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CANADA'S
DIPLOMATIC SERVICE

Department of External Affairs

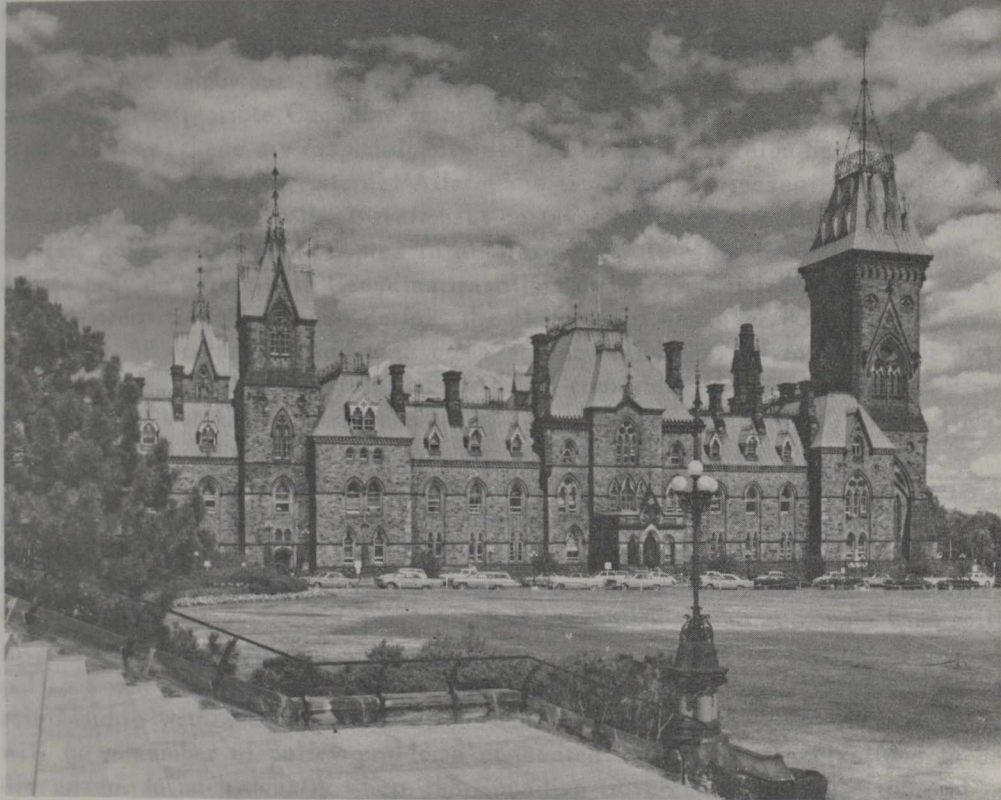
CANADA'S FOREIGN SERVICE

THE DEPARTMENT OF EXTERNAL AFFAIRS

The day has long since passed when Canada and Canadians were known developments in the world outside our borders, the League of Nations could say: "The lives in a fire-gration!" Today, when decisions at the United Nations Council may affect us as much as debates in our own Parliament, when we await at a meeting of European Common Market countries...

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internal and foreign policy developments, political and economic reporting is important.

