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OTTAWA - CANADA

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## THE DEPARTMENT OF EXTERNAL AFFAIRS

### Historical Background

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

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

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

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

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The bill was passed on April 2 and five months later, on September 4, 1946, the announcement was made of the appointment of Mr. Louis St. Laurent as the first separate Secretary of State for External Affairs.

### Early Years

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

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

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

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

### Representation Abroad

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

Before 1920 Canada had no independent diplomatic representative abroad, although as early as 1920 it was agreed by the British and Commonwealth Governments, and by the United States Government, that a Dominion Minister could be appointed to Washington. The appointment was made in 1926, and the first Canadian legation was opened in Washington early in 1927. This was followed in

1928 by the appointment of the former Commissioner-General in Paris as Minister to France, and, in 1929, by the opening of a legation in Tokyo. At about the same time, the United States, France and Japan opened legations in Ottawa.

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

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

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

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

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

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

Membership in the United Nations has increased Canada's responsibilities outside its own borders, and Canada has been represented on various organs of the United Nations since its formation in San Francisco in 1945. After Canada's election, for a term, to the Security Council in September 1957, a Permanent Canadian Delegation was established in New York in January 1948, and later in the year a small office was also opened in Geneva, the European headquarters of the organization. In view of the increasing responsibilities which Canada has assumed in the organization since that time (e.g., Palestine Truce Supervision, UN Military Observer Group in India and Pakistan, United Nations Emergency Force, United Nations Operation in the Congo, and other UN undertakings), both these offices, now called permanent missions, have been expanded.

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

Today, Canada conducts its external relations with some 106 countries through the following channels:

- (a) Embassies in: Argentina, Austria, Belgium, Brazil, Cameroun, Chile, Colombia, Congo (Kinshasa), Costa Rica, Cuba, Czechoslovakia, Denmark, Ethiopia, Finland, France, the Federal Republic of Germany, Greece, Indonesia, Iran, Ireland, Israel, Italy, Japan, Lebanon, Mexico, the Netherlands, Norway, Peru, Poland, Portugal, Senegal, South Africa, Spain, Sweden, Switzerland, Thailand, Tunisia, Turkey, the Union of Soviet Socialist Republics, the United Arab Republic, the United States of America, Venezuela, Yugoslavia;
- (b) Non-Resident Ambassadors in: Afghanistan, Algeria, Bolivia, Bulgaria, Burma, the Central African Republic, Chad, Congo (Brazzaville), Dahomey, the Dominican Republic, Ecuador, El Salvador, Gabon, Guatemala, Guinea, Haiti, Honduras, Hungary, Iceland, Iraq, Ivory Coast, Jordan, Kuwait, Libya, Luxembourg, Malagasy, Mauritania, Morocco, Nepal, Nicaragua, Niger, Panama, Paraguay, the Republic of Korea, Romania, Rwanda, Somalia, Sudan, Syria, Togo, Upper Volta, Uruguay;
- (c) High Commissioners' Offices in: Australia, Britain, Ceylon, Cyprus, Ghana, Guyana, India, Jamaica, Kenya, Malaysia, New Zealand, Nigeria, Pakistan, Trinidad and Tobago, United Republic of Tanzania;
- (d) Non-Resident High Commissioners' in: Barbados, Botswana, Gambia, Lesotho, Malta, Republic of Zambia, Sierra Leone, Singapore, Uganda;
- (e) Non-Resident Commissioner in: West Indies (Associated States);

- (f) Consulates General in: Bordeaux, Boston, Chicago, Düsseldorf, Hamburg, Los Angeles, Manila, Marseilles, Milan, New Orleans, New York, San Francisco, Seattle;
- (g) Consulates in: Cleveland, Dallas, Detroit, Philadelphia, San Juan, São Paulo;
- (h) Honorary Consulate-General in: Reykjavik;
- (i) Military Mission in: Berlin;
- (j) Canadian Permanent Missions to: United Nations (New York and Geneva);
- (k) Canadian Permanent Delegations to: North Atlantic Council (Brussels), UNESCO, OECD (Paris);
- (l) Canadian Delegation to: Conference of the Eighteen-Nation Committee on Disarmament (Geneva);
- (m) Canadian Commissioners on: International Supervisory Commissions for Cambodia, Laos and Vietnam;
- (n) Canadian Mission (resident in Brussels) to the European Communities: EEC, EAEC, ECSC.

#### Functions of the Department

The main functions of the Department of External Affairs are:

- (a) The supervision of relations between Canada and other countries and of Canadian participation in international organizations; the protection of Canadian interests abroad;
- (b) the collation and weighing of information regarding developments likely to affect Canada's international relations;
- (c) correspondence with other governments and their representatives in Canada;
- (d) the negotiation and conclusion of treaties and other international agreements;
- (e) the representation of Canada in foreign capitals and at international conferences.

