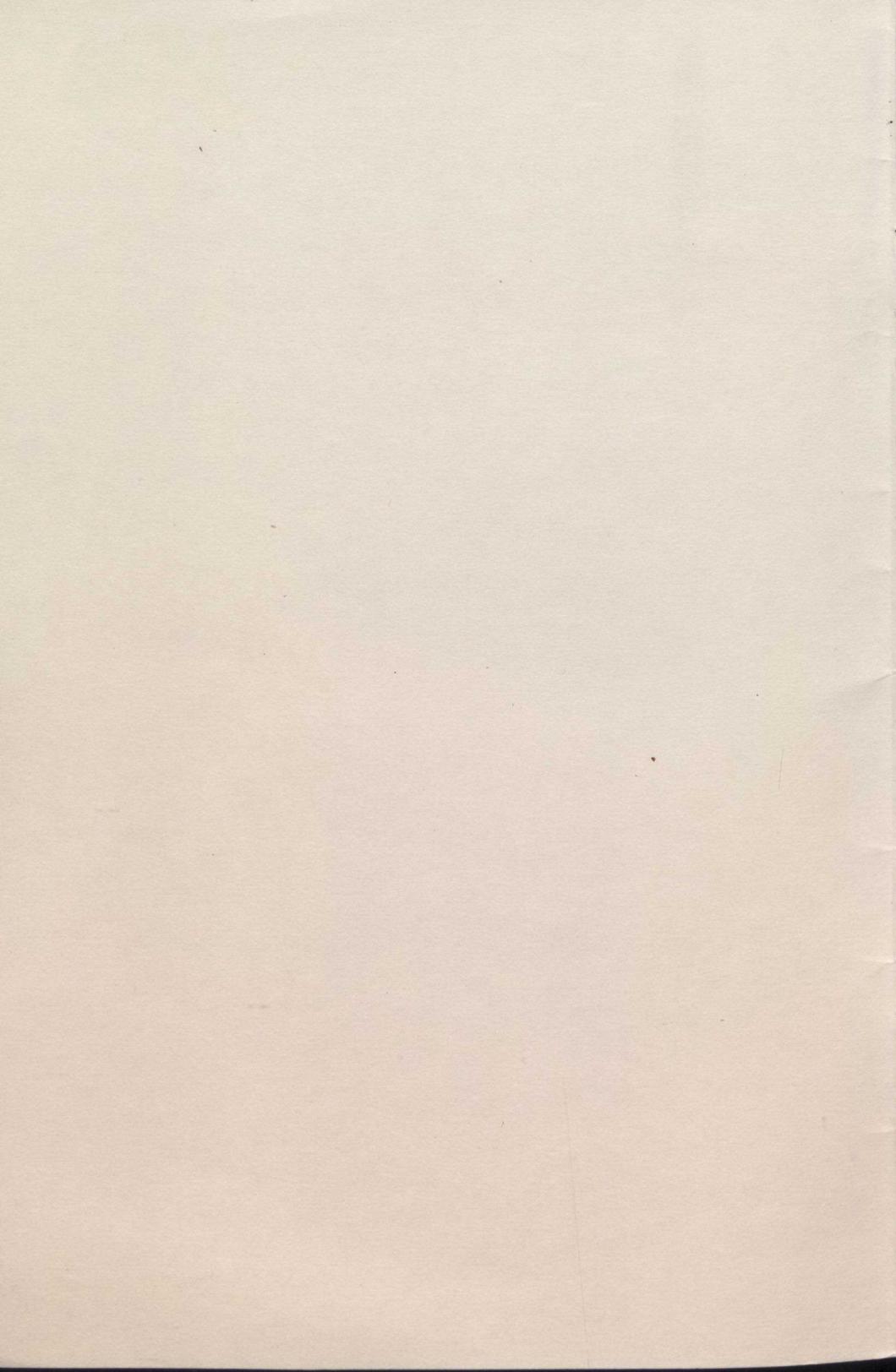


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# The Department of External Affairs

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Introduction

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The Department of  
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## **Introduction**

