and accomplishments with appropriate explanations.

POSITION GUIDEASSISTANT UNDER-SECRETARY, ECONOMIC AFFAIRSFunction

- (a) The Senior Economic Affairs advisor.
- (b) Assists the Deputy Under-Secretary in the supervision and coordination of the activities carried out by the Department, in discharging its responsibilities in regard to economic matters on behalf of the government of Canada.

Responsibilities and Authority

1. General supervision, and coordination of the development of Economic Relations plans within the Department.
2. Exercises functional authority in regard to Economic Affairs in the Department.
3. Assists Deputy Under-Secretary with general supervision and coordination of the day-to-day economic relations activities.
4. Represents the Department on the External Aid Board.
5. Coordinates the input of Regional and Functional Divisions in the development of aid policy proposals.
6. Member of the Senior Planning Committee and Senior Management Committee.

Relationships

1. Reports to Deputy Under-Secretary.
2. Provides advice directly to Under-Secretary on request.
3. Consults with Branch Directors in the development of Economic Relations plans.
4. Ensures a two-way flow of economic information between functional and regional branches through liaison with Directors.
5. Ensures coordination and liaison with other government departments both in regard to planning and day-to-day activities.
6. Works in close consultation with the Assistant Under-Secretary, Political Affairs.
7. Deals directly with the Under-Secretary when appropriate.

POSITION GUIDE

ASSISTANT UNDER-SECRETARY & LEGAL ADVISOR

Function

- (a) Senior Legal Advisor.
- (b) Provides general direction and policy guidance to the Office of Federal/Provincial Affairs, the Legal Branch, Consular Division & the Passport Division.

Responsibility and Authority

- 1. Provides broad policy guidance and general direction to the Director of Federal/Provincial Affairs, Legal Branch, Consular Division and Passport Division.
- 2. Is a member of the Senior Planning Committee and the Senior Management Committee.
- 3. Provides advice on legal matters to Senior Managers.
- 4. Acts on matters referred to him on which a decision can be made within existing departmental policy.

Relationships

- 1. Reports to the Under-Secretary.
- 2. Maintains good relations with the University Law Departments.
- 3. Provides assistance to the Director of Federal/Provincial Affairs in making contacts where his prestige of rank and experience are advantageous.

Accountability

- 1. Develops objectives and schedules accomplishments in dialogue with the Under Secretary and has them approved.
- 2. Reports at intervals agreeable to the Under Secretary in terms of his objectives and accomplishments with appropriate explanations.

POSITION GUIDEASSISTANT UNDER- SECRETARY, ADMINISTRATIONFunction

Assists as necessary, and acts for the Under-Secretary in providing coordinated and effective administrative support for all departmental operations.

Responsibility and Authority

1. General direction of the planning and execution of the administrative activities of the Department.
2. Development and promulgation of administrative policy.
3. Makes all major day-to-day administrative decisions within the limits of established policy.
4. Exercises management control in terms of evaluating performance against objectives at given intervals for important administrative activities, and taking corrective action.
5. Is a member of the Senior Planning Committee and Senior Management Committee.
6. Provides administrative advice to other members of senior management.

Relationships

1. Reports to the Under-Secretary.
2. Consults with senior administrative officers in other government departments about common problems particularly those having personnel in missions abroad.
3. Consults with the Deputy Under-Secretary in resolving administrative problems abroad.
4. Consults with Assistant Under-Secretary, Program Planning and Research in regard to administrative limitations affecting future plans.
5. Selects one of his senior administrative managers to deputize for him in his absence.
6. Participates on a limited basis in the Senior Management Committee attending mainly when administrative matters or resource limitations have a direct bearing on discussions.
7. Consults frequently with senior officials of the central agencies.

Accountability

1. Develops objectives and schedules accomplishments in dialogue with the Under-Secretary and has them approved.
2. Reports at intervals agreeable to the Under-Secretary in terms of his objectives and accomplishments with appropriate explanations.

POSITION GUIDEDIRECTOR-GENERAL, PUBLIC INFORMATION SERVICEFunction

Provides general direction for departmental Public Relations, Information, and Cultural programs.

Responsibility and Authority

1. Provides general direction for the Press Office, Information, Cultural and Historical Divisions.
2. Is the Academic Liaison Officer for the Department and provides broad direction to the Director of the Academic Liaison and Research Office.
3. Develops broad information policy for approval and provides general planning guidance to the functional groups under his control.
4. Consults with the Information Services of other government departments, and is the Chairman of the Interdepartmental Committee on Information Abroad.
5. Consults frequently with the Director of Research and Reference Branch in order to ensure that the Department makes full use of the research which can be carried out by contact with members of the academic community.

Relationships

1. Maintains contacts in the academic community across the country.
2. Consults periodically with senior representatives of news media in Ottawa and other main Canadian Centres.
3. Consults with Public Relations Directors of other government departments.
4. Maintains contacts in the Canada Council and other appropriate organizations of the Arts.
5. Maintains liaison with National Film Board, and C.B.C.I.S.
6. Deals with members of parliament who wish information or answers to questions from the Department.

Accountability

1. Develops objectives, and schedules accomplishments in dialogue with his superior and has them approved.
2. Reports at intervals agreeable to his superior in terms of his objectives and accomplishments with appropriate explanations.

POSITION GUIDECHIEF OF PROTOCOLFunction

- (a) Senior adviser on Protocol matters.
- (b) Manages Department's relations with the Diplomatic Community in Ottawa.
- (c) Makes the arrangements to receive Foreign Dignitaries on behalf of the Government.
- (d) Facilitates communication between delegations, very important persons, and other official parties, and the posts in the countries to which they are going.

Responsibilities and Authorities

1. Provides advice in the Department on matters of Protocol.
2. Manages the relations between the Diplomatic Community in Ottawa and the Government of Canada.
3. Consults with the Secretary of State for External Affairs, the Prime Minister, or other members of the Government receiving Heads of State and Senior Members of Foreign Governments, and manages the preparations for such visits.
4. Provides a clearing house through which the posts abroad receive the necessary information to make preparations for groups and individuals travelling abroad who have official status.
5. Provides to individuals and groups entitled for special assistance from missions abroad, the terms of reference within which assistance is provided and what assistance can be expected.
6. Is Chairman of Government Hospitality Committee.
7. Member of Interdepartmental Committee on Awards.

Relationships:

1. Reports to the Under-Secretary.
2. Consults directly with the Minister or Prime Minister in regard to specific visits, but keeps the Under-Secretary informed.

3. Deals with all foreign missions in Ottawa in regard to Protocol matters.
4. Contacts, provincial and municipal officials or individual citizens as necessary in arranging the itineraries for specific visits.
5. Deals with law enforcement agencies throughout the country in regard to arrangements for officials visits.
6. Deals frequently with Departments of Transport, Public Works, National Defence, Secretary of State, as well as the Secretary to the Governor-General and the Canadian Broadcasting Commission.

Accountability

1. Develops objectives, and schedules accomplishments in dialogue with his superior and has them approved.
2. Reports at intervals agreeable to his superior in terms of his objectives and accomplishments with appropriate explanations.