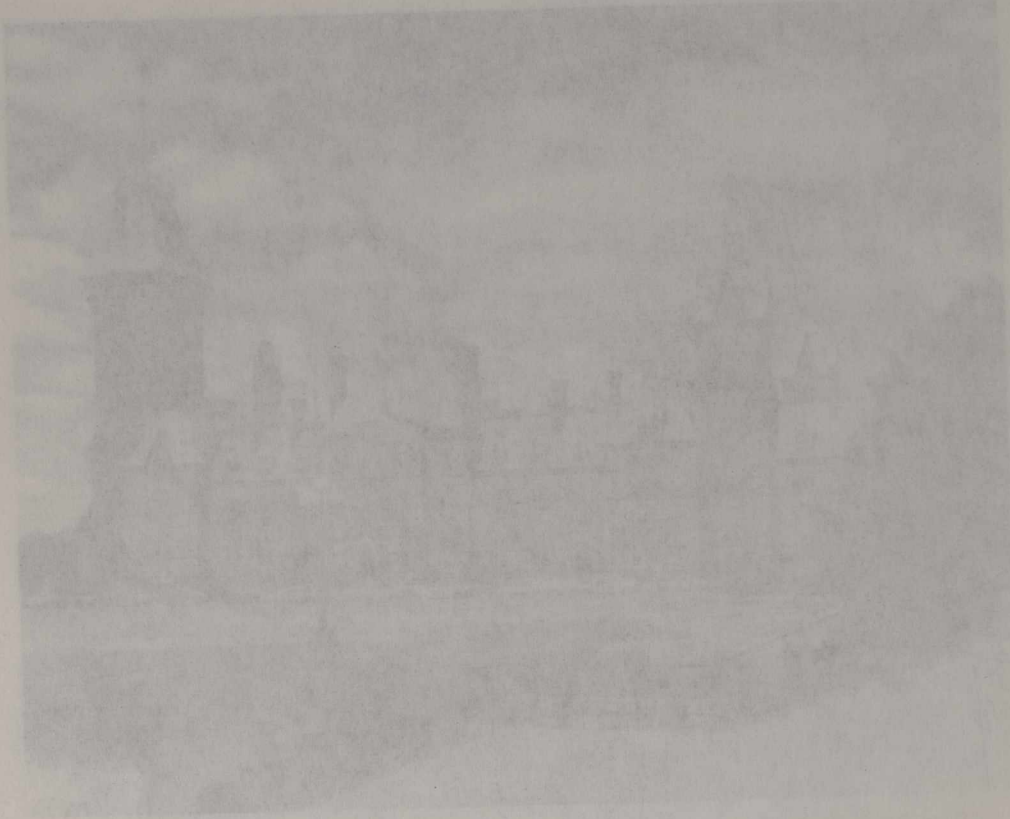
The East Block of the Parliament Buildings in Ottawa which houses some of the offices of the Department.

...ed to Canadians at a rate of up to 6,000 a week at the peak of the season, more Canadians are travelling abroad than ever before. For most of them, the nearest Canadian embassy or consulate is the only place to which they can turn for help. They may be in hospital, have lost money, and passports, be involved in an automobile accident or a lawsuit, or be in trouble with the local authorities. In most of these cases, and many more, it is the responsibility of the Embassy's Consular Section to give such assistance as may be appropriate.

An embassy is also responsible for Canada's information and cultural exchange programs in the country in which it is accredited. This includes distribution of films and other information material, press relations, participation in trade fairs and other commercial or official exhibitions, arrangements for tours of leading Canadian artists, administrators of scholarship programmes and, in general, the projection of Canada in the profile of other countries.

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CANADA'S FOREIGN SERVICE

THE DEPARTMENT OF EXTERNAL AFFAIRS

The day has long since passed when Canada and Canadians could ignore developments in the world outside our borders, when our representative at the League of Nations could say: "We live in a fireproof house far from any conflagration!" Today, when decisions at the United Nations or the North Atlantic Council may affect us as much as debates in our own Parliament, when developments at a meeting of European Common Market countries may influence our economic future no less than developments at a Federal-Provincial conference, we cannot afford to be uninformed about the affairs of other nations which may so quickly have important effects upon our own. We must have the means both to protect and to promote Canadian interests in other countries and in international organizations: these are responsibilities of the Canadian Foreign Service.

The Department of External Affairs has three main purposes: to provide information and advice to the Government on issues of foreign policy; to influence foreign governments and peoples to act favourably towards Canadian interests; and to provide services to Canadian travellers and foreign citizens abroad.

In order to fulfill these duties, the Department has over 80 offices abroad, including 58 embassies and high commissions which, taking into account dual accreditation, conduct our relations with 97 countries. Most of the staff at our posts abroad are Canadians, members of Canada's Foreign Service, as are all of the officers and staff working in the Department's headquarters in Ottawa.

The work of an embassy may roughly be broken down into four categories: political and economic, consular, information and public relations, and administration. The precise nature of any of these will vary with the size of our mission and the nature of the country to which it is accredited. With some countries, Canada has a great deal of business, and the political and economic work will involve the negotiation of agreements and the discussion of a wide variety of policies and problems. With some countries, we have a particularly close working relationship within the United Nations, the Commonwealth or NATO, and there will be a number of policy problems connected with these organizations to be discussed. In each country where the Canadian Government has some interest in internal and foreign policy developments, political and economic reporting is important.