- EMBASSY MOSCOW URGES FIRM RESPONSE TO JETLINER DESTRUCTION —
- OPEC ANNOUNCES NEW OIL PRICE HIKE —
- MORE AID NEEDED FOR TURKEY EARTHQUAKE VICTIMS —
- EAST COAST FISHERMEN RESTLESS OVER USA DELAY IN RATIFYING FISHERIES AGREEMENT —
- CHILDREN ABANDONED BY MOTHER IN GERMANY NEED TO LOCATE FATHER IN CANADA —
- CANADIAN EMBASSY STAFF AND SIX AMERICANS CLEAR IRANIAN AIR SPACE —

These are not headlines from recent newspapers but the subjects of a few of the 35 000 or so telegrams that Canada's Department of External Affairs receives from its embassies and other posts abroad in a typical month. They disclose a small cross-section of the varied problems of trade, diplomacy, energy, finance, sports, aid, personnel and administration that require the attention of the Department's staff in Ottawa, numbering approximately 2 500 at the end of 1983, and of its staff at 177 posts abroad in 82 countries, totalling approximately 1 700 Canadians and 3 500 non-Canadians engaged at the posts. As the department of government with the responsibility for promoting and protecting Canada's interests abroad and for conducting its foreign relations, the Department's essential role is to advise the government and to provide policy and priority guidance over the wide range of Canada's international relations.

### *Historical background*

Although now 75 years old, the Department of External Affairs is one of the youngest departments of the Canadian government. When Parliament authorized its creation in May 1909, the name "External Affairs" was chosen and retained in preference to the widely used "Foreign Affairs" because of Canada's membership in the British Empire and later in the Commonwealth; because of common traditions, institutions and sharing

the same monarch as head of state, other members of the Commonwealth were not entirely "foreign" to Canadians.

The original motive for establishing the Department of External Affairs was primarily archival. Nowhere in the government did there exist, in 1909, a complete record of correspondence on matters of external bearing. Each government department communicated with foreign governments on external matters, through the governor general and without reference to other departments. As the complexity of international relations grew, the government attempted to ensure coherency in Canada's foreign policy by creating the Department of External Affairs.

At the end of the First World War, the Department employed only seven or eight people in Ottawa and had no diplomatic representatives abroad; at that time Canada's only foreign representation was the Trade Commissioner Service of the Department of Trade and Commerce, which sought to promote international trade. In 1919 Canada signed the Peace Treaty of Versailles as a separate entity of the British family of nations, marking the beginning of its evolving autonomy in international affairs. After 1920, the growth of Canada's responsibilities abroad and its expanding interests in international affairs could no longer conveniently be handled by the British foreign service. From then on, the Department began to develop into an agency for the direct administration of Canada's external relations and, in 1921, the office of the Canadian High Commissioner in London was placed under its control. In 1923 Canada (by authorizing a Cabinet minister to sign the Halibut Fisheries Treaty in Washington) for the first time asserted its right to negotiate and sign its own treaties. In 1925 an officer was stationed in Geneva to represent Canada at international conferences and to monitor the activities of the League of Nations and the International Labour Office. A Canadian legation was opened in Washington in 1927, in Paris in 1928, in Tokyo in 1929 and in Belgium and the Netherlands in 1939.

After the Second World War began, Canada wanted closer contact with other members of the Commonwealth, with the allied governments and with certain other foreign governments. After Canada's (separate) declaration of war in September 1939, high commissioners were sent to Australia, New Zealand, South Africa and Ireland. In 1942 ministers were appointed to the USSR and to China. A minister was accredited to a number of allied governments then located in London or Cairo: Belgium, the Netherlands, Czechoslovakia, Greece, Norway, Poland, Yugoslavia. After the liberation of France the Canadian minister, following a period in Algiers as representative to the French Committee of National Liberation, returned to Paris (with the rank of ambassador). Another wartime development was the opening of several missions in Latin America.