POSITION GUIDEDIRECTOR, INSPECTION SERVICEFunction

Directs an inspection service which assesses activities against objectives, maintains liaison with posts abroad, undertakes management audit procedures, evaluates performance and appraises effectiveness, efficiency and economy, in all operations.

Responsibility and Authority

1. Supervises the planning and execution of the functions of the Inspection Service.
2. Undertakes inspections of larger missions and of missions at which pressing problems exist.
3. Maintains close liaison with other government departments which have representatives abroad.
4. Makes effective recommendations on the improvement of operations and administration and on the solution of problems, dealing direct with line managers on routine matters and submitting proposals to the Under-Secretary only on major issues.

Relationships

1. Reports direct to the Under-Secretary.
2. Consults frequently with members of the Senior Management Committee.
3. Deals direct with Heads of Post on all matters arising from inspection and liaison work.
4. Meets with regional directors to resolve problems relating to operations and administration within their regions.
5. Arranges for consultation between inspection team members and line managers before and after inspection trips.
6. Consults with the Assistant Under-Secretary (Administration) in developing plans for inspections of posts abroad or examination of headquarters operations.

Accountability

1. Develops objectives and draws up schedules of accomplishments, and has them approved by the Under-Secretary.
2. Reports at intervals to the Under-Secretary on the appropriateness of objectives of the Inspection Service and on the results achieved.

POSITION GUIDE

DIRECTOR OF INTELLIGENCE BRANCH

Function

Manages the Intelligence function as it concerns the Department.

Responsibility and Authority

1. Provides intelligence functional support for the department's activities.
2. Carries out coordination, and liaison duties in the Canadian and International Intelligence Communities.
3. Deals with intelligence aspects of the activities of diplomats accredited to Canada.
4. Serves as the chairman or member, as applicable, of those Intelligence Committees which do not require the attendance of the Under-Secretary, and cannot be delegated to other officers in the Intelligence Branch.

Relationships

1. Reports to Assistant Under-Secretary, Planning and Research.
2. Provides intelligence advice directly to the Under-Secretary or Deputy Under-Secretary on request.
3. Consults frequently with the senior members of other intelligence organizations.

Accountability

1. Develops objectives, and schedules accomplishments in dialogue with his superior and has them approved.
2. Reports at intervals agreeable to his superior in terms of his objectives and accomplishments with appropriate explanations.

POSITION GUIDE

HEAD OF SECURITY DIVISION

Function

Manages the security function of the Department.

Responsibility and Authority

1. Plans and manages a program for the department to ensure security in regard to personnel, information and material.
2. Consults with the Director of Intelligence in regard to security intelligence information.
3. Directs the activities of Regional Security Officers.
4. Advises and assists managers with security problems.
5. Maintains close liaison with the Director of Manpower Planning and Development in regard to personnel security considerations.
6. Advises the Chief of Property Management in regard to the security aspects of accommodation.

Relationships

1. Reports to the Under-Secretary.
2. Contacts all managers in the Department as required in regard to security matters.

POSITION GUIDEDIRECTOR, PROGRAM AND POLICY BRANCHFunction

1. Supervises the development of departmental objectives, programs and priorities, for approval.
2. Assists in coordinating the work of planners throughout the Department.
3. Supervises the consolidation of annual and 5-year Program Review Documents.

Responsibility and Authority

1. Provides general direction to the three planning divisions under his control.
2. Maintains intensive liaison with other Directors to ensure that all current functional and regional considerations are given proper emphasis in departmental objectives, programs and priorities.
3. Ensures proper use by the Program Formulation Division of all sources of program evaluation in order to propose the most effective adjustments to future activities.
4. Ensures an aggressively helpful attitude by the Policy Information Division in coordinating and assisting Branches with the presentation to the Senior Planning Committee of policy proposals to fill gaps in existing guidance, and providing quickly policy information when requested.
5. Consults with Branch Directors in other government departments to ensure, where they have an interest, that their planning input is considered.
6. Ensures adequate opportunities for his officers to remain abreast of current planning techniques useful to his Branch.
7. Consults with Branches to ensure that planning conflicts are resolved informally if possible.
8. Consults with the Director of Manpower Planning, and the Chief of Training and ensures that officers posted to the Program Coordination and Policy Branch have been given adequate preparation for their duties.
9. Deputizes for the Assistant Under-Secretary, Program Planning and Research, in his absence.

Relationships

1. Reports to the Assistant Under-Secretary, Program Planning and Research.
2. Consults with senior administrative managers in regard to resource limitations.
3. Maintains liaison with other government departments and agencies in regard to current plans and future planning requirements.

Accountability

1. Develops objectives, and schedules accomplishments in dialogue with his superior, and has them approved.
2. Reports at intervals agreeable to his superior in terms of his objectives and accomplishments with appropriate explanations.

POSITION GUIDEHEAD OF POLICY INFORMATION DIVISIONFunction

To coordinate and provide staff assistance in the presentation for approval of foreign policy proposals and to maintain an inventory of policy decisions.

Responsibility and Authority

1. Develops, maintains and operates a system for the orderly presentation of long-range policy proposals to the Senior Planning Committee.
2. Maintains an inventory of policy decisions and provides the service of making available in the most useful form to functional and regional branches and divisions, information from this accumulation of policy information.
3. Provides information to the Program Formulation Division as the main guide for its work.
4. Identifies in dialogue with user branches and divisions and from the policy inventory, gaps in existing foreign policy.

Relationships

1. Reports to the Director, Program and Policy Branch.
2. Consults with officers dealing with day-to-day activities, in obtaining papers, and current comment on matters requiring policy decision.
3. Maintains liaison with the Reference Division of the Research and Reference Branch in order to obtain day-to-day decision information which constitutes new policy or has a bearing on the development of policy.
4. Maintains liaison with the Special Studies Office in order to be knowledgeable of the current research projects which would be useful in foreign policy development.

Accountability

1. Develops objectives and schedules accomplishments for approval of his superior.
2. Reports at intervals determined by his superior, indicating in specific terms the degree to which accomplishments have met the approved objectives. Provides explanations as appropriate.

POSITION GUIDEHEAD OF PROGRAM FORMULATION DIVISIONFunction

To develop, in dialogue with the branches and within broad guidance from the Deputy Head, clear statements of departmental objectives, programs, and priorities, for approval.

Responsibilities and Authority

1. Develops statements of departmental objectives, programs and priorities for approval, operating within the following sequence, and guidelines:
 - (a) working within direction of the Under-Secretary and his Senior Planning Committee;
 - (b) gathering information from those involved in the day-to-day activities of the Department;
 - (c) making use of information from research, intelligence, and Policy Information Division sources;
 - (d) analyzing the input from all of these sources;
 - (e) developing the alternatives and presenting them for decision;
 - (f) maintaining a record of decisions taken, as a basis for further action, and for the guidance of planners within functional and geographic groupings.
2. Ensures an input where appropriate from other government departments and agencies.
3. After the initial development of the departmental objectives, programs and priorities, ensures a planning adjustment if appropriate based on the evaluation of plans in terms of accomplishment as reported from the missions through Regional Branches, and from Inspection Service assessment in the field.
4. Carries on a dialogue with Regional Branches and Program Directors in assisting them to develop their regional functional statements of objectives, programs and priorities, as a framework for their planning and operations. Provides advice to ensure that the developed statements of regional functional objectives, programs and priorities are consistent with the approved plans for the department as a whole.
5. Deputizes for the Director, Program and Policy Branch, in his absence.