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

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

The staff is headed by an Under-Secretary of State for External Affairs, with a Deputy and four Assistant Under-Secretaries. These are assisted by three groups of officers of various ranks classified by the Public Service Commission

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(1) See appended chart.

as foreign service officer, administrative services officers, and administrative trainees. Officers at diplomatic posts are formally designated according to their rank, from senior to junior, as ambassadors, ministers, counsellors and first, second and third secretaries. Those serving at consular posts are called consuls general, consuls and vice-consuls.

With the rapid expansion of Canadian representation abroad, the work of the Department in Ottawa has increased correspondingly. It is at present carried on by 22 operational divisions and two special operational units and by nine functional divisions organized in three functional branches. Also included in the functional branches are two functional units. The two divisions dealing with defence matters are grouped under the Office of Politico-Military Affairs, and the three divisions dealing with economic matters are grouped under the Office of Economic Affairs. The Deputy and Assistant Under-Secretaries are each responsible for the supervision of a group of divisions. A single Assistant Under-Secretary supervises the three functional branches. The Departmental Adviser on Bilingualism reports to another Assistant Under-Secretary. The Central Planning Staff, formed in 1967, has certain co-ordinating and planning functions under the supervision of the Deputy Under-Secretary. The Department also provides administrative support for the Special Research Bureau.

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

The United Nations Division deals with matters relating to the United Nations and its Specialized Agencies. It is responsible for providing advice on matters relating to Canadian participation in and policies toward these organizations and for co-ordinating the work of other divisions of the Department and other departments of government in this connection.

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

Outside Canada, the task of the division is to co-ordinate information activities and to conduct, through Canadian posts, operations aimed at disseminating general and specific information about Canada and its policies. Through the Interdepartmental Committee on Information Abroad, it maintains contact and co-operates with other departments engaged in the distribution of Canadian information abroad. In Canada, the Information Division makes available current and background information on government policy regarding international affairs and on the activities of the Department as a whole.

The Cultural Affairs Division is responsible for the conduct of cultural relations between Canada and other countries so far as these contacts proceed through intergovernmental channels. It also maintains liaison with other interested agencies, both official and private, with a view to making Canada better known abroad through cultural and educational activities. It has specific responsibility for the governmental aspects of Canada's membership in the United Nations Educational, Scientific and Cultural Organization (UNESCO) and provides departmental liaison with the Canadian National Commission for UNESCO. It is also charged, as occasions require, with responsibilities arising out of Canada's commitments under international agreements affecting the free flow between nations of cultural and intellectual property. It provides liaison with competent national organizations on educational matters deriving from Canada's relations with other countries and its membership in such other international organizations as the Commonwealth Education Liaison Committee. The division's duties include primary responsibility for negotiating cultural agreements with other countries and developing cultural programmes with them (including such activities as scholarship programmes, exchange of professors, tours by performing arts groups and art exhibitions). On occasion, it arranges for Canadian participation in cultural events outside Canada, such as festivals of the arts and handicrafts, international exhibitions and competitions, and to this end maintains close co-operation with Canadian agencies in the sphere of the arts. It helps keep Canadian cultural organizations informed of cultural activity outside the country and provides general assistance to Canadian artists going abroad. It handles the book-presentation programme that arranges donations of Canadian books to libraries abroad.

The Office of Economic Affairs consists of the Aid and Development, Commercial Policy, and Transport, Communications and Energy Divisions.

The Aid and Development Division provides a focus for Departmental consultation on aid policy questions with the Canadian International Development Agency (the new name recently adopted by the External Aid Office) and with other Government Departments and Agencies which have an interest in particular aspects of development assistance activities. The Division is responsible for both bilateral and multilateral assistance programmes and provides Departmental representation at relevant interdepartmental consultations on aid questions (including the Committee on Export Finance) and helps to staff Canadian delegations to International aid conferences such as the Colombo Plan Consultative Committee, the United Nations Conference on Trade and Development, and the United Nations Development Programme.

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

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

The Protocol Division deals with all matters of diplomatic protocol, precedence, privilege and immunity, and works closely with diplomatic missions established in Canada. It makes arrangements for the presentation of credentials by new heads of diplomatic missions and for their introduction to appropriate Canadian officials. It arranges recognition of consular representatives of other countries. It also prepares credentials for Canadian heads of mission and consular officers and for Canadian delegations to international conferences.

The division keeps diplomatic missions of other countries informed of relevant Canadian laws and regulations and helps them resolve problems arising from the application of such laws and regulations. It arranges visits to Canada by distinguished foreigners and for the extension to them of governmental hospitality.