After the war ended, external services continued to expand. High commissioners were accredited to India and Pakistan and eventually to the other new members of the Commonwealth. Diplomatic relations were expanded in the French-speaking world, especially the newly-independent French-language states of Africa. During and after the Second World War Canada joined a general trend towards elevating its legations to the status of embassies.

Membership and strong interest in the United Nations entailed the establishment of missions at the New York and Geneva headquarters of the UN, and representation at the UN Specialized Agencies. A Canadian mission was established at North Atlantic Treaty Organization headquarters, and at the Organization for Economic Co-operation and Development. Representation in additional countries throughout the world and at the growing number of international organizations continued into the Sixties and Seventies with one interruption: in 1969 seven posts abroad were closed on grounds of economy. Subsequently, the growth continued.

### *Consular service*

After initiating its trade promotion and diplomatic services, Canada established a consular service which has the prime function of protecting and assisting Canadians travelling or working abroad. The first Canadian consulates were opened in 1940 and 1941, in Greenland and in the islands of St. Pierre and Miquelon, essentially as a wartime measure, to monitor developments in the critical sea approaches to the northern coasts of North America. Consular offices were opened in New York in 1943, in Portland (Maine) in 1945, in Caracas in 1946, in São Paulo and Chicago in 1947, in Frankfurt, Boston, Detroit and San Francisco in 1948, in Bordeaux and Marseilles in 1965 and in many other major cities since. Unlike some other countries, Canada did not appoint honorary consuls abroad (with limited-consular functions) until more recent years.

### *World-wide representation*

At the beginning of 1984 Canada had embassies in 63 foreign countries, high commissions in 19 Commonwealth countries, consulates in 27 leading cities abroad and honorary consuls in 24 more, and 12 missions at international organizations. The heads of 43 of these posts represent Canada in 85 countries additional to the one in which they are stationed. This "multiple accreditation" enables Canada to have relations with 167 countries (see Appendix I for details). Foreign and Commonwealth representation in Ottawa parallels that of Canadian representation abroad.

### *Policy advice and determination*

The two permanent responsibilities of the Department of External Affairs are to *recommend* external policy to the government, and to *implement* the policy decisions the government takes. The *determination* of policy under the parliamentary democratic system of government in Canada must be made by the minister (the Secretary of State for External Affairs) as the political head of the Department or by Cabinet, which constitutes the executive branch of government. The distinction between advising and implementing, on the one hand, and determining, on the other hand, is paramount under the Canadian system. A former Under-Secretary of State for External Affairs summed up the situation in these words: "It is for the civil servant to *inform and to advise*. It is for the political authority, the minister, the Cabinet, Parliament — to *decide*. This division of function is basic to the Canadian concept of government. Deviation from this principle will jeopardize the independence and efficiency of the Service. It will do more, it will threaten the foundation of responsible institutions."

### *Basis of foreign policy*

The Department of External Affairs has the primary responsibility for the promotion and protection of Canada's interests abroad and the conduct of Canada's foreign relations. Fundamental national aims are reflected in and advanced by Canada's foreign policy in a complex, challenging and sometimes threatening world. The main purposes of national policy are:

- to foster economic growth;
- to safeguard sovereignty and independence;
- to work for peace and security;
- to promote social justice;
- to enhance the "quality of life";
- to ensure a harmonious natural environment.

The character of Canadian foreign policy is determined by the evolving pattern of emphasis given to these aims by the government in light of foreign and domestic constraints, including the resources available to the government.

## Functions of the Department

The main day-to-day activities of the Department of External Affairs and of its posts abroad in formulating and recommending external policies, and in implementing government policies include:

- (a) Collecting and assessing information about developments abroad that are likely to affect Canada's national aims and external relations in pursuit of those aims.
- (b) Supporting the international trade promotion efforts of Canadian government trade and commercial representatives abroad and the immigration activities abroad of the Canadian Employment and Immigration Commission. (A major change in these fields was inaugurated in the early 1980s, with important consequences for the structure and functioning of the Department of External Affairs.)
- (c) Providing protection, assistance and guidance for Canadians travelling or working abroad and protecting Canadian economic interests in an uncertain world environment.
- (d) Conducting negotiations and correspondence with other governments and with their representatives stationed in or otherwise accredited to Canada.
- (e) Supervising and conducting Canada's participation in international organizations and multilateral conferences.
- (f) Negotiating and concluding treaties and other international agreements or arrangements with other countries.
- (g) Fostering awareness and understanding abroad of Canada and its people, and co-ordinating and harmonizing the impact abroad of Canadian domestic decisions.
- (h) Supporting Canada's development assistance programs abroad conducted by the Canadian International Development Agency (CIDA).
- (i) Giving advice to the government, often in consultation with other departments, on the formulation and implementation of policies or programs with international implications.
- (j) Ensuring the co-ordination of the external aspects and applications of national policy (government programs abroad include export-promotion, development assistance, defence relations, immigration, and cultural and scientific exchanges).

### *Restructuring external operations*

In 1971, the support services of various departments operating programs abroad were incorporated within the Department of External Affairs. Efforts were then begun to ensure that heads of Canadian posts abroad would regard themselves as representatives of the whole government and would seek to manage all Canadian government activities in their area as a coherent whole.

In April 1981, the responsibility for immigration programs abroad was transferred to the Department of External Affairs, together with the foreign service staff of the Canadian Employment and Immigration Commission; these programs include the recruitment of immigrants, the admission of refugees and the entry into Canada of tourists, students and temporary workers. Similarly, the field staff of CIDA was brought into the Department.

In January 1982 the government effected a major reorganization of its economic and external affairs departments. The international trade policy and trade promotions functions of the Department of Industry, Trade and Commerce were transferred to External Affairs. This change, together with those noted in the paragraph above, had the effect of creating a new Department of External Affairs, with a new mandate although retaining the earlier name. At the same time the remaining components of the Department of Industry, Trade and Commerce were merged with the Department of Regional Economic Expansion to form a new Department of Regional Industrial Expansion dealing exclusively with domestic trade matters. In September 1983 a second phase of the new organization was implemented to integrate more closely the political, economic and trade, functions of the Department.

The aims of the reorganization were:

- to ensure policy and program coherence in the conduct of Canada's entire range of relations with the outside world;
- to give policy-making in the trade and economic area a higher priority in the formulation of Canadian foreign policy;
- to ensure that the conduct of foreign relations serves Canadian trade and economic objectives; and
- to improve the services provided to exporters in highly competitive world markets.

### *Widened political basis*

The act of Parliament which established the Department of External Affairs in 1909 placed it under the Secretary of State, with an Under-Secretary of State for External Affairs serving as the permanent deputy head of the Department. In 1912, amending legislation placed the Department

under the jurisdiction of the Prime Minister. There it remained until 1946, when a separate Secretary of State for External Affairs was appointed for the first time. In the reorganization of 1983, to embrace foreign trade and related operations, two additional Cabinet ministers were appointed to serve with the Secretary of State for External Affairs — a Minister for International Trade and a Minister for External Relations. The former is responsible on the political level for the Department's international trade and export promotion activities, including responsibility for the Export Development Corporation and the Canadian Commercial Corporation. The latter supports the Secretary of State for External Affairs with responsibility for, *inter alia*, international social, cultural and humanitarian affairs and relations with francophone Africa. A new External Affairs Act, adopted in 1983, provides the legislative basis for these changes and for the expanded responsibilities and changed structure of the Department.

### *Widened managerial basis*

Organization at the senior permanent official level parallels that at the politico-ministerial level. The senior permanent official, the Under-Secretary of State for External Affairs, is now supported by two deputy ministers respectively responsible, broadly speaking, for international trade and for political affairs. At present, the former is also co-ordinator for international economic relations. The latter has responsibility for defence and arms control, multilateral institutions, security and intelligence, and for international cultural and information matters. They share responsibility for the five geographic branches which combine all aspects of Canada's relations with individual countries and regions. Reporting directly to the Under-Secretary are the offices of Legal Adviser, Protocol and Press, and the branches of Administration, Personnel and Policy and Co-ordination Planning.