Relationships

1. Reports to the Director, Program and Policy Branch.
2. Maintains close liaison with all those in the Department responsible for program planning to obtain their assessment of the validity of current department plans.
3. Maintains close liaison with Assistant Directors of Regional Branches to obtain comments in departmental plans from their point of view.

Accountability

1. Develops objectives and schedules accomplishments for approval of his superior.
2. Reports at intervals determined by his superior, indicating in specific terms the degree to which accomplishments have met the approved objectives. Provides explanations as appropriate.

POSITION GUIDEHEAD OF PROGRAM COORDINATION DIVISIONFunction

To scrutinize all program and regional plans, and to develop means of resolving areas of conflict, and developing the Program Review documents.

Responsibility and Authority

1. To analyse plans produced by regional and functional branches to ensure that they have been developed within the intent of departmental statements of objectives, activities and priorities.
2. To analyze plans for the purpose of recommending adjustment where conflicting proposals exist.
3. To propose alternatives for the adjustment of plans if required, firstly to the branches responsible, and if necessary, for decision of the Senior Planning Committee.
4. Consults with Head of Program Formulation Division, both in regard to intent of departmental plans, and to provide to the Program Formulation Division, comment on the effectiveness of current planning.
5. Carries on consultation with activity planners as plans are being developed to attempt to identify and resolve problem areas at an early stage.
6. Consults frequently with administrative planners to ensure that he is abreast of current trends and can identify areas affected by resource limitations.
7. Consults with planners of other government departments when such action is appropriate.
8. Consolidates approved activity plans into the Annual Program Review and 5-year Program Review documents in consultation with the Departmental Financial Management Advisor.

Relationships

1. Reports to the Director, Program and Policy Branch.
2. Consults with the officer charged with the planning responsibility in regional and functional groups.
3. Consults planners in other government departments and agencies.

Accountability

1. Develops objectives and schedules accomplishments for approval of his superior.
2. Reports at intervals determined by his superior, indicating in specific terms the degree to which accomplishments have met the approved objectives. Provides explanations as appropriate.

POSITION GUIDEDIRECTOR OF RESEARCH & REFERENCE BRANCHFunction

Provides a Research Service to the Regional, Functional and Planning Branches of the Department.

Responsibility and Authority

1. Supervises the operation of the Divisions under his control.
2. Maintains liaison with the users of his service to ensure a helpful approach, and an emphasis in those areas which will be of greatest assistance to the user divisions.
3. Makes the best use of facilities available through the Academic Liaison and Research Office.
4. Makes use of the best current techniques of providing research information to the user quickly and in the most convenient form.
5. Makes use of the department's Communication Systems Division in devising better methods of presenting information.

Relationships

1. Reports to the Assistant Under-Secretary, Program Planning and Research.
2. Close liaison with the users of research information.
3. Consults with the Director of the Program and Policy Branch in regard to planning research support.

Accountability

1. Develops objectives, and schedules accomplishments, in dialogue with his superior and has them approved.
2. Reports at intervals agreeable to his superior in terms of his objectives and accomplishments with appropriate explanations.

POSITION GUIDEHEAD OF RESEARCH DIVISIONFunction

To develop an inventory of information, about countries in which we have an interest, which is historically and geographically significant in the analysis of political and economic activities.

Responsibility and Authority

1. Develops an inventory of research information which will be readily available in a useful form to geographic and functional branches.
2. Reviews, at frequent intervals, with user branches and divisions the service being provided and the priorities against which research resources are being allotted to ensure the best use of those resources.
3. Provides to the Academic Liaison and Research Office a list of current useful research projects (provision should be made to update this list as changes in priority occur).
4. Provides to functional and geographic branches and divisions an interpretation of current happenings in terms of research information and expertise.
5. Has the authority to adjust responsibilities in the division as required in order to ensure the best use of resources.

Relationships

1. Reports to the Director, Research and Reference Branch.
2. Maintains an energetic and helpful relationship with functional and geographic branches and division personnel using his service.
3. Consults frequently with the Director of the Academic Liaison & Research Office.
4. Consults regularly with Head of Reference Section to determine the extent to which the research inventory is used and the area of current emphasis.

Accountability

1. Develops objectives and schedules accomplishments for approval of his superior.
2. Reports at intervals determined by his superior, indicating in specific terms the degree to which accomplishments have met the approved objectives. Provides explanations as appropriate.

POSITION GUIDEHEAD OF REFERENCE SECTIONFunction

Establishes and maintains an inventory of day-to-day decisions which are of current significance.

Responsibility and Authority

1. Establishes a suitable classification system and maintains an inventory of day-to-day decisions.
2. Researches, as necessary, existing records for decisions which are still significant and includes them in the inventory.
3. Establishes an information retrieval system to allow the quick transmission of decision information to user divisions.
4. Maintains close liaison with user branches and divisions to determine the most useful subject matter and the time period within which decisions are significant.
5. Ensures not only that the reference inventory contains that information for which there is demand but also does not contain that for which there is not a demand.
6. Has the authority to adjust the emphasis of the divisions' efforts in terms of subject matter to best meet the demands of those who use it.

Relationships

1. Reports to the Director of Research and Reference Branch.
2. Maintains close contacts with the users of the service to ensure emphasis on current requirements.
3. Maintains liaison with the secretariats of the Minister and the Under-Secretary as well as the Chief of Records Management, to ensure receipt of all material pertinent to the activities for which he is responsible.

Accountability

1. Develops objectives and schedules accomplishments for approval of his superior.
2. Reports at intervals determined by his superior, indicating in specific terms the degree to which accomplishments have met the approved objectives. Provides explanations as appropriate.

POSITION GUIDEDIRECTOR OF SPECIAL STUDIES OFFICEFunction

The systematic analysis of the Department's objectives, programs and priorities and the study of problems of particular concern because of their significance to foreign policy and plans development. The provision of accommodation and administrative facilities for senior officers of the Department doing short term study assignments.

Responsibility and Authority

1. Systematically analyses the Department's objectives, programs and priorities, in terms of examining the logic, on which they were developed.
2. Carries out studies on matters of particular concern in future policy planning.
3. Provides facilities for senior departmental officers doing special study assignments.
4. Coordinates the development of long range policy plans where more than one branch is involved.

Relationships

1. Reports to the Director of Research.
2. Maintains a close relationship with the planning divisions and the Director of Intelligence.
3. Consults with the Director of Inspection Services and Assistant Regional Directors in regard to program evaluation.
4. Consults with Regional and Functional Directors as well as officers of other government departments.

Accountability

1. Develops objectives and schedules accomplishments for approval of his superior.
2. Reports at intervals determined by his superior, indicating in specific terms the degree to which accomplishments have met the approved objectives. Provides explanations as appropriate.