The Legal Division works under the direction of the Departmental Legal Adviser, who is at present an Assistant Under-Secretary of State for External Affairs. Its principal function is to ensure that international affairs, so far as Canada is concerned, are conducted in accordance with approved legal principles and practices. Accordingly, it furnishes the Department with advice on public and private international law, constitutional law and comparative law. In addition, the division follows closely the work of the Sixth (Legal) Committee of the United Nations General Assembly and of the International Law Commission. Continuing liaison is maintained with the Department of Justice, the Office of the Judge Advocate General and other law establishments of the Government on many questions.

The Legal Division comprises several sections. The Legal Planning Section co-ordinates and helps plan Canadian policy on legal and quasi-legal questions, and handles problems referred to the division by political divisions. The Treaty and Economic Section assists in preparing and interpreting international agreements and is responsible for keeping treaty records, registering treaties under the United Nations, publishing them in the Canada Treaty Series and tabling them in Parliament. The section also deals with problems of an economic nature,

The Claims Section protects the properties and interests abroad of Canadian citizens. Among the other subjects dealt with by the Legal Division are the providing of legal advice on administrative and consular matters, in respect of matters relating to diplomatic and consular immunities, and legal problems arising in connection with Canadian membership in the United Nations. The Law of the Sea is also a subject dealt with by this division.

The Co-ordination Division is concerned with questions that may be of particular interest to the provinces of Canada, such as the implementation of treaties that deal with matters relating to provincial legislative jurisdiction or the inclusion of provincial representatives in Canadian delegations to international conferences or meetings of interest to the province. The division also deals with requests from the provinces for information and assistance in relation to matters of interest to them. Its task is one of co-ordination within the Department and liaison with the provinces as required.

The direct relation between foreign policy and defence policy necessitates close liaison between the Department of External Affairs and other departments concerned, particularly the Department of National Defence. The Department's defence liaison divisions, including the Office of Politico-Military Affairs, are responsible for these aspects of the Department's work.

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

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

of staff on posting abroad.

co-operation with the Department of National Defence in making arrangements for such matters as naval visits, tours of the National Defence College, clearances for military aircraft, and the employment of Canadian Forces personnel or equipment in international relief operations abroad.

It is the responsibility of Defence Liaison officers to co-ordinate the preparation of instructions for the Canadian Permanent Delegation to the North Atlantic Council and briefs for periodic ministerial meetings concerned with defence questions and for the meetings of the Canada-U.S. Permanent Joint Board on Defence, held three times a year, and the Canada-U.S. Committee on Civil Emergency Planning, held twice yearly.

The Disarmament Division, which is responsible to the Under-Secretary of State for External Affairs, is concerned with the development of policy in relation not only to far-reaching disarmament plans but also to more limited proposals for the control by international agreement of military forces, weapons and expenditures. The division prepares reports and recommendations on arms control and disarmament matters in co-operation with other divisions of the Department and is in close contact with several other government departments whose areas of responsibility may be affected by disarmament issues. The direction and co-ordination of research on various aspects of arms control and disarmament fall to the division.

An important function of the Disarmament Division relates to the conduct of negotiations within the Eighteen-Nation Disarmament Committee, as well as participation in more general discussions in the United Nations General Assembly or the United Nations Disarmament Commission. In this connection, the division is charged with assisting the Adviser to the Government on Disarmament in carrying out his duties as the principal Canadian negotiator on arms control and disarmament subjects.

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

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

The Passport Division is responsible for issuing passports to Canadian citizens. This is done in Canada through the Passport Office, 85 Sparks Street, Ottawa, and abroad through Canadian diplomatic missions, and consular and trade offices. The Passport Office also provides certificates of identity to non-Canadians legally landed and currently residing in Canada who are eligible to receive them. During 1967, 264,906 passports were either issued (218,064) or renewed (46,842) to citizens residing in Canada; in addition, some 1,551 certificates of identity were issued, and 1,077 were renewed. Fees received by the Passport Office during the year amounted to \$1,185,700.07. Growth in public demand for passport services has increased by 122.73 per cent in the past ten years.

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

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

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

The Finance Division is the focal point for financial management in the Department. Chief among its duties are the consolidation of the annual five-year-programme review submission to the Treasury Board, the preparation of the main and supplementary estimates for the Department, the general administration of departmental expenditures, the financing of missions and the auditing of mission accounts and travel and removal claims, payments to international organizations and administrative arrangements for Canadian participation in international conferences.

The Matériel Management Division is responsible for planning, organizing and controlling the provision of matériel support required by the Department. This includes determination of requirements, cataloguing, acquisition, distribution, storage, repair and maintenance, disposal of matériel when beyond further use, and the acquisition of related services. Matériel is defined as all moveable public property other than money. Included in these responsibilities is the procurement of furnishings and equipment for chanceries, official residences and staff accommodations, including major schemes of interior design for new premises. The division is also responsible for administering the procurement, operation and maintenance and replacement of all motor vehicles used in departmental operations and for the maintenance of third-party liability-insurance coverage on all Federal Government vehicles in use outside Canada except purely military vehicles. The division administers a Stores and Shipping Depot, which provides bulk requirements of office stationery, supplies and equipment for posts. It also administers the removal regulations on the transportation and/or storage of personal effects of staff on posting abroad.