Next in line to these three senior officials are 12 assistant deputy ministers (ADM) who supervise the main operational units of the Department, i.e. the geographic and functional branches (see below). Within each branch are two or more bureaux, each headed by a director-general, and, within each bureau are two or more divisions, each headed by a director.

The new institutional structure is designed to make the management of government policy and resources more effective. Considerable responsibility is now delegated to the geographic branches of the Department and, within them, to the directors-general of the bureaux.

### *Geographic branches*

The five geographic branches of the Department manage and co-ordinate the full range of Canadian relations with and activities in the five main regions of the world — Africa and Middle East, Asia and Pacific, Europe, Latin America and Caribbean and United States. The ADMs supervising them advise the Deputy Minister, International Trade, on all economic and trade matters within their regions. They advise the Deputy Minister (Political Affairs) on all other matters regarding Canadian policies and programs in their regions. And they ensure that the units within the geographic branches co-ordinate their activities with the appropriate units of the functional branches.

Within each of these five branches are two or more bureaux, themselves structured on a geographic, i.e. regional, basis. In most cases a bureau includes: a *trade development division*, which provides an identifiable point of access for the business community; a *relations division*, handling political, economic and trade relations; a *programs division*, handling immigration, public and cultural affairs programs and visits to or from the region; and an *area management office*, dealing with resource planning and utilization both at headquarters and at posts in the bureau's region abroad. Generally speaking, it is at the *bureau* level that fusion of previously separate departmental components — political, trade, immigration, cultural affairs — takes place.

### *Functional branches*

Four functional branches, each supervised by an ADM, have responsibility for world-wide activities and co-ordination in their respective fields. The International Trade Development branch and the Economic and Trade Policy branch have general responsibility for the Department's global economic and trade policy matters, and the co-ordination of market development activities. The Political and International Security Affairs branch has responsibility for multilateral activities and institutions: the United Nations and its Specialized Agencies and the Commonwealth; and for defence relations, disarmament and other international security questions. Its ADM serves as interlocutor with the political directors of other foreign ministries on questions of global political interest. The Social Affairs and Programs branch deals with policy development and inter-regional co-ordination in immigration and consular activities, social policy and programs, and public affairs programs and operations, including cultural and academic relations, domestic information, information activities abroad and central creative services.

### *Other branches and offices*

Personnel and Administration branches handle the large and diverse range of responsibilities in their complex and respective fields. The Policy Co-ordination branch conducts the "Ministry of State" function of the new and enlarged Department of External Affairs, and provides support for the Cabinet Committee on Foreign and Defence Policy; the branch also co-ordinates medium and long-term policy analysis, and provides policy and staff support for the Under-Secretary and the two deputy ministers, and for certain corporate management functions such as resource allocation. The Office of the Legal Adviser is responsible for the wide range of the Department's international law and domestic legal activities and the Office of Protocol is responsible for the multi-faceted protocol and hospitality activities of the government, and relations with foreign missions in Ottawa.

### *Senior management*

The senior decision-making body of the Department is the *Executive Committee*, which meets weekly. It comprises the Under-Secretary (chairman), the two deputy ministers (Political Affairs and International Trade), the 12 assistant deputy ministers responsible for the geographic and functional branches, the Department's legal adviser and the president of CIDA. This committee is the vehicle for broad policy and management discussions and decision-making and thus provides broad guidance on foreign policy priorities and related resource and management issues.

Other committees involving levels of senior officers from directors general to deputy ministers deal with such topics as current operational issues; policy and management directions; administrative matters; audit and evaluation; management improvement; and discipline.