Consular work involves protecting and assisting Canadian citizens in other countries. With passports being issued to Canadians at a rate of up to 6,000 a week at the peak of the season, more Canadians are travelling abroad than ever before. For most of them, the nearest Canadian embassy or consulate is the only place to which they can turn for help. They may be in hospital, have lost money and passports, be involved in an automobile accident or a lawsuit, or be in trouble with the local authorities. In each of these cases, and many more, it is the responsibility of the Embassy's Consular Section to give such assistance as may be appropriate.

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CANADA'S FOREIGN SERVICE

THE DEPARTMENT OF EXTERNAL AFFAIRS

The day has long since passed when Canada and Canadians could ignore developments in the world outside our borders, when our representatives at the League of Nations could say: "We live in a fireproof house far from any conflict." Today, when decisions at the United Nations or the North Atlantic



The negotiation of treaties and international agreements is an important aspect of the work of the Department. Above, signing the Franco-Canadian Cultural Entente, the first cultural agreement between France and Canada, (left to right) are: The French Ambassador to Canada, His Excellency François Leduc; the Secretary of State for External Affairs, the Honourable Paul Martin; and Mr. Marcel Cadieux, Under-Secretary of State for External Affairs.

Before an embassy can attempt to fulfil any of these responsibilities, of course, it must be set up and kept running smoothly: this is the function of the administrative officer and his staff. While the tasks of administration are essentially the same in our missions abroad as they are in government operations in Canada, the problems will often be quite different. (There can hardly be many office buildings in Canada that have to be protected against water buffalo scratching their backs against the foundations!)

THE STAFF OF AN EMBASSY

Although it is the ambassadors and high commissioners who are more likely to make the headlines, neither could hope to be effective without an able and dedicated staff. This, in addition to Foreign Service Officers and External Affairs Officers of less senior rank, must include stenographers, communicators, security guards, and clerks, as well as a number of technicians and other specialists, each of whom has an important contribution to make. In the Department of External Affairs, most of these categories are staffed with foreign service personnel who are willing and able to serve anywhere - in Ottawa or at posts abroad. In fact, foreign service personnel may expect to spend *at least* 50% of their career outside Canada (normally two to three and half years in any one foreign post) although periods of duty in Ottawa are alternated with periods of service abroad to prevent our foreign service personnel from losing touch with their own country. In addition to normal annual leave, there are also generous home leave privileges under which members of the service and their families return to their homes in any part of Canada at government expense for at least a month's leave after each tour of duty abroad.

Service abroad means, of course, living abroad, and to be happy living in a series of foreign countries where climate, language and the way of life will inevitably differ from those in Canada, requires very special qualities of adaptability and resilience. For those who enjoy change, such a career is most rewarding; however, anyone who will be unhappy at the lack of some of the facilities and conveniences to which he is accustomed in Canada would be well advised to stay out of the foreign service.

The nature of the job may also change from one post to another. A stenographer's work (if not her free time!) may be much the same in New Delhi as it is in New York, but consular and administrative problems will be very different and so will the work of a Foreign Service Officer. His responsibilities may touch all facets of an Embassy's work or his duties might be restricted to the political or economic field. Furthermore, the same type of assignment will change radically from one post to another. A move from one post to another, or between the departmental headquarters in Ottawa and a post abroad, may involve at least as many changes as a move to another city to take a new position in any other context. Ability to take postings in one's stride every two or three years throughout a working career requires a high degree of versatility and adaptability: the foreign service is not a career in which anyone is likely to get into a rut.

TERMS OF SERVICE

All members of the Foreign Service are expected to be willing and able to serve anywhere, in Ottawa or abroad. Moving costs for an employee and his family are paid by the Government, and generous allowances are given to all employees serving abroad to compensate for the increased expenses involved. In addition, Foreign Service Officers and External Affairs Officers receive representational allowances to enable them to entertain on an appropriate scale when serving abroad. These foreign service allowances are based on the principle that members of the service should be able to live adequately and do their job effectively without any outside source of income. While serving abroad, foreign service personnel receive educational allowances so that they are able to make adequate arrangements for the education of their children, either locally or, where necessary, at residential schools in Canada. Allowances are reviewed