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

The Organization and Methods Unit is responsible for improvement of methods and techniques in the Department and for encouraging efficiency and effectiveness in all operations. To accomplish these purposes, it provides professional advice to senior management and heads of divisions, chiefly by conducting formal and comprehensive studies of all phases of administrative activity, preparing relevant reports and assisting, as necessary, in the implementation of recommendations. These studies or projects cover such areas as organizational structure, systems and procedures, office mechanization, office layout, management of forms and reports, and work measurement.

The Personnel Branch consists of the Personnel Planning and Development Division, the Personnel Operations Division, the Staff Relations and Compensation Division, the Classification and Establishment Section and the Personnel Systems and Records Division (projected).

The Personnel Planning and Development Division is responsible for the provision, utilization and development of manpower resources in the Department, and also for manpower planning, personnel research and staff training.

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

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

The Classification and Establishment Section is responsible for the classification and establishment control of all positions in the Department.

The Communications and Information Systems Branch consists of the Records Management Division, the Telecommunications Division, and Information Systems (projected).

The Records Management Division is charged with the custody and management of departmental records. It is responsible for opening and distributing all incoming mail: for classifying, recording, indexing and placing in appropriate files all official correspondence received or despatched by the Department; and

for scheduling all records for retention or destruction. The division also exercises functional control over all records operations at posts. It carries out liaison with the Dominion Archivist in all aspects of records management.

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

The Inspection Service performs both an inspection and a liaison function. Under its inspection aspect, members of the Inspection Service examine the work of divisions at headquarters and of posts abroad. By applying operational audit techniques, they endeavour to assess activities against objectives, and performance against programme, and to assure management that financial resources in the Department and at posts are used in an approved and appropriate manner, accounting obligations are met, and assets properly accounted for and adequately safeguarded from losses of all kinds. The presence of two professional auditors on the Inspection Service staff permits it to give adequate attention to financial audit requirements within the framework of operational audit procedures. Through the review of procedures and identification of problems, the Inspection Service provides advice to the Department on the organization, personnel and policies required to enable the Department to meet more effectively its responsibilities and to comply with general government directives. As part of its liaison function, the Inspection Service endeavours to improve the morale of those on duty abroad by reviewing the adequacy of physical facilities and conditions of service at posts, and to increase the understanding at headquarters of the professional and personal problems encountered at posts.

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

The major continuing task of the Division is the compilation and editing of state papers for the series Documents on Canadian External Relations, the first volume of which was published recently. Library services at home and abroad fall within the jurisdiction of the Historical Division, which also operates a press-clipping service.

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

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

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

### Posts Abroad

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

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

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

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

The work of a mission abroad is:

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

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

### Qualifications for the Service

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



The basic qualification for the diplomatic service is a university degree, preferably with postgraduate study. Examinations are held annually by the Public Service Commission and consist of two parts: a written test and an oral examination. The written test for the position of Foreign Service Officer, Grade 1, consists of a short-answer paper of the "objective" type, designed to discover a candidate's intelligence and general knowledge, and a paper consisting of essays on Canadian and international affairs. The oral examination is designed to disclose personal suitability and knowledge of modern languages.

As in other government departments, veterans are given preference in all appointments.

The more senior positions of high commissioner and ambassador are filled by appointment. Appointees are normally "career men" who have come up through the public service, but in some cases distinguished citizens are appointed directly from private life. Since shortly after the Second World War, women have been admitted to the Canadian diplomatic service on the same basis as men.

As Canada's interests multiply in the international field, the work of the Department continues to grow. To meet these increased responsibilities, the Department had, in Ottawa and abroad, in November 1968, a total of 815 officers and 1,466 clerical and stenographic personnel. In addition, missions abroad employed a total of 911 locally-engaged employees.

#### Administrative Staff

Appointments to the rotational administrative staff of the Department are made through the Public Service Commission on the basis of results obtained in competitive examinations conducted periodically by the Commission. Members of the rotational staff are appointed initially to positions in Ottawa; after a period of satisfactory service and training, they are normally chosen for a foreign posting. All are accepted in the Department on the understanding that they are prepared to serve in Ottawa or at any post abroad as required. A tour of duty at a foreign post varies from two to three and a half years, depending on the climate and living conditions at the post concerned.

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# DEPARTMENT OF EXTERNAL AFFAIRS

ORGANIZATION CHART

1968-69