## Kinds and numbers of posts abroad

Canada conducts its external relations and consular activities abroad through the following offices:

- (a) Embassies in: Algeria, Argentina, Austria, Belgium, Brazil, Cameroun, Chile, People's Republic of China, Colombia, Costa Rica, Cuba, Czechoslovakia, Denmark, Egypt, Ethiopia, Finland, France, Federal Republic of Germany, Greece, Guatemala, Haiti, Holy See, Hungary, Indonesia, Iraq, Ireland, Israel, Italy, Ivory Coast, Japan, Jordan, Republic of Korea, Kuwait, Lebanon, Mexico, Morocco, Netherlands, Norway, Pakistan, Peru, Philippines, Poland, Portugal, Romania, Saudi Arabia, Senegal, South Africa, Spain, Sweden, Switzerland, Thailand, Tunisia, Turkey, Union of Soviet Socialist Republics, United States of America, Venezuela, Yugoslavia, Zaire;
- (b) Non-resident ambassadors to:\* Afghanistan, Angola, Bahrein, the People's Republic of Benin, Bolivia, Bulgaria, Burma, Burundi, Cape Verde Islands, Central African Republic, Chad, Comores, the People's Republic of the Congo, Djibouti, the Dominican Republic, Ecuador, El Salvador, Gabon, Democratic Republic of Germany, Guinea, Guinea-Bissau, Honduras, Iceland, Jordan, Laos, Liberia, Libya, Luxembourg, Madagascar, Maldives, Mali, Mauritania, Mongolia, Mozambique, Nepal, Nicaragua, Niger, Oman, Panama, Paraguay, Qatar, Rwanda, Somali Republic, Sudan, Republic of Surinam, Syria, Togo, United Arab Emirates, Upper Volta, Uruguay, Socialist Republic of Vietnam, Yemen Arab Republic, People's Democratic Republic of Yemen;
- (c) High commissions in: Australia, Bangladesh, Barbados, Britain, Ghana, Guyana, India, Jamaica, Kenya, Malaysia, New Zealand, Nigeria, Singapore, Sri Lanka, Tanzania, Trinidad and Tobago, Zambia, Zimbabwe;
- (d) Non-resident high commissioners to: Antigua and Barbuda, Bahamas, Botswana, Cyprus, Dominica, Fiji, Gambia, Grenada, Kiribati, Lesotho, Malawi, Malta, Mauritius, Papua New Guinea, St. Lucia, St. Vincent and the Grenadines, Seychelles, Sierra Leone, Solomon Islands, Swaziland, Tonga, Uganda, Western Samoa;
- (e) Commissioner in: Hong Kong;

\*Canada maintains "mini-posts" in Gabon, Guinea, Mali, Niger, Rwanda and Upper Volta, i.e. there is a small Canadian post in their capital, with the ambassador residing in his country of primary accreditation.