THE STAFF OF AN EMBASSY

Although it is the ambassadors and high commissioners who are more likely to make the headlines, neither could hope to be effective without an able and dedicated staff. This, in addition to Foreign Service Officers and External Affairs Officers of less senior rank, must include stenographers, communicators, security guards, and clerks, as well as a number of technicians and other specialists, each of whom has an important contribution to make. In the Department of External Affairs, most of these categories are staffed with foreign service personnel who are willing and able to serve anywhere in Ottawa or posted abroad. In fact, having served in Ottawa, they are expected to spend 30% of their career outside Canada, normally in those and full years in one foreign post although periods of duty in Ottawa are staggered with periods of service abroad to prevent any foreign service personnel from being away from their own country. In addition to generalist staff, there are also specialists who have developed specific skills in the service of their families. Some return to their homes in the form of extended periods of leave, while others a month or more each year.



Employees posted abroad participate in the life of different cultures. Above, a scene of Rome showing the Monument to Victor Emmanuel II and Trajan's Column.

regularly to reflect changes in the cost of living at our various posts.

The foreign service is not an easy life, but it is a rewarding one, and every member of the service, from the most senior ambassador to the most junior clerk, has an essential contribution to make to the fulfillment of Canada's role in international affairs and to the development of a peaceful world community.

RECRUITMENT OF UNIVERSITY GRADUATES

FOREIGN SERVICE OFFICERS

Essential Qualities

Although successful Foreign Service Officers come from a wide range of backgrounds and university disciplines, the Department has nevertheless a clear conception of the qualities which are essential to a successful diplomat, and these form the basis on which candidates are selected. What are these qualities?

Intellectually, an effective officer must be both alert and mature. A high degree of specialization is not required, although a sound knowledge of Canadian and international affairs is necessary. An officer must be able to express himself fluently, whether orally or in writing: much of his effectiveness will depend on his ability to draft clear and concise reports and recommendations. He needs to be an effective administrator, to have the judgment necessary to choose practical solutions to often complex problems, and, of course, the flexibility and adaptability common to all members of the foreign service.

In order to select young officers who possess these basic characteristics, the Civil Service Commission and the Department of External Affairs, in consultation, have developed a selection procedure which consists of two competitions, an annual and a continuing one.

The Annual Competition

Most officers are recruited through the annual competition, which is the only avenue to appointment as FSO Grade 1. The basic conditions for eligibility are that candidates be graduates of a university of recognized standing or in their graduating year, Canadian citizens with at least ten years' residence in this country, and less than 31 years of age at the time of writing the qualifying examinations.

This competition, for which the examinations are usually held in October, is widely advertised each year by the Civil Service Commission. Notices are distributed to post offices, Civil Service and National Employment Offices across Canada, and Canadian Government offices abroad, and to ensure further that all potential candidates know of the competition, the Commission notifies Canadian universities and major universities abroad where Canadians may be studying. In the past, the Department has also sent officers to a number of Canadian campuses to talk to students and faculty members who may be interested in learning about career opportunities in the foreign service.

The annual competition has two phases - the written examinations and an interview. Examination centres are set up at all Canadian universities and, on request, at offices of the Canadian Government abroad. In order to preserve anonymity until the examinations have been marked, each candidate is given a number. Of the three examinations, one is a multiple choice "objective" test prepared by the Civil Service Commission to test all university graduates

seeking employment in any part of the public service.(1) The second is a language paper, designed to show the candidate's knowledge of his second Canadian language. The third is an essay examination which is prepared for foreign service officer candidates for both the Departments of External Affairs and Trade and Commerce and is drawn up jointly by the two departments in co-operation with the Civil Service Commission. Candidates are asked to write an essay on one of a broad choice of topics. (A copy of the 1965 essay paper is appended.) From the point of view of the Department of External Affairs, this paper is useful because it allows the candidate to demonstrate both his general knowledge of Canadian and international affairs and his facility in written expression. Candidates may, of course, choose to be examined in English or in French.

Those who are successful in the written examinations (2) are subsequently invited to an interview with a Selection Board. The centres at which these boards sit may change from year to year but they are usually convened in the major cities of Canada, and, if the number of candidates should warrant, in some of the larger cities in the United States, the United Kingdom and Western Europe. Occasionally, it is found necessary to bring candidates to the examination centre nearest to where they are living; in such cases, the Civil Service Commission is prepared to assist those who are required to travel a considerable distance with their return rail or air fares.