POSITION GUIDEDIRECTOR OF ECONOMIC RELATIONS BRANCHFunction

Directs a trained Economic Relations staff who communicate on behalf of the Government of Canada in regard to international economic, commercial policy, technical, and scientific matters.

Responsibility and Authority

1. Provides the specialist economic, and commercial policy relations capability in the Department.
2. Coordinates the input of all other branches, and government departments, in dealings with multilateral economic and commercial agencies abroad.
3. Provides economic relations assistance to Regional Directors, both in the form of advice and assistance with economic relations when required.
4. Provides guidance, and coordinates all departmental relations with Canadian economic missions abroad.
5. In consultation with other branches, government departments, and agencies, periodically assesses the relative importance of the economic relations programs available to Canada as part of the development of objectives, programs and priorities for approval.
6. Acts on day-to-day matters after consultation with those who have an interest, when decisions can be made within the framework of existing policy.
7. Presents to the Assistant Under-Secretary, Economic Affairs, day-to-day matters beyond his authority or requiring resolution of conflicting interests of other Directors, for decision, with a complete analysis of alternate courses of action.
8. Deputizes for the Assistant Under-Secretary, Economic Affairs.

Relationships

1. Reports to the Assistant Under-Secretary, Economic Affairs.
2. Consults with other Directors as part of the informal coordination process.
3. Carries out interdepartmental coordination in regard to functional matters within his area of responsibility.

4. Consults frequently with other government departments and agencies in regard to current questions and long term planning.
5. Consults with the Directors of the Program Planning and Research Branch to ensure that full use is being made of their assistance, and to ensure that they are aware of any adjustments which might be desirable in the kind, or the method of providing assistance.

Accountability

1. Develops objectives and schedules accomplishments in dialogue with his superior and has them approved.
2. Reports at intervals agreeable to his superior in terms of his objectives and accomplishments with appropriate explanations.

POSITION GUIDEHEAD, TECHNICAL AND SCIENTIFIC DIVISIONFunction:

Coordinates the development of the Canadian point of view, and the flow of communications on technical and scientific matters, between the government of Canada and foreign countries.

Responsibility and Authority

1. Manages departmental communication in regard to technical and scientific matters.
2. Consults with and coordinates views of government scientific and technical groups to develop a Canadian position on international technical and scientific matters.
3. Manages international technical and scientific negotiations on behalf of the Canadian government.
4. Provides functional guidance to those doing scientific and technical reporting abroad.
5. Ensures an efficient flow of information between the government scientific community and post personnel charged with technical and scientific matters.
6. Provides functional guidance and advice throughout the Department and acts as the focal point for communicating on technical and scientific matters.
7. Develops the broad picture of technical and scientific activities in the world particularly as these activities are significant to the total economic picture.
8. Participates in the development of the objectives and priorities which determine the proper use of resources expended on technical and scientific activities in the Department.
9. Consults with scientific agencies such as National Research Council and Defence Research Board who have their own liaison officers abroad to ensure cooperation and an adequate exchange of information.

Relationships

1. Reports to the Director of Economic Relations.

2. Is the Department's contact with the Science Secretariat in the Privy Council Office.
3. Consults with the Program and Policy Branch.
4. Provides advice as required to managers in the Department.
5. Consults with technical and scientific officers throughout the Government as appropriate to the subject matter being handled.

Accountability

1. Develops objectives and schedules accomplishments for approval of his superior.
2. Reports at intervals determined by his superior, indicating in specific terms the degree to which accomplishments have met the approved objectives. Provides explanations as appropriate.

POSITION GUIDEDIRECTOR OF POLITICO-MILITARY AFFAIRS BRANCHFunction

Provides general direction of the Defence Liaison and Disarmament functions.

Responsibilities and Authority

1. Gives general direction to the two divisions under his control.
2. Represents the Department at Defence Council meetings.
3. Provides guidance to the special military and disarmament missions, and coordinates departmental relationships with these missions.
4. Supervises the development of foreign policy proposals related to Defence and Disarmament matters.
5. Acts on matters within the sphere of his responsibilities where decisions can be made within existing policy.
6. Coordinates his activities with other Directors on an informal basis whenever possible.
7. Obtains guidance from the Assistant Under-Secretaries of Political and Economic Affairs in developing alternative courses of action.

Relationships

1. Reports to the Deputy Under-Secretary.
2. Receives functional direction from the Assistant Under-Secretary, Political Affairs and the Assistant Under-Secretary, Economic Affairs.
3. Maintains close liaison with the Department of National Defence.

Accountability

1. Develops objectives and schedules accomplishments in dialogue with his superior and has them approved.
2. Reports at intervals agreeable to his superior in terms of his objectives and accomplishments with appropriate explanations.

POSITION GUIDEDIRECTOR OF EUROPEAN BRANCHFunction

Manages the activities of the Department of External Affairs in the European Region.

Responsibilities and Authority

1. Develops regional plans within the framework of departmental functional activity plans, and priorities.
2. Coordinates the action of all divisions in the Department in their dealings with the missions in his Region.
3. Coordinates the operations of the missions within the Region toward the attainment of Regional objectives.
4. Ensures the best use of regionally allotted resources to carry out approved activities and has the authority to adjust the allocation of resources if priorities change.
5. Is the coordinator of activities involved in the management of a crisis which occurs in his region, and along with his desk officer forms the nucleus of the crisis management team.
6. Plans, and organizes conferences of Heads of Mission within his region when appropriate. Has the authority to initiate and carry out such arrangements within the limits of his financial allotments and existing departmental policy.
7. Sees foreign Heads of Mission representing countries in his region as circumstances necessitate.

Relationships

1. Reports to the Deputy Under-Secretary.
2. Deals with all Division Heads to coordinate their dealings with the missions in his region.
3. Deals with the Assistant Under-Secretary, Administration, and his senior officers in ensuring adequate regional administrative support.
4. Consults with the Assistant Under-Secretary, Program Planning and Research and his officers, in regard to planning, Research, and crisis management.
5. Deals with Deputy Under-Secretary, Assistant Under-Secretary, Economic Affairs, or Assistant Under-Secretary, Political Affairs, as appropriate, in obtaining decisions or support in regard to:

- (a) matters outside existing policy, or having been designated as requiring the Under-Secretary's or Minister's decision.
 - (b) matters of a bilateral character having multilateral implications and areas of conflict which must be resolved by discussion with the two Assistant Under-Secretaries and/or other Directors.
6. Ensures adequate coordination and liaison with other government departments both in regard to planning and day-to-day activities.
 7. Receives functional direction from the Assistant Under-Secretaries, for Economic, and Political Affairs.

Accountability

1. Develops objectives, and schedules accomplishments in dialogue with his superior and has them approved.
2. Reports at intervals agreeable to his superior in terms of his objectives and accomplishments with appropriate explanations.

Note: The same Position Guide can be applied to all Regional Directors.

POSITION GUIDEASSISTANT DIRECTOR, EUROPEAN BRANCHFunctions

Assists the Director with the coordination of departmental relations with the missions in his region, and the development of regional and mission plans.