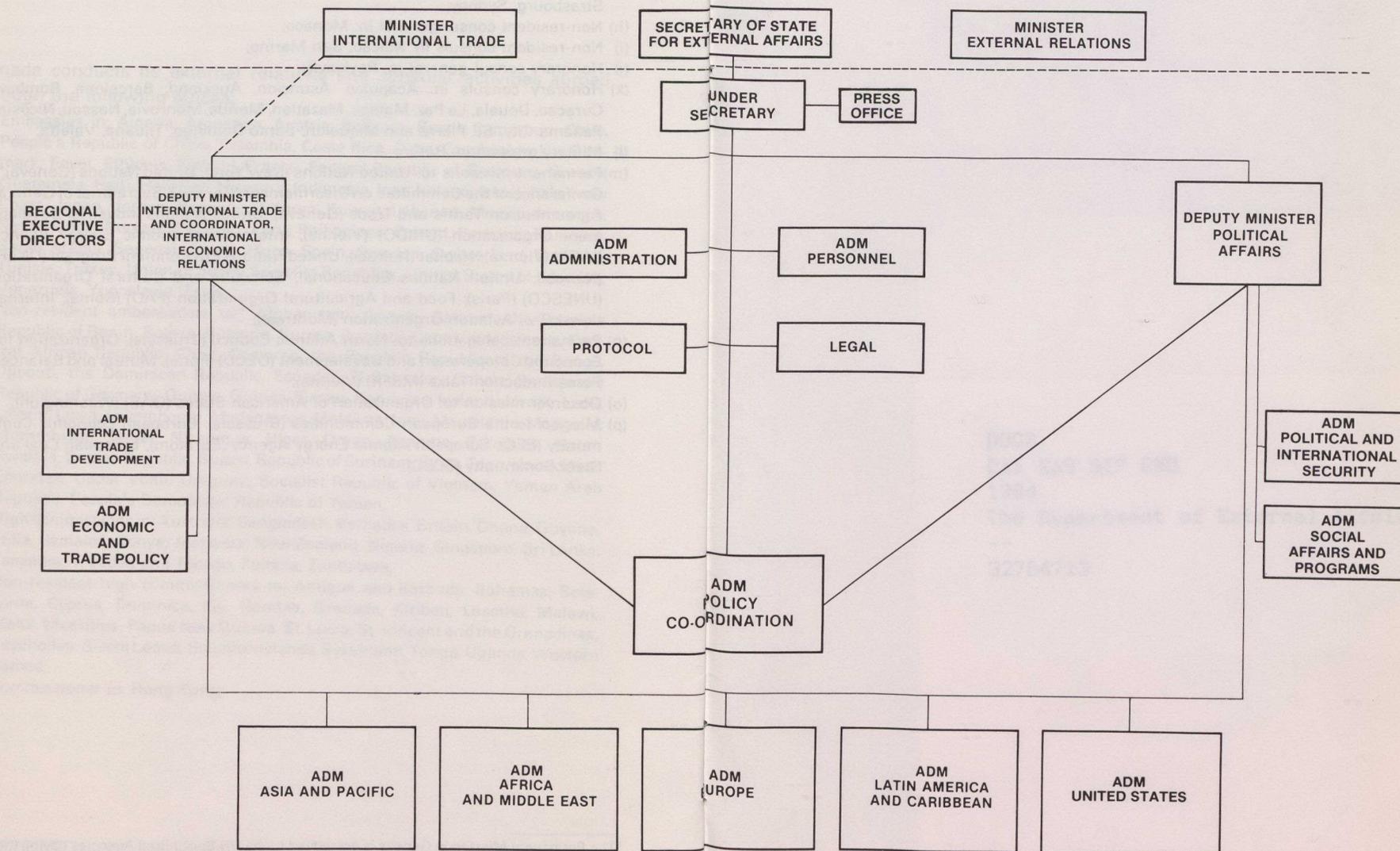
- (f) Non-resident commissioners to: Anguila, Belize, Bermuda, Brunei, British Virgin Islands, Montserrat, Associated State of St. Kitts and Nevis;
- (g) Consulates-general in: Atlanta, Birmingham, Bordeaux, Boston, Buffalo, Chicago, Cleveland, Dallas, Detroit, Düsseldorf, Glasgow, Hamburg, Los Angeles, Marseilles, Melbourne, Minneapolis, München, Milan, New Orleans, New York, Philadelphia, Perth, Rio de Janeiro, San Francisco, São Paulo, Seattle, Strasbourg, Sydney;
- (h) Non-resident consul-general in: Monaco;
- (i) Non-resident consuls in: Macao, San Marino;
- (j) Honorary consul-general in: Reykjavik;
- (k) Honorary consuls in: Acapulco, Asuncion, Auckland, Barcelona, Bombay, Curacao, Douala, La Paz, Malaga, Mazatlan, Merida, Monrovia, Nassau, Nicosia, Panama City, St. Pierre and Miquelon, Santo Domingo, Tijuana, Valetta;
- (l) Military mission in: Berlin;
- (m) Permanent missions to: United Nations (New York), United Nations (Geneva)\*, Conference of the Committee on Disarmament (Geneva), Secretariat of General Agreement on Tariffs and Trade (Geneva), United Nations Industrial Development Organization (UNIDO) (Vienna), International Atomic Energy Agency (IAEA) (Vienna), Habitat (Nairobi), United Nations Environment Program (UNEP) (Nairobi); United Nations Educational, Scientific and Cultural Organization (UNESCO) (Paris); Food and Agricultural Organization (FAO) (Rome); International Civil Aviation Organization (Montreal);
- (n) Permanent delegations to: North Atlantic Council (Brussels), Organization for Economic Co-operation and Development (OECD) (Paris), Mutual and Balanced Force Reduction Talks (MBFR) (Vienna);
- (o) Observer mission to: Organization of American States (OAS) (Washington);
- (p) Mission to the European Communities (Brussels): European Economic Community (EEC), European Atomic Energy Agency (Euratom), European Coal and Steel Community (ECSC).