Each board is composed of a member of the Commission, a senior member of the Department of External Affairs and a senior member of the Trade Commissioner Service. Its function is to judge the suitability of a candidate by assessing his intellectual capacity, initiative, personality and general merit. On the basis of the Board's assessment, a mark is assigned for the second phase of the competition.

The Civil Service Commission, by combining this mark and the results from the written examinations, compiles an eligible list of the successful candidates in order of rank. (This list takes into account statutory veterans' preference when applicable.) Appointments to the Department are offered to those candidates on the eligible list, beginning at the top. The limiting factor, of course, is the number of vacant positions on the approved Departmental establishment, and these, in any one year, depend on factors such as the Department's expanding its programme at an existing post or its assuming increased responsibility abroad through the establishment of new posts.

Since 1960, approximately twenty-five candidates have joined the Department as Foreign Service Officer Grade 1 after each competition, although in 1966, that number more than doubled. Successful candidates usually enter the Department the following spring or summer on the understanding that they will serve wherever the Department may require. They may join earlier if they are free from other obligations.

(1) A booklet entitled "Civil Service Examinations", which contains specimen questions from the objective-type examination, may be purchased from the Queen's Printer for 25 cents.

(2) Failing the language examination does not disqualify a candidate, although a degree of fluency in the second Canadian language is an asset.

The Continuing Competition

In addition to the annual competition for recruiting Foreign Service Officers 1, the Civil Service Commission recently launched a special continuing competition by which a few exceptionally well qualified men and women can be offered appointment at a higher level. Candidates must be Canadian citizens with at least ten years' residence in this country. Minimum educational requirements are a master's degree or its equivalent such as an LL.B. degree with admission to the bar, and at least one year's additional study or relevant experience.

Since this is a continuing competition, applications are considered at any time during the year. Qualified candidates are admitted directly to an interview with a Selection Board. The Board, which is usually composed of the Head of Personnel Operations Division, another officer of the Department, and a representative of the Civil Service Commission, must assess the suitability of the candidate's academic and personal qualities.



The residence in Tokyo of the Canadian Ambassador to Japan.

Relationship of the Two Competitions

The two competitions are not mutually exclusive. If a candidate in the annual competition had the qualifications to enter the continuing competition and if he were of exceptional merit, his application could be transferred and he could be offered appointment at a level higher than that of Foreign Service Officer

Grade 1. On the other hand, the Selection Board of the continuing competition might suggest to an unsuccessful candidate that he should enter the annual competition, since it requires a lesser degree of specialized knowledge.

JUNIOR EXECUTIVE OFFICERS

The Department of External Affairs is not only interested in recruiting Foreign Service Officers out of the university graduates competition. It is keenly interested in recruiting Junior Executive Officers as well who, after a suitable probationary period, will become External Affairs Officers.

Functions

An External Affairs Officer, like a Foreign Service Officer, is a fully integrated member of the Foreign Service, called upon to rotate between service at posts abroad and the Department's headquarters in Ottawa. The difference is that, while the Foreign Service Officer is mostly concerned with political and economic subjects, the External Affairs Officer specializes in the fields of administration, information and consular affairs. He is responsible for the general administrative, consular and information activities of the Department and for the formulation of policy in these areas. He revises regulations and issues directives in such fields as pay and allowances, personnel establishment, travel and removal, property management, communications, registry and finances at posts abroad. The External Affairs Officer issues passports, visas and other travel documents and performs a variety of other consular services abroad. He also supervises information programmes at home and abroad, and may engage in press relations and cultural activities.

Advantages

The External Affairs Officer enjoys, of course, all the advantages of other civil servants of equivalent categories. Abroad, he enjoys full diplomatic status and privileges and, like Foreign Service Officers, carries diplomatic titles of of third, second and first secretary, and counsellor, or, if serving at consular offices, vice-consul and consul. External Affairs Officers have been appointed ambassadors and consuls-general. They receive the same living, housing and educational allowances as Foreign Service Officers; their representation allowances may differ when appropriate.