Responsibilities and Authority

1. Develops regional plans within the framework of the department's functional activity plans and priorities;
2. Develops mission plans in terms of objectives, scope of activities and priorities in dialogue with the missions.
3. Deputizes for the Director during his absence or during a crisis.
4. Coordinates the dealings of other branches with the missions in his region.
5. Deals with unresolved mission requirements for administrative support when brought to the attention of his branch by the mission.
6. Maintains liaison with Research and Intelligence branches to ensure that his branch is making best use of these support services.
7. Maintains liaison with the Director of Manpower Planning and Development to ensure he can advise his Director of any personnel limitations on future planning and/or current operations.

Relationships

1. Deals with Program Formulation, Research and Reference, and Intelligence officers in the formulation of plans.
2. Consults with other government departments where their interests and personnel are involved in mission plans.
3. Consults with senior administrative and functional officers of the Department to ensure coordination of dealings with the missions.

Accountability

1. Develops objectives and schedules accomplishments for approval of his superior.
2. Reports at intervals determined by his superior, indicating in specific terms the degree to which accomplishments have met the approved objectives. Provides explanations as appropriate.

Note: The same Position Guide can be used for all Assistant Director of Reg'l Affairs.

POSITION GUIDEDIRECTOR OF OFFICE OF FEDERAL/PROVINCIAL AFFAIRSFunction

- (a) Advises the Under-Secretary;
- (b) Develops policy on Federal/Provincial matters;
- (c) Functional guidance throughout the Department.

Responsibility and Authority

1. Provides advice as the Special Advisor in the Department on Federal/Provincial matters.
2. Directs members of his office in the collection of information throughout the Department, and the development of departmental policies on Federal/Provincial matters, for approval.
3. Provides functional guidance and coordination, in regard to Federal/Provincial matters of direct concern to the Department.

Relationships

1. Reports to the Assistant Under-Secretary and Legal Advisor.
2. Provides advice on request directly to the Under-Secretary.
3. Consults as required with managers in the Department in the course of carrying out his assigned function.
4. Is the main departmental contact with Privy Council Office and other government departments as necessary in relation to his assigned function.

Accountability

1. Develops objectives, and schedules accomplishments in dialogue with his superior and has them approved.
2. Reports at intervals agreeable to his superior in terms of his objectives and accomplishments with appropriate explanations.

POSITION GUIDEDIRECTOR OF LEGAL BRANCHFunction

To provide general direction of the Legal function, and provides legal advice as required in the Department.

Responsibility and Authority

1. Provides general supervision of the International Law and Legal Services Divisions.
2. Supervises the development of legal policy.
3. Provides broad planning guidance for the Divisions under his control.
4. Ensures coordination with, and proper priorities in support of, the regional and functional groups of the Department.
5. Makes decisions within existing policy, on matters referred to him by his Divisions.
6. Arranges research through the Academic Liaison and Research Office, for Legal projects within his budget.
7. Provides interdepartmental coordination on legal matters as appropriate.

Relationships

1. Reports to the Assistant Under-Secretary and Legal Advisor.
2. Maintains good relations with University Legal Departments.
3. Maintains relations with the legal departments of other government departments and agencies as appropriate.
4. Consults with other Branch Directors to ensure adequate Legal and Consular advice and assistance within the Department.

Accountability

1. Develops objectives, and schedules accomplishments in dialogue with his superior and has them approved.
2. Reports at intervals agreeable to his superior in terms of his objectives and accomplishments with appropriate explanations.

POSITION GUIDEDIRECTOR, ACADEMIC LIAISON AND RESEARCH OFFICEFunction

To promote better and more extensive relations with the Academic Community.

Responsibility and Authority

1. Develops to the greatest extent practicable relations with the academic community.
2. Encourages others in the Department to appreciate the importance of good academic relations.
3. Initiates contacts which are desirable which do not now exist.
4. Develops for the Department the assistance of academics on a contract basis where practical and administers such contract arrangements, and arranges for necessary facilities.
5. Maintains a list of current study requirements which have been approved by the Senior Planning Committee and assigned a priority.
6. Works very closely with an advisory panel of scholars in obtaining advice pertinent to his function.

Relationships

1. Reports to the Director-General, Public Information Service.
2. Maintains liaison with academic community.
3. Maintains close contact with the Advisory Panel of Scholars.¹²
4. Deals frequently with managers throughout the Department.
5. Maintains close liaison with Director-General, Personnel, in connection with recruiting of FSOs.
6. Consults with International Law, Cultural and Historical Divisions to make full use of their particular academic contacts.

¹² LAD STEPHENS, Relations Between the Department and The Canadian Academic Community, P. 38.

Accountability

1. Develops objectives and schedules accomplishments in dialogue with his superior and has them approved.
2. Reports at intervals agreeable to his superior in terms of his objectives and accomplishments with appropriate explanations.

POSITION GUIDEDEPARTMENTAL FINANCIAL MANAGEMENT ADVISORFunction

Provides financial management guidance to departmental managers, and general direction for the division under his control.

Responsibility and Authority

1. Develops and supervises the introduction and operation of a program budgeting system of financial management in the Department.
2. Participates in, and coordinates the financial planning of the Department.
3. Manages cash requirements.
4. Ensures adequate accounting systems are developed and updated as required by departmental needs.
5. Directs the development of management reporting systems, and provides advice to managers as required in terms of the resource alternatives available for any given set of conditions.
6. Maintains effective financial liaison with Treasury Board staff, Comptroller of the Treasury, Auditor General, other government departments and agencies.
7. Provides general direction to the Finance Division.
8. Provides functional guidance with regard to financial management, throughout the Department.
9. Advises on and participates in training for financial management staff.

Relationships

1. Reports to the Assistant Under-Secretary, Administration.
2. Provides liaison with Treasury Board staff, Auditor General, and financial management advisors of other government departments.
3. Maintains a close liaison and provides functional guidance to the Director of the Program and Policy Branch.
4. Provides advice to all line managers when appropriate.

Accountability

1. Develops objectives, and schedules accomplishments in dialogue with his superior and has them approved.
2. Reports at intervals agreeable to his superior in terms of his objectives and accomplishments with appropriate explanations.

POSITION GUIDEDIRECTOR-GENERAL, PERSONNEL BRANCHFunction

Plans and executes a personnel administration program for the Department.
Advises senior management of the Department on personnel policies and practices.

Responsibilities and Authority

1. Provides general direction of a staffing program to ensure a coordinated approach to organizational planning, manpower planning and utilization, employee appraisal, training, development, and employee services throughout the Department.
2. Provides general direction of the Department's classification program.
3. Provides general direction of the Department's staff relations program.
4. Ensures clear personnel policies and integrated personnel programs through personnel manuals, directives and functional guidance.

Relationships

1. Reports to the Assistant Under-Secretary, Administration.
2. Represents the Department for all personnel administration matters with the Civil Service Commission, the Treasury Board Staff, the Public Service Relations Board and with associations representing departmental employees.
3. Acts as senior departmental representative on negotiating teams in collective bargaining.
4. Provides Personnel advice and guidance to line managers.