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\*The Permanent Mission in Geneva is accredited to the UN Specialized Agencies having their headquarters in Geneva: International Labour Organization (ILO); International Telecommunications Union (ITU); World Health Organization (WHO); World Meteorological Organization (WMO) and World Intellectual Property Organization (WIPO).

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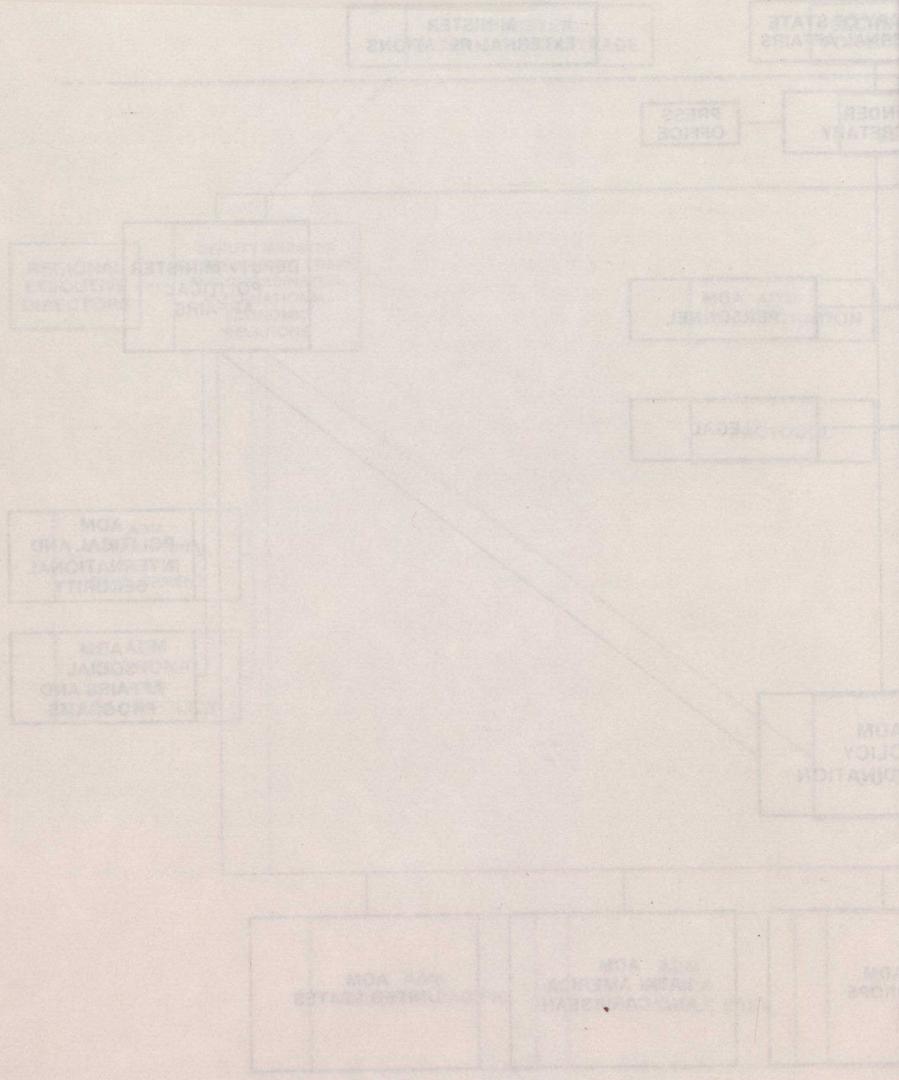


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