PROBATION

Both Foreign Service Officers and Junior Executive Officers are appointed on a probationary basis, but after at least 12 months of satisfactory service, they are eligible for reclassification to permanent status. Foreign Service Officers 1 are then eligible for promotion to Foreign Service Officer Grade 2, while Junior Executive Officers may either be promoted right away to External Affairs Officer 2 or reclassified to External Affairs Officer 1. The Department may decide, however, to lengthen the probation period or even to terminate employment.

Officers normally spend between twelve to twenty-four months at headquarters in Ottawa before their first posting abroad. During this training period, Foreign Service Officers are assigned to at least two divisions, one political and one functional, for approximately six months each. (An officer might, for example, work in Latin American or Far Eastern Division and then be transferred to Economic or Legal Division). Junior Executive Officers, on the other hand, are assigned for periods of approximately four months each to divisions dealing

with information, cultural and consular affairs, general administration, personnel management, etc.

In addition to acquiring this practical experience of working in divisions, new officers are given full or part-time language courses which permit them to improve their proficiency in their second Canadian language. They also attend a series of lectures on the organization and the work of the Department, the function of other government departments and the responsibilities of officers at



A new Ambassador must present his credentials to the Head of State of the country to which he is accredited. Above, the Canadian Ambassador to Thailand, resident in Malaysia, presents his credentials to H. M. King Bhumibol Adulyadej, in the Chakri Throne Hall, Bangkok, November 30, 1965.

Canadian missions abroad. The lecture programme is supplemented by field trips to government agencies such as the National Film Board and the International Service of the Canadian Broadcasting Corporation in Montreal. A number of officers are also sent to our Permanent Mission to the United Nations in New York for short periods of on-the-job training during the annual General Assembly.

Thus, the initial period in Ottawa acquaints the new officer with the work of the Department's headquarters and of closely related government departments, as well as broadening his knowledge of Canada's role in international affairs.

He is now ready for his first posting abroad as a working member of Canada's diplomatic corps.

ENQUIRIES

Additional information about the functions of the Department of External Affairs and answers to specific questions concerning the work of Foreign Service Officers and External Affairs Officers may be obtained by writing to the Personnel Operations Division, Department of External Affairs, Ottawa.

Enquiries concerning the competitions and general conditions of employment in the Civil Service, including superannuation and other benefits, should be directed to the Civil Service Commission, Jackson Building, Ottawa.

OTHER STAFF

The Department is, of course, anxious to recruit supporting staff—communicators, stenographers, clerks, security guards. Anyone who would like to obtain information concerning these positions is invited to write to the Personnel Services Division, Department of External Affairs, Ottawa.

SUGGESTED READING

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CIVIL SERVICE OF CANADA

FOREIGN SERVICE OFFICER 1, DEPT. TRADE AND COMMERCE

FOREIGN SERVICE OFFICER 1, DEPT. EXTERNAL AFFAIRS

1965 - TIME: 1½ HOURS.

- NOTE: (A) Candidates may be considered for either Department regardless of the topic they choose.
- (B) You are to answer only one of the following questions.
- (C) The purpose of this examination is to provide you with the opportunity to express your own ideas.

1. Discuss the motives and objectives of aid to less-developed countries. Comment on Canada's present role in this field, mentioning which you think to be the more suitable: grants, loans or technical aid of various kinds, and why.
2. "During the next 20 years the relations between white and non-white peoples may be a source of more serious world tension than the relations between the West and the Soviet Union have been during the past 20 years." Discuss.
3. Should Canada expand trade with members of the Communist Bloc? Support your view.
4. Suggest ways in which Canadian foreign policy might be developed to reflect more fully Canada's bilingual and bicultural character.
5. What would be the implications for Canada if it adopted the metric system?
6. "The fundamental problem we face is to develop techniques which will make rapid social transformations possible, while retaining the pattern of an open society." Discuss with reference to Latin America.
7. Is there a distinctive Canadian culture?
8. What are the main implications of the formation of regional trading blocs for the future of multi-lateral trade?
9. Should the BNA Act be revised? Support your view.
10. "Let no one think that retreat from Vietnam would bring an end to conflict. The battle would be renewed in one country and then another. The central lesson of our time is that the appetite of aggression is never satisfied." - President L.B. Johnson, April 7, 1965. Discuss.

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