Accountability

1. Develops objectives, and schedules accomplishments in dialogue with his superior and has them approved.
2. Reports at intervals agreeable to his superior in terms of his objectives and accomplishments with appropriate explanations.

POSITION GUIDEDIRECTOR OF MANPOWER PLANNING & DEVELOPMENTFunction

- (1) The direction of the manpower and rotational planning functions.
- (2) A centralized management responsibility for posting, promotion, and selection decisions, for certain classes of personnel.¹³

Responsibility and Authority

1. Directs the evaluation of future personnel requirements from the department's operational plan, and the development of a personnel resources plan to meet these requirements.
2. Manages the arrangements for the handling of manpower appraisal information.
3. Supervises the planning of promotions, and postings, and career development, and makes decisions within his delegated authority, guided by the objectives and priorities set out in the broad departmental planning.
4. After consultation with the Line Managers concerned, makes recommendations for promotions and appointments beyond his authority, directly to the Assistant Under-Secretary, Administration.
5. Participates in selection, on boards composed of Line Managers.
6. Identifies future training requirements of the department, and recommends training priorities for senior management approval. This information forms the basis of the 5-year training program which is developed by the Director of Training.
7. Advises personnel on promotions and postings through line management channels.
8. Supervises the development of proposals for organizational change, and maintains the organization charts and position guides.

¹³ The remaining management authority over posting, promotion, and selection of certain personnel should be shifted, if possible over a suitable period of time from the Director of Manpower Planning to Line Managers, and Boards and Committees composed of line managers. The system by which such a shift of authority may be effected should be part of the proposed personnel study.

Relationships

1. Reports to the Director-General of Personnel.
2. In regard to decisions on promotions, postings, and selection, reports directly to the Assistant Under-Secretary Administration.
3. Consults with departmental managers about personnel requirements and the plans he is developing which affect their personnel resources.
4. Deals with the Staffing Branch of the Civil Service Commission in regard to selection.
5. Deals with the Treasury Board staff in the presentation of organization proposals.
6. Consults with line managers in the preparation of organization proposals.

Accountability

1. Develops objectives and schedules accomplishments in dialogue with his superior, and has them approved.
2. Reports at intervals agreeable to his superior in terms of his objectives and accomplishments with appropriate explanations.

POSITION GUIDE

DIRECTOR OF TRAININGFunction

To develop, request resources for, and administer the training programs of the Department.

Responsibility and Authority

1. Receives the future training requirements and priorities from the Director of Manpower Planning and Development, and develops a 5-year training program for the Department.
2. Makes full use of existing courses both within and outside the government in developing departmental training plans.
3. Requests the necessary funds, staff, and facilities in the departmental estimates.
4. Designs special departmental courses of studies which are not available from other sources.
5. Administers the department's training program.

Relationships

1. Reports to the Director-General Personnel.
2. Consults with the Central Training Branch in the Civil Service Commission.
3. Discusses the effectiveness of courses with departmental managers.
4. Maintains liaison with those engaged in training in other government departments.

Accountability

1. Develops objectives, and schedules accomplishments in dialogue with his superior and has them approved.
2. Reports at intervals agreeable to his superior in terms of his objectives and accomplishments with appropriate explanations.

POSITION GUIDEDIRECTOR OF CLASSIFICATION AND COMPENSATIONFunction

Plans for, and administers all aspects of the classification and compensation function.

Responsibility and Authority

1. Manages the classification establishment, pay, allowances, leave, superannuation activities, and the administration of locally employed personnel abroad.
2. Personally deals with senior heads of posts, on allowance arrangements related to their appointment.
3. Reviews allowance policy and recommends adjustments to existing regulations.
4. Is the departmental contact with Treasury Board and the Civil Service Commission in regard to allowances and classification respectively.
5. Reviews regulations governing the conditions of service for locally engaged personnel and recommends changes as appropriate to amend existing manuals.

Relationships

1. Reports to the Director-General, Personnel.
2. Discusses compensation and benefits arrangements with returning officers who have served abroad, as well as managers in Ottawa.
3. Discusses compensation and benefits policy development with Director of Staff Relations.
4. Discusses classification and compensation with managers in Ottawa.
5. Maintains liaison with his counterparts in other government departments and the central agencies.
6. Ensures an input into classification and allowance policy by the Director of Staff Relations.

Accountability

1. Develops objectives, and schedules accomplishments in dialogue with his superior and has them approved.
2. Reports at intervals agreeable to his superior in terms of his objectives and accomplishments with appropriate explanations.

POSITION GUIDEDIRECTOR OF PERSONNEL SERVICESFunction

To manage the recruiting and employee services functions.

Responsibility and Authority

1. Manages the departmental recruiting and induction programs.
2. Supervises generally, the following activities: employee communications; health and medical services; and, counselling.
3. Provides a housing and posting service for rotational personnel of the department.
4. Collects and maintains an inventory of information of facilities, living conditions, culture, transportation and other useful information to assist rotational personnel in gaining pre-posting knowledge of their new post, and to assist the Department in making decisions in these fields.
5. Provides a counselling service in Ottawa to the individual employees, and provides counselling advice to managers at overseas post in terms of broad formal guidance, and advice in regard to specific cases.

Relationships

1. Reports to the Director-General, Personnel.
2. Discusses with managers broad, and specific solutions to employee problems received in counselling sessions.
3. Deals with line managers abroad in regard to all aspects of his responsibilities.
4. Discusses effectiveness of recruiting and induction with line managers.
5. Provides departmental liaison with the Staffing Branch of the Civil Service Commission.
6. Discusses university contacts and recruiting programs with the Academic Liaison Office.

Accountability

1. Develops objectives and schedules accomplishments for approval of his superior.
2. Reports at intervals determined by his superior, indicating in specific terms the degree to which accomplishments have met approved objectives. Provides explanations as appropriate.

POSITION GUIDEDIRECTOR OF STAFF RELATIONSFunction

Provides the staff relations and personnel research support for line management in the Department.

Responsibility and Authority

1. Assesses grievances and demands, and recommends a departmental approach to collective bargaining negotiations.
2. Assesses grievances and demands, and recommends departmental action in the administrative processes relative to existing agreements.
3. Provides an input to the compensation and benefits group to assist them in the development of compensation and benefits policy adjustments.
4. Consults with the Director of Manpower Planning and the Departmental Financial Management Advisor to gain a perspective of future personnel plans and financial limitations.
5. Provides general supervision of personnel research into matters affecting future negotiations and grievance matters affecting bargaining attitudes, morale, and conditions of service generally.

Relationships

1. Reports to the Director-General, Personnel.
2. Consults with managers throughout the Department.
3. Maintains liaison with Staff Associations.
4. Consults with the Central Agencies and the Public Service Staff Relations Board.
5. Consults with staff relations' directors in other government departments.

Accountability

1. Develops objectives, and schedules accomplishments in dialogue with his superior and has them approved.
2. Reports at intervals agreeable to his superior in terms of his objectives and accomplishments with appropriate explanations.

POSITION GUIDEDIRECTOR, COMMUNICATIONS BRANCHFunction

Directs the total communications system of the Department including electronic communications, courier service, and information movement, storage and retrieval systems.

Responsibility and Authority

1. Guides the development and obtains approval for, communications policy.
2. Provides broad planning and general direction of the operation of all information systems in the Department.
3. Pursues an active program of information systems improvement, through the judicious use of the Communication Systems Division.
4. Ensures adequate coordination of the Telecommunications and Records Management elements of the communications function.
5. Consults with Branch Directors throughout the Department to determine requirements for improvement of the systems under his control.

Relationships

1. Reports to the Assistant Under-Secretary, Administration.
2. Consults with the Assistant Under-Secretary, Program Planning and Research, in regard to Communications limitations on future plans.
3. Provides Communications advice to other Branch Directors.
4. Consults with other government departments about communications matters.
5. Consults with his counterparts in other Foreign Ministries periodically.

Accountability

1. Develops objectives, and schedules accomplishments in dialogue with his superior and has them approved.
2. Reports at intervals agreeable to his superior in terms of his objectives and accomplishments with appropriate explanations.

POSITION GUIDEDIRECTOR, PROPERTY AND SUPPLY BRANCHFunction

General Management of the Property and Supply functions in the Department.

Responsibility and Authority

1. Development of policy pertinent to the Property and Supply functions.
2. General Management in terms of planning, execution and periodic evaluation of the results of Property and Supply Programs.
3. In consultation with the Assistant Under-Secretary, Administration, and the Departmental Financial Management Advisor, puts forward broad policies and program amendments to Treasury Board.
4. Coordinates the planning and work of the Property Management Division with work done for the Department by the Department of Public Works.
5. Deals with departmental representation to the Government Motor Vehicle Committee and ensures approval of policies unique to the Department's varied environments abroad.
6. Makes decisions on matters of Property and Supply within existing policy, and the limits of his financial delegation.
7. Provides professional and specialized technical advice and assistance, to the Chief of General Services Division in support of his Headquarters Accommodation and Maintenance Section.

Relationships

1. Reports to the Assistant Under-Secretary, Administration.
2. Departmental liaison with Department of Public Works.
3. Consults other government departments concerned about accommodation abroad.
4. Receives functional guidance from Departmental Financial Management Advisor.
5. Consults with all Branch Directors as required in the evaluation property and supply activities and in devising adjustments to improve the service.

Accountability

1. Develops objectives, and schedules accomplishments in dialogue with his superior and has them approved.
2. Reports at intervals agreeable to his superior in terms of his objectives and accomplishments with appropriate explanations.

POSITION GUIDEHEAD, GENERAL SERVICES DIVISIONFunction

To provide general administrative services to the Department in Ottawa.

Responsibilities and Authority

1. Directs the planning and operation of the Headquarters Accommodation, Office Services, and Production Services Sections.
2. Develops administrative policy, for approval, for the functions under his control.
3. Deals with the Department of Public Works on behalf of the Department in connection with the Headquarters Building.

Relationships

1. Reports to the Assistant Under-Secretary, Administration.
2. Deals with all Ottawa Branch and Division Heads as necessary, in regard to the services provided by his Division.

Accountability

1. Develops objectives and schedules accomplishments for approval of his superior.
2. Reports at intervals determined by his superior, indicating in specific terms the degree to which accomplishments have met the approved objectives. Provides explanations as appropriate.

POSITION GUIDEHEAD, O&M DIVISIONFunction

Provides a management service, and supervises the amendment of manuals and issues of departmental directives.

Responsibility and Authority

1. Plans for and directs the O&M function in the Department.
2. Provides lecturers for training programs to deal with O&M subject matter when appropriate.
3. Supervises the section charged with the publication of amendments and issue of directives in the Department.

Relationships

1. Reports to the Assistant Under-Secretary, Administration.
2. Deals with all Ottawa Branch and Division Heads as appropriate.
3. Maintains liaison with agencies providing central consulting services.
4. Maintains liaison with the Director of the Inspection Service in developing solutions to management and systems problems.

Accountability

1. Develops objectives and schedules accomplishments for approval of his superior.
2. Reports at intervals determined by his superior, indicating in specific terms the degree to which accomplishments have met the approved objectives. Provides explanations as appropriate.

POSITION GUIDEHEAD OF PROTOCOL SECTIONFunction

(a) Assists the Chief of Protocol in the management of relations between the Government of Canada and members of the Diplomatic Community in Ottawa.

(b) Assists the Chief of Protocol in providing advice on protocol matters in the Department.

Responsibilities and Authorities

1. Manages, under the guidance of the Chief of Protocol, the arrangements necessary to deal with: accreditation; reception of heads of mission; matters of precedence, privilege and immunity; credentials for our diplomats and delegates to conferences; the maintenance of the diplomatic list; messages of congratulation and condolences to Heads of State and other matters within the context of the subject matter known as protocol.
2. Makes such arrangements as are necessary and proper when diplomats have difficulty with the law in Canada.
3. Ensures that diplomats accredited to Canada are provided with information about Canadian laws and other such information as would prove helpful to them.
4. Provides assistance to diplomats attending special ceremonies on "Parliament Hill".
5. Arranges for official gifts presented to foreign Heads of State by the Prime Minister and Secretary of State for External Affairs when they are abroad.
6. Develops and maintains a Protocol Handbook.

Relationships

1. Reports to the Chief of Protocol.
2. Deals with all members of the Diplomatic Community in Ottawa.
3. Deals with other government departments.

Accountability

1. Develops objectives and schedules accomplishments for approval of his superior.
2. Reports at intervals determined by his superior, indicating in specific terms the degree to which accomplishments have met the approved objectives. Provides explanations as appropriate.

POSITION GUIDEHEAD, OFFICIAL VISITS SECTIONFunction

Assists the Chief of Protocol in the management of arrangements on behalf of the Government of Canada for visits of Foreign Heads of Government and Senior Foreign Officials.

Responsibility and Authority

1. Plans for and arranges itineraries, appointments, transportation and facilities necessary to appropriately receive and care for the wants of Foreign Dignitaries officially visiting Canada.
2. Is secretary of the Government Hospitality Committee.
3. Develops standard planning procedures for visits.
4. Is delegated substantial administrative authority to make the arrangements necessary to fulfill his responsibilities.

Relationships

1. Reports to the Chief of Protocol.
2. Deals with other government departments to make visit arrangements.
3. Deals with Police forces at municipal, provincial, and federal levels.
4. Sometimes must consult members of the public in regard to visit arrangements.
5. Consults with geographic and functional branches in developing visit plans.

Accountability

1. Develops objectives and schedules accomplishments for approval by his superior.
2. Reports at intervals determined by his superior, indicating in specific terms the degree to which accomplishments have met the approved objectives. Provides explanations as appropriate.

POSITION GUIDEHEAD, TRAVEL LIAISON SECTIONFunction

To facilitate communication and the provision of information to missions abroad, and to official groups and individuals travelling abroad, which will assist both in arriving at suitable arrangements for such visits.

Responsibility and Authority

1. Provides a clearing house, to expedite the flow of the necessary information between the official groups and individuals travelling abroad, and the missions from which they will wish assistance.
2. Provides such groups and individuals with a copy of the government policy proposed in this report, which would state the assistance that posts will provide and for whom.
3. Develops amendments to such policy for approval, as appropriate.
4. Through an aggressively helpful approach, obtains the information which missions must have for planning purposes.
5. Monitors all information indicating the formation of and itinerary of official groups, and contacts them to determine requirements as early as possible.

Relationships

1. Reports to the Chief of Protocol.
2. Establishes contacts in the offices of senior government officials and members of the government to ensure early notice of travel abroad.
3. Deals with all missions and provides all the useful information available about official travellers in their countries.
4. Obtains additional information through the Visits Section.

Accountability

1. Develops objectives and schedules accomplishments for approval by his superior.
2. Reports at intervals determined by his superior, indicating in specific terms the degree to which accomplishments have met the approved objectives. Provides explanations as appropriate.

POSITION GUIDEHEAD OF POSTFunction

The management of international relations and the protection of Canadian interests on behalf of the Government of Canada, in the countries to which he is accredited.

Responsibility and Authority

1. Plans and manages international relations between Canada and the country to which he is accredited.¹⁴
2. Establishes and maintains effective relations with the officials and members of the government and influential persons of the country or countries to which he is accredited, and within the diplomatic community generally.¹⁴
3. Provides general direction of the activities at his mission.
4. Has authority to make decisions in regard to all planned activities at his post within the limits of existing approved activities, policy and allotted resources.
5. Delegates authority for all but major decisions concerning the operation of his post to his Deputy Head of Post and Administrative Officer.
6. Coordinates the activities of, and assists the officers of, other government departments within his area of responsibility.
7. Manages arrangements for the protection of Canadians and Canadian interests abroad.
8. Manages international negotiations between Canada and the country to which he is accredited.

Relationships

1. Reports to the Secretary of State for External Affairs.
2. Receives direction and guidance from the Minister and Under-Secretary, as well as from officers of the Department to whom specific authority has been delegated.

¹⁴ If a Head of Consular Post, he deals with government officials in his area, but deals with the National Government through the Canadian Embassy or High Commission.

3. May correspond directly with the Prime Minister, under special circumstances, but provides copies of such correspondence to the Minister, Under-Secretary, and Senior officers of the Department as appropriate.

Note: The position guides developed in this section are developed along lines which are applicable to senior positions in an Embassy, High Commission or Consular Post. Position guides for the functional missions would have to be developed specifically for each individual case although the same format would be applicable.

POSITION GUIDEDEPUTY HEAD OF POST (LARGE POST)Function

To manage the activities of the post, within broad guidelines set out for him by the Head of Post.

Responsibilities and Authority

1. Assists the Head of Post with the planning and management of Canada's relations with his country of accreditation.
2. Manages the activities of the mission.
3. Assists the Head of Post with his representational duties.
4. Makes all except major decisions in regard to the day-to-day operations of the Post.
5. Delegates substantial administrative authority to the administrative officer, providing general direction only.
6. Provides guidance to the administrative officer in Consular and Protocol matters.
7. Takes an active part along with the administrative officer in matters of personnel administration affecting morale, training, promotion and postings.
8. Develops, in dialogue with the Regional Branch and guided by his Head of Post, mission objectives, priorities and definition of the scope of activities.
9. Deputizes in the absence of the Head of Post.

Relationships

1. Reports to the Head of Post.
2. Deals with the officers of other government departments in the interests of coordination, and assistance.
3. Maintains contacts in the Government, and within the Diplomatic Community, in accordance with protocol and practice.
4. Deals mainly with the Regional Director, who coordinates all Headquarters relations with his mission.

5. Reports serious operating and administrative difficulties to the Regional Director when they cannot be effectively resolved by the attempts of his staff to deal with the Divisions in Ottawa.

Accountability

1. Develops objectives, and schedules accomplishments in dialogue with his superior and has them approved.
2. Reports at intervals agreeable to his superior in terms of his objectives and accomplishments with appropriate explanations.

Note: The position guides developed in this section are developed along lines which are applicable to senior positions in an Embassy, High Commission or Consular Post. Position guides for the functional missions would have to be developed specifically for each individual case although the same format would be applicable.

POSITION GUIDEDEPUTY HEAD OF POST (MEDIUM-SIZED POST)Function

Provides direction for the Political, Economic, Commercial, Technical and Scientific, Aid and Public Information Activities at his Post.

Responsibility and Authority

1. Assists the Head of Post with the planning and management of the substantive work of the post.
2. Consults frequently with the Consul and Administrative Officer to ensure administrative support for the post's activities.
3. Consults frequently with the Military Advisor and the Heads of other government departmental groups in the interests of coordination and assistance.
4. Assists the Head of Post with representational duties.
5. Deputizes for the Head of Post in his absence.
6. Develops, in dialogue with the Regional Branch, and under the general supervision of the Head of Post, statements of mission objectives, priorities, and definition of the scope of activities.
7. Takes an active part along with the Post Consul and Administrative Officer in matters of personnel administration affecting morale, training, promotion and posting. He briefs the Head of Post on these matters so that the Head of Post may participate at any time he feels appropriate.

Relationships

1. Reports to the Head of Post.
2. Maintains contacts in the government with influential persons in the country, and with the Diplomatic Corps, in accordance with protocol and practice.
3. Maintains contact with Canadians participating in aid programs.
4. Deals directly with the External Aid Office in regard to matters of Aid Administration.
5. Deals with External Affairs Department in regard to matters of Aid policy.

Accountability

1. Develops objectives and schedules accomplishments for approval of his superior.
2. Reports at intervals determined by his superior, indicating in specific terms the degree to which accomplishments have met approved objectives. Provides explanations as appropriate.

Note: The position guides developed in this section are developed along lines which are applicable to senior positions in an Embassy, High Commission or Consular Post. Position guides for the functional missions would have to be developed specifically for each individual case although the same format would be applicable.

POSITION GUIDECONSUL AND ADMINISTRATIVE OFFICERFunction

Manages the administrative support and consular activities at the Post.

Responsibilities and Authority

1. Plans for the necessary resources, and manages the administrative activities which support the posts activities.
2. Manages consular activities at his post.
3. Has authority to carry out previously approved administrative programs under the general guidance of the Head or Deputy Head of Post.
4. Advises on administrative matters relative to program planning and execution.
5. Does personnel counselling as appropriate.

Relationships

1. Reports to the Deputy Head of Post, at a large Post. Reports to the Head of Post at all other posts.
2. Consults with Deputy Head of Post about the political implications of consular and administrative matters.
3. Establishes and maintains useful administrative contacts.
4. Consults with his counterparts in other friendly missions.

Accountability

1. Develops objectives and schedules accomplishments for approval by his superior.
2. Reports at intervals determined by his superior, indicating in specific terms the degree to which accomplishments have met the approved objectives. Provides explanations as appropriate.

Note: The position guides developed in this section are developed along lines which are applicable to senior positions in an Embassy, High Commission or Consular Post. Position guides for the functional missions would have to be developed specifically for each individual case although the same format would be applicable.

